



Santa Rosa County School Impact Fee Study 2020-21 Work Plan

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Executive Summary

- The Santa Rosa School District and the law firm of Nabors, Giblin and Nickerson hired PFM Group Consulting, LLC to prepare a School Impact Fee Study update.
- School Impact Fees are one-time payments assessed on new residential construction to cover some of the cost of providing new capital facilities to accommodate the students expected to be generated from the new households. An impact fee represents a portion of the fair-share cost of demand for new capacity generated by new residential development. Impact fees cannot be used to fund operations, maintenance, replacement or to provide for existing deficiencies.
- Santa Rosa County has experienced moderate population growth over the past decade. The School District has accommodated this new growth by building new additions, adding portable classrooms, and relying on its excess capacity. The forecast for significant and continuing residential growth, along with its accompanying increase in student enrollment, results in the need for additional schools throughout the County.
- It is clear that new residential development will require additions to the school system, including but not limited to new schools, administrative facilities, and student transportation, to accommodate the students that the new development will produce and to maintain the standards of service currently provided by the School District.
- The impact fee methodology used in this study is a consumptive, capital cost-recovery methodology, based upon the demand for new schools and their projected costs. The costs to be recovered include school construction costs, land costs, administrative and support facilities, and buses and other vehicles. At the School District's option, all or just a portion of the cost components can be recovered through the impact fee.
- The impact fee methodology includes credits for future payments for capital debt and other revenues used for new capital facilities. The credit is applied to the gross cost to obtain the net capital cost per student station.
- Public school students live in many different types of housing. A specific student generation rate is determined for each type of housing unit in order to properly assess each land use for its appropriate fee. These calculations were determined using the most recent localized data for both costs and for student generation rates ("SGR"). The SGR were calculated using 2020 data linking student enrollment by grade and address with Property Appraiser and County databases containing the land use information.
- The net impact fee is calculated using the net capital cost per student station, after recognition of credits, multiplied by the student generation rate by grade level and by housing type. The results are provided in the following table.



	Total Impact Fee
Single Family	\$8,222
Townhouse/Condominium	\$1,661
Multifamily/Apartments	\$5,264
Mobile Homes	\$7,385

- The proposed school impact fees were specifically designed to satisfy Florida's rigorous dual rational nexus test and Section 163.31801, Florida Statutes. The test requires that: (1) the impact fee must be proportional and reasonably connected to the need for additional capital facilities caused by the new development and (2) the fees must provide additional capital facilities to serve the new development thereby specially benefitting the new development paying the fee.
- All data sources relied on in this study are specifically incorporated herein as if set forth in their entirety. All data used in this analysis are the most recent and local available at the time of this analysis and may change over time.
- There is a rational nexus between future residential construction and the need to expand the number of student stations and related facilities and transportation in order to maintain the standards of service provided by the School District. The School Impact Fees set forth in this study for each type of residential development are proportional to the impact expected to be generated by the additional dwelling units over their lifetime.
- Existing revenues will not be sufficient to provide the needed capital improvement to the school system that are necessary to accommodate new residential construction.
- The imposition of a school impact fee to fund needed capital improvements provides a special benefit to all new residential development by providing necessary student stations and related facilities and transportation to accommodate the students expected to be generated by those additional dwelling units over their lifetime.



1.0 Introduction

Santa Rosa County ("County") has experienced increased population growth over the past decade. This growth has generated a significant increase in the public-school student population. The student population is rapidly approaching the utilization capacity of the existing schools. The School District will be required to construct new school facilities to accommodate the new student population. The District now wishes to implement an updated and revised school impact fee to help cover a portion of the costs projected for the construction of these new schools. PFM Group Consulting, LLC ("PFM") was commissioned to prepare an impact fee study that uses the most current data, demonstrates consistency with the dual rational-nexus test, and satisfies all of the other provisions contained in Florida's Impact Fee Act ("Act").¹

2.0 Rationale and Legal Foundation for Impact Fees

Impact fees are one-time charges imposed on new residential development to pay for the capital costs new growth generates. Essentially, impact fees can be imposed to ensure that new growth pays its pro rata share of the cost for new capital facilities necessitated by the new growth. Impact fees cannot be used to remedy deficiencies caused by existing growth.

The Florida Impact Fee Act as amended² states the following:

The Legislature finds that impact fees are an important source of revenue for a local government to use in funding the infrastructure necessitated by new growth. The Legislature further finds that impact fees are an outgrowth of the home rule power of a local government to provide certain services within its jurisdiction. Due to the growth of impact fee collections and local governments' reliance on impact fees, it is the intent of the Legislature to ensure that, when a county or municipality adopts an impact fee by ordinance or a special district adopts an impact fee by resolution, the governing authority complies with this section.

It was the intent of the Legislature to ensure certain standards were met when impact fees are imposed. The certain standards each impact fee must meet are listed below.

At a minimum, an impact fee adopted by ordinance of a county or municipality or by resolution of a special district must satisfy all of the following conditions:

(a) *The calculation of the impact fee must be based on the most recent and localized data.*

¹ Chapter 163.31801, Florida Statutes

² IBID



(b)The local government must provide for accounting and reporting of impact fee collections and expenditures. If a local governmental entity imposes an impact fee to address its infrastructure needs, the entity must account for the revenues and expenditures of such impact fee in a separate accounting fund.

(c)Administrative charges for the collection of impact fees must be limited to actual costs.

(d)The local government must provide notice not less than 90 days before the effective date of an ordinance or resolution imposing a new or increased impact fee. A county or municipality is not required to wait 90 days to decrease, suspend, or eliminate an impact fee. Unless the result is to reduce the total mitigation costs or impact fees imposed on an applicant, new or increased impact fees may not apply to current or pending permit applications submitted before the effective date of an ordinance or resolution imposing a new or increased impact fee.

(e)Collection of the impact fee may not be required to occur earlier than the date of issuance of the building permit for the property that is subject to the fee.

(f)The impact fee must be proportional and reasonably connected to, or have a rational nexus with, the need for additional capital facilities and the increased impact generated by the new residential or commercial construction.

(g)The impact fee must be proportional and reasonably connected to, or have a rational nexus with, the expenditures of the funds collected and the benefits accruing to the new residential or nonresidential construction.

(h)The local government must specifically earmark funds collected under the impact fee for use in acquiring, constructing, or improving capital facilities to benefit new users.

When adopted in 2006, the Act was historic in that the State had never had any legislative statutes regarding impact fee standards. Unlike other states that have always had specific state statutes regarding impact fees, Florida has relied upon the courts to determine the legality of impact fees.

The Florida Supreme Court has upheld impact fees for schools.³ Thus, there is no doubt that such fees are legal impositions that can be used to expand funding for educational facilities necessitated by new growth. However, school districts do not have the independent authority to impose impact fees for schools. School impact fees can only be enacted by county governments.

³ St. Johns County v. Northeast Florida Builders Association, 583 So. 2d 635 (Fla. 1991).



Impact fees in Florida are based upon local government's broad "police" and regulatory powers to protect the health, safety, and welfare of the community.⁴ Lacking any statutory authority the Florida courts gradually articulated the legal guidelines for valid impact fees.

The dual rational nexus test is as follows. First, there must be a demonstrable connection between the need for public capital facilities and the new development that will be required to pay the fee. In other words, the fee payor must create the need for any of the additional facilities that his fee will pay for. Second, the fee payor must receive a direct benefit or have a reasonable connection to the capital facilities paid for by the impact fee proceeds.

Drawing on the dual rational nexus test, Florida courts have determined that impact fees can only be charged for that portion of the cost for new facilities directly caused by the need to accommodate new growth. Impact fees may not be used to pay for costs associated with remedying deficiencies, or back log needs, in existing facilities. The liability for backlog is with the existing development and cannot be imposed on new growth.

Furthermore, to assure that fee payors receive benefit from their payments, courts have required that the fees be expended in a reasonable amount of time to create the new capital facilities.

Finally, impact fees must be segregated from other funds. They are held in trust for the benefit of the fee payors and can only be used to expand capacity to serve new growth.

The School District of Santa Rosa County is updating its impact fee to provide needed funding for additional capital facilities necessary to meet the demand generated by new population growth within the county. The need for additional capital facilities is illustrated in the District's Work Plan.⁵ The Work Plan shows 1,194 new student stations coming online in 2021. With these additional student stations, the District is projecting total capacity at 94.5 percent by 2024, below their stated level of service. This overall capacity does not address the individual school capacity variance, (e.g. a rural school in the north may have excess capacity while a school located in a city may be well over capacity). The student population projected from the 2020-21 to 2030-31 Capital Outlay FTE Forecast predicts an increase of 4,299 students by 2031. The District has plans for the construction of two to three new elementary and middle schools and two new high schools during this time period to provide the student stations required by the additional population. Population projections from the University of Florida's Bureau of Economic and

⁴ Contractors and Builders Association of Pinellas County v. City of Dunedin, 329 So. 2d 314 (Fla 1976) and Homebuilders and Contractors Association of Palm Beach County v. Board of County Commissioners of Palm Beach County, 446 So. 2d 140 (Fla 4th DCA 1983)

⁵ 2020-2021 Work Plan; Santa Rosa County School District, pp 9-20.



Business Research (BEBR) are more than 11.5 percent higher, predicting an additional 4,794 students by 2030.

