



**LEESBURG**  
*The Lakefront City*

City of Leesburg

GROWTH MANAGEMENT PLAN  
PUBLIC SCHOOLS FACILITIES ELEMENT

Ordinance #08-106  
Exhibit A  
Adopted December 22, 2008

## **X. PUBLIC SCHOOLS FACILITIES ELEMENT**

### **A. Purpose**

The purpose of the Public School Facilities Element is to function as a guiding document the city will use to apply policies that will enable the Lake County School System to implement a financially feasible plan to provide sufficient capacity for public school facilities within the jurisdiction of the City of Leesburg. It is not intended to discuss or address curriculum requirements, administration of facilities, or other duties with which the Lake County School Board is tasked.

### **B. Overview**

In September 2005, Lake County was selected as a pilot community for the state's new school concurrency initiative. The School Concurrency requirement for all counties, municipalities, and school boards across the state of Florida, is a result of the approval of Senate Bill 360. Commonly referred to as the "pay-as-you-grow plan", the bill dedicates new funding and stipulates policies that, when implemented, will help to ensure that the school needs of communities are met.

The exponential increase in population provides both positive opportunities and serious challenges that the City of Leesburg must address, such as an increase in traffic, a greater demand for public facilities, and a burgeoning student enrollment population. An understanding of the City of Leesburg's population and demographic composition, future projections, and an analysis of needed capital improvements and incoming revenue play an essential role in planning for and sustaining an efficient, successful public school system that can appropriately handle the influx of students.

### **C. Standards**

The Public School Facilities Element and related comprehensive plan amendments to establish public school concurrency are based upon the following data and analysis, pursuant to requirements of Rule 9J-5.005 (2), F.A.C. and Rule 9J-5.025 (2), F.A.C. The primary source of data was provided by the Lake County School District in its adopted Fiscal Year 2008-2012 Capital Improvement Program-Five Year Facilities Master Plan. The Public School Facilities Element is intended to ensure coordination among the County, Municipalities, and the School Board so that school capacity at the adopted level of service standard is available at the time of the impacts of development.

### **D. Existing Conditions**

#### **1. Population Projections**

Historic and projected trends in population growth, the location of growth, and the age of the population, are essential data used to determine when new infrastructure should be built. These trends play a vital role in the expansion and maintenance of the school system.

Based on past population figures and projection derived from recently completed census data, future population is expected to grow as shown in Table P-9 of the Future Land Use Element. The projections indicated the population within the city limits will increase from 15956 in 2000 to 53513 in 2025. In addition, the City is expected to annex properties over time. Based on historic trends plus development forecasting methodology, projections for future populations were developed as shown in Table P-9 of the Future Land Use Element.

## 2. Existing School Enrollment

Existing student enrollments for elementary, middle, and high schools for the City of Leesburg and surrounding jurisdictions, which are required under interlocal agreements to share capacity as of October 15, 2005, are provided by the Lake County School Board in its adopted Five Year Facilities Master Plan / Capital Improvement Program, Fiscal Years 2008-2012.

## 3. Lake County School District Enrollment to Capacity Comparison

The Lake County School Board uses the Florida Inventory of School Houses (FISH) capacity information for each school, based on Florida Department of Education (FDOE) formulas. FISH Capacity is the number of students that may be housed in a facility at any given time based on a utilization percentage of the number of existing satisfactory student stations, based on FDOE formulas. It is a product of the number of classrooms at a school and the student stations assigned to each room type. The capacity of some spaces is modified for actual square footage of the teaching space.

The School Enrollment to Capacity Comparison is used to determine the percent utilization of a school facilities capacity; and includes the number of portables on campus and portable capacity; the total capacity that includes portables and the permanent facility; dining capacity; and media capacity.

The school enrollment to capacity comparison is a major indicator of school overcrowding. Using the ratio of enrollment to permanent FISH capacity, an analysis can be conducted to determine which schools in Lake County are over capacity. An analysis can also be done to determine capacity utilization using portable capacity and/or dining and media capacity. An enrollment to Capacity Comparison for schools located in the City of Leesburg and surrounding jurisdictions required under inter-local agreements to share capacity is provided by the Lake County School Board in its adopted Five Year Facilities Master Plan / Capital Improvement Program, Fiscal Years 2008-2012.

