

Alachua County

Office of Planning and Development Staff Report

Application Number: CPA-10-08 Staff Contact: Ivy Bell, Senior Planner
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Local Planning Agency
Board of County Commissioners

Hearing Date: February 20, 2008
Transmittal Hearing Date: March 11, 2008
Adoption Hearing Date: June 24, 2008

SUBJECT:

A request for a text amendment to add a Public School Facilities Element to implement public school concurrency, amend the Intergovernmental Coordination Element to address coordination between the School Board and the County, amend the Capital Improvements Element to include public schools as one of the public facilities subject to concurrency, amend the Future Land Use Element to include public schools in the list of facilities for which level of service standards are adopted, and execute the updated Interlocal Agreement for Public School Facility Planning.

APPLICANT/AGENT:

Alachua County Board of County Commissioners

CHRONOLOGY:

Original Staff Report released: February 13, 2008
Planning Commission Hearing: February 20, 2008
BoCC Transmittal Hearing: March 11, 2008
BoCC Adoption Hearing: June 24, 2008

STAFF RECOMMENDATION: Transmittal to the DCA with bases in report.

LPA RECOMMENDATION: **Approved 6-0 for transmittal to BoCC**

BoCC RECOMMENDATION: APPROVED 5-0 FOR TRANSMITTAL TO DCA

STAFF RECOMMENDATION: ADOPT CPA-10-08 AND AUTHORIZE CHAIRMAN TO EXECUTE THE INTERLOCAL AGREEMENT FOR PUBLIC SCHOOL FACILITY PLANNING

Alachua County

Office of Planning and Development Staff Report

Analysis of Request

Background

The 2005 Florida Legislature adopted requirements (Section 163.3177(12) and Section 163.3180(13), F.S.) that strengthen the relationship between land use planning and development, planning for public schools and availability of school capacity, and establishment of the comprehensive planning framework for the addition of public schools to the facilities that are subject to concurrency management. Under the statewide schedule, the School Board of Alachua County, Alachua County, and the cities of Alachua, Archer, Gainesville, LaCrosse, High Springs, Hawthorne, Micanopy, Newberry and Waldo have been working together – in accordance with the Interlocal Agreement for Public School Facility Planning – to adopt the necessary comprehensive plan amendments to establish school concurrency by July 1, 2008.

The School Board, the County and the municipalities are required to coordinate the adoption of the Public School Facilities Element (PSFE) and amendments to the Intergovernmental Coordination and Capital Improvements Elements to ensure all local government comprehensive plan elements within the County are consistent with each other. The development of these amendments has been coordinated by County staff with the municipalities in the County and the School Board staff and its consultant. The School Board has been the lead agency in this process. The Alachua County Elected Officials Group, established by the Interlocal Agreement for Public School Facility Planning, is comprised of representatives of the School Board, the County and the municipalities within the County. This Group received the “whitepaper strategy” outlining the basic framework for the development of these amendments in August 2007. They made a recommendation to accept the strategy and directed staff to proceed with presentations to the local governments. On September 18, 2007, the Board of County Commissioners received a presentation of the “whitepaper strategy” and authorized staff to proceed with preparation and advertisement of the required amendments based on the whitepaper. Staff provided a briefing to the Alachua County Planning Commission on January 16, 2008.

The amendments proposed are based on the Alachua County Public School Facilities Element Data & Analysis (Exhibit 1 – Supporting Data - Not for Adoption) which has been developed with the School Board of Alachua County staff and consultant. This Data & Analysis addresses things such as the standards used by the School Board to evaluate school facilities; an inventory of existing facilities and planned future facilities; an evaluation of the school system based on these standards and determination of need; an analysis of funding; an analysis of coordination between school planning and local land use planning; and inventory of goals, objectives and policies for such coordination contained in local

Alachua County

Office of Planning and Development Staff Report

government comprehensive plans in Alachua County.

In addition, the data and analysis supports the PSFE for Alachua County required to implement school concurrency. The study evaluates the school system and its relationship to development and growth from both a countywide perspective and a finer grain look at schools within sectors and communities. The findings and conclusions support the goals, objectives and policies of the element including the establishment of levels of service standards and the delineation of concurrency service areas.

The level of service standard for public school facilities recommended in the proposed Public School Facilities Element and amended Capital Improvements Element is 100% of permanent program capacity for elementary, middle and high schools. The Capital Improvements Element includes the School Board of Alachua County 2007-2008 5-Year District Facilities Plan for School Concurrency which identifies a financially feasible plan for capacity additions needed to achieve and maintain the level of service standard within the five-year timeframe. However, some of those capacity additions will not be available until the fourth or fifth year of the Five-Year Facilities Plan, and as new development undergoes review for concurrency, Florida Statutes require that capacity be available or programmed for construction within three years of the approval of the development in order to receive concurrency approval. Therefore, interim level of service standards are recommended for three elementary school concurrency service areas (High Springs – 120% through 2010-11, Newberry – 115% through 2010-11 and West Urban – 115% through 2010-11) which will have backlogs, relative to the 100% LOS standard, in the early part of the five-year period. This approach is derived from the methodology outlined in the “whitepaper strategy” to address short-term deficiencies while setting a longer term standard of 100% of Permanent Program Capacity.