The construction of these planned new schools and additional student stations is not limited to one specific area of the County. Likewise, the new population growth and new students will not occur within a limited area of the County. The District's new capital facilities will not just benefit the residents of one specific area. The District has adopted the statewide "School Choice" plan which allows students to request attendance at a school outside of their normal attendance zone schools. Students have the freedom to choose a school based on academics, disability programs, proximity to a parent's military base, or other personal reasons. Santa Rosa Schools have many specialized programs that are offered by some schools and not others. Students may opt to attend the schools outside of their own attendance zone in order to participate in one or more of these programs. Some of these programs are:

- Agribusiness Academy
- Culinary Academy, Hospitality, Tourism
- Digital Design Academy
- Microsoft IT Academy
- Television Production
- Commercial Art Academy
- Construction Academy
- Academy of Accounting and Finance
- Gaming and Simulation
- Biotechnology
- Communications and Graphic Arts

In addition, the School District has several programs for students that require different forms of instruction. There are currently 332 students attending these programs outside of their normal school attendance zone. The programs include:

CBSA/OI: Communication, Behavioral, Social & Academic/Orthopedically Impaired

Social Thinking: Students in need of support with social skills, Autism

Sensory Response: Offers support to students with extreme sensory needs

ACCESS: Students with disabilities who are primarily on Alternate Assessment

Hybrid: Can include students on both General Ed and Alt Assessment

Inclusion: Support for students being served with non-disabled peers in Gen Ed

Finally, some rural schools do not have a football team or marching band. Students in those attendance zones who want to pursue sports or band are able to attend schools located outside of the attendance zones which offer those programs.

The School District reports that over 18% of all students attend schools located outside of their attendance boundary. The new capital facilities are designed to improve utilization throughout the County. As new capacity is constructed, school attendance zones may shift to improve and balance overall utilization. Therefore, the new capital facilities will be a benefit to all impact fee payors. For these reasons,



the Santa Rosa School Impact Fee is calculated on a countywide basis, as are the other school impact fees in Florida.

The School District is responsible for providing proper capital facilities required by the additional students. The existing residents should not necessarily be burdened with the expense of providing the funding for these additional capital facilities. The school impact fees will be used to fund a portion of the anticipated cost of these facilities. The impact fees collected are limited by legislation to the funding of the additional capital facilities required to accommodate new growth in Santa Rosa County.

FDOE actions in the past several years has reduced the amount of capital revenue available to school districts. The capital millage cap rate was reduced from 2 mills down to 1.5 mills, greatly reducing the amount of ad valorem revenue available for new construction. PECO funds have been reallocated and are not available for public school construction. The Capital Outlay and Debt Service (CO/DS) funds have been reduced and are now used entirely for capital maintenance and capital renovations. Table 1 provides the current and projected capital revenues available for new school construction as provided in the 2020-21 Work Plan. The projected expenditures include only those that are already budgeted. Using the projected capital revenues and just the known expenditures, the District only has about 30 percent of these capital revenues available to cover the cost of new schools. This does not take into consideration an additional \$8 million in needed, non-capacity capital improvements. In addition, a storm or other event could easily require additional funds for unplanned capital maintenance projects in any given year. With just the known capital expenditures, the net capital revenue available for new school construction is a severe limiting factor.

Table 1: Capital Revenue Available vs. Cost of New Schools

Capital Revenue	2020-2021	2021-2022	2022-2023	2023-2024	2024-2025	5-Yr Total
1.5 Mill Capital Ad Valorem Available	\$18,521,174	\$19,539,369	\$20,668,714	\$21,878,059	\$23,204,905	\$103,812,221
CO&DS	\$902,790	\$902,790	\$902,790	\$902,790	\$902,790	\$4,513,950
Sales Tax Available	\$9,200,000	\$9,705,767	\$10,266,745	\$10,867,461	\$11,526,544	\$51,566,517
Total Capital Revenues	\$28,623,964	\$30,147,926	\$31,838,249	\$33,648,310	\$35,634,239	\$159,892,688
Capital Expenditures	-\$17,875,903	-\$20,531,078	-\$24,723,078	-\$24,328,078	-\$24,327,578	-\$111,785,715
Net Ad Valorem + CO&DS + Sales Tax Available for New Construction:	\$10,748,061	\$9,616,848	\$7,115,171	\$9,320,232	\$11,306,661	\$48,106,973
Cost of New Schools*	\$9,510,000	\$30,490,000	\$0	\$75,000,000	\$75,000,000	\$190,000,000

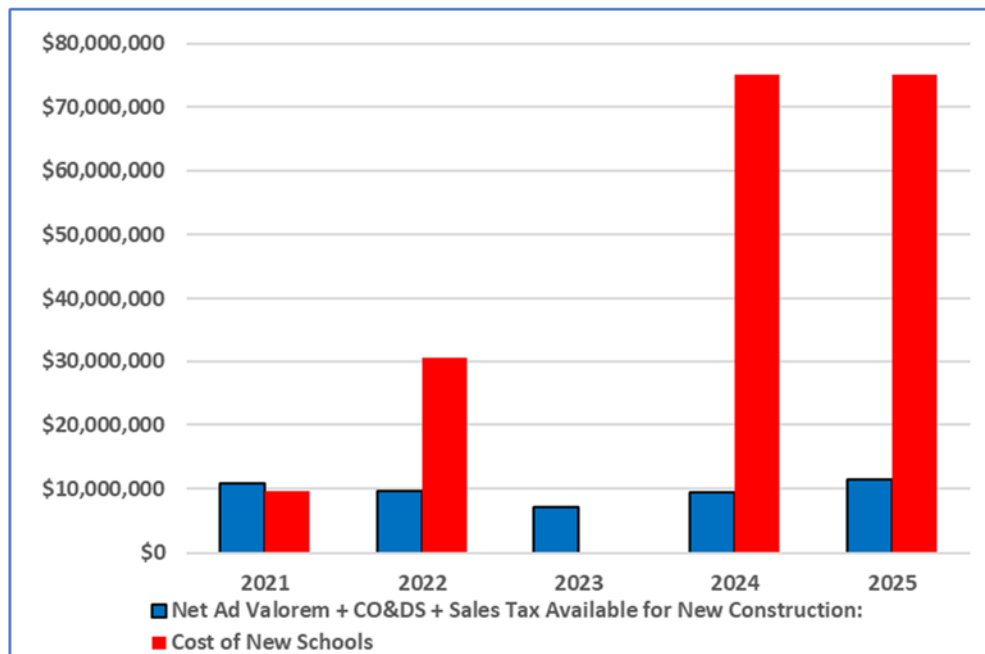
Source: Santa Rosa School District 2020-21 Work Plan

*School Construction dependent upon funding, start dates estimated

Figure 1 shows graphically the comparison of capital revenue available for new construction in relation to the total cost of new construction.



Figure 1: Capital Revenue vs. Cost of New Schools



3.0 School Impact Fee Rates in Florida

There are more than 25 counties in Florida that have imposed school impact fees at one time or another. These fees are updated from time-to-time and sometimes are suspended or eliminated due to economic conditions. Table 2 provides a list of representative counties with school impact fees and the amounts of those fees for a typical single-family home. The fees for a single-family house range from \$2,448 in Miami-Dade County to \$12,322 in Seminole County. The average school impact fee in this representative list is \$7,195 for a single-family house. Impact fees are dynamic, some may increase by pre-determined inflators, some change due to updated studies and others may be decreased or suspended due to local economic conditions.



Table 2. School Impact Fees in Florida⁶

County (1)	Date of Last Update (2)	Adoption Percent (2)	Single Family	
			Adopted Fee (2)	Fee @ 100% (3)
Seminole County	2017	73%	\$9,000	\$12,322
Osceola County	2017	100%	\$11,823	\$11,823
Collier County(4)	2015	67%	\$8,790	\$11,164
Polk County	2015	50%	\$5,242	\$10,484
Brevard County	2015	50%	\$5,097	\$10,193
Orange County (Calculated)	2019	100%	\$9,560	\$9,560
Lake County	2015	100%	\$9,324	\$9,324
Clay County	2009	77%	\$7,034	\$9,096
Broward County(5)	2017	n/a	\$6,756	\$9,049
Pasco County	2017	79%	\$7,128	\$9,028
Santa Rosa @ 100%	2021			\$8,222
Sarasota County	2015	26%	\$2,032	\$7,835
Marion County(4)*	2006	48%	\$3,967	\$7,375
Palm Beach County	2015	61%	\$4,237	\$6,956
Manatee County	2017	100%	\$6,127	\$6,127
Indian River County	2014	28%	\$1,702	\$6,077
Martin County	2006	100%	\$5,567	\$5,567
Lee County(4)	2015	45%	\$2,605	\$5,484
St. Lucie County(4)	2009	100%	\$6,529	\$5,447
Nassau County	2017	100%	\$5,431	\$5,431
Flagler County	2004	76%	\$3,600	\$4,756
St. Johns County	2018	100%	\$4,725	\$4,725
Volusia County	2013	67%	\$3,000	\$4,483
Hillsborough County	2004	92%	\$4,000	\$4,348
Hernando County	2005	50%	\$2,133	\$4,266
Citrus County	2014	50%	\$1,261	\$2,522
Miami-Dade County	1995	100%	\$2,448	\$2,448

- 1) An asterisk (*) indicates that fees are currently suspended
 - 2) Source: Published impact fee schedules and discussions with representatives from each County
 - 3) Represents the full calculated fee from each respective technical study
 - 4) Fees are indexed annually
 - 5) Rate shown under Single Family Impact Fee at 100% (Item 3) reflect most recent on-going technical study
- Note: In the case of tiered fee schedules, fee for a 2,000-sf home is show
 Santa Rosa fee listed at recommended rate from 2020 update
 Source: Orange County Public Schools School Impact Fee Update Study; Tindale Oliver; August 9, 2019.