## 4. School Attendance Zones

Existing district-wide school attendance zones for each school facility are provided by school type (Elementary, Middle, and High) on the School Attendance Zone Maps (Appendix A figures 1, 2, and 3, respectively).

## 5. Level of Service Standards

An analysis of the adequacy of the existing level of service for each public school facility has been conducted, using three different LOS scenarios, in order to develop appropriate level of

service standards based on a school's current physical condition. The final option chosen by the School Concurrency Committee is described below in item 1. The analysis and results are provided by the Lake County School Board in its adopted Five Year Facilities Master Plan / Capital Improvement Program, Fiscal Years 2008-2012.

a. Target Level of Service Standard

The Interlocal Agreement has established an agreed upon level of service standard. A consensus has been reached between the County, School Board, and Municipalities as to what the level of service should be for Lake County public schools.

The agreed upon Level of Service calculation will be:

1. The level of service for all schools shall be set at 100% of FISH permanent capacity. In instances where the CORE (dining) capacity is greater than the FISH permanent capacity, the school capacity shall then be increased to that of the CORE (dining) capacity and the level of service maintained at 100% of the school capacity. In no instance shall the school capacity increase more than 125% due to additional CORE (dining) capacity.

The Level of Service Standard for public schools as they relate to the City of Leesburg and surrounding jurisdictions required under interlocal agreement to share capacity is provided by the Lake County School Board in its adopted Five Year Facilities Master Plan / Capital Improvement Program, Fiscal Years 2008-2012.

**E. School Enrollment Projections**

1. School Concurrency Service Areas (CSA)

Lake County Concurrency Service Areas have been defined and are depicted as Appendix B (located at the end of the document). Identified fifteen (15) concurrency service areas where a combination of adjacent service areas includes at least one of each school type: elementary, middle, and high school. Additionally, four (4) lake areas have been identified which are naturally occurring water bodies between certain CSAs which would cause undue travel for both the student and/or our transportation services if concurrency with adjacent service areas were literally interpreted and usage were permitted.

2. School Assignments

Detailed information regarding the schools within individual service areas with respect to student enrollment projections, and new construction and additions to our existing facilities over the next five years of our capital plan is provided by the Lake County School Board in its adopted Five Year Facilities Master Plan / Capital Improvement Program, Fiscal Years 2008-2012. Details of projected school facility surpluses-deficiencies over the long range planning period by school type along with the proposed general locations of the additional facilities

needed to mitigate deficiencies are provided by the Lake County School Board in its adopted Five Year Facilities Master Plan / Capital Improvement Program, Fiscal Years 2008-2012.

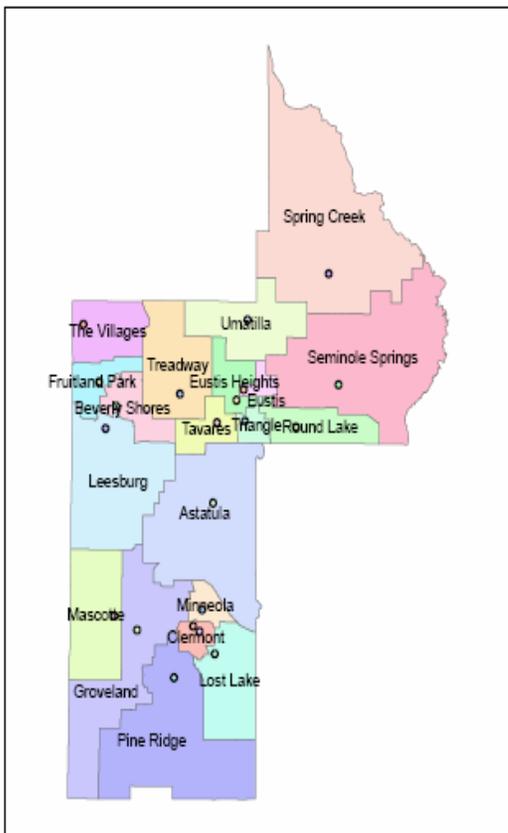
**F. Future Needs**

Based on enrollment projections as shown in the Lake County School Board's adopted Five Year Facilities Master Plan, Fiscal Years 2008-2012, various capital improvements will be needed during the 5 year planning period. These projected capital improvements and estimated revenues are provided by the Lake County School Board in its adopted Five Year Facilities Master Plan/ Capital Improvement Program, Fiscal Years 2008-2012, and is the primary supporting document for this element. Appendix C includes two future conditions maps which depict the planned general location of facilities for the five year planning period for Elementary, High and Middle Schools.

