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Alachua County
School Concurrency Strategy

Whitepaper Prepared by

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Chapter 1: Purpose & Overview

The 2005 Florida Legislature adopted requirements that strengthen the relationship between land use planning and development, and planning for public schools and availability of school capacity. Under the statewide schedule, the Alachua County School District, Alachua County, and the cities of Alachua, Archer, Gainesville, LaCrosse, High Springs, Hawthorne, Micanopy, Newberry and Waldo must work together 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 Public School Facilities Element must contain data and analysis that address 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 goals, objectives and policies for such coordination.

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.

Public School Facilities Element (PSFE) Requirements

Over the past decade the Florida Legislature has progressively strengthened the ties between school planning and general land use and comprehensive planning through amendments to Chapters 163 and 1013, Florida Statutes.

The 2005 Legislature mandated that the availability of public schools be made a prerequisite for the approval of residential construction and directed a closer integration of planning for school capacity with comprehensive planning. Senate Bill 360:

- *requires that existing Interlocal Agreements between school boards and local governments be updated and expanded to comply with the legislation;*
- *requires each local government[1] to adopt a PSFE as part of its comprehensive plan;*
- *mandates school concurrency;*

[1] Some local governments may qualify for exemption under s. 163.3177(12)(a)and (b), F.S.

- *requires that local governments update their Intergovernmental Coordination Elements to coordinate public school planning;*

- *requires that procedures for comprehensive plan amendments related to Capital Improvement Element updates; and,*

- *requires the establishment of a process and uniform methodology for proportionate share mitigation.*

The law requires that local governments adopt a public school facilities element as a part of their comprehensive plans to establish a framework for the planning of public schools (Section 163.3177(12), Florida Statutes). As directed by the legislation, the Florida Department of Community Affairs has established a phased schedule for adoption of the elements with each local government adopting no later than December 1, 2008[2]. This schedule established due dates which are staggered throughout the course of the 2008 calendar year. Alachua County is required to implement school concurrency by July 1, 2008.

In addition, the Legislature established enforcement mechanisms should a local government and school district fail to adopt a public school concurrency program.[3]

The data and analysis portion of the PSFE must address[4]:

- *how level-of-service (LOS) standards will be achieved and maintained;*

- *the interlocal agreement adopted pursuant to Section 163.31777, Florida Statutes, and the five-year school district facilities work program adopted pursuant to s. 1013.35;*

- *the educational plant survey prepared pursuant to Section 1013.31, Florida Statutes, and an existing educational and ancillary plant map or map series;*

- *information on existing development and development anticipated for the next five years and 10 year and 20 year planning periods;*

- *an analysis of problems and opportunities for existing schools and schools anticipated in the future;*

- *an analysis of opportunities to co-locate future schools with other public facilities such as parks, libraries, and community centers;*

- *an analysis of the need for supporting public facilities for existing and future schools;*

- *an analysis of opportunities to locate schools to serve as community focal points;*

[2] s. 163.3177(12)(i), F.S.
[3] s. 163.3177(12)(j & k), F.S.
[4] s. 163.3177(12)(c), F.S.

- *projected future population and associated demographics, including development patterns year by year for the upcoming five-year, 10 year and 20 year planning periods; and,*

- *anticipated educational and ancillary plants with land area requirements.*

The legislation prescribed the following minimum content requirements for goals, objectives, and policies[5]:

- *procedure of annual update process;*

- *procedure for school site selection;*

- *procedure for school permitting;*

- *provision of infrastructure necessary to support proposed schools; and,*

- *provision for co-location of other public facilities in proximity to public schools; provision for location of schools proximate to residential areas and to complement patterns of development; measures to ensure compatibility of school sites and surrounding land uses; and coordination with adjacent local governments and the school district on emergency preparedness issues.*

In addition, the element is to include one or more future conditions maps which generally depict the anticipated location of educational and ancillary plants anticipated over the five-year and long-term planning period.

- *depict the anticipated location of educational and ancillary plants, including the general location of improvements to existing schools or new schools anticipated over the five-year or long-term planning period*

Of necessity, the maps will be general for the long-term planning period and more specific for the five-year period. Maps indicating general locations of future schools or school improvements may not prescribe a land use on a particular parcel of land.

Overview

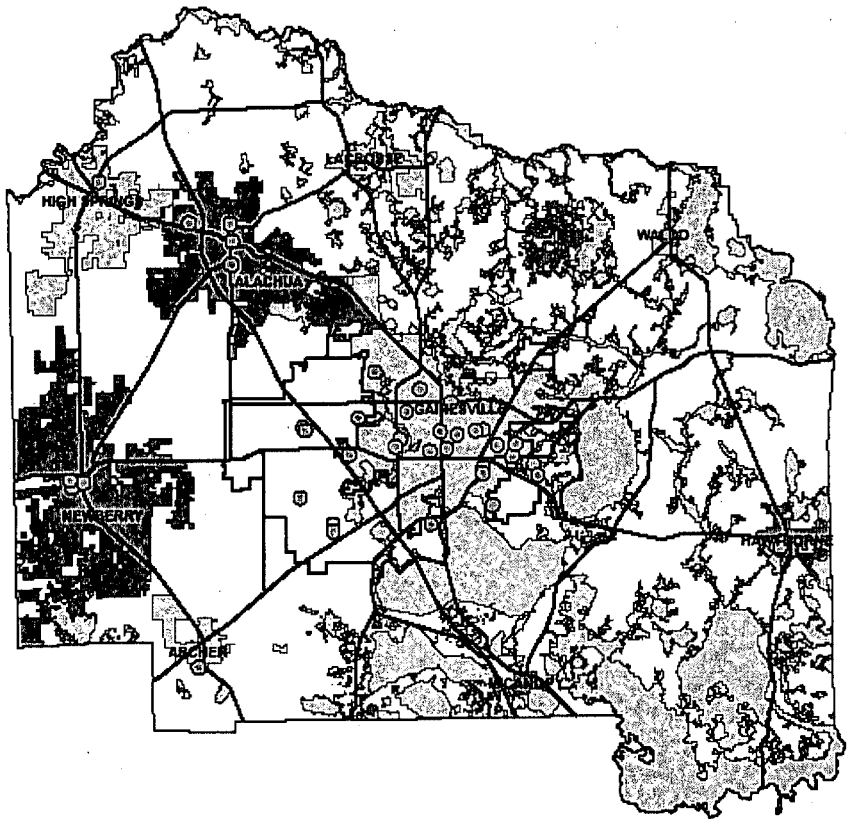
Schools can act as an anchor in the community. They are a symbol of a neighborhood's stability and attract families to the community. They transmit knowledge to new generations, advance knowledge, display the achievements of society and bring neighbors together for Parent Teacher Association meetings, school plays, and sporting events. They offer their classrooms and media centers to residents for adult education classes, and community and club meetings. They are key determinants of the quality of life and are valued symbols of community identity and achievement. The entire community benefits from schools. Moreover, the community is often evaluated on the basis of the quality of its schools. The planning process that guides decision-making on school size, location, and programs should therefore be coordinated with the process that guides all community development.

[5] s. 163.3177(12)(g), F.S.

Planning for school facilities is one of the responsibilities of the local School Board. In the past, it was often a separate process from local government planning. The proper functioning and the best distribution of schools is possible only when school planning is coordinated with the larger process of community planning for growth and change. Recognizing this fact, Alachua County governments, in cooperation and coordination with the School Board of Alachua County (School Board), are seeking to incorporate public schools in the framework of the Comprehensive Plan. Currently there is no specific regulatory mandate that all public school levels of service (LOS) standards be met prior to the issuance of a development order and permit. The 2005 legislation now requires that school concurrency be included in the concurrency management system of local government.

Coordinated school facility planning requires a partnership between the school district and local governments. Consequently, this data and analysis recognizes the role of Alachua County, the cities of Gainesville, Alachua, Archer, Hawthorne, High Springs, LaCrosse, Micanopy, Newberry and Waldo and the Alachua County School District. **Map 1** shows the geographic relationships of these participants.

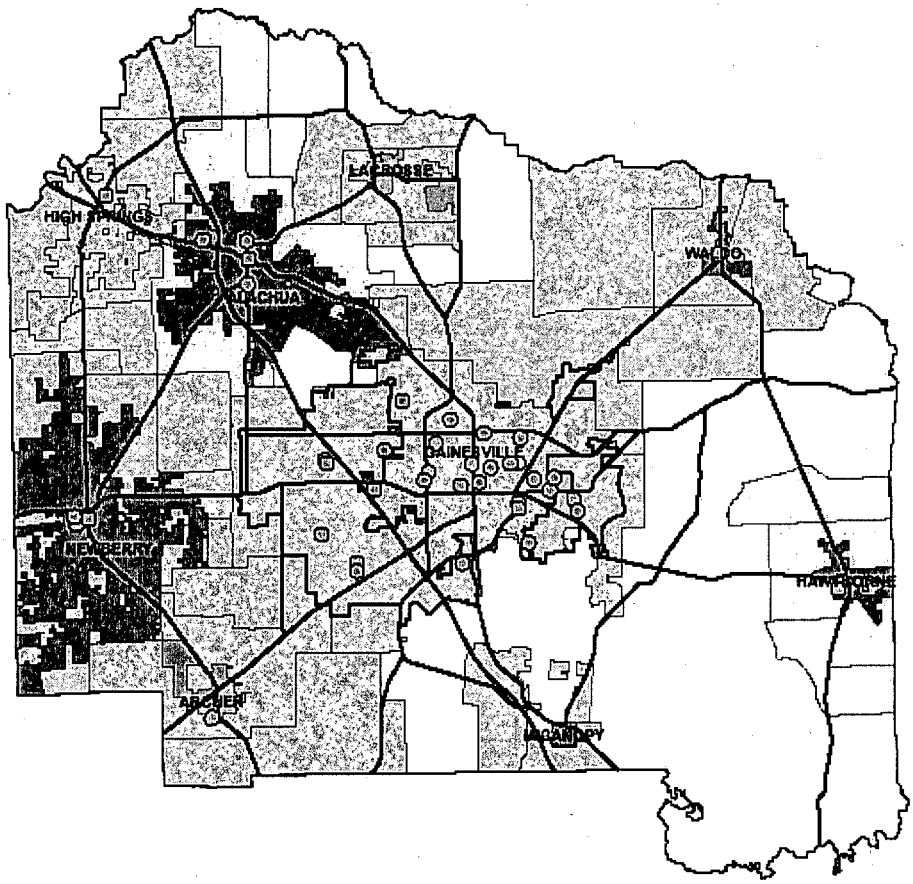
ALACHUA COUNTY



SCHOOLS & KEY FEATURES

Map 1: Schools & Key Features

ALACHUA COUNTY



SCHOOLS & MUNICIPAL RESERVE / EXTRATERRITORIAL AREA

Map 2: Schools & Municipal Reserve / Extraterritorial Area

Chapter 2: Relationship of Growth and Public Schools

The relationship between new development and the capacity of public schools is defined by the application of a "student generation multiplier". Table 1 shows "student generation multipliers" (SGM) for Alachua County derived from the 2000 US Census.[6] The ratios shown include public school enrollment only.

Table 1 distinguishes between the urban area of Alachua County, generally defined as Gainesville and its immediate surroundings, and the suburban portions of the County including the small municipalities and the unincorporated areas. A composite SGM is also shown and this ratio is used for define the population and public student enrollment

The multipliers are also segregated by the type or level of school i.e. elementary (PK-5), middle (6-8) and high (9-12). And by housing type i.e. single-family and multi-family. These categories are consistently used throughout this analysis

Table 1: Student Generation Multipliers

Urban 1001	ELEM	MIDDLE	HIGH	TOTAL
Single Family	0.163	0.130	0.141	0.434
Multi Family	0.063	0.049	0.048	0.159
Composite	0.112	0.088	0.093	0.293
Suburban 1002	**ELEM**	**MIDDLE**	**HIGH**	**TOTAL**
Single Family	0.143	0.131	0.143	0.417
Multi Family	0.103	0.086	0.072	0.260
Composite	0.122	0.107	0.106	0.335
Composite	**ELEM**	**MIDDLE**	**HIGH**	**TOTAL**
Single Family	0.153	0.130	0.142	0.425
Multi Family	0.084	0.068	0.060	0.212
Composite	0.117	0.098	0.100	0.315

Source: 2000 US Census, Public Use Micro Sample Data

Table 2 shows the most recent population projection for Alachua County and shows a projected growth of almost 64,000 residents within the twenty year planning period (2005-2025) to a total county population of 304,700.[7] Table 2 applies the SGM factors from Table 1 to derive public school enrollment projections that correspond to the projected population trend line. These projections are then compared to existing school capacity at the elementary, middle and high school levels to estimate the amount of new capacity required to serve new development during the 20 year planning period.

