

Public Educational Facility Funding Analysis

Santa Rosa County School Board

April 25, 2019

Development Impact Fees

Executive Summary

The Santa Rosa County School District retained Building Livable Communities, Inc. (BLCInc) and James C. Nicholas, PhD to evaluate funding resources to support new capacity required to meet anticipated growth in student enrollment. The study is specifically intended to provide the analytical foundation for the introduction of school impact fees to augment other available revenue sources.

Impact fees are one-time payments used to construct system improvements needed to accommodate new development. An impact fee represents new growth's proportionate share of capital facility needs. Impact fees do have limitations and should not be regarded as the total solution for infrastructure funding needs. Rather, they are one component of a comprehensive portfolio to ensure provision of adequate public facilities needed to serve new development. In contrast to general taxes, impact fees may not be used for operations, maintenance, replacement of infrastructure, or correcting existing deficiencies.

Santa Rosa County expects significant residential growth over the coming decade and with it increased enrollment. To ensure that the Santa Rosa County has adequate capacity to accommodate growth, the school district is considering the introduction of school impact fees.

School impact fees are derived using the incremental approach. This approach determines current level-of-service standards for school buildings (i.e., elementary, middle, and high), portable classrooms, land for school sites, administrative/support facilities, and buses. Level-of-service standards are derived using 2018-2019 permanent capacity and are expressed as follows:

1. School buildings: Student stations by type of school
2. Portable classrooms: Portables per student by type of school
3. Land: Acres per student by type of school
4. Administrative / support facilities: Square feet per student
5. Buses: Buses per student

A credit is included in the impact fee to account for outstanding debt on school improvements and for projected revenue generated by new development. Further detail on the approach, levels of service, costs, and credits is provided in the body of this report.

School impact fees are applied only to residential development and are calculated per housing unit reflecting the proportionate demand by type of unit. The amounts shown are "maximum supportable" amounts based on the methodologies, levels of service, and costs for the capital improvements identified herein. The fees represent the highest amount feasible for each type of applicable development, which represent new growth's fair share of the capital costs as detailed in this report. The County can adopt amounts that are lower than the maximum amounts shown.

Maximum Supportable School Impact Fees

Housing Type (DOR Code)	Elementary	Middle	High	Total
North County				
Single Family (0100)	\$3,354	\$2,017	\$3,115	\$8,487
Mobile Home (0200)	\$3,354	\$1,569	\$2,549	\$7,472
Townhome/Condo (0400)	\$2,959	\$1,121	\$3,965	\$8,045
Multi-Family 2-9 (0800)	\$1,973	\$1,121	\$1,416	\$4,510
Multi Family 10 Plus (0300)	\$2,762	\$1,121	\$1,699	\$5,582
South End				
Single Family (0100)	\$3,551	\$2,242	\$3,965	\$9,758
Mobile Home (0200)	\$2,367	\$1,569	\$1,983	\$5,919
Townhome/Condo (0400)	\$789	\$448	\$1,133	\$2,370
Multi-Family 2-9 (0800)	\$2,170	\$1,345	\$1,983	\$5,498
Multi Family 10 Plus (0300)	\$1,184	\$448	\$566	\$2,198
Districtwide				
Single Family (0100)	\$3,354	\$2,017	\$3,399	\$8,770
Mobile Home (0200)	\$3,156	\$1,569	\$2,266	\$6,991
Townhome/Condo (0400)	\$986	\$448	\$566	\$2,001
Multi-Family 2-9 (0800)	\$2,367	\$1,121	\$1,699	\$5,187
Multi Family 10 Plus (0300)	\$1,775	\$897	\$1,133	\$3,805

Source: Calculated based on stated assumptions

Maximum Supportable School Impact Fees : Composite

Housing Type (DOR Code)	Elementary	Middle	High	Total
North County				
Single Family (100 / 200)	\$3,354	\$2,017	\$3,115	\$8,487
Multi Family (300 / 400 / 800)	\$2,565	\$1,121	\$1,416	\$5,102
South End				
Single Family (100 / 200)	\$3,551	\$2,242	\$3,682	\$9,474
Multi Family (300 / 400 / 800)	\$1,184	\$672	\$1,133	\$2,989
Districtwide				
Single Family (100 / 200)	\$3,354	\$2,017	\$3,399	\$8,770
Multi Family (300 / 400 / 800)	\$1,775	\$897	\$1,416	\$4,088

Source: Calculated based on stated assumptions

Impact Fees in Florida

While there is adopted impact fee legislation in Florida,¹ there is no general enabling act that sets standards for the preparation and use of impact fees. Rather, impact fees evolved through Florida's courts starting in the late 1960's and ultimately were recognized as being within a local government's home rule authority. This method of evolution was perhaps the only option since Florida cities and counties were exploring new issues of governance and government finance following the adoption of the new constitution in 1968, which granted broad home rule authority while requiring authorization by general law for the imposition of taxes. The body of law that came out of this evolutionary process clearly established that:

- Impact Fees are permissible as exercise of the police powers;
- Impact fees cannot exceed a *pro rata* share of the reasonably anticipated costs of expanding facilities required to serve new development;
- Impact fees cannot be imposed or structured to provide a "windfall" to existing residents; and
- Impact fees must satisfy the dual rational nexus between the need for facility improvements and new development.