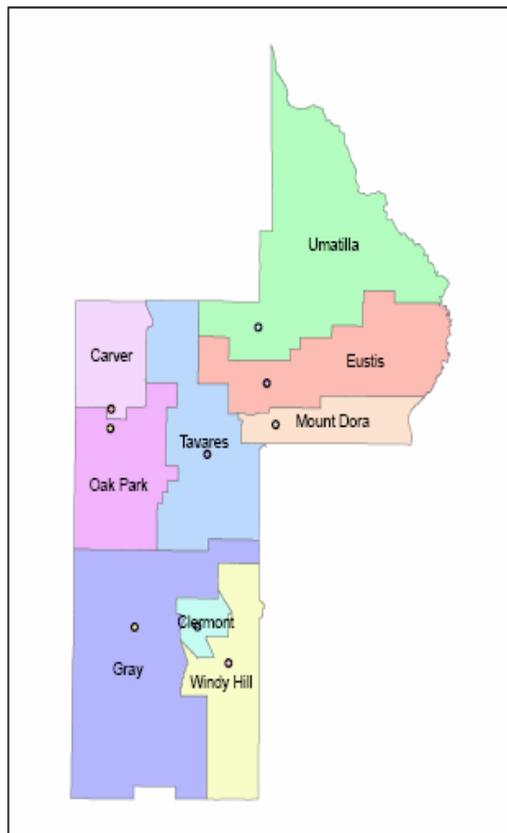
**APPENDIX A: Map of School Attendance Zone**