⁶ Orange County Public Schools School Impact Fee Update Study; Tindale Oliver; August 9, 2019.



4.0 General Methodology for Santa Rosa County School Impact Fee

This school impact fee update uses a consumption based, cost-recovery methodology. This methodology has been used successfully in Florida for the calculation of school impact fees. This methodology is legally defensible and uses current and local Santa Rosa County data for the analysis.

Essentially, the consumption-based methodology calculates the per student cost of new student station and associated facilities construction and subtracts all applicable credits to arrive at the net impact fee cost per student. This net cost is then applied to the appropriate student generation rates for residential units to calculate the impact fee. This is the impact fee methodology that has been used in most school impact fees enacted in Florida.

5.0 Student Enrollment Projections

5.1 Student Enrollment

The historic student enrollment is provided in Table 3. Between 2009-2010 and the 2019-2020, overall student enrollment has increased by 3,232 students, a 13.1 percent increase. Student enrollment has increased by an average of 323 students per year.

Table 3: Historic Student Enrollment

Santa Rosa Schools Historic Enrollment				
	<u>Elem</u>	<u>Middle</u>	<u>High</u>	<u>Total</u>
2008-09	11,209	5,817	7,411	24,437
2009-10	11,310	5,868	7,402	24,580
2010-11	11,343	5,964	7,255	24,562
2011-12	11,461	6,057	7,117	24,635
2012-13	11,539	6,035	6,932	24,506
2013-14	11,595	6,077	7,137	24,809
2014-15	11,800	6,040	7,479	25,319
2015-16	11,840	6,172	7,587	25,599
2016-17	12,215	6,317	7,754	26,286
2017-18	12,388	6,606	7,811	26,805
2018-19	12,514	6,773	8,013	27,300
2019-20	12,637	7,024	8,151	27,812
10 Yr Increase	1,327	1,156	749	3,232
10 Yr % Increase	11.7%	19.7%	10.1%	13.1%
Avg Annual Increase	133	116	75	323

Source: Florida Department of Education COFTE Projections (Actual Enrollment)



The Florida Department of Education (FDOE) makes student enrollment projections for each county to provide a base for each county's demand for additional facilities (Table 4). The student enrollment is projected to increase by 4,299 within the next ten years.

Table 4: Santa Rosa County Public School Student Projections

COFTE		Projected	Projected	Projected	Projected	Projected	Projected	Projected	Projected	Projected	Projected	10-Year
	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	Change
Elementary	12,828	13,190	13,407	13,522	13,713	13,881	14,074	14,164	14,405	14,648	14,929	2,101
Middle	7,045	7,040	6,999	7,188	7,349	7,498	7,502	7,727	7,808	7,911	7,866	821
High	8,468	8,764	9,007	9,121	9,101	9,129	9,261	9,372	9,539	9,680	9,845	1,377
Total	28,341	28,994	29,413	29,831	30,163	30,508	30,837	31,263	31,752	32,239	32,640	4,299

Source: Florida Dept of Education; 2020-2021 to 2030-31 Capital Outlay FTE Forecast

The student projections made by FDOE have tended to be lower than the actual number. PFM made an additional projection based upon the University of Florida BEBR Population Studies. Using this source's medium growth scenario, the 10-year increase in student population was projected to reach 4,794 students (based on 2010-2020, (2021 data not available)). This is 11.5 percent higher than the FDOE projections. These higher projected number of students are consistent with the School District's experience. For purposes of this study, the more conservative FDOE projections will be used.

5.2 Current Utilization

Table 5 provides the current utilization by school based upon permanent student stations. There were 31,442 permanent student stations and 28,634 students in May 2020. The current 2021 Work Plan shows a total of 28,341 students. The Work Plan uses the COFTE student number which is the number of "full-time equivalent" students. Since some students are not full-time (e.g. vocational, work-study, dual-enrollment, etc.) the full-time equivalent will always be less than the total number of actual students. The closure of schools due to Covid 19 and the transition to distant learning has created a unique and very fluid classroom situation for schools in 2020. With students transitioning back and forth between in-class and computer driven classes, the May 2020 student population was deemed the most appropriate starting point for this analysis because it is the most recent, local data that demonstrates the actual in-class need not impacted by the current Covid-19 pandemic. Ultimately, State directives require that the District provide sufficient in-person learning capacity for all students.

The May, 2020 overall utilization was 91.1 percent, but most of the excess capacity existed in the older rural area schools far north in the county. The utilization rate using the current number of students is 90.1 percent. Several non-rural north area schools and most south county schools are at or above their permanent capacity.



The use of 1,717 student stations from portable classrooms has helped maintain service levels in the over-capacity schools. The overall utilization with the portable classrooms is 85.5 percent. The increasing student population generates significant demand for additional schools and classrooms in the high growth areas of the county.

Table 5: Current Utilization

Elementary Schools	Building Square Feet	Acreage	Total Student Stations*	Total Elementary Student Stations*	Portables	Total Elem Permanent Student Stations*	3/5/2020 Enrollment **	Utilization of Permanent Stations
Central School (PK-5) ***	28,116	9.0	730	197	22	175	165	94.3%
Chumuckla (PK-5)***	54,467	19.0	393	342	54	288	289	100.3%
Jay Elementary(PK-5)***	71,950	9.0	748	643	18	625	466	74.6%
North County-Rural	154,533	37.0	1,871	1,182	94	1,088	920	84.6%
Bagdad (PK-5)	74,586	4	579	579	0	579	482	83.2%
Berryhill (PK-5)	114,705	20	954	954	41	913	888	97.3%
Dixon Primary (PK-2)	95,848	14	781	781	72	709	773	109.0%
Dixon Intermediate(3-5)	113,648	20	957	957	54	903	900	99.7%
East Milton(PK-5)	117,600	11	988	988	0	988	701	71.0%
Jackson (PK)	50,102	8.0	264	264	0	264	181	68.6%
Pea Ridge (PK-5)	111,837	13	980	980	18	962	895	93.0%
Rhodes (PK-5)	115,716	10	1,090	1,090	0	1,090	882	80.9%
Russell (PK-5)	151,438	15	1,076	1,076	46	1,030	875	85.0%
North County-Urban	945,480	115	7,669	7,669	231	7,438	6,577	88.4%
Total North County	1,100,013	152	9,540	8,851	325	8,526	7,497	87.9%
Gulf Breeze Elementary (PK-5)	120,430	10	913	913	0	913	864	94.6%
Holley-Navarre Primary (PK-2)	134,789	12	986	986	90	896	916	102.2%
Holley-Navarre Intermediate (3-5)	101,276	15	985	985	110	875	920	105.1%
Oriole Beach (PK-5)	105,153	12	846	846	0	846	823	97.3%
West Navarre Primary (PK-2)	128,221	20	971	971	28	943	1006	106.7%
West Navarre Intermediate (PK-5)	126,729	44	1,088	1,088	154	934	1026	109.9%
East Bay-Elkhart (PK-5)+++	60,092	21	1,194	529	0	529		
Total South County	776,690	134	6,983	6,318	382	5,936	5,555	93.6%
TOTAL ELEMENTARY	1,876,703	286	16,523	15,169	707	14,462	13,052	90.3%
		Acreage	Building SqFt					
Elementary School LOS								
LOS per Student (current enrollment)		0.0219	143.79					
LOS per Student (permanent capacity)		0.0198	129.77					

* Florida Inventory of School Houses (FISH)

** School District of Santa Rosa County May 5, 2020

*** School sq.ft. allocated based upon percentage of student stations
Utilization includes Elkhart School to be open in 2021



Middle Schools	Building Square Feet	Acreage	Total Student Stations	Total Middle Student Stations	Portables	Total Middle Permanent Student Stations	3/5/2020 Enrollment	Utilization of Permanent Stations
Central School (6-8)***	35,395	11.0	730	248	0	248	210	84.7%
Chumuckla (6)***	8,122	3.0	393	51	0	51	44	86.3%
Jay Elementary (6)***	11,749	1.0	748	105	0	105	76	72.4%
Jay High (7-8)***	49,763	12.0	840	302	0	302	163	54.0%
North County-Rural	105,029	27.0	2,711	706	0	706	493	69.8%
Avalon Middle (6-8)	115,721	30	959	959	0	959	848	88.4%
Hobbs Middle (6-8)	93,652	15	960	960	0	960	756	78.8%
King Middle (6-8)	90,844	22	785	785	0	785	648	82.5%
Sims Middle (6-8)	126,721	25.0	1,153	1,153	176	977	1152	117.9%
North County-Urban	426,938	92.0	3,857	3,857	176	3,681	3,404	92.5%
Total North County	531,967	119.0	6,568	4,563	176	4,387	3,897	88.8%
Gulf Breeze Middle (6-8)	113,981	13	1,047	1,047	0	1,047	985	94.1%
Holley Navarre Middle (6-8)	102,692	14	1,035	1,035	84	951	1057	111.1%
Woodlawn Beach Middle (6-8)	144,180	30	1,176	1,176	0	1,176	1103	93.8%
East Bay-Elkhart***	75,542	26	1,194	665	0	665		
Total South County	436,395	83.0	4,452	3,923	84	3,839	3,145	81.9%
TOTAL MIDDLE	968,362	202.0	11,020	8,486	260	8,226	7,042	85.6%
Middle School LOS								
			Acreage	Building SqFt				
LOS per Student (current enrollment)			0.0287	137.51				
LOS per Student (permanent capacity)			0.0246	117.72				

* Florida Inventory of School Houses (FISH)

** School District of Santa Rosa County May 5, 2020

*** School sq.ft. allocated based upon percentage of student stations
Utilization includes Elkhart School to be open in 2021