The Florida Supreme Court, beginning with *Contractors and Builders Association of Pinellas County v City Of Dunedin*, 329 So. 2d 314 (Fla. 1976), dealt first with the conditions under which impact fees may be utilized and then with the amounts that may be charged as impact fees. In *Dunedin* the Florida Supreme Court wrote:

Raising expansion capital by setting connection charges, which do not exceed a pro rata share of reasonably anticipated costs of expansion, is permissible where expansion is reasonably required, if use of the money collected is limited to meeting the costs of expansion. Users 'who benefit especially, not from the maintenance of the system, but by the extension of the system . . . should bear the cost of that extension.'" (citations omitted)

The *Dunedin* court also makes clear that such charges, now known as impact fees, are not unlimited. Extending their rationale:

[T]he cost of new facilities should be borne by new users to the extent new use requires new facilities, but only to that extent. When new facilities must be built in any event, looking only to new users for necessary capital gives old users a windfall at the expense of new users.

New users can be held responsible only for the costs attributable to new use and not for other costs, especially any charge that would yield a "windfall" to the existing community.

[W]e discern the general legal principle that reasonable dedication or impact fee requirements are permissible so long as they offset needs sufficiently attributable to the subdivision and so long as the funds collected are sufficiently earmarked for the substantial benefit of the subdivision residents. In order to satisfy these requirements, the local government must demonstrate a reasonable connection, or rational nexus, between the need for additional capital facilities and the growth in population generated by the subdivision. In

¹ See 163..31801, *Florida Statutes*.

addition, the government must show a reasonable connection, or rational nexus, between the expenditures of the funds collected and the benefits accruing to the subdivision. In order to satisfy this latter requirement, the ordinance must specifically earmark the funds collected for use in acquiring capital facilities to benefit the new residents.

The *Hollywood Inc.* Court provides the principles of the Dual Rational Nexus Test. Specifically, that:

- The local government must demonstrate a reasonable connection, or rational nexus, between the need for additional capital facilities and the growth generated by the development being charged the impact fees, and
- The government must specifically earmark the funds collected for use in acquiring capital facilities to benefit the development charged the impact fees.

The paramount issue with respect to impact fees is nexus. There must be a nexus² between new development and the need to expand infrastructure. The establishment of a nexus begins with the levels of service. The second crucial issue is the identification of a *pro rata* share of the cost of expanding that infrastructure. This is to be accomplished in the consultant's report.

During the 2006 session, an act was passed by the Florida Legislature and signed into law by the Governor that dealt with impact fees.³ The only portions of this act that deal with the calculation of impact fees are the requirements that calculation of impact fees be based on the most recent and localized data. Specifically:

- Impact fees adopted must be based upon the establishment of a nexus between new development and the need to expand infrastructure;
- The calculation of impact fees must use the most recent and localized data; and
- The resulting impact fees may be no more than a *pro rata* share of the reasonably anticipated cost of expanding that infrastructure.

Development impact fees have become a commonly used source of revenue to supplement available means of funding capital facility improvements needed to accommodate new development. Impact fees grew out of two rather commonly held notions:

1. Generally, new development does not pay the cost of capital facilities needed to accommodate the residents and businesses from standard sources of revenue, and
2. It would be inequitable to impose the cost of extending facilities to new developments on existing residents and taxpayers.

² In *Nollan v California Coastal Commission* (107 S. Ct. 3141, 1987), Justice Scalia characterized a nexus as "essential."

³ "The Florida Impact Fee Act," 163.31801, Florida Statutes.

In Florida, both the courts⁴ and the Florida Statutes⁵ acknowledge local governments' authority to impose equitable impact fees. Impact fees are not taxes and are governed by a standard that has become known as the "dual rational nexus test." This test has two major components:

1. That the facilities to be charged to new development as impact fees must be needed to serve that new development, and
2. That the funds collected as impact fees must be earmarked and spent for the purposes for which they were collected.

Implied in this test is that any impact fee cannot exceed a *pro rata* or proportionate share of the anticipated costs of providing new developments with capital facilities.

Impact fees, as they have been used in Florida, shift a part of the cost of providing additional public facilities that are required to meet the needs of new developments to those new developments. In order that impact fees comply with legal and ethical standards, such fees must be reasonable. This reasonableness extends to the amount of any impact charges as well as the manner in which such charges are developed. This study will set out how impact fees applicable for Santa Rosa County were developed. In this manner, the community of Santa Rosa County can determine for itself whether they are reasonable.