[6] Public Use Micro Sample (PUMS)
[7] Bureau of Economic and Business Research, University of Florida

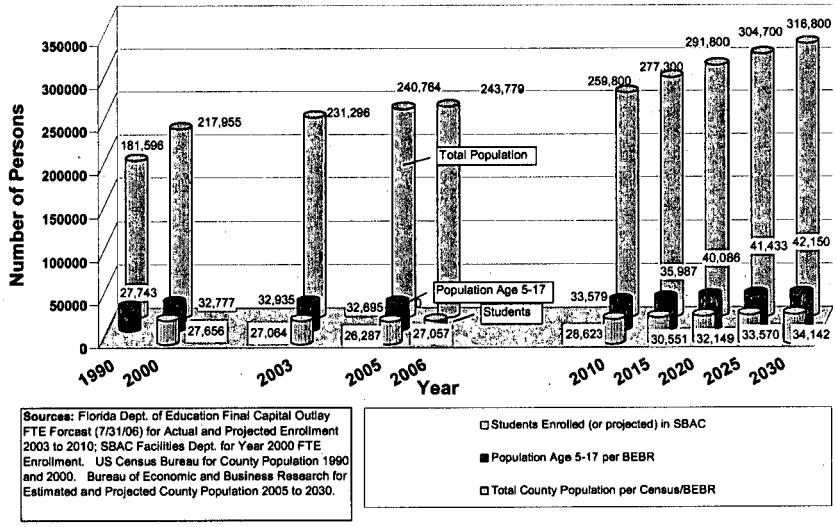
Table 2 : Population & Student Enrollment Projections

	2005	2010	2015	2020	2025	20 Year Growth
Population	240,764	259,800	277,300	291,800	304,700	63,936
Public School Enrollment*						
Elementary	11,420	12,323	13,153	13,841	14,453	3,033
Middle	6,248	6,742	7,196	7,572	7,907	1,659
High	8,858	9,558	10,202	10,736	11,210	2,352
Total	26,526	28,623	30,551	32,149	33,570	7,044
Public School Capacity						
Elementary	13,288	13,342	13,342	13,342	13,342	
Middle	7,548	7,548	7,548	7,548	7,548	
High	8,489	8,955	8,955	8,955	8,955	
Total	29,325	29,845	29,845	29,845	29,845	
Public School Capacity Needs						
Elementary	1,868	1,019	189	-499	-1,111	
Middle	1,300	806	352	-24	-359	
High	-369	-603	-1,247	-1,781	-2,255	
Total	2,799	1,222	-706	-2,304	-3,725	

* Public School Enrollment for years 2010 through 2025 is derived by applying the 2005 ratio of elementary, middle and high school student enrollment (actual) to the BEBR 2005 population estimate. This method assumes that the 2005 public school enrollment / population ratio will remain constant for the 20 year planning period. It should be noted that public school enrollment / population ratio declined between 2000 and 2005

The projections shown in Table 2 and Figure 1 should not be confused with COFTE projections made by the Department of Education and used elsewhere in this analysis. COFTE projections are based solely on actual public school enrollment accounts and their projected trends without regard to the BEBR population projections. In contrast, the BEBR-based public school enrollment projection above is directly related to the BEBR population. These two projection techniques cannot be fully reconciled because of definitional and methodological differences. With these methodological differences in mind, the COFTE projections are used for the short term planning period (10 year) and the BEBR-based projections are applied for long term planning (20 year).

Figure 1 - Actual and Projected Alachua County Population and SBAC Enrollment: 1990-2030



Chapter 3: Establishing Levels of Service

An essential component of any concurrency system is the level of service standard at which a public facility or service is expected to operate.

Levels of service standards for public school facilities serve several purposes:

- to guide long range projections of school facility needs;
- to assist with the determination of school facility needs over the five year capital improvement element time frame; and,
- to provide a basis for the review of petitions for final subdivisions and site plans for residential development.

The financial feasibility of the level of service standards is critical. The Florida Legislature has recognized that the premise of concurrency is that public facilities will be provided to achieve and maintain the adopted standards [*Section 163.3180(13)(d), F.S].* Therefore concurrency deficiencies at time of final subdivision or site plan should not intentionally occur.

Level of service is defined as "...an indicator of the extent or degree of service provided by, or proposed to be provided by, a facility based on and related to the operational characteristics of the facility. Level of service shall indicate the capacity per unit of demand for each public facility." *[Rule 9J-5.003, Florida Administrative Code]*

In light of this definition, the level of service standard for public schools must be based upon the "capacity of the facility," which is the number of pupils to be serviced by the facility, rather than on the basis of the school performance as determined by the level of pupil achievement or some other qualitative measurement. For public school facilities, the level of service may be expressed as the percentage or ratio of student enrollment to the student capacity of the school.

The Constitutional Mandate for a Uniform Public School System

By state constitutional mandate, education is a state function and responsibility. The Florida Constitution also provides that each county shall constitute a school district. At the local level, the state's public school system is controlled and operated on a countywide basis by the school district. The school district is a part of the state system of education, and its actions at the local level must be consistent with state educational statutes and with minimum standards established by the State Board of Education and the Department of Education. The Florida Constitution mandates that a uniform system of free public schools be provided within each county. The school board must focus on providing a uniform system of schools throughout the county; therefore, it is not permissible to make special concessions or provide a higher quality schools to individual municipalities within the county. Therefore, the requirement that level of service standards are to be applied district-wide to all schools of the same type is in place. It is permissible however, to have different level of service standards for different types of schools. *[Article IX, Section 1(a), Florida Constitution]*

Requirements for Level of Service Standards

The school concurrency legislation, *Section 163.3180(13)(b), F.S.*, contains three provisions regarding level of service standards for the purposes of school concurrency:

- Level-of-service standards must be established jointly in the interlocal agreement by the School Board and local governments within the County, they must be adequate, and they must be based on data and analysis.

- Public school level-of-service standards are to be adopted by the local governments into the Public School Facilities and Capital Improvements Elements of the comprehensive plan and are to be applied district-wide to all schools of the same type. Types of schools may include elementary, middle, and high schools as well as special purpose facilities such as magnet schools.

- As options, local governments may utilize tiered level-of-service standards to allow time to achieve an adequate and desirable level of service on a system-wide basis or utilize a long-term concurrency management system for specifically defined districts where significant backlogs exist.

LOS Established Jointly. The first standard requires local governments and school districts to establish jointly level of service standards for evaluating the availability of adequate school capacity and for use in implementing the school concurrency program. *[Section 163.3180(13)(b)1., F.S.]* This provision is based on the principle that a governmental entity may not establish a binding level of service standard for a facility for which it does not have financial responsibility.

Local governments have no authority to independently set levels of service standards for public schools that school districts must achieve. Likewise, school boards cannot independently establish level of service standards against which development proposals must be measured. Therefore, pubic school level of service standards for purposes of concurrency must be established jointly within the interlocal agreement by the school district and the local governments. The level of service standards agreed upon must be ones that can be achieved and maintained.

In addition to the interlocal agreement, each non-exempt local government must adopt the level of service standards into the public school facilities element and the capital improvement element of the comprehensive plan in order to enforce them through the concurrency management system. The concurrency management system will include procedures that local governments will follow to assure that approvals of final subdivision and site plan petitions for residential development are not issued unless the necessary facilities and services are available concurrent with the impacts of development.

Uniform Level of Service Standards. The second standard requires that level of service standards apply to all schools of the same type throughout the county. This provision is intended to ensure compliance with the constitutional requirement for a uniform system of public schools. *[Article IX, Section (1)(a), Florida Constitution and Section 163.3180(13)(b)2., F.S.]*

Adopting a level of service standard for elementary schools within one local government jurisdiction that is different from the level of service standard in another jurisdiction within the same school district would not be consistent with this requirement. However, level of service standards may vary between different types of schools. Elementary, middle, and high schools are examples of types of schools for level of service purposes. Different level of service standards can also be adopted for special purpose schools, such as charter schools or magnet schools.

Tiered Levels of Service Standards. The third standard allows local governments and school boards to utilize tiered level of service standards to allow time to address a public school backlog. *[Section 163.3180(13)(b) 3., F.S.]* The express authorization for tiered level of service standards recognizes that in some rapidly growing counties there is a severe backlog of public school capacity and that meeting those needs may take time to achieve an adequate and desirable level of service over the planning period.

Local governments are required to include a financially feasible public school capital facilities program established in conjunction with the school board that demonstrates the adopted levels of service standards will be achieved and maintained. Tiered level of service standards allow rapidly growing counties with severe school overcrowding to adopt a financially feasible program that recognizes lower interim level of service standards initially, thus providing time to secure the revenues needed to provide the facilities necessary to achieve desirable levels in the future.

Additionally, a local government may adopt as part of its comprehensive plan a long term school concurrency management system for public school facilities within specially designated districts or areas where significant backlogs exist. *[Section 163.3180(9)(a), F.S.]* Within these areas, special interim level of service standards for schools may be established which may be different from those adopted for schools throughout the rest of the district. The long term concurrency management system must include a financially feasible long term schedule of capital improvements covering the10-year period which demonstrates that over this period the level of service standards will be brought in line with those established throughout the rest of the district. The long term concurrency management system allows local governments and school boards time to address school facility backlogs which cannot be adequately addressed in a 5-year period. For good and sufficient cause, up to a 15-year long term concurrency management system may be approved by the state land planning agency. While the statute allows for interim level of service standards within specially designated districts or areas, this allowance must be reconciled with the constitutional requirement to ensure a uniform system of public schools.

Adequate Standards. Section 163.3180, F.S. sets general standards for determining whether locally set level of service standards for school concurrency are in compliance. The statutes provide that level of service standards in a school concurrency system must be "adequate" and based upon data and analysis. Adequate standards will be determined based on existing conditions within the community and the ability to attain financial feasibility. Additionally, overcrowded conditions that might adversely affect student learning or the capacity of core facilities are factors that should be considered when establishing level of service standards. Within these broad guidelines, local governments and school boards have discretion to establish level of service standards that are best suited for their particular communities.

Assessment of Public School Capacity and Student Enrollment for Determining Level of Service Standards

Assessing school capacity is an essential component in evaluating existing levels of service, as well as for determining the adopted level of service standards that will be desirable in the future. Through implementation of the concurrency management system, local governments and school districts will need to provide a program that ensures that final subdivision approvals and site plans for residential development are issued in a manner that will not result in a reduction in the levels of service below the adopted standards for the affected school concurrency service area.

The adopted level of service standard will need to be adequate and based on data and analysis. For school facilities the adopted standards are intended to avoid school overcrowding. Generally speaking, a school is overcrowded when student enrollment exceeds school capacity to the extent that one of more of the following conditions occurs:

- There is an unacceptable level of offsite impacts to the surrounding community. Examples of such conditions include insufficient parking which creates overflow parking in surrounding neighborhoods and increased enrollment which creates traffic congestion during drop off and pick-up periods.

- The physical space of the building is insufficient to accommodate reasonable educational or operational activities. Examples of such conditions include lunch begins excessively early to accommodate all students in the cafeteria and the media center cannot accommodate a reasonable use of computers by students.

- There is a degradation of the educational environment. Examples include excessively large class sizes.

Defining school capacity involves answering the question: *How many students can a building accommodate and still have an effective educational program?* This question is important when evaluating the level of service standard that is desirable to the community.

School capacity is subject to change in response to several factors including: compliance with state requirements, changes in the educational programs, changes in class size, expansion of educational services, and scheduling. Historically, school districts have determined the capacity of a school by counting the number of classrooms in a building and multiplying by an average class size. In facility planning terminology, this methodology is described as "design capacity."

The strict application of the design capacity methodology does not take into account the programmatic implications of school facilities. For example, in an elementary school there is a need for libraries and media centers, and other special education classrooms or spaces for specific program areas, such as science, art and music. In facility planning terminology, taking program issues into consideration is described as "functional capacity."

Determining the capacity of the school facility is an important step in measuring existing levels of service and in applying features of concurrency. As applied in Florida, school

districts use two basic methods of calculating capacity, including the Florida Department of Education standards of Florida Inventory of School Houses (FISH) Capacity and Program Capacity. Also, the operational decisions of a school district, such as staggering schedules or requiring double sessions or year-round schools, will affect the capacity of the school yielding the "effective" capacity.

Whatever the measure used, it is important that the capacity of the school facility be able to be related to both current and projected conditions in order to establish the desirable adopted level of service. It may be that a mixture of measures will best meet the needs of school districts and local governments for implementing concurrency.

FISH Capacity

FISH Capacity is "the number of students that may be housed in a facility (school) at any given time based on a utilization percentage of the number of existing satisfactory student stations", based on Department of Education formulas. FISH Capacity is a product of the number of classrooms at a school and the student stations assigned to each room type.

For middle and high schools, FISH Capacity includes a percentage reduction from *permanent* student stations, essentially as an adjustment for operational realities that prevent all classrooms from being used at the maximum capacity at all times during the day. This reduction is generally about 10% for middle schools and 5% for high schools. To illustrate, a middle school that is designed and built for 1,000 student stations will have a FISH permanent design capacity of 900.

FISH Capacity is reported in a variety of ways including: permanent satisfactory student stations, satisfactory student stations assigned to relocatables (portables), and total student stations from permanent facilities and from portables.

Satisfactory Student Stations. Capacity is determined by requirements in state code based on square footage allotments and the intended use of the permanent space as designed and constructed and pursuant to School Board adopted facility lists. The number of *permanent* satisfactory student stations represents the actual capacity for which a school is designed and built. Satisfactory student stations may also be assigned to portables.

FISH Permanent Capacity. In this case, FISH Permanent Capacity is a product of the number of classrooms at a school and the *permanent* student stations assigned to each room type including an adjustment utilization percentage for middle and high schools. Temporary capacity from portables is not included in this calculation.

FISH Total Capacity. In this case, total FISH capacity includes the capacity from *permanent* satisfactory student stations but adds in the capacity from satisfactory student stations assigned to portables.

Program Capacity

School districts are required to use the FISH Capacity on all planning documents for state purposes. However, this capacity often does not reflect the actual programs at the schools and the impact of changing demographics. Many school districts are exploring

the future use of "program capacity" and other options as an alternative formula to FISH Capacity to better reflect the actual capacity of its schools.

Program capacity is based on the actual use of a school's space, taking into account special needs students and special programs that may or may not be counted as capacity. In some cases, other special and supplemental programs may be recognized as legitimate classrooms uses and therefore adds capacity. So, for example, a classroom may have a FISH capacity of 22, but if it is used as a science lab, it may have a program capacity of only 12. Specialized resource rooms not counted under FISH capacity may be counted under "program capacity." If these factors are not considered when discussing capacity, the result is a mistaken impression that classrooms are being under-utilized or overutilized. Exploring alternate methods for measuring capacity will also be important as the Class Size Reduction requirements are fully implemented. The method of calculating school capacity will ultimately affect the level of service at which schools are operating; therefore, it is expected that many school districts will use an alternate measure to FISH Capacity, or a phased-in approach eventually assessing school capacity through Program Capacity methods.