High Schools	Building Square Feet	Acreage	Total Student Stations	Total High Student Stations	Portables	Total High Permanent Student Stations	3/5/2020 Enrollment	Utilization of Permanent Stations
Central School (9-12)	40,675	12.0	730	285	50	235	235	100.0%
Jay High (9-12)	88,650	20	840	538	0	538	296	55.0%
North County-Rural	129,325	32.0	1,570	823	50	773	531	68.7%
Milton High (9-12)	245,962	36	2,168	2,168	150	2,018	1867	92.5%
Pace High (9-12)	270,116	30.0	2,165	2,165	0	2,165	1982	91.5%
North County-Urban	516,078	66.0	4,333	4,333	150	4,183	3,849	92.0%
Total North County	645,403	98.0	5,903	5,156	200	4,956	4,380	88.4%
Gulf Breeze High (9-12)	217,550	33	1,928	1,928	400	1,528	1824	119.4%
Navarre High (9-12)	270,655	40	2,420	2,420	150	2,270	2336	102.9%
Total South County	488,205	73	4,348	4,348	550	3,798	4,160	109.5%
TOTAL HIGH	1,133,608	171	10,251	9,504	750	8,754	8,540	97.6%
High School LOS								
			Acreage	Building SqFt				
LOS per Student (current enrollment)			0.0200	132.74				
LOS per Student (permanent capacity)			0.0195	129.50				

* Florida Inventory of School Houses (FISH)

** School District of Santa Rosa County May 5, 2020

*** School sq.ft. allocated based upon percentage of student stations

5.3 Projected Utilization

The student population is projected to increase by at least 4,299 (FDOE-COFTE) over the next ten years and total 32,640 students. If no new student stations were constructed, the overall utilization rate would reach 103 percent, with elementary schools at 103 percent and high schools at 112 percent of capacity. In order to maintain its current level of service, the School District has planned to construct several new Elementary, K-8 and high schools in both the north and south parts of the county where new growth has utilized the existing capacity. One new K-8 school



is ready to open soon (Elkhart- East Bay). The District has purchased land for some of these schools and is currently looking for additional land for a new high school in the south part of the county. These schools will ease the projected capacity crunch. Table 6 provides the anticipated increase in student station construction and the resultant utilization.

Table 6: Student Station Construction and Utilization

Elementary Schools					
School Year	COFTE Projected Enrollment	Existing Student Stations	Planned Student Stations*	Total Student Stations*	Utilization
2020-21	12,828	14,462	0	14,462	89%
2021-22	13,190	14,462	0	14,462	91%
2022-23	13,407	14,462	0	14,462	93%
2023-24	13,522	14,462	529	14,991	90%
2024-25	13,713	14,991	0	14,991	91%
2025-26	13,881	14,991	150	15,141	92%
2026-27	14,074	15,141	150	15,291	92%
2027-28	14,164	15,291	1,200	16,491	86%
2028-29	14,405	16,491	0	16,491	87%
2029-30	14,648	16,491	0	16,491	89%
2030-31	14,929	16,491	0	16,491	91%
10-Yr Change	2,101	2,029	2,029	2,029	

*Based on current permanent student stations and permanent student stations identified in the 2020-2021 work plan. Excludes portables.



Middle Schools					
School Year	COFTE Projected Enrollment	Existing Student Stations	Planned Student Stations*	Total Student Stations*	Utilization
2020-21	7,045	8,226	0	8,226	86%
2021-22	7,040	8,226	0	8,226	86%
2022-23	6,999	8,226	0	8,226	85%
2023-24	7,188	8,226	665	8,891	81%
2024-25	7,349	8,891	200	9,091	81%
2025-26	7,498	9,091	0	9,091	82%
2026-27	7,502	9,091	0	9,091	83%
2027-28	7,727	9,091	0	9,091	85%
2028-29	7,808	9,091	0	9,091	86%
2029-30	7,911	9,091	0	9,091	87%
2030-31	7,866	9,091	0	9,091	87%
10-Yr Change	821	865	865	865	

*Based on current permanent student stations and permanent student stations identified in the 2020-2021 work plan. Excludes portables.

High Schools					
School Year	COFTE Projected Enrollment	Existing Student Stations	Planned Student Stations*	Total Student Stations*	Utilization
2020-21	8,468	8,754	0	8,754	97%
2021-22	8,764	8,754	0	8,754	100%
2022-23	9,007	8,754	0	8,754	103%
2023-24	9,121	8,754	0	8,754	104%
2024-25	9,101	8,754	1,000	9,754	93%
2025-26	9,129	9,754	1,200	10,954	83%
2026-27	9,261	10,954	0	10,954	85%
2027-28	9,372	10,954	0	10,954	86%
2028-29	9,539	10,954	0	10,954	87%
2029-30	9,680	10,954	0	10,954	88%
2030-31	9,845	10,954	0	10,954	90%
10-Yr Change	1,377	2,200	2,200	2,200	

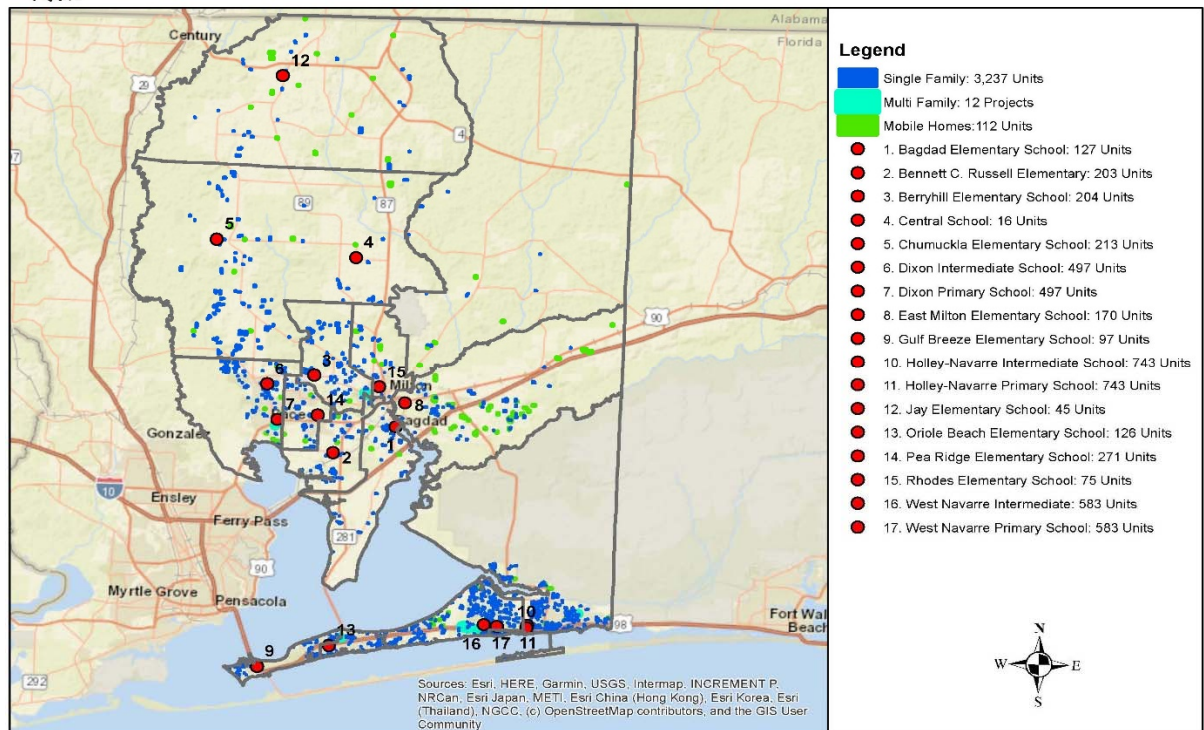
*Based on current permanent student stations and permanent student stations identified in the 2020-2021 work plan. Excludes portables.



Areas of school districts that receive the most new growth often have the highest demand for the new capacity related projects; fulfilling both prongs of the dual rational nexus test in that new growth creates a demand for the impact fee and also that new growth receives the benefit from the impact fee in having capacity in the school district for their children over the lifetime of the residential units.

The following three Figures show the location of each elementary, middle and high school, the current attendance zones, and the location of each new residential unit constructed between 2017 and 2020. The heavy concentrations of new units in certain school attendance zones show how the existing schools can easily become over capacity with new students. The large number of outlier residential units show that development is also occurring in new areas and will also require additional schools to meet local demand.