⁴ See *Hollywood, Inc. v. Broward County*, 431 So. 2d 606 (Fla. 4th DCA 1983). In this opinion the Court observed: *[W]e discern the general legal principle that reasonable dedication or impact fee requirements are permissible so long as they offset needs sufficiently attributable to the subdivision and so long as the funds collected are sufficiently earmarked for the substantial benefit of the subdivision residents.*

⁵ See Section 163.3202(3), Florida Statutes.

Historic Enrollment

Table 1 shows enrollment in the Santa Rosa County public school system from 2007-08 to 2017-18. Over this period enrollment has increased by 2,110, which equates to 211 students per year.

Table 1: 10 Year Historical Enrollment

Actual COFTE Enrollment				
School Year	Elementary (K-5)	Middle (6-8)	High (9-12)	Total (K-12)
2007-08	11,370	5,805	7,520	24,695
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	24,561
2011-12	11,461	6,057	7,117	24,635
2012-13	11,539	6,035	6,932	24,505
2013-14	11,595	6,077	7,137	24,809
2014-15	11,800	6,040	7,479	25,318
2015-16	11,840	6,172	7,587	25,599
2016-17	12,215	6,317	7,754	26,285
2017-18	12,388	6,606	7,811	26,805
10 Yr Increase	1,018	801	291	2,110
10 Yr % Increase	9.0%	13.8%	3.9%	8.5%
Avg Annual Increase	102	80	29	211

Population and Housing

The Bureau of Economic and Business Research (BEBR) at the University of Florida annually generates 25 year population projections for the State and for Florida counties. The most recent projections (2018) for Santa Rosa County are shown in Table 2.

Table 2: Santa Rosa County 2018 – 2045 Population Projections

	2010	2017	2020	2025	2030	2035	2040	2045
Population	151,372	170,835						
School Age (5-17)	27,012	28,439						
BEBR Medium								
Population	1.9% Annual Growth Rate		182,141	199,930	215,518	228,496	239,911	250,891
School Age (5-17)			29,720	32,252	34,980	37,489	39,409	40,550

Source: Bureau of Economic & Business Research, University of Florida

As indicated by Table 2, the medium projection represents an annual growth rate of 1.93% through 2025 and 1.75% through 2030.

The housing counts shown in Table 3 are derived from GIS data maintained by the Santa Rosa County Property Appraiser. Housing types correspond to Florida Department of Revenue (DOR Code) classifications for housing type.

Table 3: 2018 Housing Units in Santa Rosa County by Type

Single Family	Mobile Home	TH/ Condo	Multi Family 2-9	Multi Family 10 +	Total
Districtwide					
58,032	8,882	2,156	1,967	2,654	73,691
North County					
32,999	6,510	65	1,027	1,179	41,780
South End					
25,033	2,372	2,091	940	1,475	31,911

Source: Santa Rosa County Property Appraiser / GIS Data August 2018

Public School Student Generation

To understand the student generation characteristics of the various housing types, student addresses were geo-coded and compared to the addresses of each housing unit within Santa Rosa County. The results are shown by Table 4.

Table 4: Public School Students in Santa Rosa County by Housing Unit Type

Students	Housing Type				
	Single Family	Mobile Home	TH/ Condo	Multi Family 2-9	Multi Family 10+
Districtwide					
Elementary (K-5)	10,025	1,394	101	237	246
Middle (6-8)	5,490	647	53	107	94
High (9-12)	7,150	746	90	114	103
Total (K-12)	22,665	2,787	244	458	443
North County					
Elementary (K-5)	5,487	1,118	10	129	164
Middle (6-8)	2,962	485	3	47	60
High (9-12)	3,682	584	9	50	70
Total (K-12)	12,131	2,187	22	226	294
South End					
Elementary (K-5)	4,538	276	91	108	82
Middle (6-8)	2,528	162	50	60	34
High (9-12)	3,468	162	81	64	33
Total (K-12)	10,534	600	222	232	149

Source: Santa Rosa County School District, August 2018 / Geocoding of student addresses by DRMP

The relationship of student generation to housing type is shown by the "*Student Generation Multiplier (SGM)*". The *SGM* is derived by merging the data shown by Tables 3 and 4. The result is shown by Table 5.