Why should school districts consider the use of program capacity? Program Capacity is more sensitive to special programs and is based on how the actual programs in each school relate to the permanent classroom spaces. Normally, the number of special programs that exist in a school exceed the number accounted for in the FISH Capacity inventory so Program Capacity is actually a more exact measure of a school's capacity condition.

What are the advantages and disadvantages of using program capacity? Program Capacity is typically used in local decisions making processes where the practical ability of a school to hold more students is important. Program Capacity will typically exceed FISH Capacity because capacity can be assigned wherever students are being taught., this capacity is based on program specifics. Programs that carry size limits can limit capacity. For example, if an educational program of 10 students is held in a classroom that has a capacity of 30 student stations, the assigned program capacity is 10. By definition, Program Capacity is locally determined based on the educational programs and actual use of spaces, and as such, is the most difficult to develop methods to ensure accurate and consistent reporting from school to school. Further, Program Capacity may change from year to year as the educational programs and types of students served in a school change.

Effective Capacity

FISH Capacity or Program Capacity can be adjusted by means of an increase or decrease yielding the "effective" capacity of a school. Typically, this capacity is a result of operational decisions of a school district, such as staggering schedules or mandatory physical education. To illustrate, a school that is placed on double sessions has effectively *doubled* its capacity through non-construction means with no physical addition of new capacity. A decision by the school district to enact year round school has the effect of increasing capacity by a *third*.

FISH Capacity also disregards the capacity problems experienced by many schools that have severe restraints on support spaces, such as cafeterias (the "Core Capacity").

School capacity is limited by more than the amount of physical classroom space provided. The nature of programs offered and the capacity of core facilities reduce the effective capacity of a school. Core capacity relates to a school's space for support services, including cafeterias and libraries. Although schools may have adequate classroom space for students, some lack adequate core facilities that could potentially impact the educational environment.

Temporary Capacity – Use of Portables

As indicated above FISH Permanent Capacity or Program Permanent Capacity can be modified by adding in capacity from portables located at the school site based on their use. School capacity figures can be deceptive using the FISH Capacity method if the school district policy is to not include portable classrooms toward the school capacity calculation. School districts have the option of including portable classrooms in the school capacity calculation.

The Florida State Board of Education has adopted rules for portables which are intended for long term use as classroom space. *[Section 1013.20, F.S]* The rules require a plan for use of existing portables within the 5 year work program to be reviewed and approved by the Florida Department of Education. Portables that fail to meet the standards of the approved plan may not be used as classrooms. Any portable that does not meet the standard cannot be reported as providing satisfactory student stations in the FISH Capacity.

As a rule of thumb, however, school planning experts recommend that only instructional spaces in permanent structures be included in the school capacity calculation. Temporary classrooms only create temporary school capacity. Including the temporary classrooms in the capacity tends to confuse the real need for educational facilities in the school. On the other hand, portables do create flexibility by allowing school districts to avoid unnecessary expenditures for permanent capacity that may later not be needed.

Comparison of Capacity Measures

FISH Capacity and Program Capacity measures have strengths and weaknesses including:

- FISH Capacity is a widely accepted methodology that is tied to funding used by the Florida Department of Education. However, the State includes portables in the calculation, which is not always a good measure when applying level of service standards since most school districts do not consider portables permanent space. An alternative to FISH Capacity is to utilize FISH Permanent Capacity when applying level of service standards.

- Program Capacity is the most sensitive to actual school conditions and as with FISH Capacity can be based on permanent space only. However, it tends to fluctuate yearly at all school levels, which is difficult for planning purposes and for implementation of school concurrency, including for the development agreements required by proportionate share mitigation.

The measure of school capacity is a critical factor in implementing a concurrency management system. No measure is foolproof and meets all needs of a school district or local government that include the ability to:

- Be recognized and legally acceptable;
- Be stable over time;
- Accurately reflect conditions at affected schools; and
- Be understandable.

For most Florida school districts, using FISH permanent or FISH total capacity is likely to be the measure chosen since it is already widely used and reported to the Florida Department of Education. However, some school districts may consider using program capacity as a more accurate way to match actual use of facility capacity to enrollment. Whatever capacity method is used, the measure may need to be adjusted to yield the effective capacity based on any School Boards policies that affect capacity.

Chapter 4: Concurrency Service Areas

Section 163.3180(13)(c), F.S., addresses concurrency service areas by indicating that an essential requirement for a concurrency system is designation of an area within which the level of service will be measured when an application for a residential subdivision or site plan is reviewed. The law recognizes that the delineation of service areas is important for purposes of determining whether the local government has a financially feasible public school facilities capital improvement program that will achieve and maintain the adopted level-of-service standards.

A critical direction regarding concurrency service areas is found in Sections 163.3180(13)(c)1. & 2., F.S., where local governments are encouraged to initially adopt district-wide concurrency service areas but within five years after adoption of school concurrency, local governments must adopt concurrency service areas that are less than district-wide, such as sub-districts or school attendance zones.

There is a close connection between the adopted level of service standards which are required to be achieved and maintained through a financially feasible public school capital improvements plan and the size and configuration of the concurrency service area. Since the concurrency service area is required to achieve and maintain the adopted level of service, less than district-wide concurrency areas, such as those which designate student attendance zones as the service area, will prove more difficult in regard to the demonstration of financial feasibility. In this case, the level of service standard for each individual school must be maintained through a financially feasible program of improvements. Complicating the use of geographically small concurrency service areas is the difficulty of projecting enrollment and ensuring adequate capacity for a single school. On the other hand, larger concurrency service areas tend to diminish the importance of deficiencies that may occur from time to time in any one school within the service area.

Furthermore, the law indicates that when using less than district-wide concurrency service areas, local governments and school boards have the burden to demonstrate that utilization of school capacity is maximized to the greatest extent possible taking into account transportation costs and court-ordered desegregation plans, as well as other factors. Finally, this section establishes that when public school concurrency is being applied on a less than district-wide basis, that even if there is a capacity deficiency within the service area for a proposed residential development application for site plan or final subdivision approval, that such application may not be denied on that basis if the needed capacity is available in one or more contiguous service areas. Under such circumstances, development impacts shall be shifted to contiguous service areas with schools having available capacity.

The Florida Department of Community Affairs has indicated that the criteria for establishing and modifying the boundaries of the concurrency service areas should be included in the interlocal agreement. A map of the boundaries of the concurrency service area should be included as data and analysis for the public school facilities element. *[Sections 163.3180(13)(c)2. and 163.3180(13)(g)5., F.S.]*

Chapter 5: Alternative Scenarios for Managing School Concurrency

Schools are site specific facilities which are located within the bounds of an individual local governmental jurisdiction. Absent court intervention and federal and state statutes authorizing school choice options discussed above school boards have complete authority to allocate school capacity by designating school attendance zones and dictating the schools which individuals within the attendance zone must attend. Local governments have no ability to control the allocation of school capacity. In the implementation of a school concurrency program a critical decision point is how a county, school district and the municipalities agree to apply concurrency to proposed development. The concurrency service area is the area within which a determination is made whether adequate school capacity is available based on the adopted level of service standard.

For the first five years, there are two alternative approaches:

- One option involves a single countywide service area corresponding with the school board's geographic jurisdiction; and,
- The other option involves multiple concurrency service areas of less than countywide size.

Prior to 2005, the Florida Legislature expressed its clear preference for district-wide service areas, but allowed local governments to establish less than district-wide service areas so long as they satisfied certain statutory requirements. The 2005 amendments regarding school concurrency service areas are found in sections 163.3180(13)(c)1. & 2. Florida Statutes, where local governments are encouraged to initially apply school concurrency to development only on a district wide basis, but within **five years** after adoption of school concurrency local governments must apply school concurrency on a less than district-wide basis, such as sub-districts or school attendance zones.

Districtwide Concurrency Service Areas

District-wide service areas are consistent with Florida's school system organization on a countywide basis. There are several advantages to applying school concurrency on a district-wide basis. They include:

- District-wide service areas support the uniform public school requirements;
- District-wide service areas allow development permitting to be conditioned upon the availability of school capacity within the entire county without putting school boards under pressure to achieve maximum utilization of capacity at each school in order to avoid a development moratorium; and,
- Initially, the requirements for financial feasibility may be more easily attained.

The primary disadvantage in adopting districtwide level of service standards is that it weakens the link between where development occurs and where the impacts are felt.

That is because it allows capacity throughout the entire district to be aggregated for the purpose of applying the concurrency test, even though the specific school to which the children from any particular development may be sent could be overcrowded. Furthermore, within 5 years local governments must adopt less than districtwide service areas. Since districtwide service areas are less effective at preventing individual schools from becoming overcrowded thus allowing backlog conditions to worsen, once less than countywide service areas are adopted, it may be more difficult to achieve adequate level of service standards and demonstrate financial feasibility.

Less than Districtwide Service Areas

Less than districtwide service areas could be the school attendance zones or larger areas. For example, the northern, southern, eastern and western quadrants of a county as long as the service areas when taken together are coterminous with the entire geographic area of the county. Other options include: combination of student attendance zones using nested elementary, middle and high schools or combinations of them or other Planning Areas or Boundaries. For example, combinations of census tracts with traffic analysis zones to make planning units.

The benefits of less than countywide service areas include:

- They are more effective at preventing individual schools from becoming overcrowded;
- They result in a closer link between development and particular schools the children from that development will be attending; and
- Less than district-wide service areas may also prevent a countywide moratorium if the particular service area has inadequate capacity while other service areas have capacity.

The school concurrency legislation includes certain requirements for less than district wide service areas:

- Standards for establishing and modifying the boundaries of less than countywide service areas must be included in the interlocal agreement;
- It must be demonstrated that the utilization of school capacity is maximized to the greatest extent possible, taking into account transportation costs and court approved desegregation plans, as well as other factors; and
- A map of the concurrency service boundaries must be included as part of the data and analysis supporting the public school facilities element.

Finally, the legislation establishes that when public school concurrency is being applied on a less than district-wide basis, even if there is a capacity deficiency within the service area of a proposed residential development, the subdivision or site plan may not be denied on that basis if the needed capacity is available in one or more contiguous service areas. Under this circumstance, the local government may not deny the application on the basis of school concurrency, and if issued, the development impacts must be shifted to contiguous service areas with schools having available capacity.

Although local governments are encouraged to initially adopt districtwide concurrency service areas, they must adopt less than districtwide service areas within 5 years. Therefore, even if the local government and school district initially adopt a districtwide level of service standard, it is recommended that the districts begin to collect information on school capacity less than districtwide and begin the discussion of the type of less than districtwide concurrency service areas that may be desirable.

There are a number of options for less than districtwide concurrency service areas including:

- Student attendance zones;
- Combinations of student attendance zones such as elementary and middle school zones within high school zones or combination of them;
- Other planning boundaries such as combination of census tracts or traffic analysis zones to make planning units; and,
- Administrative subdivisions such as the simple division of a county into equal geographic areas (i.e., NW, NE, SW and SE).

Concurrency Service Area Scenarios for Alachua County

To evaluate the implications of the various choices for the creation of concurrency service areas in Alachua, three scenarios have been developed for testing and evaluation. In each case high, middle schools and elementary schools are considered separately. The results are described in this section.

All scenarios are evaluated for a ten year period (2007 thru 2017) on the basis of COFTE projections made by the Florida Department of Education and allocated to individual schools by the Alachua County School District. Current Program Capacity is assumed to remain constant throughout the ten year period.

High Schools

There are seven (7) high schools in Alachua County. Six of these schools have associated attendance zones. In addition, a small proportion of the high school students are served by three special schools. Loften High School and the special schools serve a countywide function. Table 3 provides an existing capacity and enrollment profile. Map 3 shows the location of high schools and the geographic boundaries of attendance zones.

High School Scenario A: Districtwide. Scenario A considers the implications of using the entire district as the concurrency service area. State statute allows adoption of this scenario for a period of five years but a "less than districtwide" must be applied thereafter.

As shown in Table 4, the districtwide high school utilization factor in projected to be below 100% throughout the ten year planning period. COFTE projections indicate a declining high school enrollment during the first five years followed by an increase in enrollment during the second years

Table 3: High School Profile 2006-07

School	Permanent FISH Capacity	Permanent PROGRAM Capacity	2006-07 Enrollment	% Utilization
BUCHHOLZ	2,054	2,054	2,350	114.4%
EASTSIDE	2,037	2,037	1,953	95.9%
GAINESVILLE	2,029	2,029	2,115	104.2%
HAWTHORNE	548	423	293	69.3%
LOFTEN	208	548	299	54.6%
NEWBERRY	612	612	557	91.0%
SANTA FE	1,001	1,181	1,266	107.2%
AQ JONES	31	31	31	100.0%
HORIZON	129	129	129	100.0%
SIDNEY LANIER / ANCHOR	82	82	82	100.0%
TOTAL HIGH	**8,731**	**9,126**	**9,075**	**99.4%**

Table 4: High School Capacity Enrollment Projections

School	2007			2012			2017		
	Program Capacity	Enrollment	% Utilization	Program Capacity	Projected Enrollment	% Utilization	Program Capacity	Projected Enrollment	% Utilization
BUCHHOLZ	2,054	2,234	108.8%	2,054	1,912	93.1%	2,054	2,048	99.7%
EASTSIDE	2,037	1,899	93.2%	2,037	1,589	78.0%	2,037	1,702	83.6%
GAINESVILLE	2,029	2,071	102.1%	2,029	1,721	84.8%	2,029	1,844	90.9%
HAWTHORNE	423	294	69.5%	423	238	56.3%	423	255	60.3%
LOFTEN	548	305	55.7%	548	243	44.3%	548	260	47.4%
NEWBERRY	612	549	89.7%	612	453	74.0%	612	486	79.4%
SANTA FE	1,181	1,192	100.9%	1,252	1,030	82.3%	1,252	1,103	88.1%
AQ JONES	31	38	122.6%	31	25	80.6%	31	27	87.1%
HORIZON	129	117	90.7%	129	105	81.4%	129	112	86.8%
SIDNEY LANIER / ANCHOR	82	73	89.0%	82	67	81.7%	82	72	87.8%
TOTAL HIGH	**9,126**	**8,772**	**96.1%**	**9,197**	**7,383**	**80.3%**	**9,197**	**7,909**	**86.0%**

Projected enrollment based on COFTE projections for elementary, middle & high made by the Florida Department of Education. Individual school projections made by Alachua County Public Schools

High School Scenario B: Attendance Zones. Scenario B examines the use of the existing attendance zones as concurrency service areas. As indicated by Table 4, the utilization factor in all high school attendance zones is currently below 100% with the exception of Buchholz, Gainesville and Santa Fe. By 2012, these deficits will be eliminated due to a projected decline in high school enrollment.