# Lake County Schools Attendance Zones

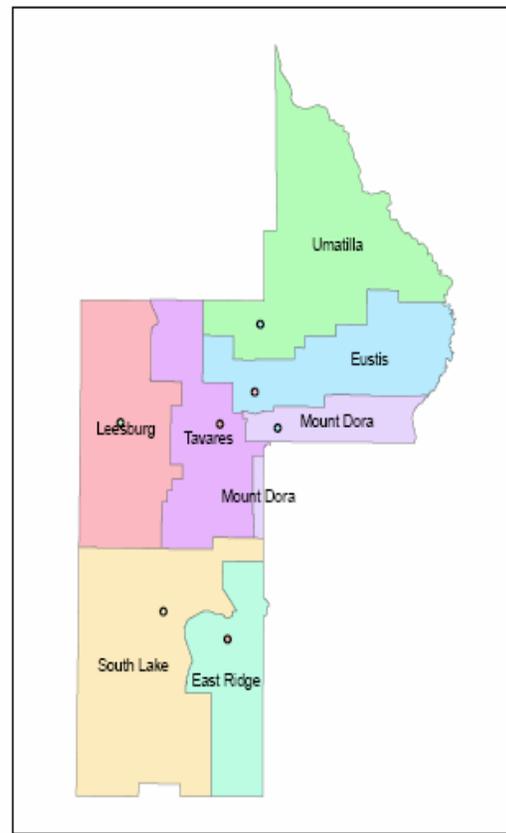
## Elementary Schools



## Middle Schools



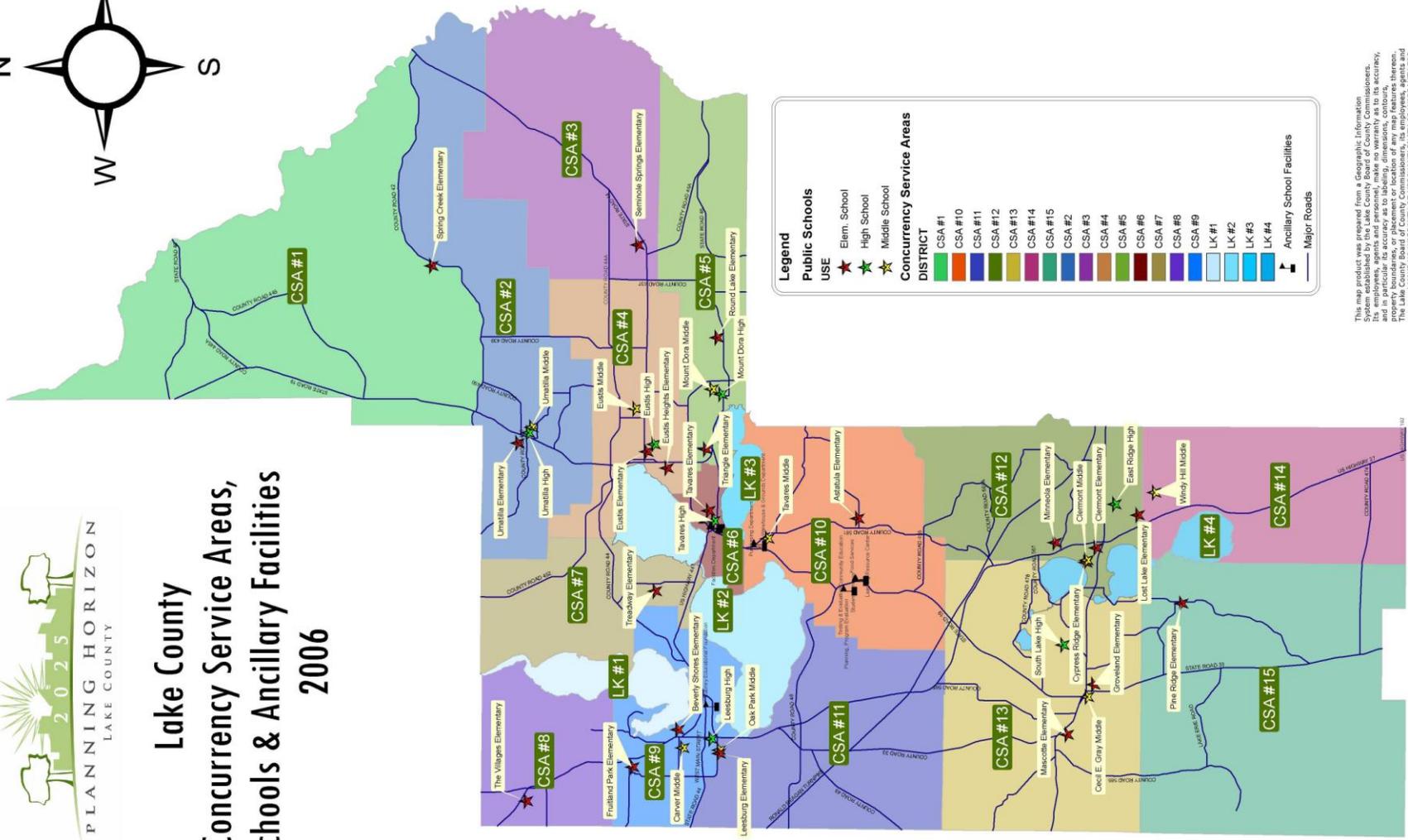
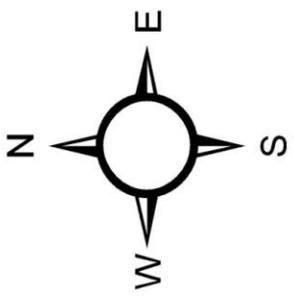
## High Schools



**APPENDIX B: Map of Concurrency Service Areas**



# Lake County Concurrency Service Areas, Schools & Ancillary Facilities 2006



**Legend**

**Public Schools**

**USE**

- ★ Elem. School
- ★ High School
- ★ Middle School

**Concurrency Service Areas**

**DISTRICT**

- CSA #1
- CSA #10
- CSA #11
- CSA #12
- CSA #13
- CSA #14
- CSA #15
- CSA #2
- CSA #3
- CSA #4
- CSA #5
- CSA #6
- CSA #7
- CSA #8
- CSA #9