Figure 2: New Residential Units 2017-2020 Located Within Elementary School Attendance Zones



Note: Some schools share the same attendance zone so zone unit totals presented may exceed the total number of units



Figure 3: New Residential Units 2017-2020 Located Within Middle School Attendance Zones

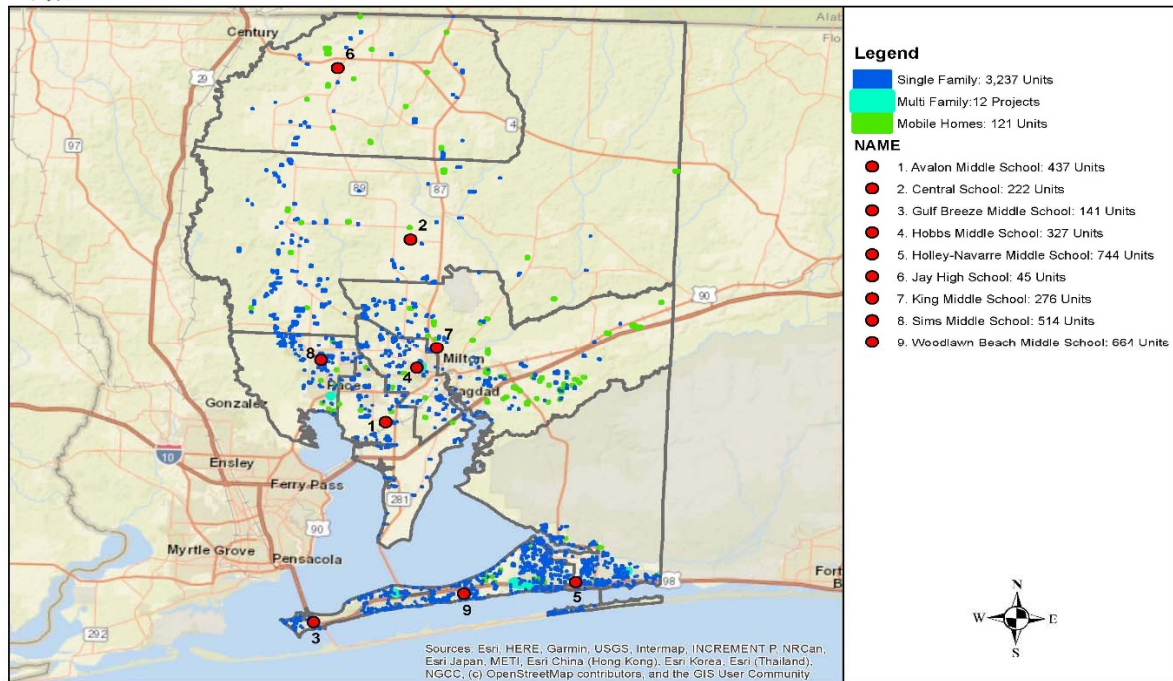


Figure 4: New Residential Units 2017-2020 Located Within High School Attendance Zones

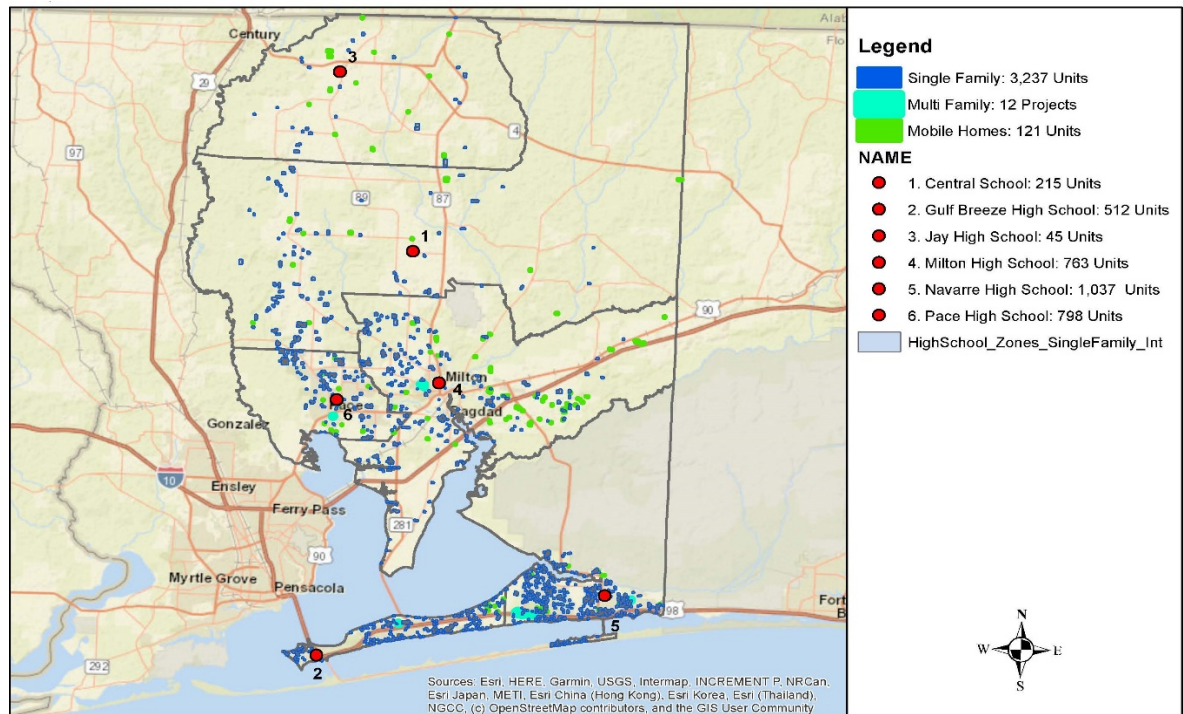
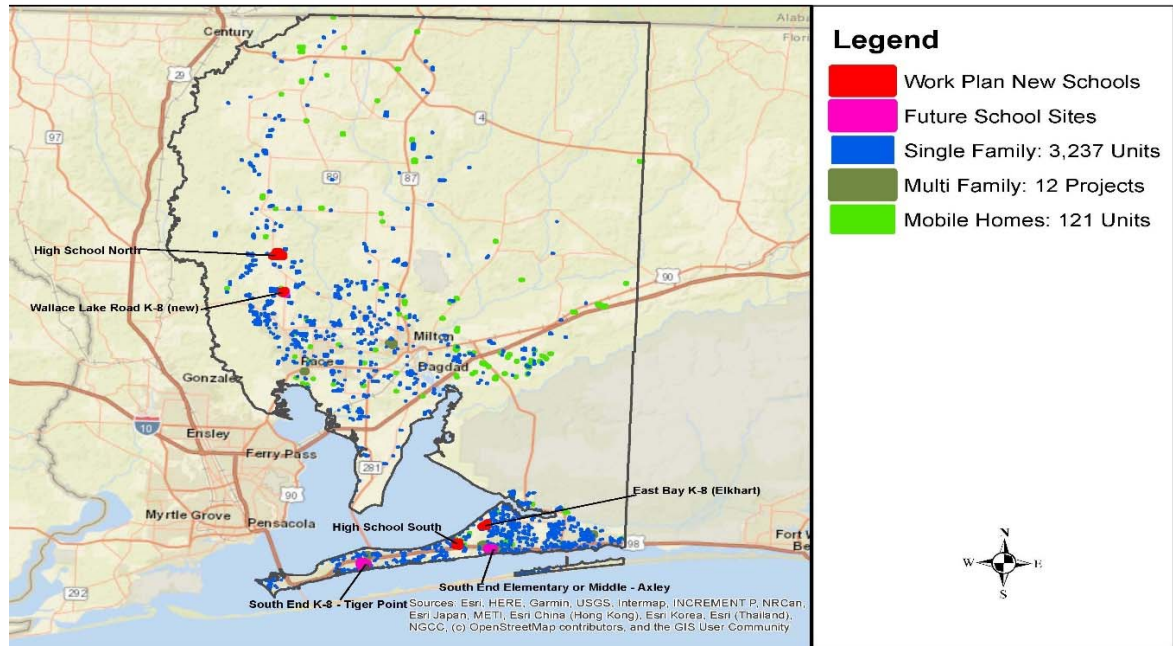




Figure 5 shows the proposed location of planned schools and the recent land purchases in relation to the new residential units constructed between 2017 and 2020.

Figure 5: New Residential Units 2017-2020 & Planned School Locations



6.0 Capital Cost of New Facilities

6.1 Cost of New Schools/Student Stations

The Florida Department of Education has developed a schedule of allowable costs per student station. Except under certain conditions, it has mandated that school districts cannot expend funds for new construction with a total cost per student station that exceeds FDOE's allowable construction costs. (Florida Statute 1013.64(6)(B)3). This allowable construction cost does not include all of the actual costs associated with construction, including legal and administration costs, site improvements, and other necessary costs. Table 7 provides the allowable costs as of June 2021.

Table 7: FDOE Allowable Construction Costs

FDOE Construction Costs per Student Station			
	Elementary	Middle	High
FDOE Cost per Student Station	\$23,564	\$25,446	\$33,052
FDOE, Cost Estimates June 2021, SRCBSB 2020-21 Five-Year District Facilities Work Program			



Until recently, the Santa Rosa School District was able to manage the growing number of students with existing capacity, school additions and portable classrooms. Additions have been made to Chumuckla Elementary and Sims Middle Schools. The average cost per student station for the Chumuckla additions was \$23,845. The Sims improvements did not add any additional student stations. The additions have lower average student station costs because the management areas, specialized labs, library, equipment and other non-classroom facilities were already available and not part of the total cost.

The District is in the final stages of completing its first new school in several years. The Elkhart-East Bay school is an elementary/middle school for grades K-8. This school is scheduled to open in the fall of 2021 and have 1,182 permanent student stations. The construction cost of this school is \$34,745,132. That is a cost of \$29,395 per student station. This cost is 26 percent higher than the FDOE cost for local elementary schools, and 17 percent higher than the FDOE cost for middle schools. The high construction cost is further exemplified by two new schools built in adjacent Escambia County. The elementary school had a final cost of \$34.5 million placing the cost per student station at \$41,892, which is about 75 percent higher than the FDOE construction allowance. The Escambia middle school had a total cost of \$49.1 million with a cost per student station of \$34,101 was about 28 percent more than the FDOE construction allowance. The new construction cost for a high school will likely also greatly exceed the FDOE construction allowance with all the additional equipment, amenities and security design required. Based upon the local experience, the actual cost of student stations is significantly higher than the cost allowable by FDOE, the FDOE maximum allowable cost per student station is used in this impact fee calculation.