High School Scenario C: Modified Concurrency Service Areas. For purposes of this scenario, modified concurrency service areas have been developed as illustrated by Map 4. These modified CSAs represent an adaptation of current high school attendance zones to reflect the following factors:

1. Community-based boundaries generally identified by municipal reserve and extraterritorial area created by the boundary adjustment act;
2. The reduction of the effect of the "adjacency" rule; and

3. The identification of recognizable geographic features such as major roadways and environmental features such as lakes and major wetland systems.

Table 5: High School Available Capacity & Development Equivalent @ 100% LOSS

School	2007			2012			2017		
	Available Capacity	Single Family	Multi Family	Available Capacity	Single Family	Multi Family	Available Capacity	Single Family	Multi Family
BUCHHOLZ	-180	-1,268	-3,000	142	1,000	2,367	6	42	100
EASTSIDE	138	972	2,300	448	3,155	7,467	335	2,359	5,583
GAINESVILLE	-42	-296	-700	308	2,169	5,133	185	1,303	3,083
HAWTHORNE	129	908	2,150	185	1,303	3,083	168	1,183	2,800
LOFTEN	243	1,711	4,050	305	2,148	5,083	288	2,028	4,800
NEWBERRY	63	444	1,050	159	1,120	2,650	126	887	2,100
SANTA FE	-11	-77	-183	222	1,563	3,700	149	1,049	2,483
AQ JONES	-7	-49	-117	6	42	100	4	28	67
HORIZON	12	85	200	24	169	400	17	120	283
SIDNEY LANIER / ANCHOR	9	63	150	15	106	250	10	70	167
TOTAL HIGH	354	2,493	5,900	1,814	12,775	30,233	1,288	9,070	21,467

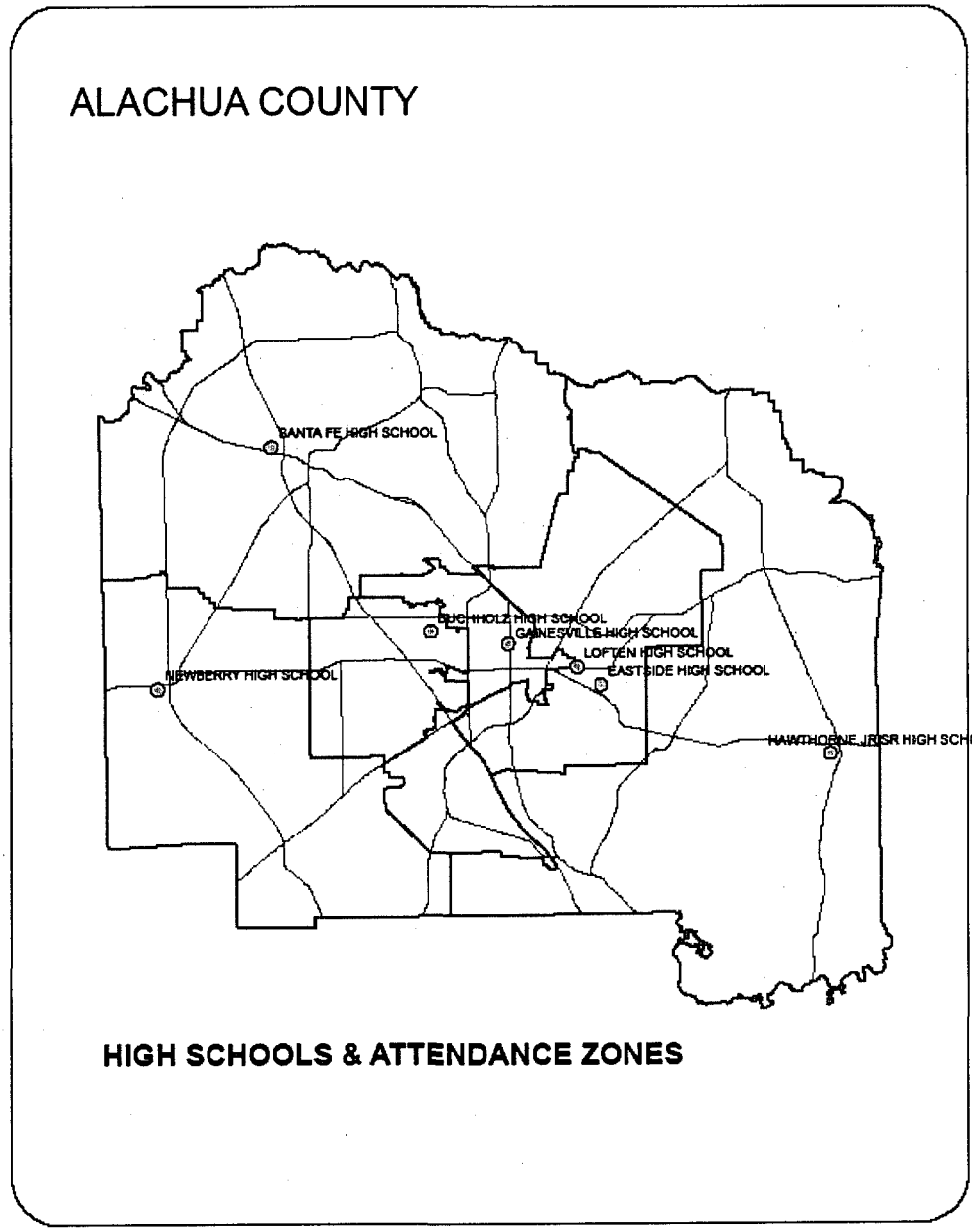
Single family and multifamily dwelling unit equivalents are calculated by dividing the "available high school" capacity by the composite "student generation multiplier shown in Table 1. Single family and multi family units are not additive.

For high schools, the enrollment capacity relationships for Scenario B (attendance zones) and Scenario C (modified CSAs) are identical. These relationships are shown by Table 4. Similarly, the available capacity and development equivalent at a 100% LOSS and 110% LOSS, as indicated by Tables 5 & 6 respectively, are the same under Scenario B and Scenario C. The "development equivalent" indicates the number of residential dwelling units (single family or multi family) that can be supported by the available school capacity.

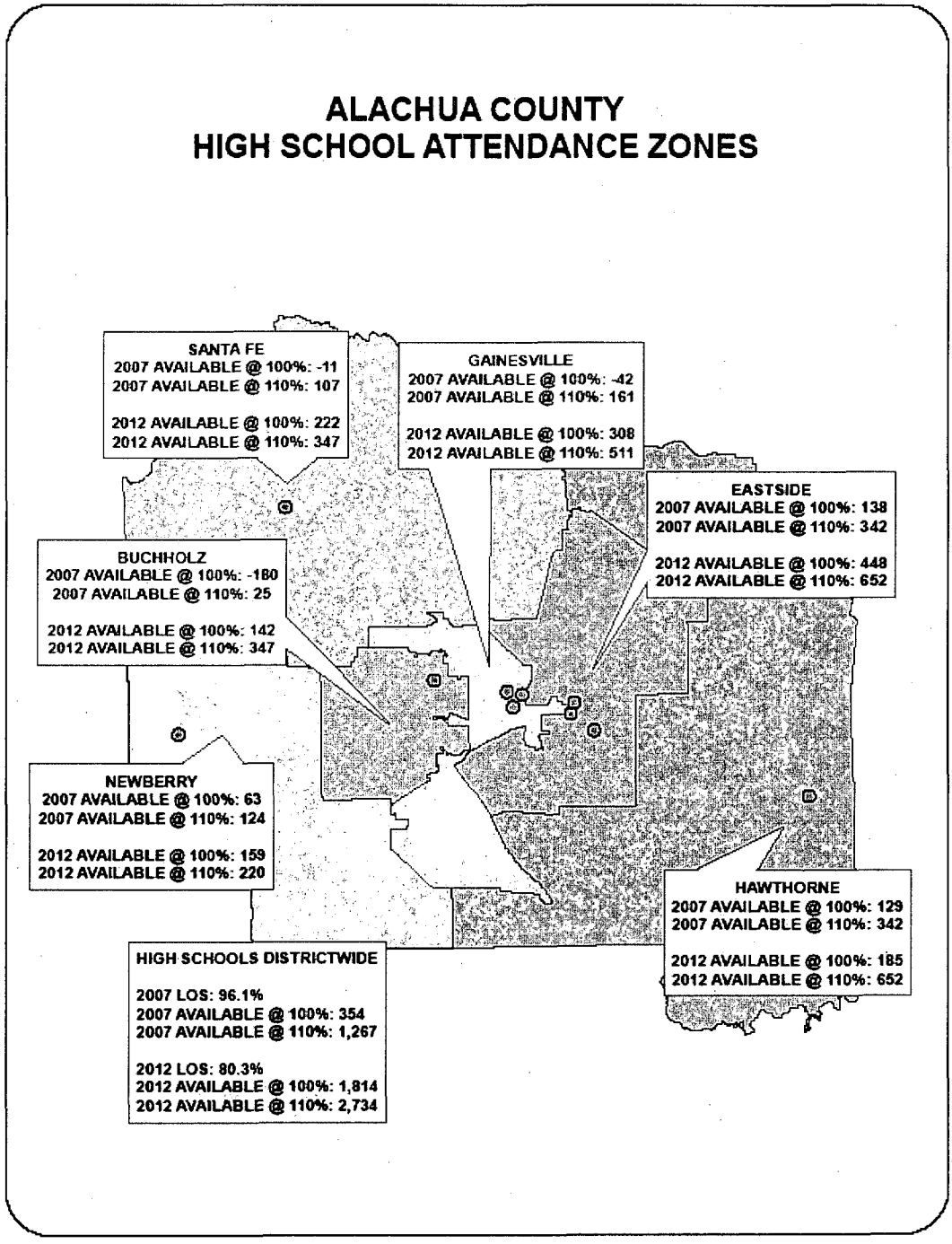
Table 6: High School Available Capacity & Development Equivalent @ 110% LOSS

School	2007			2012			2017		
	Available Capacity	Single Family	Multi Family	Available Capacity	Single Family	Multi Family	Available Capacity	Single Family	Multi Family
BUCHHOLZ	25	179	423	347	2,446	5,790	211	1,489	3,523
EASTSIDE	342	2,406	5,695	652	4,589	10,862	539	3,794	8,978
GAINESVILLE	161	1,133	2,682	511	3,598	8,515	388	2,732	6,465
HAWTHORNE	171	1,206	2,855	227	1,601	3,788	210	1,481	3,505
LOFTEN	298	2,097	4,963	360	2,534	5,997	343	2,414	5,713
NEWBERRY	124	875	2,070	220	1,551	3,670	187	1,318	3,120
SANTA FE	107	754	1,785	347	2,445	5,787	274	1,931	4,570
AQ JONES	-4	-27	-65	9	64	152	7	50	118
HORIZON	25	175	415	37	260	615	30	211	498
SIDNEY LANIER / ANCHOR	17	121	287	23	163	387	18	128	303
TOTAL HIGH	1,267	8,920	21,110	2,734	19,251	45,562	2,208	15,547	36,795

Single family and multifamily dwelling unit equivalents are calculated by dividing the "available high school" capacity by the composite "student generation multiplier shown in Table 1. Single family and multi family units are not additive.



