

CLAY COUNTY

Public School Facilities Element Data and Analysis

FINAL DRAFT



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Prepared for



Prepared by



**Kimley-Horn
and Associates, Inc.**

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LIST OF ATTACHMENTS

- ATTACHMENT A: INTERLOCAL AGREEMENT**
- ATTACHMENT B: EDUCATIONAL FACILITIES PLAN, 2007-2008**
- ATTACHMENT C: EDUCATIONAL PLANT SURVEY**
- ATTACHMENT D:2006 EVALUATION AND APPRAISAL REPORT FOR CLAY COUNTY,
POPULATION PROJECTION METHODOLOGY**
- ATTACHMENT E:SCHOOL IMPACT FEE STUDY**

INTRODUCTION

Public schools are a cornerstone to the well-being and future of a community. Generally, new residential development occurring within the community is the primary contributor to student population growth and has the most significant impact on the public school system. Because of this relationship between residential development and the provision of public schools, coordination among the School District, County, and Local Governments is critical to ensuring that future student growth needs are addressed, and can be accommodated within the public school system.

Recognizing the importance of coordinated planning for public schools, the Florida Legislature enacted legislation amending Sections 163.3180 and 163.3177(12), Florida Statutes (F.S.), first mandating coordinated planning through an interlocal agreement in 2002, then the implementation of public school concurrency through a Public School Facilities Element (PSFE) supported by data and analysis in 2005. These requirements have been addressed in the *Interlocal Agreement for Coordinated Planning, Public Educational Facility Siting and Review and School Concurrency in Clay County* (ILA), which includes school concurrency as a significant component in the data sharing and coordination between the Local Governments and School District. The ILA also provides a process for coordinating and sharing information relating to existing and planned public school facilities, school renovations and closures, requires coordination between Local Governments and the School District when planning infrastructure necessary to support a school, encourages co-location of public uses, and establishes the framework for the regulatory review of new residential development for available school capacity. The ILA has been provided as Attachment A in the Data and Analysis.

Within Clay County, the participants in school concurrency are Clay County, the School District of Clay County, the Town of Orange Park, the City of Keystone Heights, and the City of Green Cove Springs. The fourth municipality in the County, the Town of Penney Farms, is exempt from school concurrency based on criteria contained in §163.3177(12)(b), F.S. At the time of its comprehensive plan's evaluation and appraisal report, the Town of Penney Farms must determine if it continues to meet the criteria as an exempt Local Government. If the Town continues to meet these criteria, it shall continue to be exempt from the ILA participation requirement. If the School Board proposes a new school in its Five-Year Educational Facilities Plan within the boundaries of an exempt local government, the Local Government is required to comply with the public school concurrency requirements within one year after the school's proposal, pursuant to §163.3177(12), F.S.

Once school concurrency has been implemented in Clay County, the review process will require that the public school facilities necessary to maintain the adopted level of service for schools are in place prior to or concurrent with the student impact from new residential development.

Purpose of Report

This Data and Analysis Report was created to detail the methods that have been employed to support the coordinated school planning and school concurrency program to ensure that public school capacity needs are met within Clay County. This data and related analysis will be used to plan, anticipate growth and identify revenue requirements and sources. It verifies that a financially feasible school concurrency program which will achieve and maintain an adopted level of service for schools can be established in Clay County.

This Report also provides participating Local Governments within Clay County the required data and analysis necessary to adopt a Public School Facilities Element (PSFE), consistent with the amended ILA adopted by the School Board and Local Governments, Subsection 9J-5.025(2), Florida Administrative Code (F.A.C.), and Chapter 163, F.S., and addresses:

- Coordinated planning issues
- Demographic profile
- Land development patterns
- School utilization
- Public infrastructure
- Co-location of facilities
- Level of service standards
- Financial feasibility

COORDINATED PLANNING OF SCHOOL FACILITIES

One of the objectives of the Public School Facilities Element is to coordinate the timing, location and infrastructure necessary to support public schools and provide the capacity needed to accommodate student growth. This includes the coordination of the location of public schools with the future land use map, or map series, of the relevant jurisdiction to ensure that existing and proposed school facilities are located consistent with the existing and proposed residential areas they serve and are proximate to appropriate existing and future land uses. It also addresses coordination of the annual review of school enrollment and population projections and establishes the procedures for monitoring and evaluation of the school concurrency process.

Data Sharing

To assist in coordinating planning efforts, the County and the Local Governments will initiate the compilation of data to the School Board no later than March 1st of each year.

The School District's annual plan amendments will assure the Local Governments that the capital improvements program continues to be financially feasible and that the level of service standards will continue to be achieved and maintained. To assist in the planning efforts, the School Board shall provide to the County and Local Governments the following by August 1st of each year:

- The Educational Facilities Plan (provided as Attachment "B");
- The Educational Plant Survey (provided as Attachment "C") shall be submitted to the County and the Local Governments at least once every five years.

School Site Selection and Infrastructure Planning

The School District, the County and the Local Governments will address the provision of supporting infrastructure necessary to support public schools, including water and sewer, roads, drainage, sidewalks, and bus stops. The compatibility and close integration of public school facilities with surrounding land uses is also reviewed.

COUNTY POPULATION INFORMATION

Currently, the School District relies on the Bureau of Economic and Business Research (BEBR) reported projections for the amount, type, and distribution of population growth and student enrollment. The County relies on its own methodology using U.S. Census data for the collection of population data. The population projection methodologies used in the development of school concurrency procedures should utilize and produce similar population figures. While both the School District and the County use U.S. Census counts as their base, the County's projection figures are somewhat higher than those produced by the School District. The Local Governments and the School District have established a coordination process through the ILA, and the parties agree to base future plans on consistent projections regarding the amount, type, and distribution of population growth and student enrollment. The geographic distribution of jurisdiction-wide growth forecasts is one of the major objectives of the process.

Clay County Population Projections

According to the U.S. Census, the total population for Clay County has increased by 34,828 people from 1990 to 2000. The BEBR reports the total population from 2000 to 2005 has increased by 40,498 people. The number of households in Clay County has grown by over 24,000 since 1990, as shown in Table 1.

Table 1: Clay County Population, 1990-2005

Year	Population	Households
1990	105,986	36,663
2000	140,814	50,243
2005	181,312	60,929

Source: Clay County EAR, 2006

The population data for the Local Governments and the County are from the 2006 EAR Report for Clay County. The figures below in Table 2 represent the population projections produced by Clay County, calculating figures for municipalities from data presented for the respective planning areas and unincorporated portions of the County. The planning areas are based on aggregated Traffic Analysis Zones (TAZs). Attachment D presents the accepted population projection methodology from the 2006 Evaluation and Appraisal Report of Clay County's (EAR) accepted.

Approximately 90 percent of Clay County’s population lives in unincorporated Clay County. This percentage is not projected to change appreciably over the course of the planning period. According to the Clay County EAR, the rate of population increase is slowing for the entire County, and especially within the unincorporated areas. Only one municipality, Penny Farms, is expected to experience an increase in the rate of population growth. By 2025, the County and each of its municipalities will be experiencing single-digit rates of growth after nearly two decades of growth over 10 percent. Table 3 displays the changes in population over the planning period.

Table 2: Clay County / Municipal Population 2000-2025

Jurisdiction	2000	2005	2010	2015	2020	2025
Green Cove Springs	5,378	6,457	8,241	9,841	9,389	9,692
Keystone Heights	1,349	2,361	2,369	2,369	2,374	2,378
Orange Park	9,081	9,135	9,564	9,584	9,604	9,634
Penney Farms	580	739	786	844	924	1,004
Unincorporated County	124,426	162,620	200,333	245,605	280,749	308,005
County Totals	140,814	181,312	221,293	267,386	303,040	330,703

Source: calculated from Clay County EAR data (2006)

Table 3: Percent Change in Clay County / Municipal Population 2000-2025

Jurisdiction within County	Percent Change in Population and Projections				
	2000-2005	2005-2010	2010-2015	2015-2020	2020-2025
Green Cove Springs	20.1%	27.6%	8.4%	5.0%	3.2%
Keystone Heights	75.0%	0.3%	0.0%	0.2%	0.2%
Orange Park	0.6%	4.7%	0.2%	0.2%	0.3%
Penney Farms	27.4%	6.4%	7.4%	9.5%	8.7%
Unincorporated County	30.7%	23.2%	22.6%	14.3%	9.7%
County Totals	28.8%	22.1%	20.8%	13.3%	9.1%

School-Age Population Projections

According to the 2000 U.S. Census and student counts performed by the Clay County School District, the school-age population has increased slightly in relation to the total population, from 27,415 students in 2000 to 33,753 in 2005. These figures are presented in Table 4. There were 50,243 total households in Clay County in 2000. The total number of students that year was 27,415, for an overall figure of 0.546 students per household. In 2005, the number of students and households in Clay County both increased, and resulted in an increase to 0.567 students per household.

Public school enrollment as a percentage of the total population, increased slightly from 19.5 percent in 2000, but declined to 18.6 percent in 2005. The 2005 student enrollment numbers indicate that over the long-term period, the number of students per household has remained relatively stable as the overall population in the County has increased.

Table 4: Public School Enrollment

Year	Number of K-12 Students	Percent of Total Population	Number Of Students Per Household
1990	20,945	19.8%	0.571
2000	27,415	19.5%	0.546
2005	33,753	18.6%	0.567*

Source: Florida Department of Education, 2005

* Estimated number of students based on the projection of households provided by Urbanomics, Inc. (Clay County School Impact Fee Technical Report Update, 2005)

EXISTING PUBLIC SCHOOL FACILITY CONDITIONS

Current Enrollment

Between 2002 and 2006, enrollment in Clay County public schools grew from 29,232 to 35,193 students, or by just over 20 percent. Table 5 below shows the trends in school enrollment over the last five years, by school type. The figures are taken from the Florida Department of Education's 2007 Capital Outlay Full-Time Equivalent (COFTE) student counts. The number of students enrolled in Clay County public schools has increased in each of the last five years, but has not had consistently positive rates of growth. School Districts throughout Florida are experiencing a decline in enrollment in the past few years, but Clay County seems to largely be escaping that trend.

Table 5: School Enrollment, by School Type, 2002-2006

October Membership	Elementary (PreK-5)	Junior High (grades 6-8)	Senior High (grades 9-12)	Total (PreK-12)	Annual Growth
2002	13,071	7,307	8,854	29,232	-
2003	13,860	7,660	9,112	30,632	1,400
2004	14,294	8,011	9,594	31,899	1,267
2005	15,262	8,286	10,205	33,753	1,854
2006	16,062	8,405	10,727	35,193	1,440

Source: COFTE, 2007

Current School Utilization

The Clay County School District currently operates 23 elementary schools, five junior high schools, five senior high schools, and two combination (K-8 and 7-12) schools and one school for special education. Tables 6a-6e below identify each of these schools and their enrollment, capacity, and utilization rates. Using the lesser of FISH or Core capacity to measure capacity, the current total capacity for these schools is 39,852, with a current enrollment of 35,945. Comparing the enrollment to capacity provides an overall utilization rate of 90 percent.