The FDOE construction cost per student station allowance does not include the cost of land, legal and administrative costs, or related site (5+ feet from the building) or offsite improvements (e.g. utilities, etc.) It also does not include entrances, entry point security, cameras, auto locks, fencing, electronic security, bullet-proof glass, or other items approved by a school safety specialist.⁷ The District has made some land purchases and has some parcels under contract for the new schools that will be needed as a result of new population growth. Table 8 has the recent land purchases, the acreage and cost. The average cost per acre for schools is \$46,345. Since there are few large lots available in the south, the District is currently looking for additional parcels in the south end of the county to assemble for a new high school.

⁷ Section 1013.64, Florida Statutes



Table 8: School District Land Purchases

Site	Original Cost	Acres	Total Cost Per Acre	Planned School Type	Planned Student Stations
VandenBerg (2020 rural)	\$1,500,000	75	\$20,000	High	1,200
Griswold (2020 (rural))	\$150,000	10	\$15,000	Elementary	300
Bell (contract 2020)	\$822,500	35	\$23,500	K-8	1,194
Axley (2020)	\$4,850,000	41	\$118,293	K-8	1,194
Tiger Point (contract 2020)	\$2,224,521	45	\$49,434	Middle	1,200
Ovedrall County Average (2020)			\$46,345		

Source: Santa Rosa County School District

Each school level has a different acreage requirement. Elementary schools with smaller size and limited facilities require less acreage than some of the larger high schools with sports fields and additional amenities. Some Santa Rosa high schools do not have the sports fields and amenities. This is currently resulting in a lower average land requirement for high schools. Using the acreage and student station data in Table 5 above, Table 9 provides the acreage requirements per school and the cost of land per student station for each school level.

Table 9: Land Cost per Student Station

Land Cost				
	Elementary	Middle	High	Total
Acres devoted to schools	286	202	171	659
Permanent Stations	14,462	8,226	8,754	31,442
Acres per Student Station	0.0198	0.0246	0.0195	0.0639
Cost per Acre	\$46,345	\$46,345	\$46,345	\$46,345
Land Value per Student Station	\$917.63	\$1,140.09	\$903.73	

Source: Santa Rosa County School District

Approved and well-litigated impact fee methodologies have included the pro-rata cost of other capital facilities including administration offices, maintenance facilities and buses. The cost per student station for administrative and support facilities is calculated to be \$ 320.39 and is provided in Table 10.



Table 10: Administrative & Support Facility Costs

Admin & Support Facilities	Parcel Size (acres)	Building Sq. Ft.	Value/Cost - Land	Value/Cost - Improvements	Total Value or Cost
Administration- Canal Street (1)	1.45	21,847	\$66,112	\$1,106,505	\$1,172,617
Dillon Center (2)	8.98	41,771	\$1,450,000	\$6,472,876	\$7,922,876
Support Complex (1)	10.30	57,943	\$231,197	\$745,000	\$976,197
Total Admin & Support	20.7	121,561	\$1,747,309	\$8,324,381	\$10,071,690
Land Value/Cost (per acre)			\$84,289		
Improvements Value/Cost (per sq.ft.)				\$68.48	
Student Stations - Permanent	31,442	31,442			
Cost Per Student Station	0.00066	3.86620	\$55.63	\$264.76	\$320.39

(1) Value from Property Appraiser

(2) Value based on actual cost (School District)

Buses are another capital expense that is included in the impact fee. New buses need to be added to the fleet as the student population increases and when new routes are required. The School District does not purchase their buses outright, they enter leases that cover the entire cost of each bus over the amortized life-expectancy of the bus. The capital portion of the lease payments is covered by the capital ad valorem millage. Only the capital portion is included in the analysis provided in Table 11. The average cost of buses and required equipment is \$712.97 per student station.

Table 11: Bus & Equipment Cost

Buses:	#	Per Unit	Total Cost
45+5W/C	46	\$102,789.76	\$4,728,329
71 passenger	87	\$99,503.58	\$8,656,811
77 passenger	87	\$95,191.05	\$8,281,621
8+3 W/C	2	\$63,487.38	\$126,975
	222		\$21,793,736
Additional Equipment:			
Radios	230	\$465.03	\$106,957
Cameras	224	\$1,316.35	\$294,862
GPS	224	\$990.00	\$221,760
			\$623,579
Total Bus & Equipment:			\$22,417,315
Student Permanent Capacity:			31,442
Average Cost per Student Station			\$712.97

The gross cost per student station is provided in Table 12. These costs range from \$25,515 for an elementary student station to \$34,989 for a high school student station.



Table 12: Cost per Student Station

	Elementary	Middle	High
Building & Equipment	\$23,564.00	\$25,446.00	\$33,052.00
Land	\$917.63	\$1,140.09	\$903.73
Buses & Equipment	\$712.97	\$712.97	\$712.97
Admin & Support Buildings	\$320.39	\$320.39	\$320.39
Cost per Student Station	\$25,514.99	\$27,619.45	\$34,989.09

6.2 Credits for Future Capital Contributions

The State provides some funds and the new households to the county will make some future capital contributions (sales tax and capital outlay ad valorem tax) that will be used to fund new student stations. The impact fee methodology requires that credits for capital revenues received by the school district in the future must be accounted for and applied to the gross impact cost per student. In Santa Rosa County, there are several potential credits to be given: 1) PECO for new construction; 2) CO&DS for capital outlay and debt service; 3) COPS credit for principal payments; 4) SBE Bond principal bond payments; 5) Capital Infrastructure Sales Tax; and 6) Capital ad valorem for new capacity. The present value of the projected revenue stream is calculated using the District's current borrowing rate of 3.06 percent.

PECO and CO&DS

The State has provided school districts with two primary capital revenue sources. These include PECO⁸ funding, designated for new construction; and Capital Outlay and Debt Service (CO&DS)⁹ used for construction and debt service on bonds issued for new construction. Historically, some of the PECO and CO&DS funds have been available to fund new school construction while other portions of these funds were used for capital maintenance (no increases in capacity). Recent changes in the PECO funding mechanism have diverted these funds away from public school construction entirely. Santa Rosa School District uses all of its CO&DS funding for capital maintenance and renovation. Therefore, neither of these funding sources is available for funding new capacity, resulting in no credit toward the impact fee.

Certificates of Participation Bonds (COPS)

COPS bonds are paid for from the local capital outlay millage revenue. The most recent COPS bonds were issued in 2019 and will be paid off in 2044. Table 13 provides the annual principal debt service and its allocation by students. The current debt issuance rate of 3.06 percent was used to discount the future payments to a present value. The credit for COPS bonds is \$1,047.73 per student station.

⁸ PECO = Public Education Capital Outlay funding from the State used by local districts for new construction

⁹ CO & DS funding comes from a portion of the taxes on motor vehicle licenses.



Table 13: Credit for COPS Bonds

Fiscal Year	2014 COPS Payment	2019 COPS Payment	Total COPS Payments	Total Students*	Payment Per Student
2021	\$1,375,000	\$590,000	\$1,965,000	28,341	\$69.33
2022	\$1,420,000	\$620,000	\$2,040,000	28,994	\$70.36
2023	\$0	\$2,100,000	\$2,100,000	29,412	\$71.40
2024	\$1,555,000	\$755,000	\$2,310,000	29,832	\$77.43
2025	\$1,630,000	\$795,000	\$2,425,000	30,163	\$80.40
2026	\$1,715,000	\$835,000	\$2,550,000	30,508	\$83.58
2027	\$1,800,000	\$875,000	\$2,675,000	30,837	\$86.75
2028	\$1,885,000	\$920,000	\$2,805,000	31,262	\$89.73
2029	\$1,985,000	\$965,000	\$2,950,000	31,752	\$92.91
2030	\$2,085,000	\$1,015,000	\$3,100,000	32,239	\$96.16
2031	\$1,000,000	\$1,065,000	\$2,065,000	32,640	\$63.27
2032		\$1,120,000	\$1,120,000	33,071	\$33.87
2033		\$1,175,000	\$1,175,000	33,502	\$35.07
2034		\$1,235,000	\$1,235,000	33,933	\$36.40
2035		\$1,295,000	\$1,295,000	34,364	\$37.69
2036		\$1,360,000	\$1,360,000	34,795	\$39.09
2037		\$1,425,000	\$1,425,000	35,225	\$40.45
2038		\$1,500,000	\$1,500,000	35,656	\$42.07
2039		\$1,575,000	\$1,575,000	36,087	\$43.64
2040		\$1,650,000	\$1,650,000	36,518	\$45.18
2041		\$1,700,000	\$1,700,000	36,949	\$46.01
2042		\$1,750,000	\$1,750,000	37,380	\$46.82
2043		\$1,805,000	\$1,805,000	37,811	\$47.74
2044		\$1,860,000	\$1,860,000	38,242	\$48.64
TOTAL	\$16,450,000	\$29,985,000	\$46,435,000		\$1,423.97
				Discount Rate**	3.06%
				Net Present Value	\$1,047.73

*Student projections from 2021 to 2031 from State COFTE. Projections from 2032 to 2044 use the average annual increase.

**Interest rate at which the District has recently or could presently issue debt

State Board of Education Bonds (SBE)

SBE bonds are paid for from State funds allocated for capital expenditures. All existing SBE bonds will be paid off by 2030. The credit for SBE bonds is \$35.05 per student station (Table 14).