**LK #1**

**LK #2**

**LK #3**

**LK #4**

**Ancillary School Facilities**

**Major Roads**

This map product was prepared from a Geographic Information System established by the Lake County Board of County Commissioners. The user assumes all responsibility for the accuracy, reliability, and in particular its accuracy as to labeling, dimensions, contours, property boundaries, or placement or location of any map features thereon. THE USER ASSUMES ALL LIABILITY FOR ANY DAMAGE OR INJURY TO PERSONS OR PROPERTY THAT MAY BE CAUSED BY THE USE OF THIS MAP. THE USER EXPRESSLY WAIVES ANY FITNESS OF USE FOR ANY PARTICULAR PURPOSE EXPRESS OR IMPLIED. THE USER ASSUMES ALL LIABILITY FOR ANY DAMAGE OR INJURY TO PERSONS OR PROPERTY THAT MAY BE CAUSED BY THE USE OF THIS MAP. All data contained on this map product should be obtained by any user of this map.

## **APPENDIX C: Future Conditions Maps**

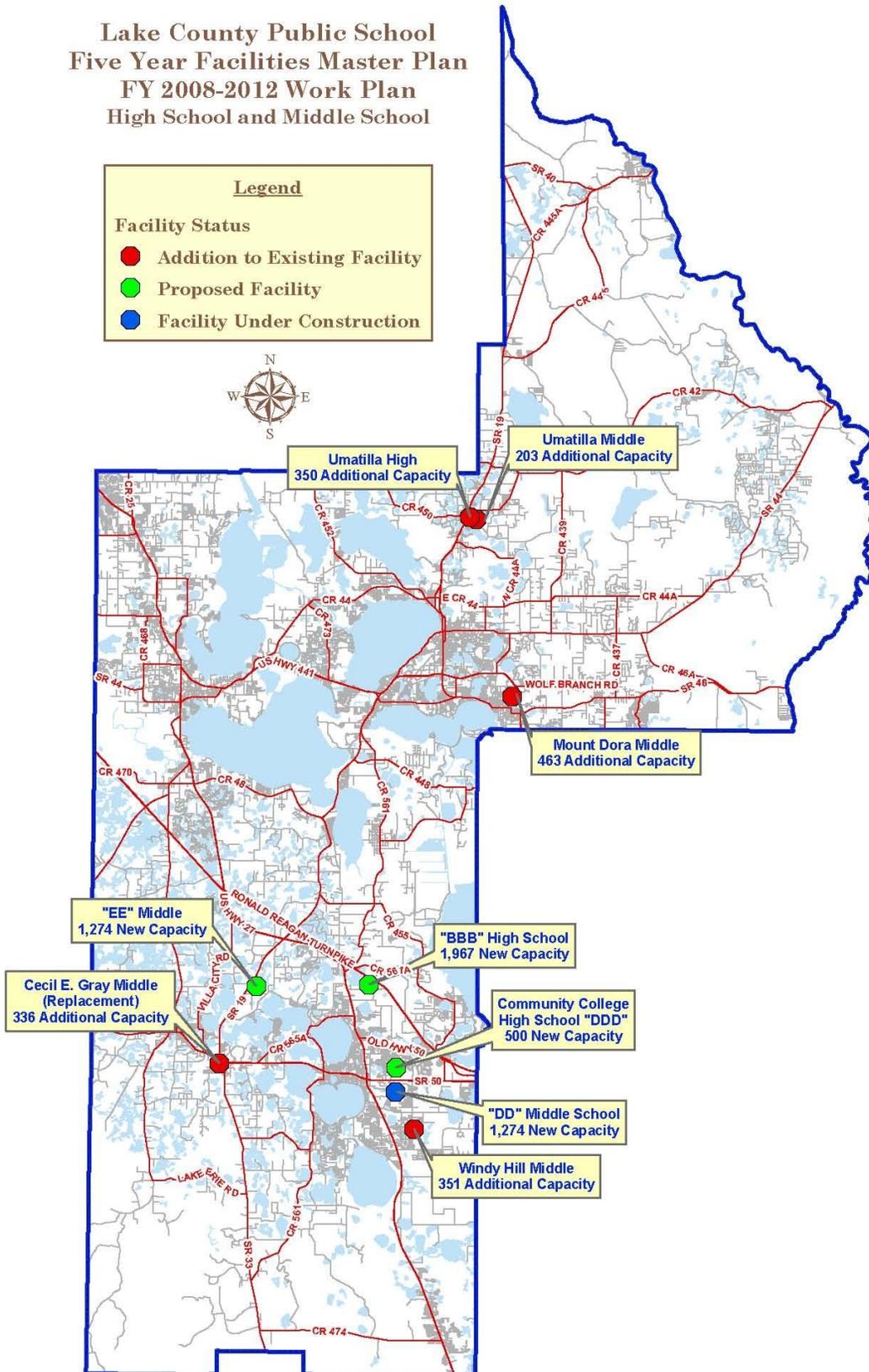


Lake County Public School  
 Five Year Facilities Master Plan  
 FY 2008-2012 Work Plan  
 High School and Middle School

**Legend**

Facility Status

- Addition to Existing Facility
- Proposed Facility
- Facility Under Construction



## GOALS, OBJECTIVES, AND POLICIES

**GOAL 1:** It is the Goal of the City of Leesburg to work with the Lake County School Board and provide for the future availability of public school facilities in a manner consistent with the adopted level of service standard. The implementation of school concurrency will be accomplished by adhering to and recognizing the City's authority in land use decisions, which include the authority to approve or deny comprehensive plan amendments, re-zonings, or other development orders that generate students and impact the Lake County school system; and the Lake County School Board's statutory and constitutional responsibility to provide adequate public schools.

### OBJECTIVES:

1. Level of Service (LOS) standards shall be adopted in order to ensure that there is sufficient school capacity to support student growth for each year of the five-year planning period and for the long term planning horizon.

#### Policies:

- a. The LOS is defined as school enrollment as a percentage of school student capacity based upon the Florida Inventory of School Houses (FISH). The LOS standard is the maximum level of school utilization that will be permitted in the Lake County School District. The LOS for all schools shall be set at 100% of FISH permanent capacity. In instances where the CORE (dining) capacity is greater than the FISH permanent capacity, the school capacity shall then be increased to that of the CORE (dining) capacity and the level of service maintained at 100% of the school capacity. In no instance shall the school capacity increase more than 125% due to additional CORE (dining) capacity.