Elementary Schools

Of the 23 elementary schools in the County, five have utilization rates above 100 percent. One elementary school, Lake Asbury Elementary, currently maintains a utilization rate of 129 percent. However, because several schools have a great deal more capacity than students as of the 2007

20-day count of student enrollment conducted by the School District, the overall utilization for elementary schools is 88 percent. Table 6a below shows the current elementary school enrollment, capacity, and utilization rates for each school.

Table 6a: Current Elementary School Utilization, SY 2007-08

School Code	SCHOOL NAME	SY 07/08		
		Enroll.	Cap.	Util.
Elementary School				
AES	Argyle Elementary	1182	1115	106%
CEB	Charles E. Bennett Elementary	775	804	96%
CGE	Coppergate Elementary	623	848	73%
CHE	Clay Hill Elementary	505	662	76%
DIS	Doctor's Inlet Elementary	770	735	105%
FIE	Fleming Island Elementary	1055	1266	83%
GPE	Grove Park Elementary	604	886	68%
KHE	Keystone Heights Elementary	788	773	102%
LAE	Lake Asbury Elementary	1394	1084	129%
LES	Lakeside Elementary	808	888	91%
MRE	McRae Elementary	595	713	83%
MBE	Middleburg Elementary	701	671	104%
MCE	Montclair Elementary	562	635	89%
OPE	Orange Park Elementary	541	565	96%
PES	R.M. Paterson Elementary	961	1186	81%
ROE	RideOut Elementary	604	900	67%
RVE	Ridgeview Elementary	734	776	95%
SBJ	S. Bryan Jennings Elementary	585	780	75%
SPC	Swimming Pen Creek Elementary	596	722	83%
TBE	Thunderbolt Elementary	1249	1353	92%
TES	Tynes Elementary	687	980	70%
WEC	W.E. Cherry Elementary	618	855	72%
WES	Wilkinson Elementary	901	1115	81%
Total		17838	20312	88%

Source: Clay County School District, 2007

Junior High Schools

There are five junior high schools in the County, none of which has a utilization rate above 100 percent. As of the 20-day enrollment count conducted by the School District, in 2007-08, the junior high schools, as a school type, have an overall utilization of 80 percent. Table 6b below displays the current junior high school enrollment, capacity, and utilization rates for each school.

Table 6b: Current Junior High School Utilization, SY 2007-08

School Code	SCHOOL NAME	SY 07/08		
		Enroll.	Cap.	Util.
Junior High School				
GCJH	Green Cove Springs Junior	798	921	87%
LAJH	Lake Asbury Junior High	1108	1298	85%
LJH	Lakeside Junior High	928	1058	88%
OPJH	Orange Park Junior High	840	1157	73%
WJH	Wilkinson Junior High	764	1108	69%
Total		4438	5542	80%

Source: Clay County School District, 2007

Senior High Schools

Of the five high schools in the County, two have utilization rates above 100 percent. Although one high school, Middleburg High currently has a utilization rate of 129 percent, the overall utilization rate for senior high schools, as a school type, is 99 percent. Table 6c below displays the current high school utilization rates for each school.

Table 6c: Current Senior High School Utilization, SY 2007-08

School Code	SCHOOL NAME	SY 07/08		
		Enroll.	Cap.	Util.
High School				
CHS	Clay High	1380	1871	74%
FIHS	Fleming Island High	2275	2483	92%
MHS	Middleburg High	2114	1637	129%
OPH	Orange Park High	2666	2818	95%
RHS	Ridgeview High	1869	1567	119%
Total		10304	10376	99%

Source: Clay County School District, 2007

Combination / Other Schools

The two combination schools in the County differ in their student makeup and utilization rates. Together, with the Learning Center, they have an overall utilization of 93 percent. Table 6d below shows the current combination schools' and special education school's utilization rates.

Table 6d: Current Combination / Other School Utilization, SY 2007-08

School Code	SCHOOL NAME	SY 07/08		
		Enroll.	Cap.	Util.
Combination / Other				
BLC	Bannerman Learning Center	117	332	35%
OLJH	Oak Leaf Junior High (K-8)	1839	1568	117%
KHHS	Keystone Heights High (7-12)	1409	1722	82%
Total		3365	3622	93%

Source: Clay County School District, 2007

Overall, the School District maintains a utilization rate of 90 percent. The overall student enrollment total, as of the 20-day count conducted by the School District is nearly 500 students

less than the Capital Outlay FTE forecast for 2007 provided by the Department of Education. Table 6e displays these figures.

Table 6e: Current Total School Utilization, SY 2007-08

	SY 07/08		
	Enroll.	Cap.	Util.
Student Total	35945	39852	90%
DOE Capital Outlay FTE Forecast	36442	39852	91%

School Capacity Measures

School capacity is measured in two ways: FISH capacity and core capacity. FISH capacity is based on the Florida Inventory of School Houses (FISH) Manual. The utilization rate is determined by dividing the student enrollment into the school’s capacity. Core capacity is based on the student capacity of the cafeteria. The cafeteria capacity is the number of students that may be housed in a school based on the size of the dining facility (cafeteria).

School Board Policy 6.01(K) establishes a maximum school size for each school type as follows:

Table 7: Maximum School Size, by school type

School Type	Maximum Number of Students
Elementary School	1,000
Junior High School	1,500
High School	2,500
7-12 Combination School	2,500
K-8 Combination School	1,500

Source: Clay County School District Educational Facilities Plan, 2007-08

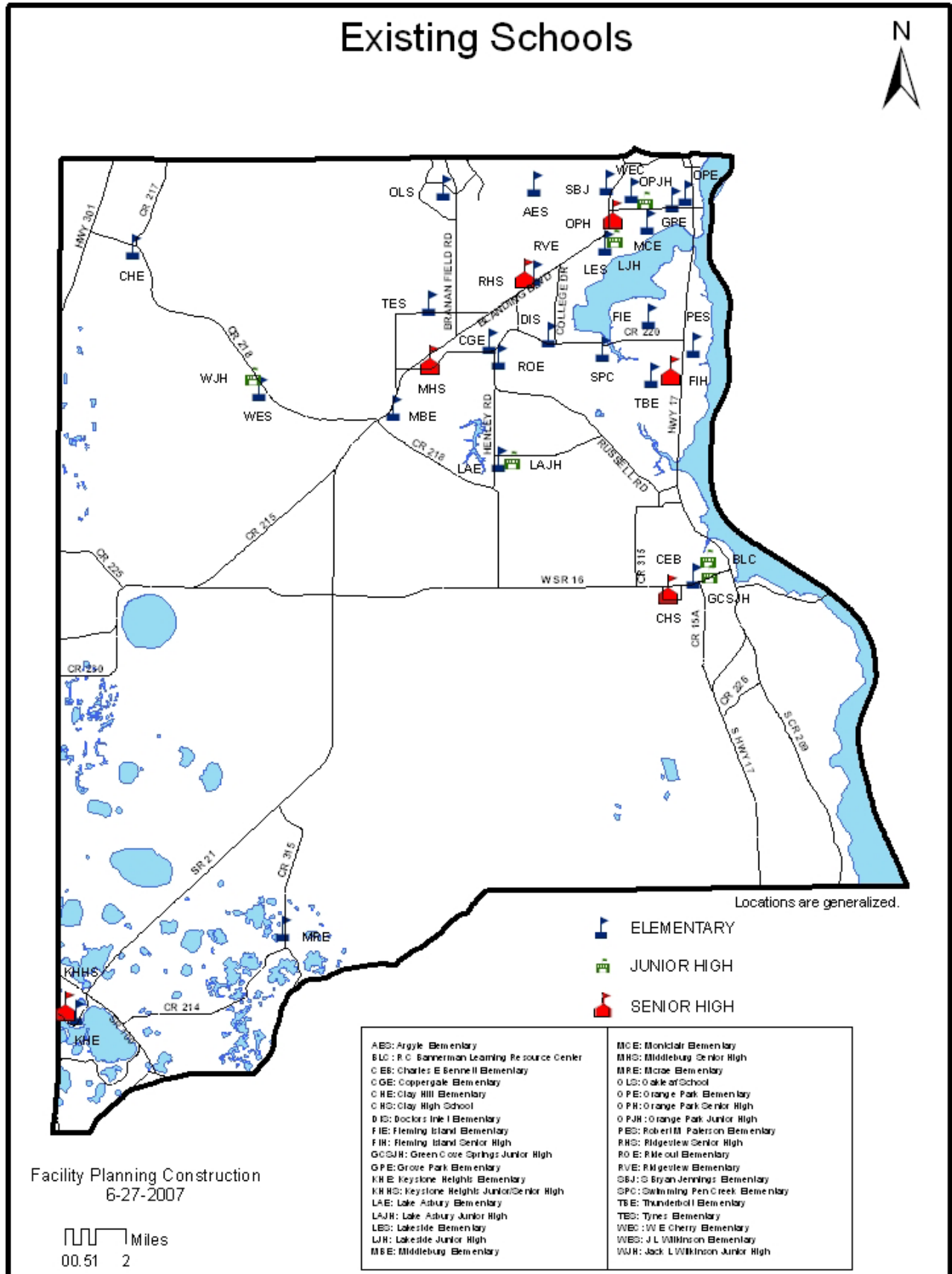
Table 8: Required Classrooms vs Planned Classrooms

SY	PK - 3	4 - 8	9 - 12	Total	Permanent	Relocatable	Surplus	Total
2007-08	30	4	25	59	CGE 37	56	22	115
2008-09	27	40	9	76	Elem W & X 82	33	-	115
2009-10	22	52	1	75	Elem Z 41	12	-	53
2010-11	23	50	8	81	Sr High QQQ 66	6	-	72
2011-12	32	37	17	86	Elem Y 41	-	-	41
Total	134	183	60	377				396

Source: Clay County School District Educational Facilities Plan, 2007-08

The Clay County School District has defined its capacity by using the lesser of the FISH capacity or the core cafeteria capacity. For purposes of school concurrency, the definition of school capacity has been provided in the ILA.

Figure 1: Existing Schools in Clay County



PROJECTED PUBLIC SCHOOL FACILITY CONDITIONS

Capital Outlay Full Time Equivalent (COFTE) Projections

In June or July of each year, the Florida Department of Education (DOE) publishes grade by grade Capital Outlay Full Time Equivalent (COFTE) enrollment projections for every school district for the next five to ten years. The State uses a standard 'cohort survival' method using five year enrollment trends. Table 10 identifies the Pre-K through Grade 12 DOE projected student growth through the school year 2011/12. This methodology is used nation-wide and is considered fairly reliable.

Although the State provides a relatively accurate projection, solely relying upon the COFTE projections for enrollment forecasting may be insufficient without local adjustment. Some significant reasons for adjustment are as follows:

- The DOE projections are based on an average of two 'head counts' – one in October and one in February. Therefore, the COFTE tends to under-project the number of high school students that show up in the fall by including winter drop-outs from the spring count. For facilities planning purposes the school district wants to insure that adequate classrooms are available for the peak fall semester and therefore prefers to use the October head count as the basis for planning.
- The DOE forecast is not available until July of the upcoming year. However, using an October count, the School District is able to prepare a new forecast by January.
- The DOE forecast does not count all of the students in the School District's buildings, and includes others that are not in District-owned buildings. For example, the DOE forecast excludes students in special or alternative schools or homebound settings. The School District's enrollment for facilities planning purposes includes only students in regular schools. By contrast, the State's forecast includes only pre-kindergarten (Pre-K) students that are in special education (ESE), while the school district provides Pre-K programs for many non-ESE students.