Table 5: Student Generation Multipliers		
	Single Family (100 / 200)	Multi Family (300 / 400 / 800)
Districtwide		
Elementary (K-5)	0.17	0.09
Middle (6-8)	0.09	0.04
High (9-12)	0.12	0.05
Total (K-12)	0.38	0.17
North County		
Elementary (K-5)	0.17	0.13
Middle (6-8)	0.09	0.05
High (9-12)	0.11	0.05
Total (K-12)	0.36	0.24
South End		
Elementary (K-5)	0.18	0.06
Middle (6-8)	0.10	0.03
High (9-12)	0.13	0.04
Total (K-12)	0.41	0.13

Source: Calculation by BLCINC

The composite student generation multipliers shown in Table 5 represent a consolidation of housing types that show similar student generation characteristics. Single Family (DOR Code 100) is combined with Mobile Home (DOR Code 200). Townhomes / Condos (DOR Code 400), Multi-family - 10 plus (DOR Code 300) and Multi-family 2-9 (DOR Code 800) are likewise combined.

Enrollment Projections

The Florida Department of Education (FDOE) annually publishes student enrollment projections known as COFTE projections. These projections provide the foundation for school planning throughout the state. The ten -year projection published in July of 2018 is shown in Table 6.

Table 6: 10 Year Projected COFTE Enrollment

COFTE Enrollment Projection				
School Year	Elementary (K-5)	Middle (6-8)	High (9-12)	Total (K-12)
2018-19	12,512	6,701	7,988	27,201
2019-20	12,563	6,920	8,047	27,530
2020-21	12,693	6,988	8,237	27,919
2021-22	13,008	6,980	8,418	28,406
2022-23	13,271	6,926	8,618	28,815
2023-24	13,426	7,023	8,838	29,287
2024-25	13,667	7,201	8,785	29,653
2025-26	13,911	7,358	8,822	30,092
2026-27	14,182	7,392	8,927	30,502
2027-28	14,425	7,537	8,985	30,946
2028-29	14,686	7,659	9,173	31,518
10 Yr Increase	2,174	958	1,185	4,317
10 Yr % Increase	17.4%	14.3%	14.8%	15.6%
Avg Annual Increase	217	96	118	432

Source: Santa Rosa County School Board, Florida Dept of Education ,2018-19 COFTE Projection

For a variety of reasons, the COFTE projections have tended to lag behind actual development trends. For comparison purposes, Table 7 is provided to show student enrollment corresponding to a 1.9% annual growth rate (medium BEBR).

Table 7: Projected 10 Year Enrollment @ BEBR Medium Annual Growth Rate (1.9%)

1.9% Enrollment Projection				
School Year	Elementary (K-5)	Middle (6-8)	High (9-12)	Total (K-12)
2018-19	12,690	6,745	8,485	27,920
2019-20	12,938	6,877	8,651	28,466
2020-21	13,192	7,012	8,821	29,025
2021-22	13,450	7,149	8,994	29,593
2022-23	13,713	7,289	9,171	30,173
2023-24	13,982	7,432	9,351	30,765
2024-25	14,256	7,578	9,535	31,369
2025-26	14,535	7,727	9,722	31,984
2026-27	14,820	7,878	9,913	32,611
2027-28	15,110	8,033	10,107	33,250
2028-29	15,406	8,190	10,306	33,902
10 Yr Increase	2,716	1,445	1,821	5,982
10 Yr % Increase	21%	21%	21%	21%
Avg Annual Increase	2.1%	2.1%	2.1%	2.1%

Source: Santa Rosa County School Board, Projection by BLCINC

Capacity Needs

Capacity needs are documented by the 2018-19 Five Year District Facilities Plan adopted by the Santa Rosa County School District on October 1, 2018. The planned school capacity utilization for elementary, middle and high schools are summarized by Tables 8, 9 and 10 respectively

Table 8: Planned Elementary School Capacity Utilization (COFTE)

School Year	Enrollment	Permanent Student Stations	Utilization
Districtwide			
2018-2019	12,512	14,004	89%
2022-2023	13,271	14,136	94%
2027-2028	14,424	14,136	102%
North County			
2018-2019	7,191	8,597	84%
2022-2023	7,787	8,100	96%
2027-2028	8,464	8,100	104%
South End			
2018-2019	5,321	5,407	98%
2022-2023	5,484	5,986	92%
2027-2028	5,960	5,986	100%

Source: Santa Rosa County School District, 2018-19 Five Yr District Facilities Plan

Table 9: Planned Middle School Capacity Utilization (COFTE)

School Year	Enrollment	Permanent Student Stations	Utilization
Districtwide			
2018-2019	6,701	7,537	89%
2022-2023	6,926	7,837	88%
2027-2028	7,537	7,837	96%
North County			
2018-2019	3,657	4,363	84%
2022-2023	3,726	4,233	88%
2027-2028	4,055	4,233	96%
South End			
2018-2019	3,044	3,174	96%
2022-2023	3,200	3,604	89%
2027-2028	3,482	3,604	97%

Source: Santa Rosa County School District, 2018-19 Five Yr District Facilities Plan