- b. The adopted LOS standard shall become applicable to the City no later than December 1, 2008.
- c. Individual schools are discouraged from operating in excess of the established LOS. Moreover, the issuance of development orders and building permits shall be strictly conditioned upon the availability of school capacity and the maintenance of the adopted LOS.
- d. The LOS standards will be used to determine whether sufficient school capacity exists to accommodate future development projects, and evaluate the sufficiency of the Five-Year Schedule of Capital Improvements. The Five-year Schedule of Capital Improvements shall be reviewed, updated, and adopted annually thus ensuring those projects necessary to address existing deficiencies, and to meet future needs based upon our adopted level of service standards, are adequately planned for. Furthermore, coordination with the Lake County School Board's Five Year District Facilities Work Plan, the plans of other local governments, and as necessary, updates to the Concurrency Service Area map

is required to ensure that the adopted Level of Service Standards for Concurrency Service Areas will be achieved and maintained.

- e. In coordination with Section 5.3 of the Interlocal Agreement between Lake County, Lake County School Board and Municipalities for School Facilities Planning and Siting, future amendments to the Concurrency Service Areas (CSA's) may be accomplished by the School Board only after review and comment by the County and other municipalities within Lake County as provided in Section 5.1.1 of the Interlocal Agreement. Amendments to the CSA's shall be established to maximize available school capacity, taking into account transportation costs, desegregation plans, diversity policies, and the extent to which development approvals have been issued by a local government based on the availability of school capacity in a CSA contiguous to the CSA in which the development approval was issued. Amendments to the CSA's and attendance zones shall be designed to make efficient use of new and existing public school facilities in accordance with the Level of Service Standards set forth in the Interlocal Agreement.
2. Ensure that comprehensive plan amendments and other land use decisions are simultaneously evaluated with school capacity availability within the City.