Five Year Forecast

The five year forecast is the basis for the School District's Educational Plant Survey and Educational Facilities Plan (EFP). The School District develops the data and analysis for the EFP in the spring for final approval in September each year. Enrollment projections are prepared using

the same standard cohort model as the State, using the State’s birth projections. The School District prepares the projections for each school and each grade, modifying information where boundary changes have affected trends or where staff has unique information of housing trends.

According to state law, the School District is required to accurately project future student enrollment and school capacity. Table 9 summarizes data provided by the Florida Department of Education (DOE) and displays the population projections and projected student growth through the school year 2010/11. According to the projections by the DOE, student population is expected to increase from 2006 through 2012.

Table 9: District Enrollment Projection Comparisons

School Year	DOE COFTE	Change from Previous Year
2007/08	36,442	1,249
2008/09	38,037	1,595
2009/10	39,606	1,569
2010/11	41,308	1,702
2011-12	43,122	1,814

Source: 2007/08 data from Clay County School District;
2008/09-2011/12 from Florida Department of Education, June 4, 2007.

Projected Enrollment

The School District’s EFP contains the June 4, 2007 COFTE projections provided by the DOE. Table 10 below disaggregates the District’s annual enrollment projections by grade level, pre-K through grade 12, with a summary of the COFTE growth projections provided in Table 11.

According to the School District’s 2007-08 EFP, during the next five year period, the District plans to construct five new schools. By the 2026-27 school year, a total of 24 schools are planned for construction. The proposed new schools for the five year period are shown in Table 12 and Figure 2.

Table 10: 2007 Capital Outlay FTE Forecast (COFTE)

Grade	Actual 2006-07	Projections				
		2007-08	2008-09	2009-10	2010-11	2011-12
PK	276	296	304	314	328	338
K	2,589	2,630	2,818	2,960	3,002	3,161
1	2,674	2,734	2,750	2,938	3,088	3,137
2	2,593	2,849	2,894	2,912	3,107	3,267
3	2,670	2,839	3,070	3,105	3,112	3,303
4	2,672	2,651	2,924	3,184	3,236	3,255
5	2,587	2,807	2,873	3,166	3,448	3,508
6	2,653	2,748	3,071	3,145	3,464	3,772
7	2,756	2,721	2,901	3,239	3,323	3,655
8	2,996	2,824	2,869	3,055	3,408	3,503
9	2,927	3,116	2,947	2,979	3,160	3,514
10	2,905	2,878	3,037	2,887	2,910	3,079
11	2,756	3,063	3,058	3,205	3,085	3,091
12	2,138	2,286	2,521	2,517	2,637	2,539
Totals	35,193	36,442	38,037	39,606	41,308	43,122

Source: Florida Department of Education, June 4, 2007

Table 11: 2007 COFTE Projected Growth Summary

Grade	2007-08	2008-09	2009-10	2010-11	2011-12	Total
PK - 3	545	488	393	408	569	2,403
4 - 8	87	887	1,151	1,090	814	4,029
9 - 12	616	220	25	204	431	1,496
Total	1,248	1,595	1,569	1,702	1,814	7,928

Source: Florida Department of Education, June 4, 2007

The projected enrollment for Clay County public schools, Tables 13a-13e below, provides the elementary, middle, and high school enrollments for the next five years. These projections will be updated annually as new data is provided through the coordination of shared local data and COFTE projections.

Table 12a: Actual and Projected Elementary School Enrollment by School Attendance Zones

SCHOOL CODE	ATTENDANCE ZONE	2007-08 (actual)	2008-09	2009-10	2010-11	2011-12
AES	Argyle Elementary	1,182	716	744	774	805
CEB	Charles E. Bennett Elementary	775	734	756	802	850
CGE	Coppergate Elementary	623	759	774	790	805
CHE	Clay Hill Elementary	505	494	499	509	519
DIS	Doctor's Inlet Elementary	770	882	900	918	936
FIE	Fleming Island Elementary	1,055	1,102	1,124	1,135	1,146
GPE	Grove Park Elementary	604	590	584	578	573
KHE	Keystone Heights Elementary	788	846	862	880	897
LAE	Lake Asbury Elementary	1,394	1,557	981	1,079	1,187
LES	Lakeside Elementary	808	875	883	875	866
MRE	McRae Elementary	595	568	573	579	585
MBE	Middleburg Elementary	701	734	756	779	802
MCE	Montclair Elementary	562	542	535	529	522
OPE	Orange Park Elementary	541	552	552	552	552
PES	R.M. Paterson Elementary	961	1,040	1,061	1,082	1,104
ROE	Ride Out Elementary	604	701	729	759	789
RVE	Ridgeview Elementary	734	865	857	848	840
SBJ	S. Bryan Jennings Elementary	585	620	614	607	601
SPC	Swimming Pen Creek Elementary	596	652	659	666	672
TBE	Thunderbolt Elementary	1,249	1,417	1,530	1,592	1,655
TES	Tynes Elementary	687	769	861	964	880
WEC	W.E. Cherry Elementary	618	609	603	597	591
WES	Wilkinson Elementary	901	949	977	1,006	1,037
W	Elementary "W"		914	932	951	970
X	Elementary "X"		670	750	840	941
Z	Elementary "Z"			457	548	458
Y	Elementary "Y"					500
Elementary Total		17,838	20,157	20,553	21,239	22,083

Source: 2007-08 data from 20-day Count conducted by Clay County School District;
 projections from Clay County School District Educational Facilities Plan, 2007-08

Table 12b: Actual and Projected Junior High School Enrollment by School Attendance Zones

SCHOOL CODE	ATTENDANCE ZONE	2007-08 (actual)	2008-09	2009-10	2010-11	2011-12
GCJH	Green Cove Springs Junior	798	806	854	906	595
LAJH	Lake Asbury Junior High	1,108	1,056	1,109	1,187	934
LJH	Lakeside Junior High	928	886	913	940	770
OPJH	Orange Park Junior High	840	876	867	867	867
WJH	Wilkinson Junior High	764	767	719	814	838
PP	Junior High "PP"					
Junior High Total		4,438	4,391	4,462	4,714	4,004

Source: 2007-08 data from 20-day Count conducted by Clay County School District;
projections from Clay County School District Educational Facilities Plan, 2007-08

Table 12c: Projected High School Enrollment by School Attendance Zones

SCHOOL CODE	ATTENDANCE ZONE	2007-08 (actual)	2008-09	2009-10	2010-11	2011-12
CHS	Clay High	1,380	1,265	1,290	1,316	1,369
FIHS	Fleming Island High	2,275	2,380	2,475	2,574	2,677
MHS	Middleburg High	2,114	2,135	2,221	1,813	1,887
OPH	Orange Park High	2,666	2,910	2,968	2,009	1,989
RHS	Ridgeview High	1,869	1,836	1,873	1,775	1,793
OHS	Oakleaf High School				1,650	1,815
High School Total		10,304	10,526	10,827	11,137	11,530

Source: 2007-08 data from 20-day Count conducted by Clay County School District;
projections from Clay County School District Educational Facilities Plan, 2007-08

Table 12d: Projected Combination/Other School Enrollment by School Attendance Zones

SCHOOL CODE	ATTENDANCE ZONE	2007-08 (actual)	2008-09	2009-10	2010-11	2011-12
BLC	Bannerman Learning Center	117	178	178	178	178
OLJH	Oak Leaf Junior High (K-8)	1,839	776	854	939	1,033
KHHS	Keystone Heights High (7-12)	1,409	1,443	1,472	1,502	1,532
Combination/Other Total		3,365	2,397	2,504	2,619	2,743

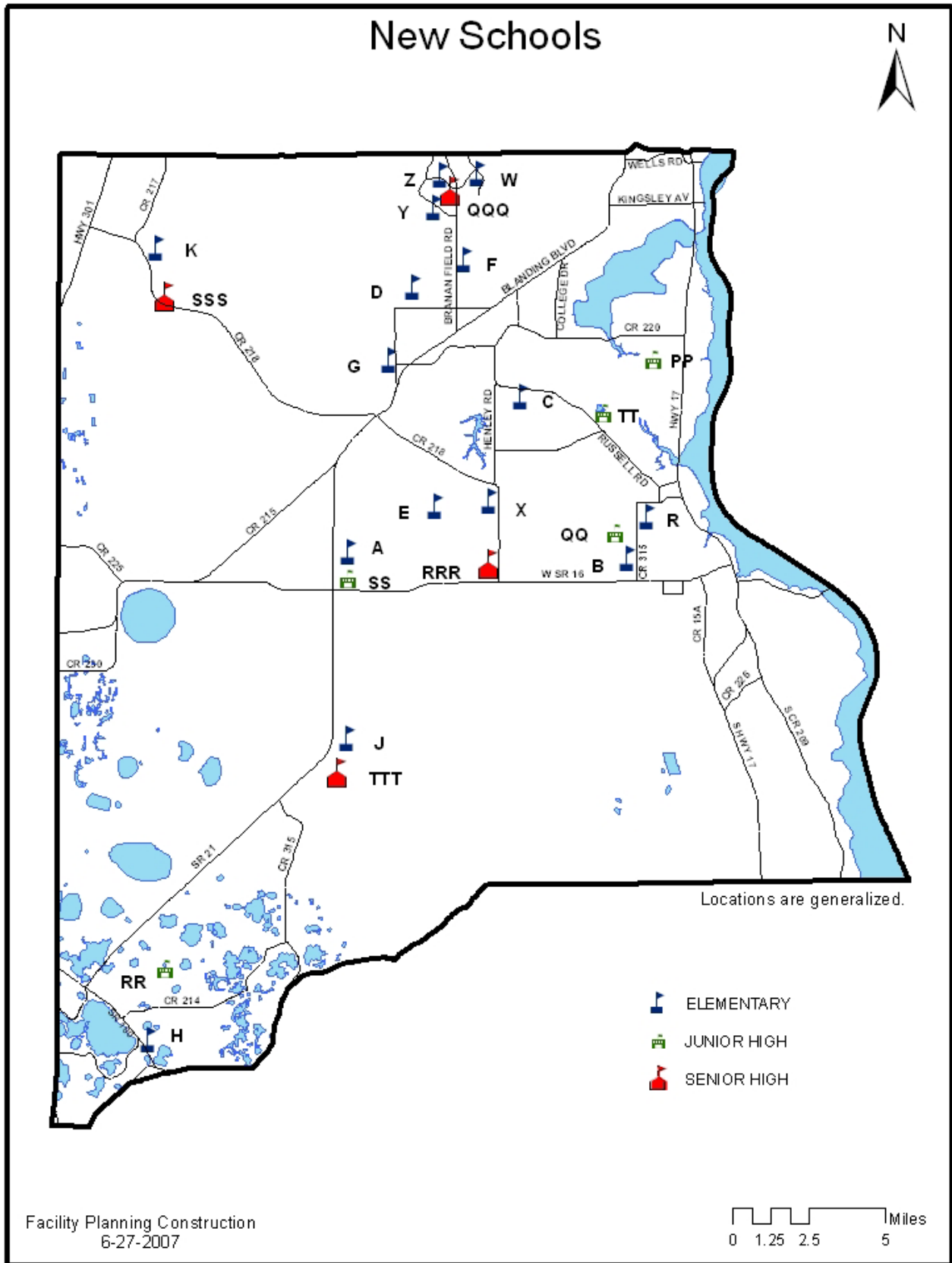
Source: 2007-08 data from 20-day Count conducted by Clay County School District;
projections from Clay County School District Educational Facilities Plan, 2007-08