Table 10: Planned High School Capacity Utilization (COFTE)

School Year	Enrollment	Permanent Student Stations	Utilization
Districtwide			
2018-2019	7,988	8,720	91%
2022-2023	8,618	8,416	102%
2027-2028	8,984	8,416	107%
North County			
2018-2019	4,308	4,956	87%
2022-2023	4,741	4,675	101%
2027-2028	4,942	4,675	106%
South End			
2018-2019	3,680	3,789	97%
2022-2023	3,877	3,741	104%
2027-2028	4,042	3,741	108%

Source: Santa Rosa County School District, 2018-19 Five Yr District Facilities Plan

Facility Cost

To adequately plan for future capacity and specifically to support school impact fees, the cost of providing new capacity must to documented

Construction Cost

Santa Rosa County projected school facility construction costs are shown in Table 11. The "Cost per Station" represents a maximum cost per student station permitted by the State.

Table 11: Construction Cost per Student Station

	Elementary	Middle	High
Cost per Station	\$22,870	\$24,697	\$32,080
Total Student Stations	14,594	7,625	9,192
Permanent Stations	14,004	7,537	8,720
Relocatables	590	88	472
% Permanent Stations	96.0%	98.8%	94.9%
Weighted Cost per Student Station	\$21,955	\$24,401	\$30,444

Source: Florida Dept of Education, Cost Estimates December 2018, SRCSB 2018-19 Five Year District Facilities Work Program

Land Cost

The number of student stations and the acres of land used for schools are shown in Table 12. The District is maintaining a ratio 892 square feet of land area per student station. At an acquisition cost of \$35,000 per acre, the land cost per station is \$717 per student station. Note may be taken that many of the properties received by the District are donations. In the event that future donations occur, the donor may receive a credit against educational impact fees for the reasonable value of those donations.

Table 12: Land Cost

	Elementary	Middle	High	Total
Acres devoted to schools	250	187	182	620
Permanent Student Stations	14,004	7,537	8,720	30,261
Acres per Student Station	0.018	0.025	0.021	0.020
Sq Ft of Land per Station	779	1,080	911	892
Cost per Acre	\$35,000	\$35,000	\$35,000	\$35,000
Land Cost per Student Station	\$626	\$868	\$732	\$717

Administrative / Support Facility Cost

Administrative and support facility costs to serve new students are shown in Table 13.

Table 13: Administrative / Support Facility Costs

Facility	Building (sf)	Land (ac)
Berryhill Administrative Complex	30,447	3.1
Dillon Center	41,771	9.0
Canal Street Office	22,807	1.5
Maintenance Facility	61,197	10.3
Total	156,222	23.9
Level of Service		
2018 Student Stations		30,261
Admin / Support sf per Student Station		5.2
Admin / Support Construction Cost per sq ft		\$178
Admin / Support Construction Cost per Student Station		\$919
Admin / Support Land sf per Student Station		\$34.40
Land Value per sf		\$0.80
Land Value per Student Station		\$40
Total Admin / Support Cost per Student Station		\$959

Source: Santa Rosa County School District

Bus Cost

The capital cost of providing buses to serve new students is shown by Table 14

Table 14: Bus Cost

<i>Type</i>	<i>Units</i>	<i>Cost per Unit</i>	<i>Total Value</i>
Full Size Bus	212	\$100,000	\$21,200,000
Wheelchair Bus	35	\$90,000	\$3,150,000
Total	247		\$24,350,000
Level of Service			
Student Stations			30,261
Buses per Student Station			0.008
Average Cost per Bus			\$98,583
Bus Cost per Student Station			\$805

Source: Santa Rosa County School District

Summary of Capital Cost

All capital cost associated with new enrollment is summarized in Table 15.

Table 15: Summary of Capital Costs

Component	Elementary	Middle	High
2018 Permanent Student Stations	14,004	7,537	8,720
School Buildings			
Capital Cost per Student Station	\$22,870	\$24,697	\$32,080
% Permanent Facilities	96.0%	98.8%	94.9%
Weighted Cost per Student Station	\$21,955	\$24,401	\$30,444
Land			
Acres per Student Station	0.018	0.025	0.021
Capital Cost per Acre	\$35,000	\$35,000	\$35,000
Cost per Student Station	\$626	\$868	\$732
Administrative / Support Facilities			
Sf per Student Station	5.2	5.2	5.2
Capital Cost per sf	\$178	\$178	\$178
Cost per Student Station	\$959	\$959	\$959
Buses			
Buses per Student Station	0.009	0.009	0.009
Capital Cost per Bus	\$98,583	\$98,583	\$98,583
Cost per Student Station	\$805	\$805	\$805
Capital Cost per Student Station	\$24,345	\$27,044	\$32,940
Capital Cost per Student Station wo Admin / Bus	\$22,581	\$25,280	\$31,176

Credits

New development will continue to support a portion of the cost of providing new capacity through the payment of state and local taxes. These payments must be credited against the proportionate share of school capacity for new residential development

State Funding

The State of Florida provides capital funds to all school districts. Table 16 shows the anticipated state capital funding for the next five years. This amounts to an average of \$23 per student per year. It will be expected that future state funding will continue at this level for the next 20 years. A State Funding Credit is calculated by taking the present value of \$23 for 20 years at a discount rate of 3.23%. The 3.23% discount rate is the average long term rate for state and local governments as reported by the Federal Reserve System (September 2018). This State Funding Credit will be deducted from the per student station cost to get the local cost per student station.