Policies:

- a. School Board findings and comments on the availability of adequate school capacity shall be considered when evaluating the decision to approve comprehensive plan amendments and other land use decisions as provided for in s. 163.3177 (6)(a), F.S.
  - b. The School Board shall review potential new development student generation impacts and available school capacity. Where capacity will not be available to serve students from the property seeking development approval and proportionate share mitigation is not an option, the School Board shall not issue a favorable concurrency determination. The City may use lack of school capacity demonstrated by an unfavorable concurrency determination as a reason for denial.
3. Ensure that the planning and construction of educational facilities are coordinated so that the timing is proper, the selected location is compatible with the surrounding area, the construction is concurrent with necessary services and infrastructure and the proposal is consistent with the comprehensive plan.

Policies:

- a. The City shall coordinate with the School Board so that proposed public school facility sites are consistent with the applicable land use designations and policies of the comprehensive plan. Pursuant to Section 235.193, F.S., the City

will consider each site plan as it relates to environmental concerns, health, safety and welfare, and effects on adjacent property. In addition, road capacity and traffic concerns will also be evaluated. The City will also continue to pursue the development of mutually acceptable guidelines for the selection of future school sites including, but not limited to:

- Acquisition of school sites which allow for future expansions to accommodate future enrollment and other facility needs deemed beneficial for joint-uses, as identified by the Lake County School Board and the City;
  - Coordination of the location, phasing , and development of future school sites to ensure that site development occurs in conjunction with the provision of required infrastructure to serve the school facility;
  - Preferences for urban and urbanizing areas; and
  - Provide for allowances for rural sites as deemed necessary and appropriate under certain circumstances.
- b. The City shall coordinate with the School District to evaluate and locate potential sites where the co-location of schools with other public facilities, such as parks, libraries, and community centers can be selected.
4. Enhance community design through effective school facility design and siting standards. Encourage the siting of school facilities so that they are compatible with the surrounding land use.

Policies:

- a. The City shall closely coordinate with the School Board in order to provide consistency between the City's comprehensive plan and public school facilities programs, such as:
- Greater efficiency for the School Board and the City by locating schools to take advantage of existing and planned roads, water, sewer, parks, and drainage systems;
  - Improved student access and safety by coordinating the construction of new and expanded schools and sidewalk construction programs;
  - The location and design of schools with parks, ball fields, libraries, and other community facilities to take advantage of shared use opportunities;

- The expansion and rehabilitation of existing schools to support neighborhoods.

- b. Local governments and the school district shall coordinate emergency preparedness issues including, but not limited to, the use of school facilities as public shelters during emergencies.
- c. Public schools shall provide bicycle and pedestrian access consistent with Florida Statutes. Bicycle access and trails to public schools should be incorporated in trail projects and programs that are currently scheduled by the City and County. Parking and sidewalks at public schools will be provided consistent with the comprehensive plan.
- d. Schools shall be designed consistent with the comprehensive plan. Land uses in which schools will be an allowable use will be directed by the City's comprehensive plan and any subsequent zoning and land development codes must be consistent with the comprehensive plan.

**GOAL 2:** It is the Goal of the City to establish a process for the implementation of school concurrency by providing for capacity determination standards, availability standards, applicability standards, and proportionate share mitigation.

**OBJECTIVES:**

1. Establish capacity determination standards.

Policies:

- a. The School Board shall determine whether adequate school capacity exists for a proposed development based on LOS standards.
- b. The School District shall conduct a concurrency review that includes findings and recommendations of whether there is adequate school capacity to accommodate the proposed development for each type of school within the City consistent with the LOS standard. The School District shall issue a concurrency determination based on the findings and recommendations.