Table 12e: Comparison of Projected Total Enrollments

SCHOOL CODE	ATTENDANCE ZONE	2007-08	2008-09	2009-10	2010-11	2011-12
	Student Total	35,954*	37,471	38,346	39,709	40,360
	DOE Capital Outlay FTE Forecast	36,442	38,037	39,606	41,308	43,122

Source: *2007-08 data from 20-day Count conducted by Clay County School District;
 projections from Clay County School District Educational Facilities Plan, 2007-08

Figure 2: New Schools Planned for Clay County



Public School Facility Summary

The data in Table 13 is measured at the student station level, which is the unit of measure used to calculate school capacity. In the Clay County School District, the facility capacity uses student stations required per student for an instructional program based on the particular course content. Analysis of the student stations is necessary to achieve the desired level of service for elementary, junior high, and high schools detailed below. The computation of individual school utilization is achieved through the ratio of the number of student stations to the number of students enrolled in each school.

Table 13 displays the current and projected utilization calculations per school type through school year 2011/12. Schools with utilization rates greater than 100 percent are highlighted in yellow, and the orange indicates utilization rates above the adopted utilization rate level of service of 110 percent. The school capacities marked in red indicate programmed new schools. Approximately 5,169 additional students are projected to enter Clay County schools by 2011/12. To meet the expected growth and achieve the adopted level of service of 110 percent for all school types, over the next five years the County plans to construct five additional schools at the elementary, junior high, and high school levels. The general locations of future school sites are based on the school siting policies outlined in the ILA and Comprehensive Plans of the Local Governments.

Elementary Schools

The Clay County School District currently operates 23 elementary schools. The newest elementary school is set to open this school year, 2007/08, with 888 student stations. Four additional elementary schools are proposed in the EFP. These schools will open in school years 2008, 2009, and 2011 adding over 2,500 additional elementary student stations. With the addition of these elementary schools, the number of permanent elementary student stations by 2011 will be 24,665. The enrollment projection for the five-year planning period identifies a total of 21,934 elementary students by 2011. The estimated district-wide utilization at the elementary school level will be approximately 89 percent at the end of the five-year planning period. By school year 2011/12, nine elementary schools will have enrollments exceeding their capacity, with four of those not meeting the adopted level of service of 110 percent.

Table 13: Clay County School District Utilization, by school type for SY 07/08 through SY 11/12

School Code	SCHOOL NAME	Recommended Maximum Size	FISH Capacity	Core (Cafeteria)	FISH or Core Cap. (lessor of)	SY 07/08			SY 08/09			SY 09/10			SY 10/11			SY 11/12		
						Enroll.	FISH or Core Capacity (lessor of)	Util.	Enroll.	FISH or Core Capacity (lessor of)	Util.	Enroll.	FISH or Core Capacity (lessor of)	Util.	Enroll.	FISH or Core Capacity (lessor of)	Util.	Enroll.	FISH or Core Capacity (lessor of)	Util.
Elementary School																				
AES	Argyle Elementary	1,000	1115	1352	1115	1182	1115	106%	716	895	80%	744	930	80%	774	968	80%	805	1006	80%
CEB	Charles E. Bennett Elementary	1,000	1416	804	804	775	804	96%	734	804	91%	756	804	94%	802	804	100%	850	804	106%
CGE	Coppergate Elementary	1,000	848	1320	848	623	848	73%	759	848	90%	774	848	91%	790	848	93%	805	848	95%
CHE	Clay Hill Elementary	1,000	662	770	662	505	662	76%	494	662	75%	499	662	75%	509	662	77%	519	662	78%
DIS	Doctor's Inlet Elementary	1,000	1128	735	735	770	735	105%	882	735	120%	900	735	122%	918	735	125%	936	735	127%
FIE	Fleming Island Elementary	1,000	1266	1485	1266	1055	1266	83%	1102	1266	87%	1124	1266	89%	1135	1266	90%	1146	1266	91%
GPE	Grove Park Elementary	1,000	886	925	886	604	886	68%	590	886	67%	584	886	66%	578	886	65%	573	886	65%
KHE	Keystone Heights Elementary	1,000	983	773	773	788	773	102%	846	773	109%	862	773	112%	880	773	114%	897	773	116%
LAE	Lake Asbury Elementary	1,000	1461	1084	1084	1394	1084	129%	887	1084	82%	940	1084	87%	1034	1084	95%	1138	1084	105%
LES	Lakeside Elementary	1,000	1006	888	888	808	888	91%	875	888	99%	883	888	99%	875	888	99%	866	888	98%
MRE	McRae Elementary	1,000	713	1485	713	595	713	83%	568	713	80%	573	713	80%	579	713	81%	585	713	82%
MBE	Middleburg Elementary	1,000	810	671	671	701	671	104%	734	671	109%	756	671	113%	779	671	116%	802	671	120%
MCE	Montclair Elementary	1,000	635	781	635	562	635	89%	542	635	85%	535	635	84%	529	635	83%	522	635	82%
OPE	Orange Park Elementary	1,000	567	565	565	541	565	96%	552	565	98%	552	565	98%	552	565	98%	552	565	98%
PES	R.M. Paterson Elementary	1,000	1186	1336	1186	961	1186	81%	1040	1186	88%	1061	1186	89%	1082	1186	91%	1104	1186	93%
ROE	RideOut Elementary	1,000	900	1320	900	604	900	67%	701	900	78%	729	900	81%	759	900	84%	789	900	88%
RVE	Ridgeview Elementary	1,000	1117	776	776	734	776	95%	865	776	111%	857	776	110%	848	776	109%	840	776	108%
SBJ	S. Bryan Jennings Elementary	1,000	780	1086	780	585	780	75%	620	780	79%	614	780	79%	607	780	78%	601	780	77%
SPC	Swimming Pen Creek Elementary	1,000	722	1384	722	596	722	83%	652	722	90%	659	722	91%	666	722	92%	672	722	93%
TBE	Thunderbolt Elementary	1,000	1405	1353	1353	1249	1353	92%	1417	1353	105%	1530	1353	113%	1592	1353	118%	1655	1353	122%
TES	Tynes Elementary	1,000	980	1366	980	687	980	70%	769	980	78%	861	980	88%	964	980	98%	780	980	80%
WEC	W.E. Cherry Elementary	1,000	900	855	855	618	855	72%	609	855	71%	603	855	71%	597	855	70%	591	855	69%
WES	Wilkinson Elementary	1,000	1115	1372	1115	901	1115	81%	949	1115	85%	977	1115	88%	1006	1115	90%	1037	1115	93%
R	Elementary "R"	1,000	1000	1312	1000		0		0	0			0		0	0	0%	0	0	
OVE	Oakleaf Village Elementary	1,000	947	1362	947		0		914	947	97%	932	947	98%	951	947	100%	970	947	102%
SLE	Shadowlawn Elementary	1,000	929	1312	929		0		670	1000	67%	750	929	81%	840	929	90%	941	929	101%
Z	Elementary "Z"	1,000	862	1362	862		0		0	0		457	862	53%	548	862	64%	458	862	53%
Y	Elementary "Y"	1,000	862	1312	862		0			0		0	0		0	0		500	862	58%
C	Elementary "C"	1,000	862	1312	862		0			0		0	0		0	0		0	0	
Z	Elementary "L"	1,000	862	1312	862		0			0		0	862	0%	0	862	0%	0	862	0%
Total			28925	33770	26636	17838	20312	88%	19487	22039	88%	20512	23727	86%	21194	23765	89%	21934	24665	89%

Table 14: Clay County School District Utilization, by school type for SY 07/08 through SY 11/12 (cont.)

School Code	SCHOOL NAME	Recommended Maximum Size	FISH Capacity	Core (Cafeteria)	FISH or Core Cap. (lesser of)	SY 07/08			SY 08/09			SY 09/10			SY 10/11			SY 11/12		
						Enroll.	FISH or Core Capacity (lesser of)	Util.	Enroll.	FISH or Core Capacity (lesser of)	Util.	Enroll.	FISH or Core Capacity (lesser of)	Util.	Enroll.	FISH or Core Capacity (lesser of)	Util.	Enroll.	FISH or Core Capacity (lesser of)	Util.
Junior High School																				
GCJH	Green Cove Springs Junior	1,500	921	1750	921	798	921	87%	806	921	88%	854	921	93%	906	921	98%	960	921	104%
LAJH	Lake Asbury Junior High	1,500	1298	1722	1298	1108	1298	85%	1056	1259	84%	1109	1298	85%	1187	1298	91%	1270	1259	101%
LJH	Lakeside Junior High	1,500	1058	1263	1058	928	1058	88%	886	1077	82%	913	1058	86%	940	1058	89%	968	1077	90%
OPJH	Orange Park Junior High	1,500	1157	1262	1157	840	1157	73%	876	1177	74%	867	1157	75%	867	1157	75%	867	1157	75%
WJH	Wilkinson Junior High	1,500	1161	1108	1108	764	1108	69%	767	1108	69%	790	1108	71%	814	1108	73%	838	1108	76%
PP	Junior High "PP"	1,500	1000	1687	1000		0	0%		0	0%		0	0%	0	0	0%	0	0	0%
Total			6595	8792	6542	4438	5542	80%	4391	5542	79%	4533	5542	82%	4714	5542	85%	4903	5522	89%
High School																				
CHS	Clay High	2,500	1871	2179	1871	1380	1871	74%	1265	1786	71%	1290	1871	69%	1316	1871	70%	1369	1871	73%
FIHS	Fleming Island High	2,500	2483	2485	2483	2275	2483	92%	2380	2412	99%	2475	2485	100%	2574	2485	104%	2677	2485	108%
MHS	Middleburg High	2,500	2572	1637	1637	2114	1637	129%	2135	1637	130%	2221	1637	136%	1813	1637	111%	1850	1637	113%
OPH	Orange Park High	2,500	3294	2818	2818	2666	2818	95%	2910	2818	103%	2968	2818	105%	2009	2511	80%	1989	2486	80%
RHS	Ridgeview High	2,500	2499	1567	1567	1869	1567	119%	1836	1567	117%	1873	1567	120%	1775	1567	113%	1793	1567	114%
OHS	Oakleaf High School	2,500	1600	2840	1600		0			0			0		1650	1600	103%	1815	1815	100%
Total			14319	13526	11976	10304	10376	99%	10526	10220	103%	10827	10378	104%	11137	11671	95%	11493	11861	97%
Combination / Other																				
BLC	Bannerman Learning Center		505	332	332	117	332	35%	178	332	54%	178	332	54%	178	332	54%	178	332	54%
OLJH	Oak Leaf Junior High (K-8)	1,500	1685	1568	1568	1839	1568	117%	1222	1568	78%	887	1109	80%	976	1220	80%	1074	1343	80%
KHHS	Keystone Heights High (7-12)	2,500	1722	2136	1722	1409	1722	82%	1443	1722	84%	1472	1722	85%	1502	1722	87%	1532	1722	89%
Total			3912	4036	3622	3365	3622	93%	2843	3622	78%	2537	3163	80%	2656	3274	81%	2784	3397	82%
Student Total			53751	60124	48776	35945	39852	90%	37247	41423	90%	38409	42810	90%	39701	44252	90%	41114	45445	90%
DOE Capital Outlay FTE Forecast						36442	39852	91%	38037	41423	92%	39606	42810	93%	41308	44252	93%	43122	45445	95%

KEY:
 LOS Exceeds 100%
 LOS Exceeds Recommended LOS

Source: Clay County School District, 2007

Junior High Schools

The School District currently operates five junior high schools, none of which exceed their capacity as of the 2007 20-day count conducted by the School District. The total number of district-wide junior high school student stations is 5,542. The EFP currently plans to add a new junior high school during the next five year period (year 6). Based on growth projections, the estimated district-wide utilization at the junior high school level will be approximately 89 percent for the 2010/11 school year.