Map 3: High Schools & Attendance Zones



Map 4: Enrollment / Capacity Status for High Schools

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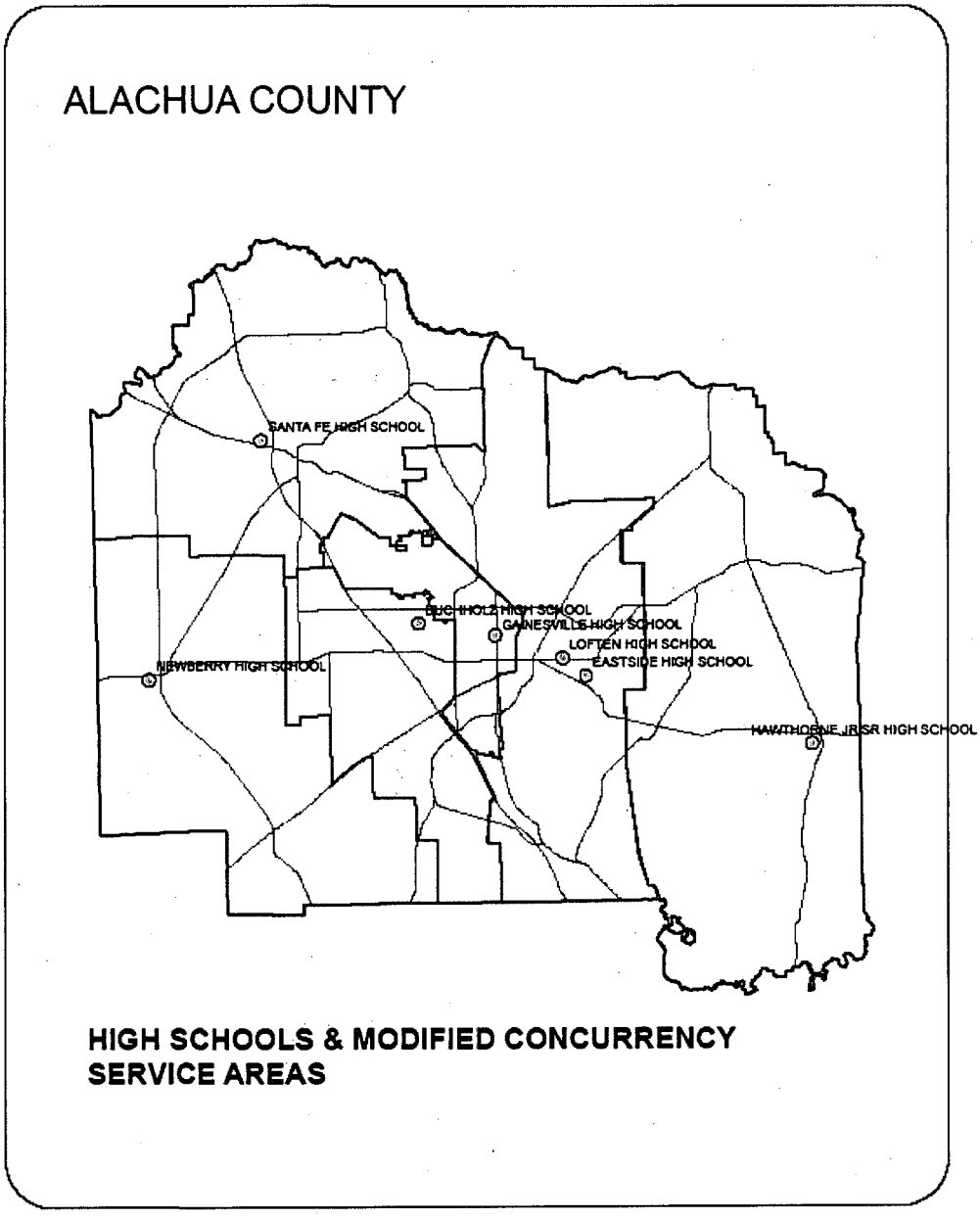


Map 5: High Schools & Modified Concurrency Service Areas

Middle Schools

There are nine (9) middle schools in Alachua County each with an associated attendance zones. In addition, a small proportion of the middle school students are served by three special schools. Table 7 provides an existing capacity and enrollment profile. Map 6 shows the location of middle schools and the geographic boundaries of attendance zones.

Middle School Scenario A: Districtwide. Scenario A considers the implications of using the entire district as the concurrency service area. State statute allows adoption of this scenario for a period of five years but a "less than districtwide" must be applied thereafter.

As shown in Table 8, the districtwide middle school utilization factor is projected to be below 100% throughout the ten year planning period. COFTE projections indicate an increasing enrollment throughout the ten year planning period.

Table 7: Middle School Profile 2006-07

School	Permanent FISH Capacity	Permanent PROGRAM Capacity	2006-07 Enrollment	% Utilization
BISHOP	1,108	1,108	886	80.0%
FORT CLARKE	868	868	865	99.7%
HAWTHORNE	182	308	202	65.6%
HIGH SPRINGS	436	436	329	75.5%
KANAPAHA	1,079	1,079	921	85.4%
LINCOLN	1,053	1,053	774	73.5%
MEBANE	778	778	477	61.3%
OAK VIEW	699	699	383	54.8%
WESTWOOD	1,129	1,129	926	82.0%
A.Q. JONES	28	28	27	96.4%
HORIZON	41	41	40	97.6%
ANCHOR	21	21	20	95.2%
TOTAL MIDDLE	**7,332**	**7,548**	**5,850**	**77.5%**

Middle School Scenario B: Attendance Zones. Scenario B examines the use of the existing attendance zones as concurrency service areas. As indicated by Table 8, the utilization factor in all middle school attendance zones is below 100% currently with the exception of Fort Clarke. During the ten year planning period, the utilization factor will remain below the 100% utilization factor for all schools with the exception of Fort Clarke. The AQ Jones Center and the Horizon Center are expected to reach the 100% utilization factor by 2012

Middle School Scenario C: Modified Concurrency Service Areas. For purposes of this scenario, modified concurrency service areas have been developed as illustrated by Map 5. These modified CSAs represent an adaptation of current middle school attendance zones to reflect the following factors:

1. Community-based boundaries generally identified by municipal reserve and extraterritorial areas created under the boundary adjustment act;
2. The reduction of the effect of the "adjacency" rule; and

3. The identification of recognizable geographic features such as major roadways and environmental features such as lakes and major wetland systems.

Table 8: Middle School Capacity Enrollment Projections

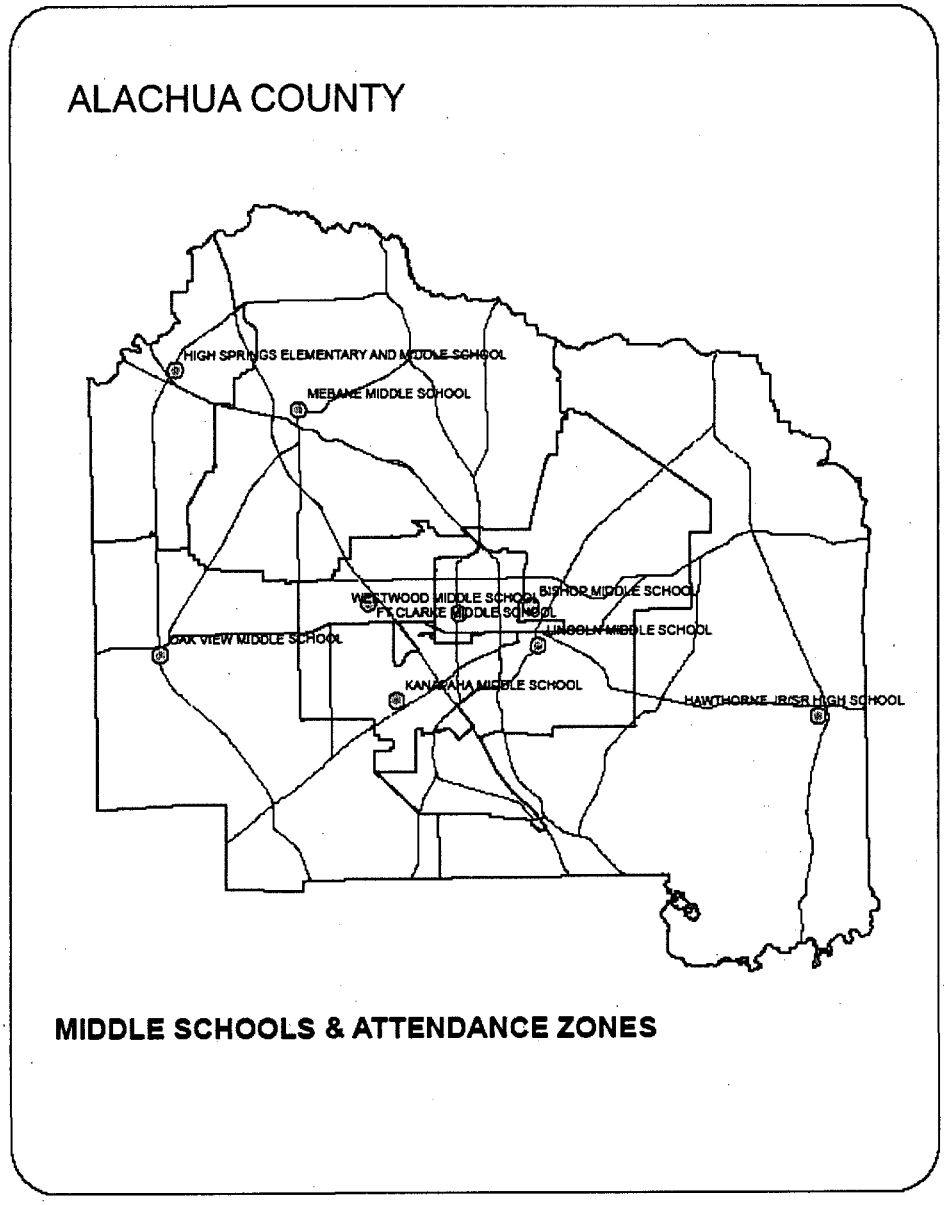
School	2007			2012			2017		
	Program Capacity	Enrollment	% Utilization	Program Capacity	Projected Enrollment	% Utilization	Program Capacity	Projected Enrollment	% Utilization
BISHOP	1,108	893	80.6%	1,108	886	80.0%	1,108	910	82.1%
FORT CLARKE	868	919	105.9%	868	899	103.6%	868	923	106.3%
HAWTHORNE	308	215	69.8%	308	223	72.4%	308	229	74.4%
HIGH SPRINGS	436	337	77.3%	436	343	78.7%	436	352	80.7%
KANAPAHA	1,079	871	80.7%	1,079	957	88.7%	1,079	982	91.0%
LINCOLN	1,053	775	73.6%	1,053	789	74.9%	1,053	810	76.9%
MEBANE	778	485	62.3%	778	499	64.1%	778	512	65.8%
OAK VIEW	699	406	58.1%	699	415	59.4%	699	426	60.9%
WESTWOOD	1,129	920	81.5%	1,129	943	83.5%	1,129	968	85.7%
A.Q. JONES	28	27	96.4%	28	27	96.4%	28	28	100.0%
HORIZON	41	40	97.6%	41	40	97.6%	41	41	100.0%
ANCHOR	21	20	95.2%	21	20	95.2%	21	20	95.2%
TOTAL MIDDLE	**7,548**	**5,908**	**78.3%**	**7,548**	**6,041**	**80.0%**	**7,548**	**6,201**	**82.2%**

Projected enrollment based on COFTE projections for elementary, middle & high made by the Florida Department of Education. Individual school projections made by Alachua County Schools

Table 9: Middle School Available Capacity & Development Equivalent @ 100% LOSS

School	2007			2012			2017		
	Available Capacity	Single Family	Multi Family	Available Capacity	Single Family	Multi Family	Available Capacity	Single Family	Multi Family
BISHOP	215	1,654	3,162	222	1,708	3,265	198	1,523	2,912
FORT CLARKE	-51	-392	-750	-31	-238	-456	-55	-423	-809
HAWTHORNE	93	715	1,368	85	654	1,250	79	608	1,162
HIGH SPRINGS	99	762	1,456	93	715	1,368	84	646	1,235
KANAPAHA	208	1,600	3,059	122	938	1,794	97	746	1,426
LINCOLN	278	2,138	4,088	264	2,031	3,882	243	1,869	3,574
MEBANE	293	2,254	4,309	279	2,146	4,103	266	2,046	3,912
OAK VIEW	293	2,254	4,309	284	2,185	4,176	273	2,100	4,015
WESTWOOD	209	1,608	3,074	186	1,431	2,735	161	1,238	2,368
A.Q. JONES	1	8	15	1	8	15	0	0	0
HORIZON	1	8	15	1	8	15	0	0	0
ANCHOR	1	8	15	1	8	15	1	8	15
TOTAL MIDDLE	**1,640**	**12,615**	**24,118**	**1,507**	**11,592**	**22,162**	**1,347**	**10,362**	**19,809**

Single family and multifamily dwelling unit equivalents are calculated by dividing the "available middle school" capacity by the composite "student generation multiplier shown in Table 1. Single family and multi family units are not additive.



Map 6: Middle Schools & Attendance Zones

Table 10: Middle School Available Capacity & Development Equivalent @ 110% LOSS

School	2007			2012			2017		
	Available Capacity	Single Family	Multi Family	Available Capacity	Single Family	Multi Family	Available Capacity	Single Family	Multi Family
BISHOP	326	2,506	4,791	333	2,560	4,894	309	2,375	4,541
FORT CLARKE	36	275	526	56	429	821	32	245	468
HAWTHORNE	124	952	1,821	116	891	1,703	110	845	1,615
HIGH SPRINGS	143	1,097	2,097	137	1,051	2,009	128	982	1,876
KANAPAHA	316	2,430	4,646	230	1,768	3,381	205	1,576	3,013
LINCOLN	383	2,948	5,637	369	2,841	5,431	348	2,679	5,122
MEBANE	371	2,852	5,453	357	2,745	5,247	344	2,645	5,056
OAK VIEW	363	2,792	5,337	354	2,722	5,204	343	2,638	5,043
WESTWOOD	322	2,476	4,734	299	2,299	4,396	274	2,107	4,028
A.Q. JONES	4	29	56	4	29	56	3	22	41
HORIZON	5	39	75	5	39	75	4	32	60
ANCHOR	3	24	46	3	24	46	3	24	46
TOTAL MIDDLE	**2,395**	**18,422**	**35,218**	**2,262**	**17,398**	**33,262**	**2,102**	**16,168**	**30,909**

Single family and multifamily dwelling unit equivalents are calculated by dividing the "available middle school" capacity by the composite "student generation multiplier shown in Table 1. Single family and multi family units are not additive.