2. Establish availability standards.

Policies:

- a. The City shall not deny a subdivision plat or site plan for the failure to achieve and maintain the adopted level of service for public school capacity where:

1. Adequate school facilities will be in place or under construction within three (3) years after the issuance of the subdivision plat or site plan according to the School Boards 5 year Capital Improvement Plan at the time of approval;
  2. Adequate school facilities are available and the capacity impacts of development can be satisfied by utilizing available capacity in an adjacent Concurrency Service Area or;
  3. The developer executes a legally binding commitment to provide mitigation proportionate to the demand for public school facilities to be created by the actual development of the property subject to the final plat or site plan.
- b. If the School District determines that adequate capacity will not be in place or under construction within three (3) years after the issuance of final subdivision or site plan approval according to the Lake County School Boards 5 year Capital Improvement Plan at the time of approval and mitigation is not an acceptable alternative, the School District shall issue a School Concurrency Determination stating that capacity is not available. If the School District determines that adequate capacity does not exist, but mitigation, through proportionate share mitigation is an option, the development will remain active pending the conclusion of mitigation negotiations.
3. Establish proportionate share mitigation alternatives which are financially feasible and will achieve and maintain the adopted level of service standard consistent with the adopted School Board's financially feasible Capital Improvement Plan.

Policies:

- a. In the event that mitigation is an acceptable alternative to offset the impacts of a proposed development, where the adopted LOS standards would otherwise be exceeded, the following options listed below, for which the School District assumes operational responsibility through incorporation in the adopted School Board's financially feasible Capital Improvements Program and which will maintain the adopted LOS standards, shall include but not limited to:
  1. The donation, construction, or funding of school facilities created by the proposed development.
  2. The creation of mitigation banking based on the construction of a public school facility in exchange for the right to sell capacity credits.
- b. Proposed mitigation shall be directed toward a permanent capacity improvement identified in the School Board's financially feasible 5-Year Capital Improvement Program. Consideration may be given by the School Board to place an additional improvement required for mitigation on its Capital

Improvement Program. The proposed mitigation must satisfy the demand created by the proposed development consistent with the adopted LOS standards or identified as an amendment to the adopted Capital Improvement Program. Portable classrooms will not be accepted as mitigation.

- c. Mitigation shall be directed to projects on the School Board's financially feasible Capital Improvement Program that the School Board agrees will satisfy the demand created by that development approval, and shall be assured by a legally binding development agreement between the School Board, the relevant local government, and the applicant executed prior to the issuance of the subdivision plat, site plan, or functional equivalent. If the school agrees to the mitigation, the School Board must commit in the agreement to placing the improvement required for mitigation on its Capital Improvement Program. This development agreement shall include landowner's commitment to continuing renewal of the development agreement upon its expiration.
- d. The applicant's total proportionate-share mitigation obligation to resolve a capacity deficiency shall be based on the following formula, for each school level: multiply the number of new student stations required to serve the new development by the average cost per student station. The average cost per student station shall include school facility development costs and land costs. The applicant's proportionate-share mitigation obligation will be credited toward any other impact fee or exaction imposed by local ordinance for the same need, on a dollar-for-dollar basis, at fair market value. The process to determine proportionate share mitigation obligation shall be as follows:

**Step 1:** Determine the number of students to be generated by the development

Number of Dwelling Units in the proposed development (by unit type)

**MULTIPLIED BY**

Student Generation Rate (by type of DU and by School Type)

**EQUALS**

Number Students Stations needed to serve the proposed development

**Step 2:** Comparing the available capacity to the number of student stations calculated in Step 1 to assess the need for mitigation

Available Capacity

**MINUS**

The Number of new Students Stations needed to accommodate the proposed development

**EQUALS**

The shortfall (negative number) or surplus (positive number) of capacity to serve the development

**Step 3:** Evaluating the available capacity in contiguous service areas

If Step 2 results in a negative number, repeat that step for one or more contiguous service areas. If this step results in a negative number, then proceed to step 4 to calculate the proportionate share mitigation.

**Step 4:** Calculating proportionate share mitigation

Needed additional Student Stations from Step 3

**MULTIPLIED BY**

Average cost per Student Station

**EQUALS**

Proportionate-Share Mitigation Obligation

4. The student generation rates used to determine the impact of a particular development application on public schools shall be consistent with Lake County School Board and Florida Department of Education Standards. The student generation rates shall be reviewed and updated every two (2) years in accordance with professionally accepted methodologies.