High Schools and Combination Schools

Currently, there are six high schools, two combination schools, and one learning center in Clay County. The high schools currently have an overall utilization rate of 99 percent and contain 10,304 students. The combination schools have a combined total enrollment of 3,622 with a utilization rate of 93 percent. One new high school is scheduled in the current EFP for school year 2010/11, in order to address capacity issues.

The estimated enrollment at the high school and combination school levels will be just over 15,000 students for school year 2011/12. Based on these projections, the estimated district-wide utilization at the high school level will be approximately 97 percent for the 2011/12 school year, achieving the adopted level of service of 110 percent. However, because utilization is measured for each school, several high schools will still need additional capacity, program changes or boundary adjustments to meet long term plans for maintaining the adopted level of service. The combination schools may reach 82 percent utilization by school year 2011/12. The School District will continue to work to reduce several high school utilization rates through a long-term concurrency management plan, shown in Table 16.

10 and 20 Year Forecast

The School District currently relies on COFTE projection trends. The School District plans to work to incorporate the County's population projection methodology in future population projections, and for zoning and land use capacity analyses. The first five years of the School District's enrollment forecast are based on COFTE projections balanced with the cohort survivor model modified to reflect housing and program trends. This method is reliable for three to five years of enrollment projections.

Planned Improvements

The EFP provides for short-term and long-term capacity improvements, both over the Five-Year planning period and for a 10-20 year time horizon. These capacity projects are summarized below, and presented in greater detail in Table 18. Attachment B provides the School District's detailed capital plan for additional capacity.

Short Range - Five-Year Plan

1. Establish L.O.S. at 110 percent for each school type
2. Construct Elementary School "W" by 2008/09
3. Construct Elementary School "X" by 2008/09
4. Construct Elementary School "Z" by 2009/10
5. Construct High School "QQQ" (Oakleaf High School) by 2010/11
6. Construct Elementary School "Y" by 2011/12

Long Range – 10 and 20 Year Plan

1. Construct Junior High "PP" between years 2012-17
2. Construct Elementary School "R" between years 2012-17
3. Construct Elementary School "C" between years 2012-17
4. Construct Elementary School "B" between years 2012-17
5. Construct Elementary School "A" between years 2012-17
6. Construct High School "RRR" between 2012-17
7. Construct Junior High "QQ" between years 2017-27
8. Construct Elementary School "D" between years 2017-27
9. Construct Elementary School "E" between years 2017-27
10. Construct Elementary School "F" between years 2017-27
11. Construct Junior High "RR" between years 2017-27
12. Construct Elementary School "G" between years 2017-27
13. Construct Junior High "SS" between years 2017-27
14. Construct High School "SSS" between 2017-27
15. Construct Elementary School "H" between years 2017-27
16. Construct Junior High "TT" between years 2017-27
17. Construct High School "TTT" between 2017-27
18. Construct Elementary School "J" between years 2017-27

STUDENT GENERATION RATES

Determining the number of students generated from new residential development is necessary to accurately assess a new residential development's impact on public schools. This student generation rate allows the School District to calculate the number of new students that can be expected from a residential development, based on the number and type of residential units proposed. With the projected number of students defined, the impact of the residential development on available school capacity can be determined.

The School District's Educational Facilities Plan (EFP) 2007-08, provided as Attachment B, describes the data and equations used to formulate the Student Generation Rates (SGRs) for Clay County. Each residential housing type, whether single family, multi-family, or mobile home, generates a different number of students per unit, based on the current distribution of students within existing housing types in Clay County.

The formulas and figures presented below in Tables 14a – 14f outline the methodology used to determine SGRs within Clay County. Table 14g provides the final SGRs for new residential development, disaggregated by residential housing type and school level.

Table 14a: Student Distribution by Grade Level

Student Distribution by Grade Level		
Grade Level	# Students	Distribution
PK-6	17,981	52.66%
7-8	5,677	16.62%
9-12	10,490	30.72%
Total	34,148	100.00%

Table 14b: Students per Dwelling Unit

Students per Dwelling Unit			
PK-12 Students	=	34,148	= 0.5537
Total Dwelling Units		61,670	

Table 14c: Dwelling Unit Distribution by Housing Type

Dwelling Unit Distribution by Type		
Type	# Units	Distribution
Single Family	44,402	72.00%
Mobile Home	8,017	13.00%
Multi-Family	9,251	15.00%
Total	61,670	100.00%

¹ Enrollment taken from October 2005 Monthly Membership Report (COFTE)

² Dwelling Units are estimated **occupied units** as of April 1, 2005 from US Census Bureau, 2005 American Community Survey

Table 14d: Estimated Number of Students per Total Occupied Dwelling Units

Estimated Number of Students per Total Occupied Dwelling Units			
PK – 12 Students*	27,415		
	=		= 0.5456
2000 US Census Dwelling Units**	50,243		
*Enrollment taken on April 12, 2000			
**Less unoccupied units			

14e: Student Distribution Percentage

Student Distribution Percentage					
Grade Level	Grade Level # of Students per Total Students		Student Distribution Percentage		
PK-6	$\frac{15,021}{27,415}$	=	0.5479	=	54.79%
7-8	$\frac{4,605}{27,415}$	=	0.168	=	16.80%
9-12	$\frac{7,789}{27,415}$	=	0.2841	=	28.41%

14f: Student Distribution per Dwelling Units

Student Distribution per Dwelling Units						
Grade Level	Estimated # of Students per Dwelling Units		Student Distribution Percentage	Students per Dwelling Unit		
PK-6	0.5456	X	54.79%	=	0.2989	
7-8	0.5456	X	16.80%	=	0.0916	
9-12	0.5456	X	28.41%	=	0.1550	

14g: Student Generation Rates per Dwelling Type

Students per Dwelling Unit by Dwelling Type				
Grade Level	SF	MH	MF	Total
PK-6	0.2099	0.0379	0.0437	0.2915
7-8	0.0663	0.0120	0.0138	0.0921
9-12	0.1225	0.0221	0.0255	0.1701
Total	0.3987	0.0720	0.0830	0.5537

LEVEL OF SERVICE

The Level of Service (LOS) standards, which are adopted in the Interlocal Agreement (ILA) as well as in the Public School Facilities Element and Capital Improvements Element, are used to establish maximum permissible school utilization rates relative to capacity. The school concurrency program's LOS standards balance the School District's ability to finance a capital program with its ability to achieve and maintain the adopted LOS for public schools. The establishment of a LOS ensures that new or expanded school facilities are built in time to accommodate students generated from new residential developments.

The Florida Legislature recognizes that an essential requirement for a concurrency management system is the LOS at which a public facility is expected to operate. The new language established in Chapter 163.3177(12)(c), F.S. requires that the public school facilities element be "based upon data and analysis that address, among other things, how the LOS standards will be achieved and maintained." The ability to achieve and maintain the LOS must be based on a financially feasible Five-Year Capital Plan, adopted annually by the School Board as prescribed in Chapter 163.3180(13)(d)(1), F.S. The LOS standards for schools will be adopted into the Capital Improvement Element of the Local Governments' comprehensive plans and must apply district-wide for all schools of the same type.

Clay County has established a level of service (LOS) standard of 110 percent for each school type in each SCSA has been established to ensure that a financially feasible capital plan will address the capacity of schools, sufficient to support student growth.

Long-Term Concurrency Management System

According to s.163.3180(9), F.S., when a school district demonstrates a school facility backlog for existing development which cannot be adequately addressed in a 10-year plan, the State land planning agency may allow it to develop a plan and long-term schedule of capital improvements covering of up to 15 years for good and sufficient cause, based on a general comparison between that local government and all other similarly situated local jurisdictions, using the following factors:

1. The extent of the backlog.
2. The cost of eliminating the backlog.
3. The local government's tax and other revenue-raising efforts.

The local government may issue approvals to commence construction notwithstanding s. 163.3180 F.S., consistent with and in areas that are subject to a long-term concurrency management system. If the local government adopts a long-term concurrency management system, it must evaluate the system periodically. At a minimum, the local government must assess its progress toward improving LOS within the long-term concurrency management district or area in the evaluation and appraisal report and determine any changes that are necessary to accelerate progress in meeting acceptable LOS.

As detailed in the residential development and school utilization analyses above, residential development and the increase in students associated with this development, is not occurring at a uniform rate throughout the County. Several areas in the county are experiencing higher rates of residential development activity than others. Areas with significant increases in residential development are likely to experience subsequent increases in the student population. Because of these circumstances, the utilization of existing schools in these areas will exceed the desired LOS standard until new capacity can be constructed.

The Clay County School District is establishing a long term concurrency management system to address existing deficiencies at schools, as identified in Table 15 below. The Long-Term Concurrency Management System (LTCMS) will be utilized to address those schools for which backlogs exist, and which need additional time to meet the adopted LOS of 110 percent. The LTCMS provides interim LOS standards for specific SCSAs for a 10-year period. The LOS for these schools will last for a 10-year period to add capacity and adjust the LOS through a financially feasible plan. Since SCSAs are based on school attendance boundaries, each recommended tiered LOS within the LTCMS includes only one school. These five elementary schools and three high schools will meet the adopted LOS of 110 percent by school year 2017/18.