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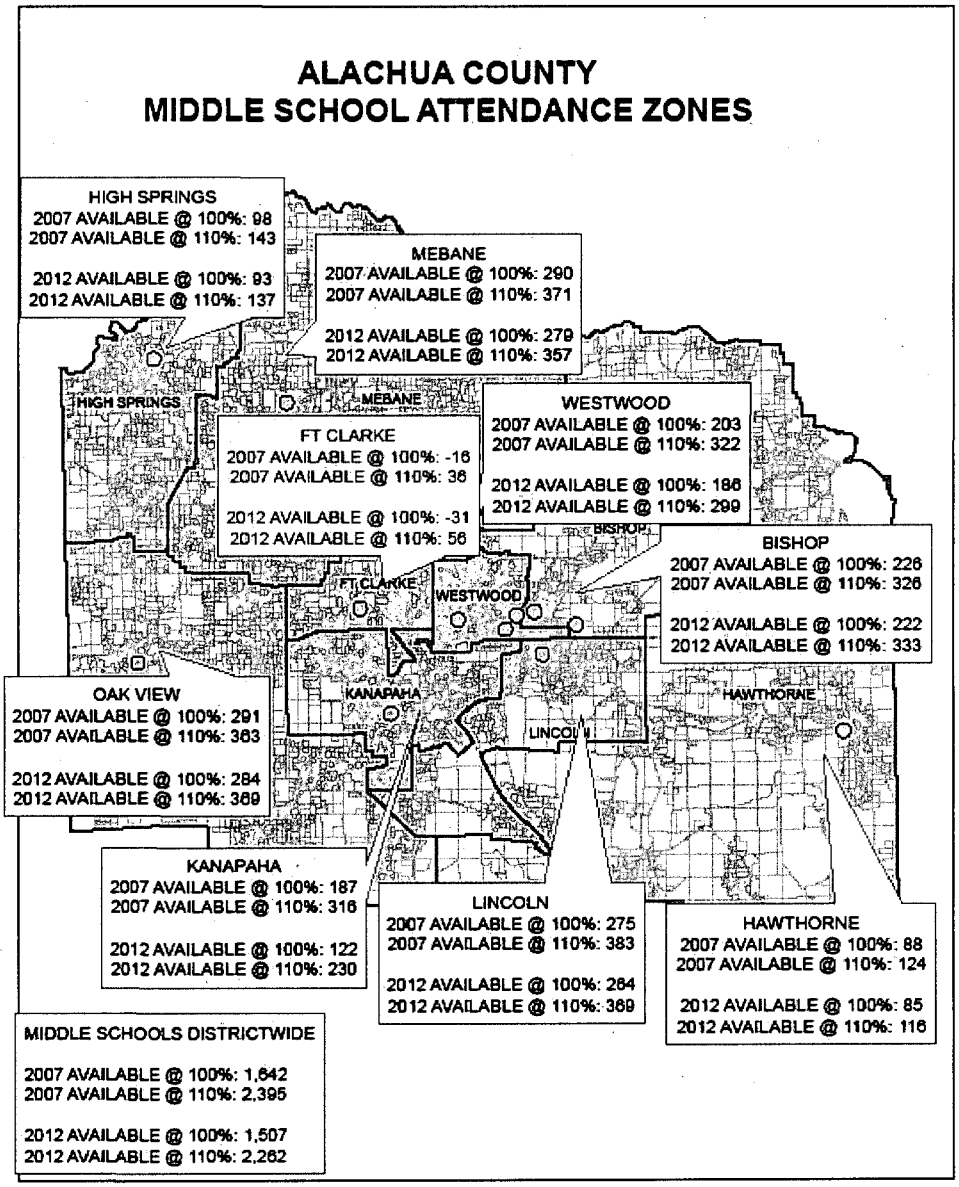
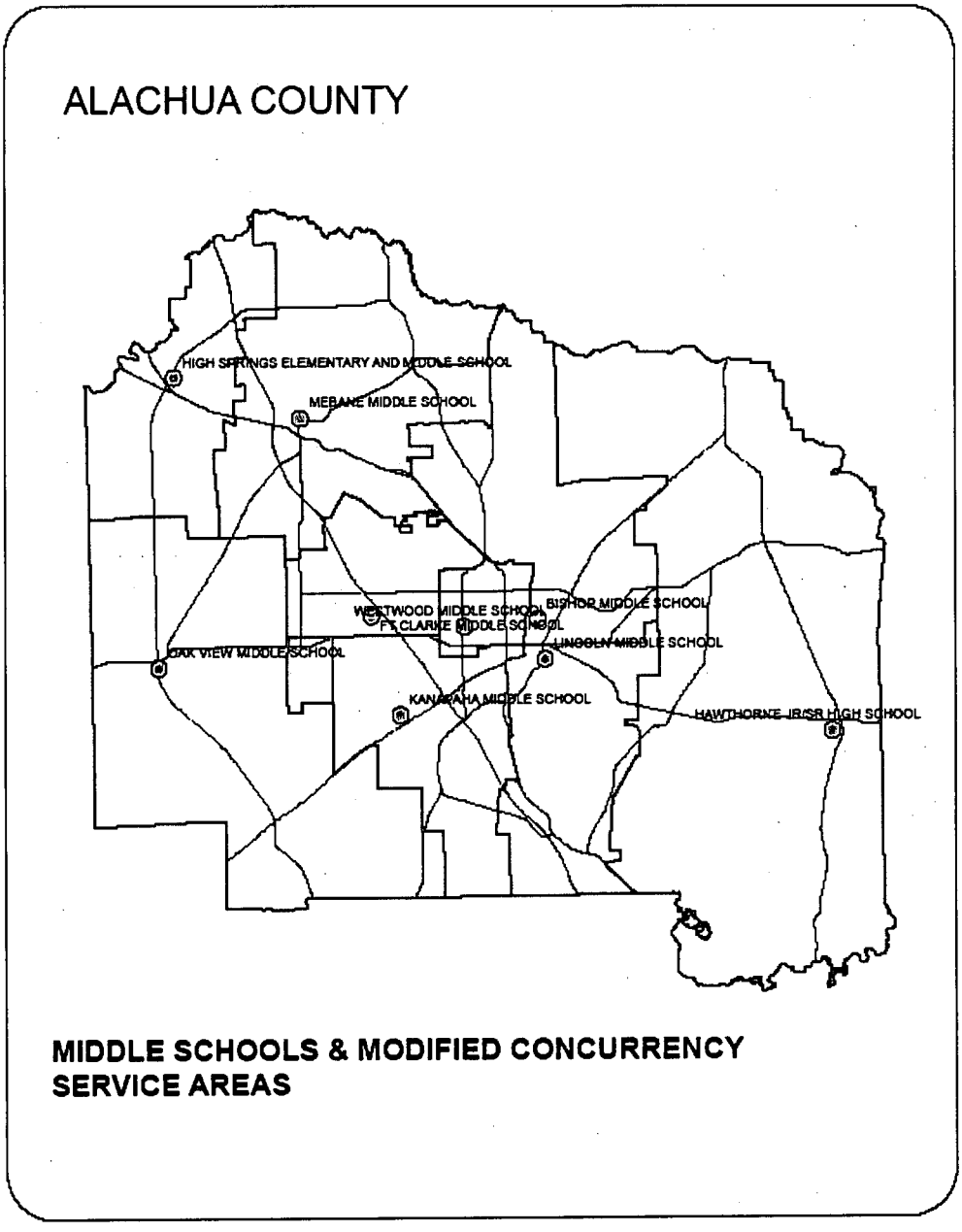


Map 7: Enrollment / Capacity Status for Middle Schools



Map 8: Middle Schools & Modified Concurrency Service Areas

Elementary Schools

There are twenty four (24) elementary schools in Alachua County each, with the exception of Prairie View, with an associated attendance zones. In addition, a small proportion of the elementary school students are served by two special schools. Table 11 provides an existing capacity and enrollment profile. Map 9 shows the location of elementary schools and the geographic boundaries of attendance zones.

Elementary School Scenario A: Districtwide. Scenario A considers the implications of using the entire district as the concurrency service area. State statute allows adoption of this scenario for a period of five years but a "less than districtwide" must be applied thereafter.

As shown in Table 12, the districtwide elementary school utilization factor in projected to be below 100% throughout the first five year planning period. During the second five year planning period, the districtwide enrollment-capacity ratio exceeds 100%. COFTE projections indicate an increasing enrollment throughout the ten year planning period.

Table 11: Elementary School Profile 2006-07

School	Permanent FISH Capacity	Permanent PROGRAM Capacity	2006-07 Enrollment	% Utilization
ALACHUA	525	525	428	81.5%
ARCHER	564	429	331	77.2%
CHILES	761	761	787	103.4%
DUVAL	492	492	495	100.6%
FINLEY	489	489	448	91.6%
FOSTER	495	495	445	89.9%
GLEN SPRINGS	475	475	463	97.5%
HIDDEN OAK	721	721	760	105.4%
HIGH SPRINGS	544	544	662	121.7%
IDYLWILD	615	615	663	107.8%
IRBY	595	595	510	85.7%
LAKE FOREST	660	466	402	86.3%
LITTLEWOOD	685	616	655	106.3%
METCALFE	585	509	328	64.4%
NEWBERRY	507	507	569	112.2%
NORTON	687	687	705	102.6%
PRAIRIE VIEW	575	575	171	29.7%
RAWLINGS	518	518	347	67.0%
SHELL	406	406	232	57.1%
TALBOT	721	721	736	102.1%
TERWILLIGER	615	615	501	81.5%
WALDO	268	268	200	74.6%
WILES	724	724	635	87.7%
WILLIAMS	535	535	486	90.8%
A.Q. JONES	31	31	26	83.9%
ANCHOR	32	32	28	87.5%
TOTAL ELEMENTARY	13,793	13,288	12,013	90.4%

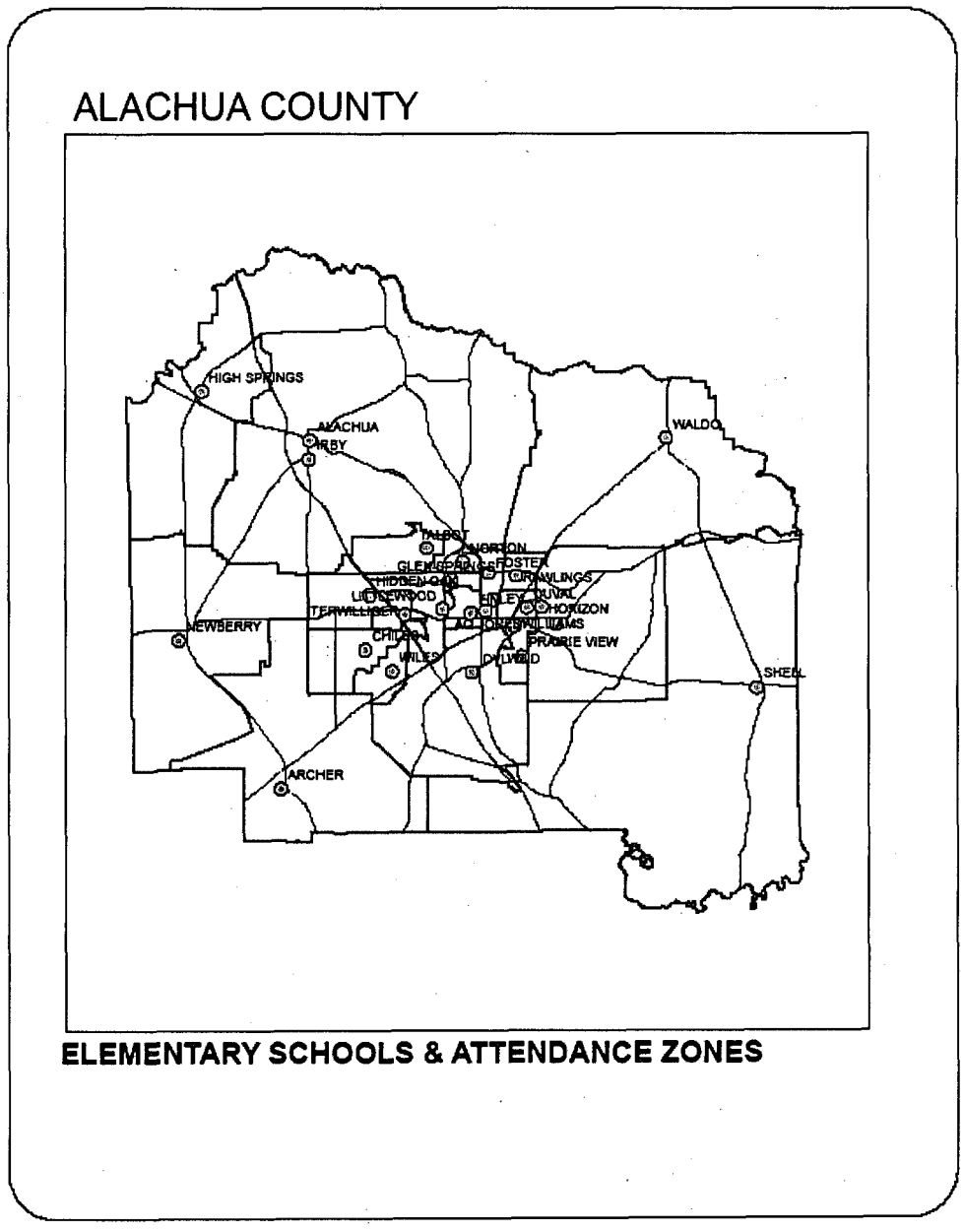
Elementary School Scenario B: Attendance Zones. Scenario B examines the use of the existing attendance zones (22 SAZs) as concurrency service areas. As indicated by Table 12, the utilization factor in elementary school attendance zones is currently below

100% in 14 SAZs. Of the eight (8) SAZs operating above a 100% utilization factor, three (3) SAZs are operating above 110%. At the end of the first five year planning period, only eleven (11) SAZs will remain below the 100% utilization factor. By the end of the ten year planning period, only eight (8) of the twenty two SAZs will be below the 100% utilization factor. The AQ Jones Center and the Anchor Center are also expected to reach the 100% utilization factor by 2012