Table 16: State Capital Funds

Fund	Fiscal Year					Totals
	2018-19	2019-20	2020-21	2021-22	2022-23	
CO & DS	\$685,864	\$685,864	\$685,864	\$685,864	\$685,864	\$3,429,320
PECO New Const	\$0	\$0	\$0	\$0	\$0	\$0
Totals	\$685,864	\$685,864	\$685,864	\$685,864	\$685,864	\$3,429,320
Student Stations	30,261	30,261	30,261	30,261	30,261	
Per Student Station	\$23.0	\$23.0	\$23.0	\$23.0	\$23.0	
Present Value						
Years						20
Discount Rate						3.23%
Credit per student station						\$330

Source: Santa Rosa County School District 2018-19 Five Yr District Facilities Plan

Local Funding

The Santa Rosa County School District has incurred debt to pay the capital costs of the past. Table 17 summarizes this outstanding debt. The outstanding debt Of \$1,066 per student station is subtracted from total cost in calculating net cost per student station.

Table 17: Outstanding Debt

<i>Issue Type</i>	<i>Amount Outstanding</i>
District Bonds	\$0
General Obligation Bonds	\$1,731,098
COPs	\$30,529,228
Totals	\$32,260,326
2018 Student Stations	30,261
Per Student Station	\$1,066

Source: Santa Rosa County School District

All school districts are authorized to impose an ad Valorem tax of \$1.50 per \$1,000 of taxable value (1.5 mills) for capital improvements. This is known as the Capital Improvement Tax

(CIT). Santa Rosa County imposes 1.4 mill. Current and projected revenues are shown by Table 18.

Table 18: Capital Improvement Tax (CIT)

	2018 – 2019 Actual Value	2019 - 2020 Projected	2020 - 2021 Projected	2021 - 2022 Projected	2022 - 2023 Projected	Total
Non-exempt property assessed valuation	\$10,655,143,028	\$11,141,948,650	\$11,872,858,565	\$12,686,510,084	\$13,522,485,103	\$59,878,945,430
The Millage projected for discretionary capital outlay	1.4	1.4	1.4	1.4	1.4	
Full value of the 1.50-Mill discretionary capital outlay	\$17,900,640	\$18,718,474	\$19,946,402	\$21,313,337	\$22,717,775	\$100,596,628
Value of the portion of the 1.50 -Mill ACTUALLY levied	\$14,320,512	\$14,974,779	\$15,957,122	\$17,050,670	\$18,174,220	\$80,477,303
Non-exempt residential property assessed valuation	\$9,010,344,333	\$9,422,000,403	\$10,040,082,009	\$10,727,712,927	\$11,434,613,401	\$42,990,209,340
COFTE Projection	27,201	27,530	27,919	28,406	28,815	
Taxable Residential Value per Student	\$331,250	\$342,245	\$359,615	\$377,657	\$396,829	
Annual % Increase		3.3%	5.1%	5.1%	5.1%	

Source: Santa Rosa County School District 2018-19 Five Yr District Facilities Plan, Santa Rosa County Property Appraiser 2018 GIS Data

Table 19 shows the commitment of Santa Rosa County School District's CIT funds from the current Five Yr District Facilities Plan. Only 5.9% of these funds are available for additions to student capacity. The majority of funds are committed to the maintenance and repair of existing facilities and to paying for past capital costs. This leaves very little to pay future cost. Nevertheless, the CIT and the ½ cent Sales Tax surcharge are imposed and some of these funds are available for capacity expansion and credit is due for such payments. This also will be subtracted from total cost in calculating net cost per student station.