Table 15: Long-Term Concurrency Management System

LONG-TERM CONCURRENCY MANAGEMENT SYSTEM* - SCHOOL YEAR 2007-2017											
Facility Name	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18
Doctors Inlet Elementary	130%	130%	130%	130%	130%	110%	110%	110%	110%	110%	110%
Keystone Heights Elementary	120%	120%	120%	120%	120%	110%	110%	110%	110%	110%	110%
Ridgeview Elementary	115%	115%	115%	115%	115%	110%	110%	110%	110%	110%	110%
Middleburg Elementary	120%	120%	120%	120%	120%	110%	110%	110%	110%	110%	110%
Thunderbolt Elementary	125%	125%	125%	125%	125%	110%	110%	110%	110%	110%	110%
Lake Asbury Elementary	130%	130%	130%	130%	130%	110%	110%	110%	110%	110%	110%
Oak Leaf Junior High	120%	120%	120%	120%	120%	110%	110%	110%	110%	110%	110%
Middleburg High	140%	140%	140%	140%	140%	120%	120%	120%	110%	110%	110%
Ridgeview High	120%	120%	120%	120%	120%	120%	120%	120%	110%	110%	110%

**Enrollment relief necessary to correct existing deficiencies will include a financially feasible system utilizing new capacity, boundary adjustments and program adjustments as identified in the School District of Clay County's Educational Facility Plan, pursuant to Chapter 163.3180(9)(b) F.S.*

SCHOOL CONCURRENCY SERVICE AREAS

School Concurrency Service Areas (SCSA) are geographic areas in which the LOS standard is measured when an application for residential development is reviewed for school concurrency purposes. A fundamental requirement of school concurrency is the establishment of these areas. This includes the option to establish a district-wide or single service area for each school type, or less than district-wide, which are smaller geographic service areas. These SCSAs are used to determine whether adequate capacity is available to accommodate new students generated from residential development.

District-wide or Less than District-wide SCSA

The legislature allows school concurrency to be applied district-wide initially, but requires that it be applied on a less than district-wide basis within five years of adoption. This is to ensure that development is coordinated with schools having available capacity. *163.3180(13)(c)1, F.S.* When applying school concurrency less than district-wide, the school district is required to maximize utilization of their schools and to apply “adjacency” when reviewing residential development. Maximizing utilization requires the school district to evaluate school enrollment and attempt to balance the enrollment by shifting children from schools that are over capacity to schools that are under capacity to the greatest extent possible. To ensure the School District is doing their part, new residential development can take into consideration adjacent service area capacity when none exists in the directly impacted service area (adjacency).

Clay County SCSAs

The School District and the County have determined to apply school concurrency on a less than district-wide basis and use school attendance zones (boundaries) as the SCSAs. Utilization of this method will create separate service area boundary maps for elementary, middle, and high schools. Each school’s attendance boundary will be its own SCSA. Existing school attendance zones will remain the SCSA for measuring LOS for each school until they are changed.

This form of SCSA allows the impact of new residential development to be analyzed against the directly impacted schools. The review for available capacity will occur at the schools most likely to be impacted by the new residential development. If available capacity is not present, the adjacent school SCSA will be analyzed for capacity.

Figures 3, 4 and 5 detail the school concurrency service area boundaries for the elementary, middle, and high school grade levels, respectively.

Figure 3: Elementary Concurrency Service Areas

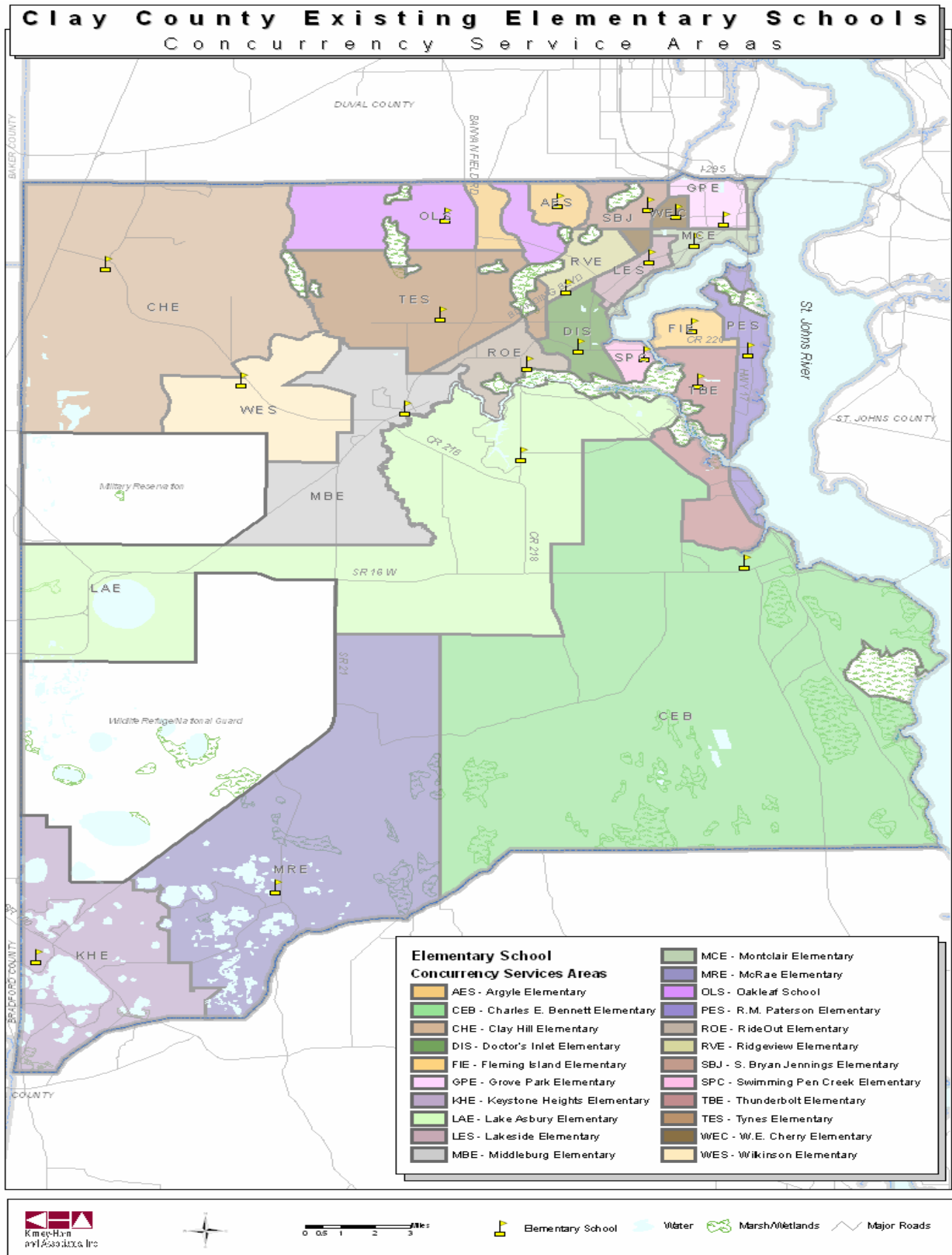


Figure 4: Junior High Concurrency Service Areas

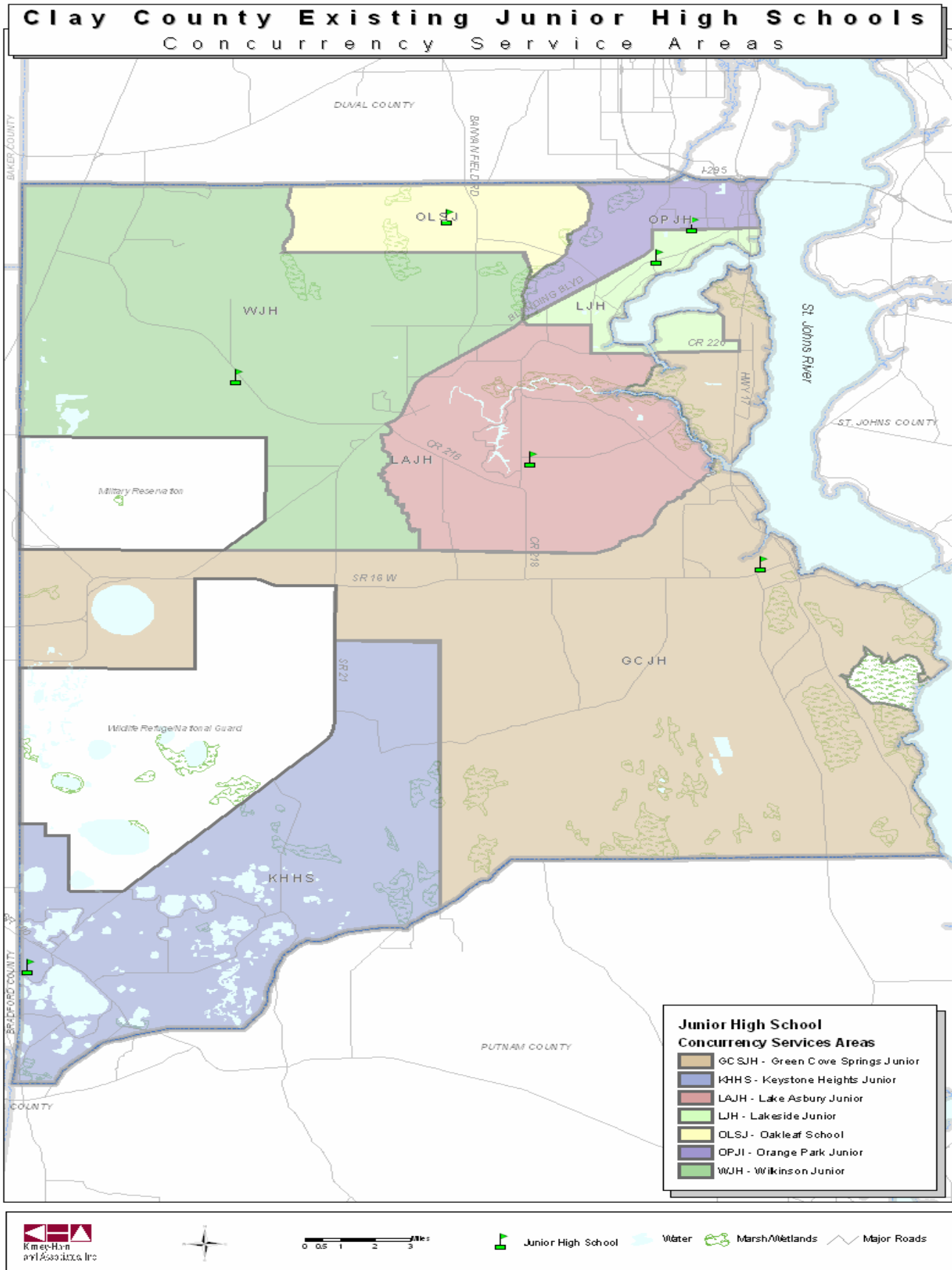
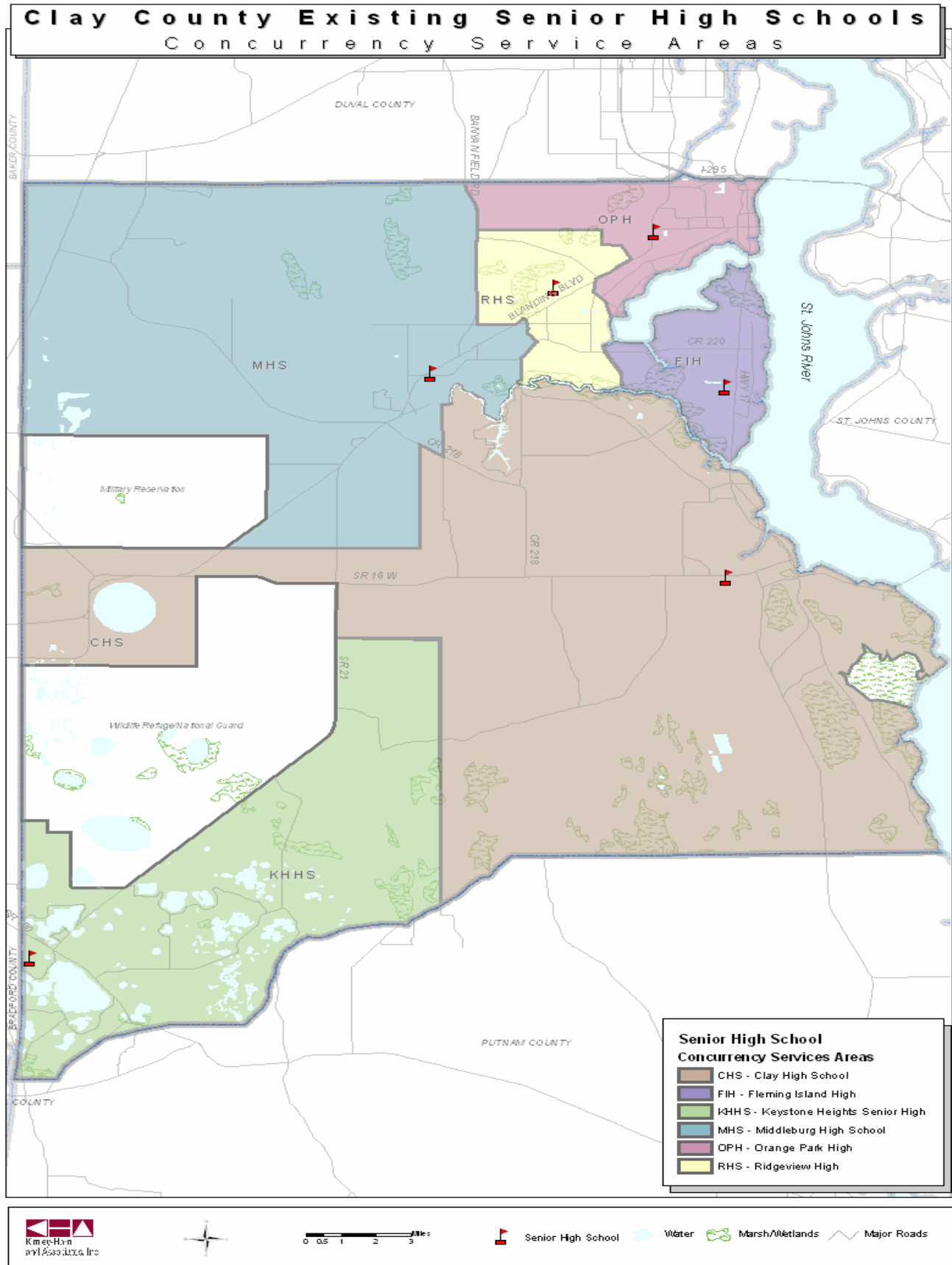