Table 12: Elementary School Capacity Enrollment Projections – Scenarios A & B

School	2007			2012			2017		
	Program Capacity	Enrollment	% Utilization	Program Capacity	Projected Enrollment	% Utilization	Program Capacity	Projected Enrollment	% Utilization
ALACHUA	525	467	89.0%	525	466	88.8%	525	514	97.9%
ARCHER	429	330	76.9%	429	362	84.4%	429	400	93.2%
CHILES	761	781	102.6%	761	847	111.3%	761	934	122.7%
DUVAL	492	464	94.3%	492	504	102.4%	492	557	113.2%
FINLEY	489	469	92.5%	507	469	92.5%	507	517	102.0%
FOSTER	495	423	85.5%	495	446	90.1%	495	492	99.4%
GLEN SPRINGS	475	486	102.3%	475	485	102.1%	475	537	113.1%
HIDDEN OAK	721	783	108.6%	721	817	113.3%	721	902	125.1%
HIGH SPRINGS	544	652	119.9%	544	691	127.0%	544	764	140.4%
IDYLWILD	615	693	112.7%	615	706	114.8%	615	779	126.7%
IRBY	595	498	83.7%	595	555	93.3%	595	614	103.2%
LAKE FOREST	466	432	92.7%	466	432	92.7%	466	478	102.6%
LITTLEWOOD	616	630	102.3%	616	686	111.4%	616	758	123.1%
METCALFE	509	325	63.9%	509	334	65.6%	509	369	72.5%
NEWBERRY	507	569	112.2%	543	605	111.4%	543	668	123.0%
NORTON	687	699	101.7%	687	738	107.4%	687	813	118.3%
PRAIRIE VIEW	575	179	31.1%	575	184	32.0%	575	203	35.3%
RAWLINGS	518	396	76.4%	518	353	68.1%	518	389	75.1%
SHELL	406	245	60.3%	406	244	60.1%	406	269	66.3%
TALBOT	721	715	99.2%	721	771	106.9%	721	850	117.9%
TERWILLIGER	615	522	84.9%	615	533	86.7%	615	588	95.6%
WALDO	268	196	73.1%	268	206	76.9%	268	228	85.1%
WILES	724	722	99.7%	724	747	103.2%	724	824	113.8%
WILLIAMS	535	477	89.2%	535	540	100.9%	535	595	111.2%
A.Q. JONES	31	22	71.0%	31	30	96.8%	31	33	106.5%
ANCHOR	32	26	81.3%	32	31	96.9%	32	34	106.3%
TOTAL ELEMENTARY	13,288	**12,201**	**91.7%**	**13,342**	**12,782**	**95.8%**	13,342	**14,109**	**105.7%**

Projected enrollment based on COFTE projections for elementary, middle & high made by the Florida Department of Education. Individual school projections made by Alachua County Schools



Map 9: Elementary Schools & Attendance Zones

Table 13: ELEMENTARY School Available Capacity & Development Equivalent @ 100% LOSS – Scenarios A & B

School	2007			2012			2017		
	Available Capacity	Single Family	Multi Family	Available Capacity	Single Family	Multi Family	Available Capacity	Single Family	Multi Family
ALACHUA	58	379	690	59	386	702	11	72	131
ARCHER	99	647	1,179	67	438	798	29	190	345
CHILES	-20	-131	-238	-86	-562	-1,024	-173	-1,131	-2,060
DUVAL	28	183	333	-12	-78	-143	-65	-425	-774
FINLEY	38	248	452	38	248	452	-10	-65	-119
FOSTER	72	471	857	49	320	583	3	20	36
GLEN SPRINGS	-11	-72	-131	-10	-65	-119	-62	-405	-738
HIDDEN OAK	-62	-405	-738	-96	-627	-1,143	-181	-1,183	-2,155
HIGH SPRINGS	-108	-706	-1,286	-147	-961	-1,750	-220	-1,438	-2,619
IDYLWILD	-78	-510	-929	-91	-595	-1,083	-164	-1,072	-1,952
IRBY	97	634	1,155	40	261	476	-19	-124	-226
LAKE FOREST	34	222	405	34	222	405	-12	-78	-143
LITTLEWOOD	-14	-92	-167	-70	-458	-833	-142	-928	-1,690
METCALFE	184	1,203	2,190	175	1,144	2,083	140	915	1,667
NEWBERRY	-62	-405	-738	-62	-405	-738	-125	-817	-1,488
NORTON	-12	-78	-143	-51	-333	-607	-126	-824	-1,500
PRAIRIE VIEW	396	2,588	4,714	391	2,556	4,655	372	2,431	4,429
RAWLINGS	122	797	1,452	165	1,078	1,964	129	843	1,536
SHELL	161	1,052	1,917	162	1,059	1,929	137	895	1,631
TALBOT	6	39	71	-50	-327	-595	-129	-843	-1,536
TERWILLIGER	93	608	1,107	82	536	976	27	176	321
WALDO	72	471	857	62	405	738	40	261	476
WILES	2	13	24	-23	-150	-274	-100	-654	-1,190
WILLIAMS	58	379	690	-5	-33	-60	-60	-392	-714
A.Q. JONES	9	59	107	1	7	12	-2	-13	-24
ANCHOR	6	39	71	1	7	12	-2	-13	-24
TOTAL ELEMENTARY	1,168	7,634	13,905	623	4,072	7,417	-704	-4,601	-8,381

Single family and multifamily dwelling unit equivalents are calculated by dividing the "available elementary school" capacity by the composite "student generation multiplier shown in Table 1. Single family and multi family units are not additive.

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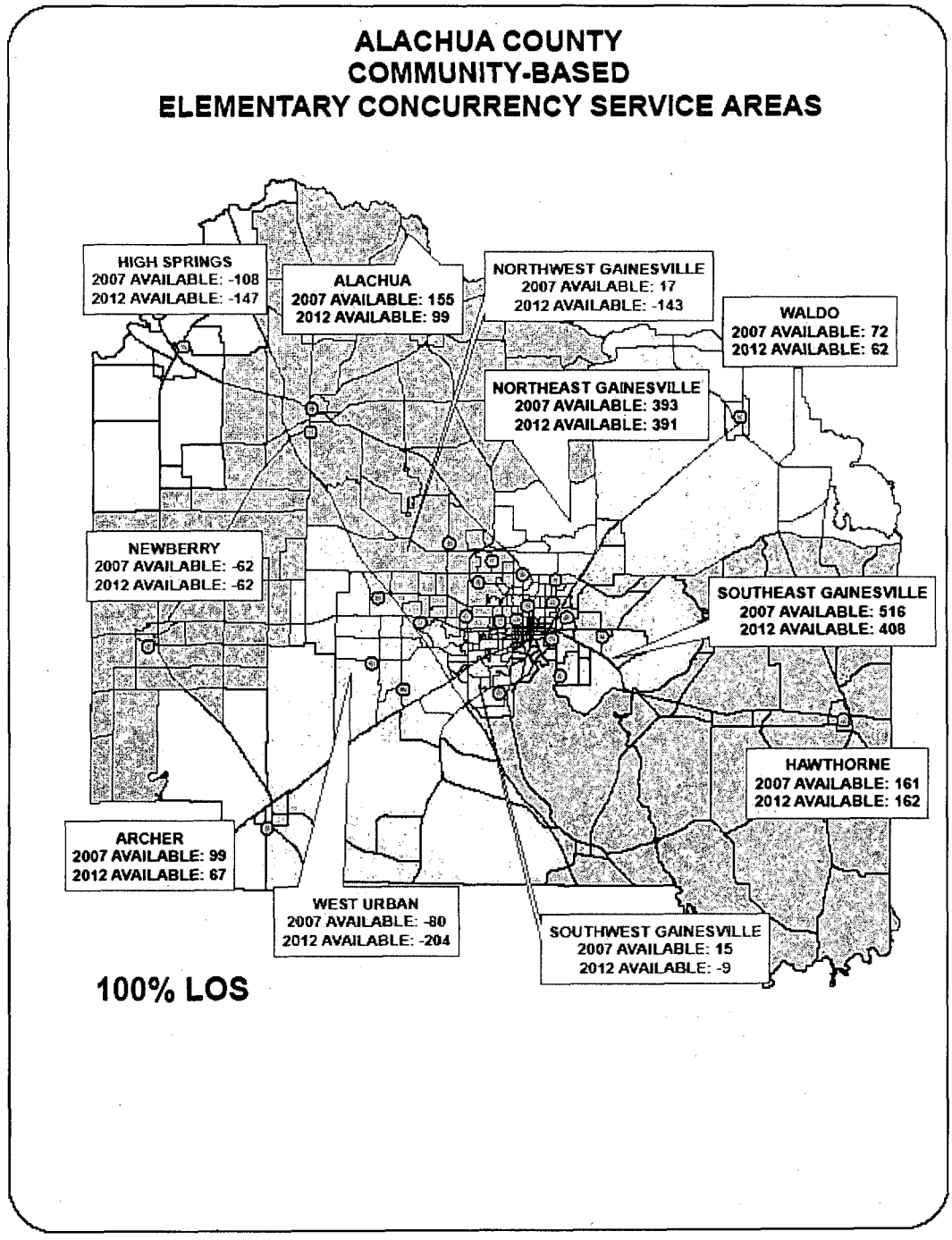

Map 10: Enrollment / Capacity Status for Elementary Schools

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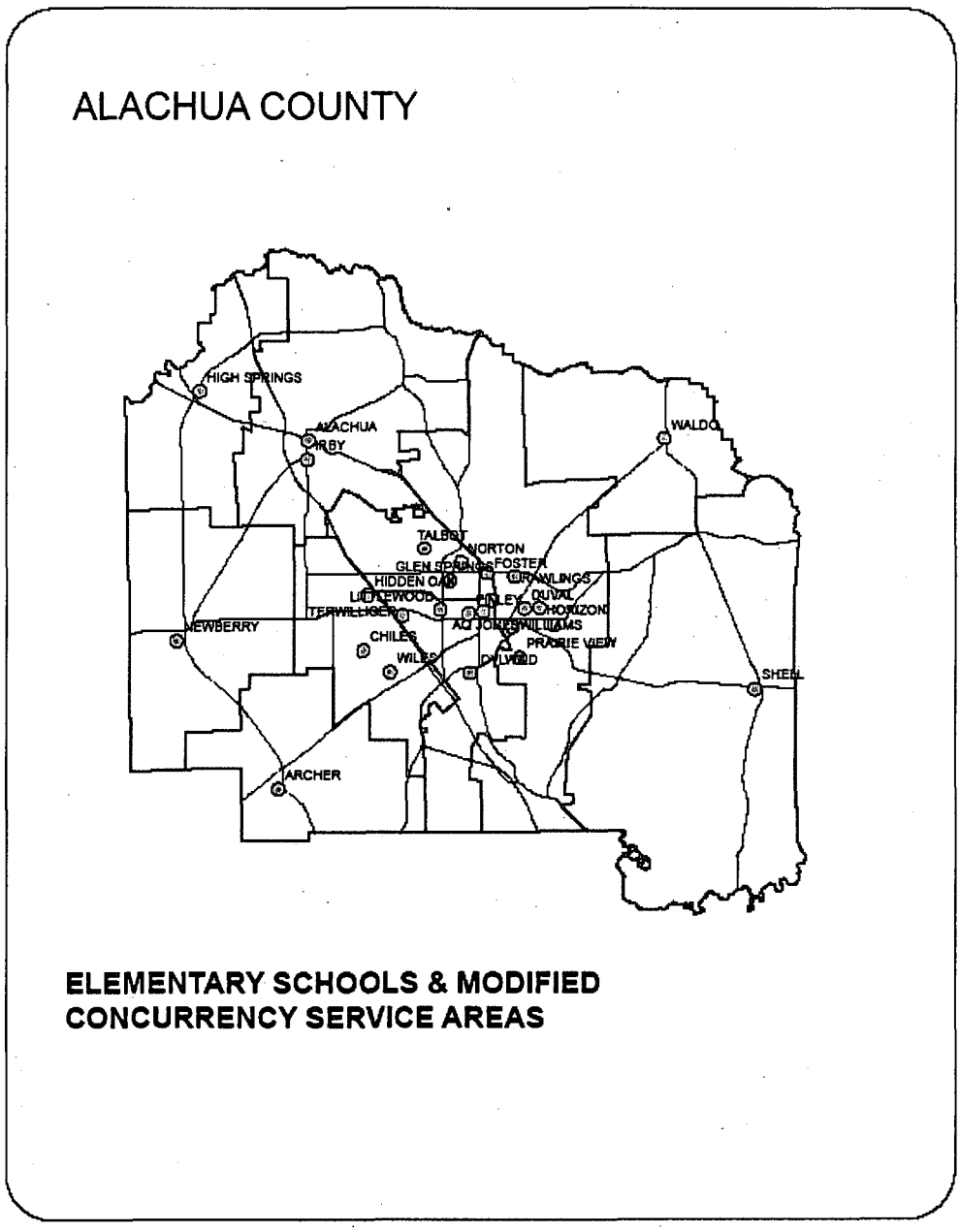

Map 11: Elementary Schools & Modified Concurrency Service Areas

Table 14: Elementary School Available Capacity & Development Equivalent @ 110% LOSS – Scenarios A & B

School	2007			2012			2017		
	Available Capacity	Single Family	Multi Family	Available Capacity	Single Family	Multi Family	Available Capacity	Single Family	Multi Family
ALACHUA	111	722	1,315	112	729	1,327	64	415	756
ARCHER	142	927	1,689	110	718	1,308	72	470	856
CHILES	56	367	668	-10	-65	-118	-97	-633	-1,154
DUVAL	77	505	919	37	243	443	-16	-103	-188
FINLEY	89	580	1,056	89	580	1,056	41	266	485
FOSTER	122	794	1,446	99	644	1,173	53	343	625
GLEN SPRINGS	37	239	435	38	245	446	-15	-95	-173
HIDDEN OAK	10	66	120	-24	-156	-285	-109	-712	-1,296
HIGH SPRINGS	-54	-350	-638	-93	-605	-1,102	-166	-1,082	-1,971
IDYLWILD	-17	-108	-196	-30	-193	-351	-103	-670	-1,220
IRBY	157	1,023	1,863	100	650	1,185	41	265	482
LAKE FOREST	81	527	960	81	527	960	35	226	412
LITTLEWOOD	48	311	567	-8	-55	-100	-80	-525	-957
METCALFE	235	1,535	2,796	226	1,476	2,689	191	1,248	2,273
NEWBERRY	-11	-74	-135	-8	-50	-92	-71	-462	-842
NORTON	57	371	675	18	116	211	-57	-375	-682
PRAIRIE VIEW	454	2,964	5,399	449	2,931	5,339	430	2,807	5,113
RAWLINGS	174	1,136	2,069	217	1,417	2,581	181	1,182	2,152
SHELL	202	1,318	2,400	203	1,324	2,412	178	1,161	2,114
TALBOT	78	510	930	22	144	263	-57	-372	-677
TERWILLIGER	155	1,010	1,839	144	938	1,708	89	578	1,054
WALDO	99	646	1,176	89	580	1,057	67	437	795
WILES	74	486	886	49	323	588	-28	-180	-329
WILLIAMS	112	729	1,327	49	317	577	-7	-42	-77
A.Q. JONES	12	79	144	4	27	49	1	7	13
ANCHOR	9	60	110	4	27	50	1	8	14
TOTAL ELEMENTARY	2,436	15,919	28,995	1,894	12,380	22,550	567	3,707	6,752

Single family and multifamily dwelling unit equivalents are calculated by dividing the "available elementary school" capacity by the composite "student generation multiplier shown in Table 1. Single family and multi family units are not additive.