Table 19: Allocation of CIT Funds

	5 Year Total	% of Total
Actual Levied value (Revenue)	\$80,477,303	100.0%
Maintenance, Repair, & Renovation (HVAC, Flooring, Roofing, Safety-to-Life, Fencing, Parking, Electrical, Fire Alarm, Telephone, Intercom, Security Cameras/Access Control, Painting, etc)	\$13,730,300	17.1%
Maintenance/Repair Salaries	\$0	0.0%
School Bus Purchases/Lease	\$12,020,450	14.9%
Other Vehicle Purchases	\$0	0.0%
Capital Outlay Equipment (School Technology, Computer Upgrades, Furniture, Fixtures, & Equipment)	\$7,700,000	9.6%
Rent/Lease Payments	\$0	0.0%
COP Debt Service	\$26,944,347	33.5%
Rent/Lease Relocatables	\$1,495,000	1.9%
Environmental Problems (Drainage, Retention Ponds, NWFMD/DEP/EPA/Corps Permitting, etc)	\$720,000	0.9%
s.1011.14 Debt Service	\$0	0.0%
Special Facilities Construction Account	\$0	0.0%
Premiums for Property Casualty Insurance	\$4,397,000	5.5%
Qualified School Construction Bonds (QSCB)	\$0	0.0%
Qualified Zone Academy Bonds (QZAB)	\$0	0.0%
Other paving (basketball, track, etc)	\$300,000	0.4%
Restroom Renovations	\$200,000	0.2%
Maint of Walkways/ Awnings	\$400,000	0.5%
Whiteboards/Projection Screens/Smart Boards	\$200,000	0.2%
Technology Plan / Infrastructure	\$5,000,000	6.2%
Cabinets (District-wide Replacements)	\$300,000	0.4%
Relocating of Portables (Utilities, awnings, sidewalks, etc)	\$625,000	0.8%
Repair of Security Alarms	\$100,000	0.1%
Classroom Renovations (STEAM upgrades)	\$300,000	0.4%
Repair / Replace Doors / Windows	\$325,000	0.4%
Playground / PE Improvements	\$865,000	1.1%
Sub-Total	\$75,742,127	94.1%
Available for Projects	\$4,735,182	5.9%

Source: Santa Rosa County School 2018-19 District Five YR District Facilities Plan

In addition to the CIT, the school district receives other revenues that may be used for capital improvements and maintenance most notably the proceeds from the ½ cent sale tax surcharge. These revenues are shown by Table 20.

Table 20: Additional Revenue

	2018 - 2019 Actual Value	2019 - 2020 Projected	2020 - 2021 Projected	2021 - 2022 Projected	2022 - 202 Projected	Total
Proceeds from 1/2 cent sales surtax	\$8,590,000	\$8,600,000	\$8,600,000	\$8,600,000	\$8,600,000	\$42,990,000
Other Additional Revenue (Local Capital Improvement Fund, Fund Balance Carryforward 5% Strategic Goal)	\$2,514,327	\$2,553,211	-\$11,951	-\$454,789	\$634,835	\$5,235,633
Total Additional Revenue	\$11,104,327	\$11,153,211	\$8,588,049	\$8,145,211	\$9,234,835	\$48,225,633

Source: Santa Rosa County School District 2018-19 Five Yr District Facilities Plan

Table 21 provides a summary of all revenues available for the expansion and maintenance of the district's capital facilities.

Table 21: Total Revenue Summary

	2018 - 2019 Actual Value	2019 - 2020 Projected	2020 - 2021 Projected	2021 - 2022 Projected	2022- 2023 Projected	Total
Local 1.5 Mill Discretionary Capital Outlay Revenue	\$14,320,512	\$14,974,779	\$15,957,122	\$17,050,670	\$18,174,220	\$80,477,303
PECO and 1.5 Mill Maint and Other Recurring Expenditures (Table 19 Sub-Total)	(\$17,580,703)	(\$14,915,356)	(\$14,915,356)	(\$14,915,356)	(\$13,415,356)	(\$75,742,127)
PECO Maintenance Revenue	\$428,734	\$428,734	\$428,734	\$428,734	\$428,734	\$2,143,670
Available 1.50 Mill for New Construction	(\$3,260,191)	\$59,423	\$1,041,766	\$2,135,314	\$4,758,864	\$4,735,176
CO & DS Revenue	\$685,864	\$685,864	\$685,864	\$685,864	\$685,864	\$3,429,320
PECO New Construction Revenue	\$0	\$0	\$0	\$0	\$0	\$0
Total State Revenue	\$685,864	\$685,864	\$685,864	\$685,864	\$685,864	\$3,429,320
Proceeds from 1/2 cent sales surtax	\$8,590,000	\$8,600,000	\$8,600,000	\$8,600,000	\$8,600,000	\$42,990,000
Local Capital Improvement Fund	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$500,000
Fund Balance Carried From Prior Year	\$5,047,681	\$2,633,354	\$180,143	\$292,094	\$846,883	\$9,000,155
Fund Balance Carried Forward to Next Year	(\$2,633,354)	(\$180,143)	(\$292,094)	(\$846,883)	(\$312,048)	(\$4,264,522)
Total Additional Revenue	\$11,104,327	\$11,153,211	\$8,588,049	\$8,145,211	\$9,234,835	\$48,225,633
Total Available for Projects	\$8,530,000	\$11,898,498	\$10,315,679	\$10,966,389	\$14,679,563	\$56,390,129
Funded Capacity Related	\$0	\$216,000	\$1,243,604	\$4,334,227	\$5,534,211	\$11,328,042
Funded Non Capacity Related (In Plant Survey)	\$4,350,000	\$11,652,498	\$9,042,075	\$6,602,162	\$9,115,352	\$40,762,087
Funded Non Capacity Related (Not In Plant Survey)	\$4,180,000	\$30,000	\$30,000	\$30,000	\$30,000	\$4,300,000
% Available for New Capacity	0.00%	1.82%	12.06%	39.52%	37.70%	20.09%