Figure 5: Senior High Concurrency Service Areas



CO-LOCATION / JOINT-USE ANALYSIS

Co-location and joint-use of facilities is required as a portion of the data and analysis requirement of Rule 9J-5.025, F.A.C for the Public School Facility Element. Clay County's Interlocal Agreement for Coordinated Planning, Public Educational Facility Siting and Review and School Concurrency (ILA) requires consideration of co-location and shared use in Sections 6, 8, and 9. A co-location map to assist in locating schools to create community focal points or realize a savings with sharing nearby facilities has been provided as a reference in Figure 6.

Budget Considerations

Co-location and shared use of facilities are important tools in budgeting and community building for the School Board, County and Local Governments. According to the ILA when preparing its Educational Plant Survey, the School Board will look for opportunities to co-locate and share use of school and civic facilities. Likewise, co-location and shared use opportunities shall be considered by the Local Governments when updating their Comprehensive Plan schedule of capital improvements, and when planning and designing new or renovating existing community facilities.

Public Opportunity

As a district matures, more leisure and cultural activities become desirable in a community. Junior high and high schools are particularly well equipped to serve as community centers as a result of the higher capacities, parking, and multi-purpose classrooms. Community associations and private organizations serving a range of needs could utilize schools located away from downtown areas. Junior high and high schools should provide opportunities for community use. Elementary schools located in less urban areas may offer opportunities for use of their large rooms, such as cafeterias or libraries.

When preparing its Educational Plant Survey, the School District should look for opportunities to co-locate and share use of school facilities and civic facilities. Co-location and shared use opportunities will be considered by each local government when updating their Comprehensive Plan schedule of capital improvements, and when planning and designing new, or renovating existing, community facilities. For example, opportunities for co-location and shared use shall be considered for 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 shall be considered where applicable.

School Opportunity

The School District would benefit from joint use of parks adjacent to or in the vicinity of public schools. The County's public golf courses could provide the high schools with more competitive scholastic opportunities through joint use. As shown in Figure 6, there are several opportunities for joint use of existing facilities and proposed school sites. In the Keystone Heights area, the proposed elementary school is in the vicinity of Twin Lakes Park, which was scheduled for over \$200,000 in enhancements in fiscal year 2005-2006.

Development Opportunity

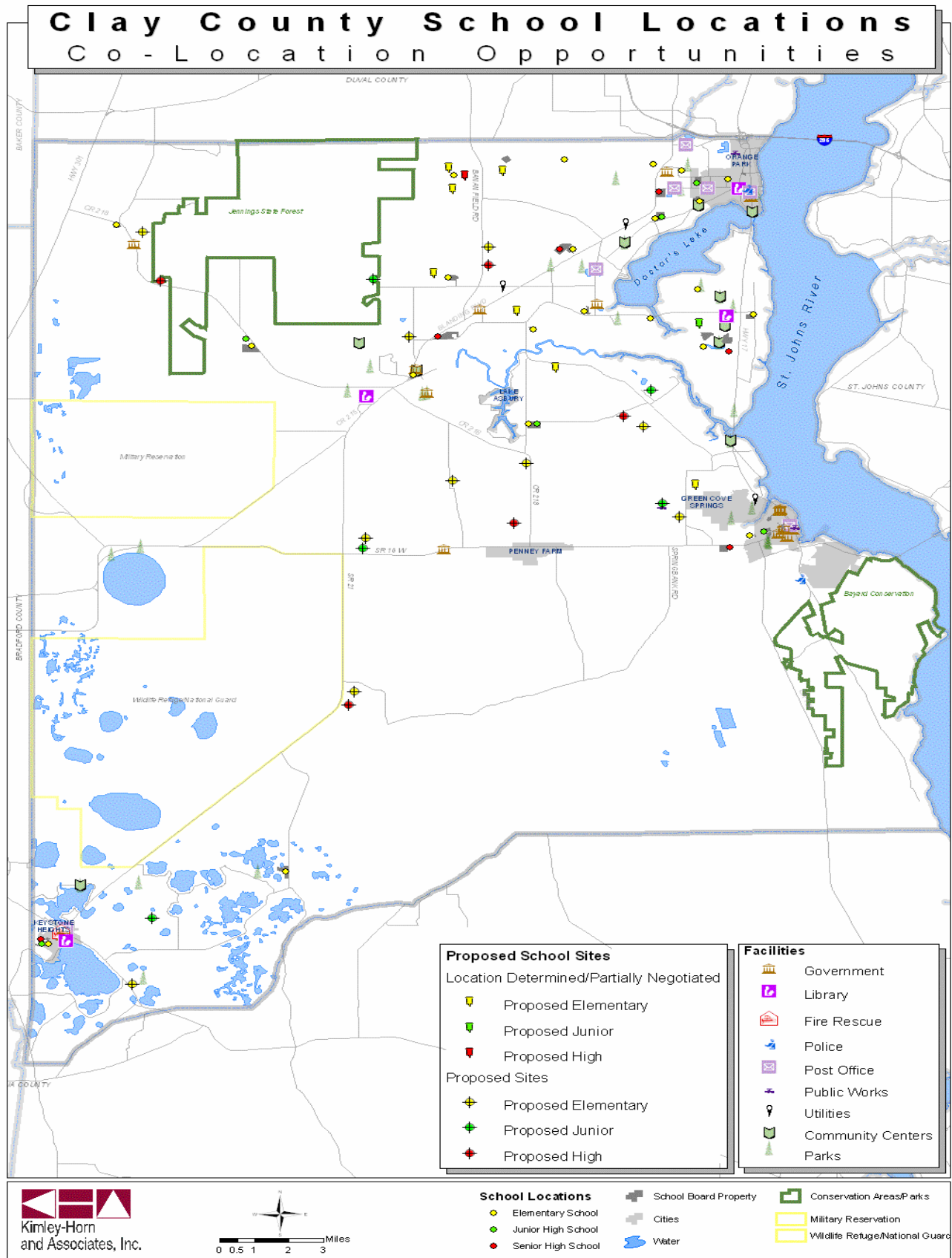
Co-location is intended to provide efficient use of existing infrastructure and discourage sprawl. Identification early in a budget cycle and coordination among agencies will promote successful and effectively utilized public facilities. Cost effective co-location or joint use of School District, County, or City owned property could provide substantial savings for public facilities for existing and future facilities. Through school concurrency, proportionate share options for School District, Local Governments, and developers to consider may include parks and libraries near a planned public school. As residential development proceeds, opportunities for co-location and joint use should be incorporated into public facilities.

Though there are no parks proposed within the Clay County Capital Improvements Plan through fiscal year 2009-2010, there may be opportunities for co-location in future budget cycles. Co-location of proposed school facilities could be accomplished for the elementary school proposed near the intersection of SR 21 and SR 16W, if adequate land is available.

Mutual Use Agreements

For each instance of co-location and shared use, the School District and Local Government shall enter into a separate mutual use agreement addressing legal liability, operating and maintenance costs, scheduling of use, facility supervision, and any other issues that may arise from co-location and joint use.

Figure 6: Co-Location Opportunities



SCHOOL DISTRICT REVENUE AND CAPITAL IMPROVEMENTS

The Educational Facilities Plan (EFP) is prepared annually, as the financially feasible capital plan to meet the capacity needs of the District, pursuant to the requirements of Section 1013.35, Florida Statutes. Prior to the annual adoption, the plan is submitted for review and comment to all affected Local Governments for consistency with their comprehensive plans. Upon School Board adoption, the Local Government will annually adopt by plan amendment into its Capital Improvement Element.(CIE).