The Public School Facilities Element, found in Exhibit 2, addresses the following objectives:

- The coordination of land use and school capacity;
- The process to implement school concurrency;
- The establishment of level of service standards;
- The designation of school concurrency service areas;
- The establishment of a school concurrency review process;
- The process for proportionate share mitigation;
- The adoption of the School Board’s 5-Year Work Program;
- Standards for school location and site design (school siting and school development standards);
- Representation of School Board on Planning Commission and in development

Alachua County

Office of Planning and Development Staff Report

- review process;
- Coordination of student enrollment and population projections;
- School site selection, expansions and closures; and,
- Coordination of the comprehensive plan with school facilities plans.

The related amendments to the Intergovernmental Coordination Element, found in Exhibit 3, update a statutory reference in Policy 1.4(a) and amends Policy 6.5 to refer to implementation of the Interlocal Agreement for Public School Facility Planning.

The related amendments to the Capital Improvements Element, found in Exhibit 4:

- Amend Policy 1.2.1(b) to add public schools to the list of public facilities subject to level of service standards for concurrency;
- Amend Policy 1.2.4 to specify the public school level of service standard based on the Public School Facilities Element;
- Amend Policy 1.3.2 to add the means by which the concurrency requirement for public schools may be satisfied; and,
- Adopt the School Board of Alachua County 2007-08 Five Year District Facilities Plan for School Concurrency.

The related amendments to the Future Land Use Element, found in Exhibit 5:

- Amend Policy 1.5.1 and Policy 1.5.2 to include public schools in the list of required adequate facilities subject to concurrency and to remove schools from the list of “other” facilities;
- Amend Policy 5.3.8 to remove a specific statutory reference and include a general statutory reference;
- Amend Policy 7.1.10 to update minimum size guidelines for school sites; and,
- Amend Policy 7.1.11 to include public schools in the list of facilities for which level of service standards are adopted.

The Board of County Commissioners entered into the Interlocal Agreement for Public School Facility Planning in August 2006. As required by state law – according to their schedule – now that the required comprehensive plan amendments have been developed, the County, School Board and municipalities must update the adopted Interlocal Agreement to include key components consistent with the Public School Facilities Element.

The Interlocal Agreement for Public School Facility Planning, found in Exhibit 6, has been updated to address the following:

- Incorporate provisions for establishing, applying and amending a uniform level of service standard for public schools;

Alachua County

Office of Planning and Development Staff Report

- Provides a framework for applying the level of service standard on a less than district-wide basis and establishes interim level of service standards for backlogged areas;
- Adopt the School Concurrency Service Area maps;
- Include criteria for establishing and modifying School Concurrency Service Areas;
- Clarify and expand the school concurrency review process; and,
- Provide more details for proportionate share mitigation.

The Department of Community Affairs forwarded its Objections, Recommendations and Comments (ORC) Report on May 16, 2008. Staff has prepared a response to address each objection raised in the ORC Report.

Comprehensive Plan Consistency

Staff finds the request to be consistent with the requirements of Section 163.3177(12) and Section 163.3180(13), Florida Statutes for the Public School Facilities Element required to be added to the comprehensive plan and related amendments to the Capital Improvements Element, Intergovernmental Coordination Element, and Future Land Use Element. These amendments would also be internally consistent with the Alachua County Comprehensive Plan as a whole.

Staff Recommendation

Staff recommends: (1) **adoption** of CPA-10-08 with the following bases; and (2) authorize Chairman to execute the updated Interlocal Agreement for Public School Facility Planning.

Bases:

1. The proposed amendments, including the addition of the Public School Facilities Element and the related amendments to the Capital Improvements Element, Intergovernmental Coordination Element and Future Land Use Element are in compliance with the requirements of Section 163.3177(12) and Section 163.3180(13), Florida Statutes.

Alachua County

Office of Planning and Development Staff Report

Attachments:

- Exhibit 1 – Alachua County Public School Facilities Element Data & Analysis (Supporting Data – Not for Adoption)**
- Exhibit 2 – Public School Facilities Element: Goals, Objectives & Policies**
- Exhibit 3 – Amendments to Intergovernmental Coordination Element**
- Exhibit 4 – Amendments to Capital Improvements Element**
- Exhibit 5 – Amendments to Future Land Use Element**
- Exhibit 6 – Interlocal Agreement for Public School Facility Planning**