**Table 14: SBE Bond Credit**

Fiscal Year	Refunding 2014-A Bond Payment	New Money 2010-A Bond Payment	Refunding 2011-A Bond Payment	Refunding 2017-A Bond Payment	Total Bond Payments	Total Students*	Payment Per Student
2021	\$33,000	\$55,000	\$45,000	\$16,000	\$149,000	28,341	\$5.26
2022	\$35,000	\$60,000	\$50,000	\$18,000	\$163,000	28,994	\$5.62
2023	\$38,000	\$65,000	\$50,000	\$19,000	\$172,000	29,413	\$5.85
2024	\$40,000	\$70,000		\$21,000	\$131,000	29,831	\$4.39
2025	\$24,000	\$75,000		\$23,000	\$122,000	30,163	\$4.04
2026		\$80,000		\$25,000	\$105,000	30,508	\$3.44
2027		\$85,000			\$85,000	30,837	\$2.76
2028		\$90,000			\$90,000	31,263	\$2.88
2029		\$95,000			\$95,000	31,751	\$2.99
2030		\$100,000			\$100,000	32,239	\$3.10
TOTAL	\$170,000	\$775,000	\$145,000	\$122,000	\$1,212,000		\$40.33
Discount Rate**							3.06%
Net Present Value							\$35.05

*Student projections from State COFTE projections

**Interest rate at which the District has recently or could issue debt

Infrastructure Sales Tax

Santa Rosa County has approved a local, discretionary infrastructure sales tax to help fund the School District's capital projects. The 2020-2021 Five Year Work Plan for the School District displays the forecast for revenues received from the infrastructure sales tax proceeds that are available for new construction (Table 15). It also provides the projected expenditures made for capital maintenance and renovation projects. These expenses are subtracted from the total to determine the projected funds available for new construction. The current projections show that about 30.1 percent of new capital revenue is available for new capacity (Section 2.0, Table 1). On average, about 41 percent of all revenue used for capital projects (including debt funds, reserve funds and non-capital sources) is available for new capacity capital projects. This study used the more conservative 41 percent in the calculation of the Infrastructure Sales Tax available for new capacity projects, as this provides a greater credit. This discretionary sales tax is set to expire in 2028. The projections assume that about six months of sales tax revenue from 2028 will be paid in the 2029 fiscal year. The credit for sales tax is \$1,131.49 per student station.



Table 15: Sales Tax Credit

Fiscal Year	Sales Tax	Less Non-Capacity Expenditures	Net Available for New Capacity	Total Students	Credit Per Student
2021	\$9,200,000	\$5,428,000	\$3,772,000	28,341	\$133.09
2022	\$9,705,767	\$5,726,403	\$3,979,364	28,994	\$137.25
2023	\$10,266,745	\$6,057,380	\$4,209,365	29,412	\$143.12
2024	\$10,867,461	\$6,411,802	\$4,455,659	29,832	\$149.36
2025	\$11,526,544	\$6,800,661	\$4,725,883	30,163	\$156.68
2026	\$12,082,364	\$7,128,595	\$4,953,769	30,508	\$162.38
2027	\$12,638,185	\$7,456,529	\$5,181,656	30,837	\$168.03
2028	\$13,194,005	\$7,784,463	\$5,409,542	31,262	\$173.04
2029	\$6,874,913	\$4,056,198	\$2,818,714	31,752	\$88.77
TOTAL	\$96,355,984	\$56,850,030	\$39,505,953		\$1,311.72
Discount Rate**					3.06%
Net Present Value					\$1,131.49

School Infrastructure Sales Tax expires Dec 2028, assumed 6 month revenue in arrears in 2029

**Interest rate at which the District has recently or could issue debt

Ad Valorem Capital Millage

The final credit to be applied is the credit for the local capital ad valorem millage for the school district. The State has reduced the maximum millage rate from 2 mills to 1.5 mills. The District had been assessing 1.4 mills but has recently increased the capital millage rate to the 1.5 mill level allowed by State law. The revenue received by the school district from this millage rate is used for both capacity related projects and maintenance, renovation, and repairs. Only the portion of these funds that are available to be used to increase school capacity are applied as a credit towards the impact fee. In order to take the higher property values generated by new construction into consideration, the projected revenues beyond those found in the School District's Work Plan (through 2024) were increased by the average annual increase of the projected ad valorem, as provided in the Work Plan.

The 2020-2021 Five Year Work Plan for the School District displays the forecast for revenues received from the capital ad valorem proceeds that are available for new construction. It also provides the projected expenditure made for capital maintenance and renovation projects. These expenses are subtracted from the total to determine the projected funds available for new construction. Table 16 displays the revenue projections and credit calculation. Future ad valorem payments generate a credit of \$5,100.43 per student station.



Table 16: Capital Outlay Ad Valorem Credit

Fiscal Year	Capital Outlay 1.5 Mills*	COPS, Maint. Repair, Renovation**	Net Available for New Capacity	Total Students***	Credit Per Student
2021	\$18,521,174	\$13,073,447	\$5,447,727	28,341	\$192.22
2022	\$19,539,369	\$14,460,988	\$5,078,381	28,994	\$175.15
2023	\$20,668,714	\$14,418,988	\$6,249,726	29,413	\$212.48
2024	\$21,878,059	\$14,523,988	\$7,354,071	29,831	\$246.52
2025	\$23,204,905	\$14,523,488	\$8,681,417	30,163	\$287.82
2026	\$24,323,867	\$15,007,002	\$9,316,865	30,508	\$305.39
2027	\$25,442,828	\$15,490,515	\$9,952,313	30,837	\$322.74
2028	\$26,561,790	\$15,974,029	\$10,587,761	31,263	\$338.67
2029	\$27,680,752	\$16,457,543	\$11,223,209	31,752	\$353.46
2030	\$28,799,713	\$16,941,056	\$11,858,657	32,239	\$367.84
2031	\$29,918,675	\$17,424,570	\$12,494,105	32,640	\$382.79
2032	\$31,037,637	\$17,908,084	\$13,129,553	33,071	\$397.01
2033	\$32,156,598	\$18,391,597	\$13,765,001	33,502	\$410.87
2034	\$33,275,560	\$18,875,111	\$14,400,449	33,933	\$424.38
2035	\$34,394,522	\$19,358,625	\$15,035,897	34,364	\$437.55
2036	\$35,513,483	\$19,842,138	\$15,671,345	34,795	\$450.40
2037	\$36,632,445	\$20,325,652	\$16,306,793	35,225	\$462.93
2038	\$37,751,407	\$20,809,166	\$16,942,241	35,656	\$475.15
2039	\$38,870,368	\$21,292,679	\$17,577,689	36,087	\$487.09
2040	\$39,989,330	\$21,776,193	\$18,213,137	36,518	\$498.74
TOTAL	\$586,161,196	\$346,874,859	\$239,286,337		\$7,229.21
				Discount Rate**	3.06%
				Net Present Value	\$5,100.43

* 2021-2024 totals from 2020-2021 Work Plan, future years increase by average annual increase

**Bus expense removed from Maintenance, Repair, Renovation expense

***Student projections 2021-2031 from FL COFTE. Projections from 2032 to 2044 use the average annual increase.

Table 17 provides the present value of each of the available credits to provide the total credit that will be applied to the gross capital cost. A total credit of \$7,314.71 per student station has been calculated.

Table 17: Total Credit per Student Station

COPS	SBE Bonds	Sales Tax	Capital Millage	Total
\$1,047.73	\$35.05	\$1,131.49	\$5,100.44	\$7,314.71



6.3 Net Cost per Student Station

Table 18 combines the construction cost, land cost and credits due to provide the net cost per student station. Elementary schools have a net cost of \$18,200 per student station; middle school student stations are \$20,304; and high schools are \$27,674 per student station.

Table 18: Net Cost per Student Station

	Elementary	Middle	High
Building & Equipment	\$23,564.00	\$25,446.00	\$33,052.00
Land	\$917.63	\$1,140.09	\$903.73
Buses & Equipment	\$712.97	\$712.97	\$712.97
Admin & Support Buildings	\$320.39	\$320.39	\$320.39
Cost per Student Station	\$25,514.99	\$27,619.45	\$34,989.09
Credits per Student Station	\$7,314.71	\$7,314.71	\$7,314.71
Net Cost per Student Station	\$18,200.29	\$20,304.75	\$27,674.39

7.0 Student Generation Rates

7.1 Students Per Residential Unit Standard Methodology

The net cost per student station must be converted to a cost per dwelling unit basis. The level of demand each housing unit creates is referred to as the student generation rate. The student generation rate used in this analysis refers to public school students that reside within Santa Rosa County and do not attend a Charter School. This calculation requires that the student generation rate be determined for each housing type, as of May 2020. The School District provided student census data including address and grade. The student data was geocoded and joined with Property Appraiser and County GIS databases to determine the housing type for each student. A total of 26,921 students and addresses were able to be matched to the housing type databases (Table 19). This is a total of 94 percent of the total students that matched with the housing databases. Certain residences are listed as confidential by the Property Appraiser, so no address or land uses were available for these (e.g. judges, police officers, public officials, military households, etc.) and some students do not live in the county, but have parents who teach in Santa Rosa. The student generation rate in this analysis is based upon 94 percent of students that could be matched to housing type. Therefore, the student generation rate calculated is lower than the actual rate, resulting in a conservative calculation.

**Table 19: Students by Housing Type**

	Single Family	TH/Condo	Multifamily	Mobile Home	Students Joined w Housing Data*	Total Students**
Elementary	10,274	106	542	1,365	12,287	13,052
Middle	5,567	67	253	637	6,524	7,042
High	7,081	66	286	677	8,110	8,540
Totals	22,922	239	1,081	2,679	26,921	28,634

*Students Joined is the total number of student profiles successfully joined to Santa Rosa land-use databases

**Total Students provided by School District May 2020 student count

The Santa Rosa County Property Appraiser ran a special report for use in our impact fee calculation. The report provided the current number of housing units by type: single family, condominiums, townhouses, apartments, duplexes, triplexes, quadraplexes, and mobile homes. The unit count for each housing category is provided in Table 20.