Five-Year District Facilities Work Program

A component of the EFP is the School District's financially feasible Work Program for a five-year period. The work program must include:

- A schedule of major repair and renovation projects necessary to maintain the educational facilities and ancillary facilities of the School District;
- A schedule of capital outlay projects necessary to ensure the availability of satisfactory student stations for the projected student enrollment;
- The projected cost for each project identified in the work program;
- Revenues anticipated to be available to fund the proposed projects;
- A schedule showing how each project is to be funded; and
- A schedule of options for the generation of additional revenues to fund the work program.

The schedule of capital outlay projects must consider:

- The location, capacities and planned utilization rates of existing facilities;
- The location, capacities and planned use of proposed facilities with emphasis on new facilities to be constructed within the first three years of the work plan;
- Plans for the use and location of relocatable, leased and charter school facilities;
- Alternatives to be used to reduce the need for new permanent student stations;
- The effect of the work plan on class size and utilization rate by grade level;
- The number and percentage of students planned to be educated in relocatables; and
- Plans for the closure of any schools.

An essential component of determining the LOS for schools is the School District's ability to adopt a financially feasible capital program that can achieve and maintain the adopted LOS for public schools. New capacity must be built in time to accommodate the additional students that are projected to be generated as a result of the new residential development, as these developments come on line. If the capacity does not exist to support the students generated by the new development, both the new students and the schools are burdened with overcrowding issues. The Clay County School District's EFP is organized to correct existing deficiencies, attain the adopted LOS, and maximize school utilization. To address the capacity deficiencies, capacity is planned in accordance with an adopted financially feasible Five-Year Capital Improvements Plan.

Capacity Costs Overview

According to the EFP, the cost of construction for new schools is provided by the FDOE. For July 2007, the FDOE reported the student station cost for elementary, middle and high schools to be \$18,549, \$20,031 and \$26,019, respectively. The School District's Project Schedules incorporated in the 2007-08 EFP shows elementary school costs at approximately \$25-28 million, and high schools at approximately \$53 million. These costs are expected to rise as costs for materials, land and labor increase.

The responsibility for funding the capital needs of public schools rests with the School District. The Educational Facilities Plan, which is updated and adopted each year, details the capital improvements and funding available to meet the school capacity needs at the adopted LOS. While it is the School District's responsibility to fund additional capacity with its five-year work program, it is the Local Governments that must annually adopt the School District's capital plan into the Capital Improvements Element of their respective Comprehensive Plans. Therefore, the School District's capital improvements must be supported by a financially feasible capital plan and formally adopted by the School Board. All of the School District's capacity improvements must be contained in the EFP. The EFP identifies how each project addresses school capacity needs, and provides for expansions and new school facilities based on projected population and student growth within areas of the County.

The EFP is the foundation of an annual planning process that allows the School District to effectively address changing enrollment patterns, development and growth, and sustains the facility requirements of high quality educational programs. The Five-Year work program which

includes a 10-year and 20-year long range plan is within the EFP, included as Attachment B. It provides the estimated cost of addressing existing deficiencies and future needs, identified by year, for the five-year planning period and for the end of the long-range planning period. These estimated costs address the capacity deficiencies identified in the Long-Term Concurrency Management System (Table 16) and the long-range planning period, as well as facilities operating costs. Table 17 below summarizes the short-term and long-term planning priorities for schools, and identifies the estimated costs associated with the construction of these school facilities.

Table 16: Short- and Long-Term Planning Period, Planned New Schools

School Years	Priority	School Name	Description	Location	Opening Year	Estimated Cost	# of New Student Stations
2007-08 to 2011-12 (Years 1-5)	1	W	Elementary	Oakleaf Area East	2008	\$23,000,000	862
	2	X	Elementary	Lake Asbury Area	2008	\$23,000,000	862
	3	Z	Elementary	Oakleaf Area North	2009	\$23,000,000	862
	4	QQQ	Senior High	Oakleaf Area	2010	\$50,000,000	1,600
	5	Y	Elementary	Oakleaf Area South	2011	\$23,000,000	862
Subtotal		5				\$142,000,000	5,048
2012-13 to 2016-17 (Years 6-10)	6	C	Elementary	North Lake Asbury Area	2012-17	\$24,000,000	862
	7	R	Elementary	GCS Area	2012-17	\$24,000,000	862
	8	PP	Junior High	Fleming Island Area	2012-17	\$25,000,000	1,005
	9	B	Elementary	Saratoga Springs DRI Area	2012-17	\$24,000,000	862
	10	A	Elementary	Black Creek DRI Area	2012-17	\$24,000,000	862
11	RRR	Senior High	Lake Asbury Area	2012-17	\$52,000,000	1,600	
Subtotal		6				\$173,000,000	6,053
2017-18 to 2026-27 (Years 11-20)	12	D	Elementary	North of TES/W of BF Area	2017-27	\$30,000,000	862
	13	QQ	Junior High	Saratoga Springs Area	2017-27	\$45,000,000	1,005
	14	E	Elementary	Thunder Road Area	2017-27	\$30,000,000	862
	15	F	Elementary	East Branan Field Area	2017-27	\$30,000,000	862
	16	RR	Junior High	Keystone Area	2017-27	\$45,000,000	1,005
	17	G	Elementary	Middleburg Area	2017-27	\$30,000,000	862
	18	SS	Junior High	Black Creek DRI Area	2017-27	\$45,000,000	1,005
	19	SSS	High School	Clay Hill Area	2017-27	\$60,000,000	1,600
	20	H	Elementary	East Keystone Area	2017-27	\$30,000,000	862
	21	TT	Junior High	East Russell Road Area	2017-27	\$45,000,000	1,005
	22	TTT	Senior High	Belmore Area	2017-27	\$60,000,000	1,600
23	J	Elementary	Belmore Area	2017-27	\$30,000,000	862	
24	K	Elementary	Clay Hill Area	2017-27	\$30,000,000	862	
Subtotal		13				\$510,000,000	13,254
Grand Total		24				\$825,000,000	24,355

Source: Clay County School District Educational Facilities Plan, 2007-08

School District Revenue Sources

The Clay County School District relies on local and state funding sources to provide funds that address the new construction and renovation needs of existing school facilities.

The School District receives State funding for capital outlay based on statutory restrictions of use. State capital outlay funding sources are 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).

As shown in Table 18, the primary local funding sources are property taxes, impact fees, and bonds. According to Florida Statutes, school districts may levy up to 2 mills without an election to help fund the School District capital program. The primary local funding sources are ad valorem property taxes, impact fees, and bonds. The Summary of Revenues and Expenditures available for only new construction and remodeling projects is provided below. Detailed tables of the School District’s Capital Outlay expenditures and revenue sources are provided within the EFP.

Table 17: Revenue and Expenditures

School Year	2007-08	2008-09	2009-10	2010-11	2011-2012	5-Year Total
Total Revenues	\$77,503,370	\$63,789,842	\$46,612,193	\$41,214,310	\$43,435,977	\$272,555,692
Total Project Costs	\$46,152,270	\$60,583,400	\$27,256,000	\$30,438,000	\$27,494,000	\$191,607,587
Remaining Funds	\$31,351,100	\$3,206,442	\$19,356,193	\$10,776,310	\$15,941,977	\$80,948,105

Source: 2007-08 Clay County School District EFP.

The School District is required to have adequate classroom capacity to meet the population needs over the next five years, at the stated tiered LOS standards. This is stated in the Five-Year Capital Plan. Additional items to be addressed by the Five-Year Capital Plan include modernizations, school and technology upgrades, and significant school renovation and maintenance.

Identification and assessment of revenue sources and funding mechanisms available for school capital improvement financing for the initial five years and long range planning period include:

- Projection of ad valorem tax base
- Assessment ratio and millage rate
- Additional revenue sources (impact fees, etc.)
- Projection of debt capacity
- Projections of debt service obligations for currently outstanding bond issues

In addition, the School District relies on BCC Local Option Sales Tax funds received from the County and derived from the voter approved one-cent sales tax, as well as the Educational Facility Impact Fees, which are assessed on a County-wide basis to cover the costs of public school facilities necessitated by growth and development.

School impact fees are charges paid by new residential development (i.e. houses, apartments, mobile home and other residential construction) that potentially generates public school enrollment. School impact fees are not imposed to cover the full cost of new school capacity but rather to cover an amount equal to the difference between the total cost and the other available sources of revenue appropriated for capital facilities. The process established for the calculation of impact fees within Clay County is provided as Attachment D. Impact fees can only be charged for that portion of the cost of public facilities that are attributable to the new development, and cannot be used to pay the cost of reducing existing deficiencies.

The current school impact fees in Clay County are:

Single-Family - \$7,034 per dwelling unit

Multi-Family - \$3,236 per dwelling unit

Mobile Home - \$5,979 per dwelling unit

In addition, the School District may levy Certificates of Participation (COPS) amounts which are determined by district administration and reviewed and approved by the Board. Proceeds from the issuance of these certificates can be used to acquire land and finance capital projects. The School District does not need voter approval to use COPS as a funding source.

Supporting Infrastructure Needs

The coordinated school planning effort improves communication and budget allocations while preparing a financially feasible Five-Year Educational Facilities Plan. Clay County's ILA identifies mutual obligations for supporting infrastructure needs for existing and projected schools (water, sewer, roads, drainage, sidewalks, bus stops, etc.) These obligations are enumerated in Section 8 of the ILA and as follows:

1. Sidewalks along county roads shall be provided on School Board property at the School Board's expense.
2. Acceleration/deceleration/by-pass lanes shall be provided on roads contiguous to the school site at the School Board's expense.
3. School cross-walk pavement striping on roads contiguous to School Board property shall be provided at the School Board's expense.
4. School zone flashing lights on roads not contiguous to School Board property shall be provided at the County's or City's expense.
5. Any traffic signals that are required by the County located on county roads not contiguous to School Board property shall be provided at the County's expense.
6. Sidewalks shall be provided at the County's or City's expense consistent with the commitments in the local government response to the Siting Report.
7. School warning signs and student cross-walk pavement striping on county roads not contiguous to School Board property shall be provided at the County's or City's expense.
8. Reduced speed limit zones and signage shall be provided by the County or City.
9. Water and sewer lines required to be extended to serve the educational or ancillary facility shall be provided at the School Board's expense. This provision is not intended to require the School Board to dedicate property or pay for improvements or construction of facilities of a general district-wide or regional nature which exceeds the School Board's proportionate share of the cost. By virtue of this subsection, the School Board is not waiving any local governmental responsibility for reimbursement per Chapter 1013, F.S.
10. No permit fee or any other fee, expense or cost of any type shall be required of the School Board by the County or Cities for any review or processing contemplated by this Agreement. The County, the Cities and the School Board acknowledge and agree that although each party may incur costs as a result of compliance with this Agreement, each party shall absorb its own costs in furtherance of cooperation.

The mutual obligations listed above provide both the School District and the Local Governments with a clear understanding of the financial obligations they are responsible for when planning improvements associated with existing and proposed schools.

Public schools are essential public infrastructure needed to support the development of students with the community. As such, the School District, County and Local Governments will coordinate through the process established in the ILA to ensure that necessary public school facilities are appropriately located with the infrastructure necessary to support the school, prior to the student impact from residential development.