Elementary School Scenario C: Modified Concurrency Service Areas. For purposes of this scenario, modified concurrency service areas have been developed as illustrated by Map 11. These modified CSAs represent an adaptation of current high school attendance zones to reflect the following factors:

1. Community-based boundaries generally identified by municipal reserve and extraterritorial area created by the boundary adjustment act;
2. The reduction of the effect of the "adjacency" rule; and
3. The identification of recognizable geographic features such as major roadways and environmental features such as lakes and major wetland systems.
4. The clustering of elementary schools within urban areas.

As shown by Table 15, seven (7) of the ten (10) CSAs are currently operating below the 100% utilization factor. High Springs and Newberry currently exceed a utilization factor of 110%. By the end of the first five year planning period, five (5) CSAs will operate above the 100% utilization factor. By 2017, six (6) of the ten (10) CSAs will operate above 100%

Table 15: Elementary School Capacity Enrollment Projections – Scenario C

School / CSA	2007			2012			2017		
	Program Capacity	Enrollment	% Utilization	Program Capacity	Projected Enrollment	% Utilization	Program Capacity	Projected Enrollment	% Utilization
ALACHUA	525	467	88.9%	525	466	88.8%	525	514	97.9%
IRBY	595	498	83.7%	595	555	93.3%	595	614	103.2%
ALACHUA	**1,120**	**965**	**86.2%**	**1,120**	**1,021**	**91.2%**	**1,120**	**1,128**	**100.7%**
ARCHER	**429**	**331**	**76.2%**	**429**	**362**	**84.4%**	**429**	**400**	**93.2%**
HAWTHORNE (SHELL)	**406**	**245**	**60.3%**	**406**	**244**	**60.1%**	**406**	**269**	**66.3%**
HIGH SPRINGS	**544**	**652**	**119.8%**	**544**	**691**	**127.0%**	**544**	**764**	**140.4%**
NEWBERRY	**507**	**569**	**112.2%**	**543**	**605**	**111.4%**	**543**	**668**	**123.0%**
FOSTER	495	423	85.45%	495	446	90.10%	495	492	99.39%
GLEN SPRINGS	475	486	102.32%	475	485	102.11%	475	537	113.05%
NORTON	687	699	101.75%	687	738	107.42%	687	813	118.34%
TALBOT	721	715	99.17%	721	771	106.93%	721	850	117.89%
NORTHWEST GAINESVILLE	**2,378**	**2,323**	**97.69%**	**2,378**	**2,440**	**102.61%**	**2,378**	**2,692**	**113.20%**
DUVAL	492	464	94.3%	492	504	102.4%	492	557	113.2%
LAKE FOREST	466	432	92.7%	466	432	92.7%	466	478	102.6%
METCALFE	509	325	63.9%	509	334	65.6%	509	369	72.5%
PRAIRIE VIEW	575	179	31.1%	575	184	32.0%	575	203	35.3%
RAWLINGS	518	396	76.4%	518	353	68.1%	518	389	75.1%
WILLIAMS	535	477	89.2%	535	540	100.9%	535	595	111.2%
A.Q. JONES	31	22	71.0%	31	30	96.8%	31	33	106.5%
ANCHOR	32	26	81.3%	32	31	96.9%	32	34	106.3%
EAST GAINESVILLE	**3,158**	**2,321**	**73.5%**	**3,158**	**2,408**	**76.3%**	**3,158**	**2,658**	**84.2%**
FINLEY	489	448	92.5%	507	469	92.5%	507	517	102.0%
IDYLWILD	615	663	112.7%	615	706	114.8%	615	779	126.7%
LITTLEWOOD	616	655	102.3%	616	686	111.4%	616	758	123.1%
TERWILLIGER	615	501	84.9%	615	533	86.7%	615	588	95.6%
SOUTH GAINESVILLE	**2,335**	**2,267**	**98.3%**	**2,353**	**2,394**	**101.7%**	**2,353**	**2,642**	**112.3%**
WALDO	**268**	**196**	**73.1%**	**268**	**206**	**76.9%**	**268**	**228**	**85.1%**
CHILES	761	781	102.6%	761	847	111.3%	761	934	122.7%
HIDDEN OAK	721	783	108.6%	721	817	113.3%	721	902	125.1%
WILES	724	722	99.7%	724	747	103.2%	724	824	113.8%
WEST URBAN	**2,206**	**2,286**	**103.6%**	**2,206**	**2,411**	**109.3%**	**2,206**	**2,660**	**120.6%**
DISTRICTWIDE	**13,306**	**12,201**	**91.7%**	**13,342**	**12,782**	**95.8%**	**13,342**	**14,109**	**105.7%**

Projected enrollment based on COFTE projections for elementary, middle & high made by the Florida Department of Education. Individual school projections made by Alachua County Schools

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Table 16: ELEMENTARY School Available Capacity & Development Equivalent @ 100% LOSS – Scenario C

CSA	2007			2012			2017		
	Available Capacity	Single Family	Multi Family	Available Capacity	Single Family	Multi Family	Available Capacity	Single Family	Multi Family
ALACHUA	155	1,013	1,845	99	647	1,179	-8	-52	-95
ARCHER	99	647	1,179	67	438	798	29	190	345
HAWTHORNE	161	1,052	1,917	162	1,059	1,929	137	895	1,631
HIGH SPRINGS	-108	-706	-1,286	-147	-961	-1,750	-220	-1,438	-2,619
NEWBERRY	-62	-405	-738	-62	-405	-738	-125	-817	-1,488
NORTHWEST GAINESVILLE	55	359	655	-62	-405	-738	-314	-2,052	-3,738
EAST GAINESVILLE	822	5,373	9,786	748	4,889	8,905	504	3,294	6,000
SOUTH GAINESVILLE	39	255	464	-41	-268	-488	-289	-1,889	-3,440
WALDO	72	471	857	62	405	738	40	261	476
WEST URBAN	-80	-523	-952	-205	-1,340	-2,440	-454	-2,967	-5,405
TOTAL ELEMENTARY	1,168	7,634	13,905	623	4,072	7,417	-704	-4,601	-8,381

Single family and multifamily dwelling unit equivalents are calculated by dividing the "available elementary school" capacity by the composite "student generation multiplier shown in Table 1. Single family and multi family units are not additive.

Table 17: Elementary School Available Capacity & Development Equivalent @ 110% LOSS – Scenario C

CSA	2007			2012			2017		
	Available Capacity	Single Family	Multi Family	Available Capacity	Single Family	Multi Family	Available Capacity	Single Family	Multi Family
ALACHUA	267	1,745	3,179	211	1,379	2,512	104	680	1,238
ARCHER	142	927	1,689	110	718	1,308	72	470	856
HAWTHORNE	202	1,318	2,400	203	1,324	2,412	178	1,161	2,114
HIGH SPRINGS	-54	-350	-638	-93	-605	-1,102	-166	-1,082	-1,971
NEWBERRY	-11	-74	-135	-8	-50	-92	-71	-462	-842
NORTHWEST GAINESVILLE	293	1,914	3,486	176	1,149	2,093	-76	-498	-907
EAST GAINESVILLE	1,132	7,395	13,470	1,058	6,912	12,589	814	5,317	9,685
SOUTH GAINESVILLE	274	1,793	3,265	194	1,270	2,313	-54	-351	-639
WALDO	99	646	1,176	89	580	1,057	67	437	795
WEST URBAN	141	919	1,674	16	102	186	-233	-1,525	-2,779
TOTAL ELEMENTARY	2,436	15,919	28,995	1,894	12,380	22,550	567	3,707	6,752

Single family and multifamily dwelling unit equivalents are calculated by dividing the "available elementary school" capacity by the composite "student generation multiplier shown in Table 1. Single family and multi family units are not additive.

Chapter 6: Findings and Conclusions

Finding #1: The population of Alachua County is expected to increase by approximately 64,000 persons by 2025. This population increase is expected to produce approximately 7,000 new public school students including 3,000 elementary, 1,700 middle and 2,300 high. Over twenty years this increase will absorb all existing capacity and require the addition of approximately 1,100 elementary student stations, 360 middle student stations and 2,250 high student stations.

Finding #2: The use of "Permanent Program Capacity" as the basis for school concurrency is considered preferable to FISH capacity. This standard more closely reflects the actual use of each facility and is the better standard for managing school concurrency.

Finding #3: The adoption of "100% of Permanent Program Capacity" as the level of service standard (LOSS) for elementary, middle and high schools. Achieving this standard will present a challenge for elementary schools because the acceptance of relocatables as permanent capacity is undesirable.

Finding #4: The geographic disjoint of public school capacity with the demand created by growth is the most perplexing challenge for meeting school concurrency. Stated simply, the existing school capacity is not located where new growth is occurring.

Finding #5: Although new growth tends to be concentrated in the western sectors of Gainesville and Alachua County, this new growth is itself dispersed. Consequently, a program for the timely addition of smaller increments of capacity in the locations where needed must be developed to achieve the "financial feasibility" requirements of school concurrency.

Finding #6: Current funding policies by the Florida Department of Education restrain the expenditure of available capital funds in Alachua County on new capacity. Because capacity exists districtwide, DOE will not approve any new expenditure despite the geographical imbalance noted above. Because of this impediment, the analysis described in this study was expanded to consider a ten year planning horizon and introduces the consideration of a "tiered concurrency management" strategy.

Finding #7: The analysis described in Chapter 7 of this study shows that the County can develop a "financially feasible" school concurrency management system using a 100% level of service standard (LOSS) for high schools and middle schools that (1) is initially based on "less than districtwide" concurrency service areas and (2) requires no programmed capacity additions during the 10 year planning period.

Finding #8: It is further concluded regarding high schools and middle schools, the modified concurrency service areas described in this study are preferable to existing attendance zone boundaries for school concurrency management. These modified CSAs (1) more closely reflect the planning boundaries established by the County and the municipalities and (2) tend to substantially reduce the effect of the "adjacency" rule.

Finding #9: Preparing a "financially feasible" plan for elementary schools presents a formidable problem for Alachua County. As shown by the data, elementary schools in the growth areas, are either over capacity or very near 100% utilization. Consequently a strategy is needed that utilizes the "tiered" level of service concept.

The strategy should contain the following elements:

1. Adopt the modified Concurrency Service Areas as identified in this study subject to boundary adjustments resulting in (10) elementary CSAs;
2. Adopt the "100% of Permanent Program Capacity" LOSS for elementary CSAs and apply this standard for all CSAs currently meeting this standard and for school capacity considerations related to comp plan, zoning and other preliminary development reviews.
3. Develop a ten year plan for "backlogged" CSAs. This approach would establish a lower interim LOS standard e.g. "120% of Permanent Program Capacity" to apply during the first five years" accompanied by a program of capital expenditure to alleviate the "backlog" during the second five years.

To ensure that this approach will meet statutory and rule requirements, it is recommended that an approach similar to that applied for transportation concurrency. Specifically the program would (a) identify areas where significant backlogs exist, (b) establish an "interim LOSS" for specified facilities in the backlogged area, (c) develop a "financially feasible" schedule of capital and/or program improvements for up to ten years as the basis for issuing development orders within the designated backlogged areas and (e) design the system to correct deficiencies and set priorities for addressing the backlogged facilities.

Chapter 7: Recommended Actions

The following actions are recommended:

Action #1: Accept the School Concurrency Analysis (whitepaper) as the foundation for preparation of the Public School Facilities Element .

Action #2: Accept **"Permanent Program Capacity"** as the basis for determining elementary, middle and high school capacity for purposes of managing school concurrency.

Action #3: Accept **"100% of Permanent Program Capacity"** as the level of service standard **(LOSS)** for elementary, middle and high school facilities.

Action #4: Accept the **modified concurrency service area boundaries** recommended for middle and high schools and authorize the Alachua School Board staff in cooperation with County and municipal staffs to refine these boundaries during review of the Public School Facilities Element. In modification of the boundaries will be in keeping with the guidelines established within this study.

Action #5: Accept the **modified concurrency service area boundaries** recommended for elementary schools and authorize the Alachua School Board staff in cooperation with County and municipal staffs to refine these boundaries during review of the Public School Facilities Element. In modification of the boundaries will be in keeping with the guidelines established within this study.

Action #6: Authorize the Alachua County School Board staff in cooperation with County and municipal staffs to **develop a "tiered" school concurrency management program for elementary schools** that includes the following components:

1. establish an "interim LOS standard" (first five years) for each CSA with backlogged facilities as identified in Chapter Four of this whitepaper,
2. develop a "financially feasible" schedule of capital and/or program improvements for up to ten years as the basis for issuing development orders within the designated backlogged CSAs, and
3. correct deficiencies and set priorities for addressing the backlogged facilities.