Table 20: Total Units by Housing Type

Single Family	TH/Condo	Multifamily	Mobile Home	Total Units
58,338	2,977	4,207	7,394	72,916

Property Appraiser custom report September 1, 2020

Using the student by housing type data and the total housing unit data from the Property Appraiser, the student generation rates for each type of housing unit is calculated in Table 21. The student generation rate for single-family homes is 0.3929 per unit; townhouse and condominiums generate 0.0802 students per unit; multifamily and apartments generate 0.2569 students per unit; and mobile homes generate an average of 0.3623 students per unit.

Table 21: Student Generation Rates by Housing Type

	Single Family	TH/Condo	Multifamily	Mobile Home
Elementary	0.17611	0.03561	0.12883	0.18461
Middle	0.09543	0.02251	0.06014	0.08615
High	0.12138	0.02217	0.06798	0.09156
Totals	0.39292	0.08029	0.25695	0.36232

Calculated using the "joined" student totals and Property Appraiser unit totals.

7.2 Students Per Residential Unit By Regional Districts (Alternative Methodology)

An alternative methodology was brought up by the Court during the recent litigation over the Santa Rosa School impact fee. At issue was that the population profile and residential land use profile of the northern region of the county were significantly different from those of the southern region of the county which is considered to be



more tourist oriented. PFM, using the north south boundary GIS shape file as was used in the April, 2019 impact fee study, proceeded to calculate the student generation rates for both regions (Figure 5).

Figure 5: North-South Boundary

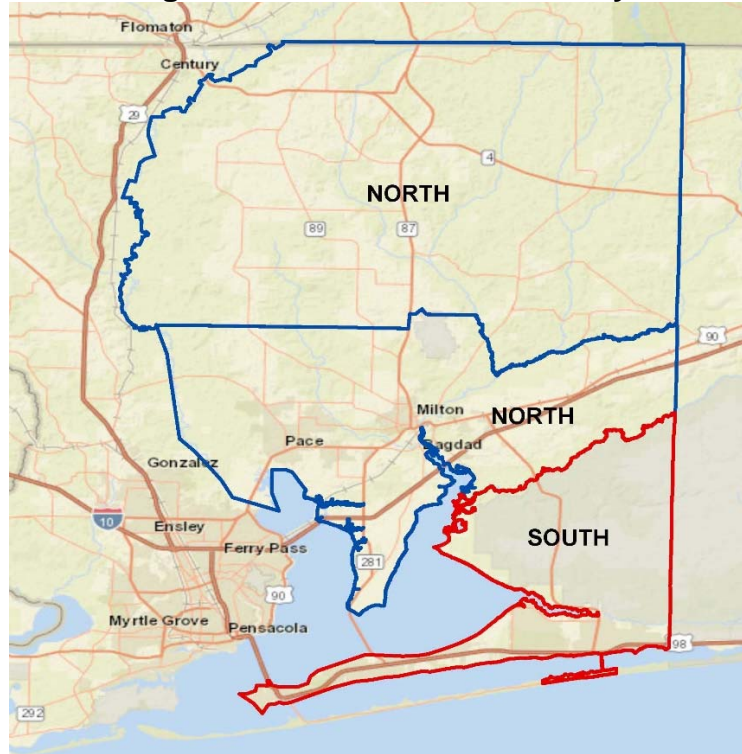


Table 22 provides the overall student generations rates for the north and south regions of Santa Rosa County. The data shows that despite the significant difference in the number of residential units and the number of students, both the north and the south have very similar student generation rates. The overall student generations rates differ by only 0.0089 per unit.

Table 22: North-South Unit and Student Totals

	North	South
Residential Units	40,843	32,073
Students	14,919	12,002
Generation Rate	0.3653	0.3742

PFM took the comparison a step further by calculating the student generation rates for each residential land use, Table 23. The single-family generation rate is slightly lower in the north region (0.0566 per unit), but very similar to that of the south region. Despite the belief that the southern part of the county is primarily tourist-oriented, there are a significant number of residences that are occupied by permanent



residents and that generate large numbers of public school students. Even the dwelling units that are currently used by non-residents can be easily changed to residents with students upon rental or sale of the property.

The townhouse and condominium generations rate differential is slightly larger (0.0928 per unit). The differential is primarily due to the use of townhouses and condominiums as vacation homes and retirement homes that do not generate any students. This differential is also not significant because of the very small number of units in the north at only 106 total units. The south region has 96.4 percent of all the townhouse/condominium development.

The multifamily student generation rate is essentially identical between the north and south with a differential of only 0.0052 per unit.

The mobile home student generation rate shows the largest differential, 0.1082 per unit. This differential is caused primarily by the mobile homes in the south being used by retirees and as vacation homes that do not generate students. The smaller number of mobile homes also lends to the overall potential for differences. The differential is further negated by the fact that mobile home development is not a significant factor in new students. Only 366 mobile homes were developed between 2010 and 2020.

Table 23: North-South Student Generation Rates by Land Use

North	Single Family	TH/Condo	Multifamily	Mobile Home
North Units	33,271	106	2,111	5,355
Students				
Elementary	5,609	11	293	1,084
Middle	3,020	3	127	495
High	3,635	4	117	521
Totals	12,264	18	537	2,100
Students per Unit	0.3686	0.1698	0.2544	0.3922

South	Single Family	TH/Condo	Multifamily	Mobile Home
South Units	25,067	2,871	2,096	2,039
Students				
Elementary	4,665	95	249	281
Middle	2,547	64	126	142
High	3,446	62	169	156
Totals	10,658	221	544	579
Students per Unit	0.4252	0.0770	0.2595	0.2840



The student generation rates between the north and south regions of the county are similar and do not warrant the development of an impact fee based upon regional differences. Further, the open school concept addressed in Section 2.0 shows that student do have the choice of what school to attend and 18 percent do attend schools outside of their school boundary. No other School District in Florida has determined that a school impact fee needs to be based upon regional differences. For these reasons, a regional methodology was not used in this impact fee calculation.

8.0 Net Capital Cost per Housing Unit

The final net impact fee cost per housing unit is calculated using the student generation rates by housing type and the net cost of each student station. Table 24 combines the student station cost information with the student generation data and provides the net capital cost for each housing type.

Table 24: Net Capital Cost by Housing Type

	Elementary	Middle	High	Total
Net Cost per Student Station	\$18,200.29	\$20,304.75	\$27,674.39	
Single Family				
Students per Unit	0.17611	0.09543	0.12138	0.39292
Student Station Cost	\$3,205.25	\$1,937.68	\$3,359.12	\$8,502.05
Townhouse/Condominium				
Students per Unit	0.03561	0.02251	0.02217	0.08029
Student Station Cost	\$648.11	\$457.06	\$613.54	\$1,718.71
Multifamily/Apartments				
Students per Unit	0.12883	0.06014	0.06798	0.25695
Student Station Cost	\$2,344.74	\$1,221.13	\$1,881.30	\$5,447.18
Mobile Homes				
Students per Unit	0.18461	0.08615	0.09156	0.36232
Student Station Cost	\$3,359.96	\$1,749.25	\$2,533.87	\$7,643.08

9.0 School Impact Fee

The maximum allowable impact fee by housing type is provided in Table 25. The recommended fee for each housing type is calculated as the product of: (a) the net capital cost per housing unit from Table 24 and (b) the student generation rate per housing unit from Table 21.



Table 25: Final Impact Fee

	Elementary	Middle	High	Total Impact Fee
Single Family	\$3,205	\$1,938	\$3,359	\$8,502
Townhouse/Condominium	\$648	\$457	\$614	\$1,719
Multifamily/Apartments	\$2,345	\$1,221	\$1,881	\$5,447
Mobile Homes	\$3,360	\$1,749	\$2,534	\$7,643

The School District has elected at this time to not include the capital lease expenses for the buses in the final impact fee calculation. The proposed impact fee without the bus capital expense is provided in Table 26.

Table 26: Final Impact Fee Without the Bus Capital Expense

	Elementary	Middle	High	Total Impact Fee
Single Family	\$3,080	\$1,870	\$3,273	\$8,222
Townhouse/Condominium	\$623	\$441	\$598	\$1,661
Multifamily/Apartments	\$2,253	\$1,178	\$1,833	\$5,264
Mobile Homes	\$3,228	\$1,688	\$2,469	\$7,385

The methodology to calculate the recommended fees demonstrate consistency with the dual rational-nexus test. The student generation rates displayed in Table 20 show the rates based on the most current data.

As discussed in Section 7.3, the generation rates are consistent for the southern and northern sections of the County. These generation rates reflect the increase in demand for school facilities generated by new residential development thereby satisfying the first prong of the test.

The costs for land and capital facilities were also determined based on the most current localized data. The actual cost for a student station in the County was demonstrated to exceed the ceiling allowed by the Department of Education. The fee was based on the lower Department of Education cost. Land costs were based on the most current acquisition costs by the School Board.

The second prong of the test, the special benefit prong, is satisfied for the following reasons. First, impact fees will only be used to provide additional facilities needed to serve the new growth. Second, the specific locations of the new schools planned are based on capital facilities planning by the School Board and the Board's ability to acquire sites. Third, like all school boards in Florida, the Santa Rosa Board routinely modifies its attendance zones to provide the best possible utilization of its facilities. This is particularly true when new facilities are added. Finally, it is important to note that with school choice and other provisions more than 18% of all students attend schools outside of their regular attendance zones. These four factors are consistent with practices across Florida.