Source: Santa Rosa County School District 2018-19 Five Yr District Facilities Plan

The Capital Improvement Tax (CIT) is a property tax that can be used for a variety of purposes, including the expansion of capacity. As shown above, only 5.9% of this tax is available for capital capacity expansion. The calculation of the CIT credit is shown by Table 22.

Table 22 CIT Credit

Component	Amount
CIT Rate	1.4
% Available for Capacity	5.9%
Actual Levied Tax / Student Station	\$473
Discount Rate	3.23%
Taxable Value Escalation	3.00%
Period	20
CIT Credit / Student Station	\$9,240
CIT Credit / Student Station Available for Capacity	\$544

Source: Calculation by BLCINC based on stated assumptions

Table 23 shows the calculation of the Sale Tax credit. Sales tax revenues are projected to escalate at 3% per year with 20.1% of these revenues available for new capacity. Over a 20 year period, the present worth of the ½ cent sales tax is calculated to be \$913 per student station.

Table 23 Sales Tax Credit

Component	Amount
2018 Sales Tax Proceeds	\$8,600,000
2018 Sales Tax Proceeds / Student Station	\$284
% Available for Capacity	20.1%
Discount Rate (includes risk premium)	5.23%
Sales Tax Escalation per yr	3.00%
Period (Years)	20
Sale Tax Credit per Student Station	\$4,545
Adjusted Sale Tax Credit per Student Station (20.1%)	\$913

Source: Calculation by BLCINC based on stated assumptions

Impact Cost

Table 24 summarizes the net cost per student for the purposes of developing a maximum supportable impact fee.

Table 24 Net Cost per Station

Component	Elementary	Middle	High
Construction Cost per Student Station	\$22,870	\$24,697	\$32,080
% Permanent Stations	96.0%	98.8%	94.9%
Weighted Construction Cost per Student Station	\$21,955	\$24,401	\$30,444
Land Cost per Student Station	\$626	\$868	\$732
Total Cost per Student Station	\$22,581	\$25,269	\$31,176
Credit for Outstanding Debt	\$1,066	\$1,066	\$1,066
State Credit	\$330	\$330	\$330
CIT Credit	\$544	\$544	\$544
Sales Tax Credit	\$913	\$913	\$913
Net Impact Cost	\$19,728	\$22,415	\$28,323

Source: Calculated based on stated assumptions

Table 25 shows the “maximum supportable” school impact fee.

Table 25 Net Cost per Dwelling Unit

Housing Type (DOR Code)	Elementary	Middle	High	Total
North County				
Single Family (0100)	\$3,354	\$2,017	\$3,115	\$8,487
Mobile Home (0200)	\$3,354	\$1,569	\$2,549	\$7,472
Townhome/Condo (0400)	\$2,959	\$1,121	\$3,965	\$8,045
Multi-Family 2-9 (0800)	\$1,973	\$1,121	\$1,416	\$4,510
Multi Family 10 Plus (0300)	\$2,762	\$1,121	\$1,699	\$5,582
South End				
Single Family (0100)	\$3,551	\$2,242	\$3,965	\$9,758
Mobile Home (0200)	\$2,367	\$1,569	\$1,983	\$5,919
Townhome/Condo (0400)	\$789	\$448	\$1,133	\$2,370
Multi-Family 2-9 (0800)	\$2,170	\$1,345	\$1,983	\$5,498
Multi Family 10 Plus (0300)	\$1,184	\$448	\$566	\$2,198
Districtwide				
Single Family (0100)	\$3,354	\$2,017	\$3,399	\$8,770
Mobile Home (0200)	\$3,156	\$1,569	\$2,266	\$6,991
Townhome/Condo (0400)	\$986	\$448	\$566	\$2,001
Multi-Family 2-9 (0800)	\$2,367	\$1,121	\$1,699	\$5,187
Multi Family 10 Plus (0300)	\$1,775	\$897	\$1,133	\$3,805

Source: Calculated based on stated assumptions

Table 26: Maximum Supportable School Impact Fees: Composite

Housing Type (DOR Code)	Elementary	Middle	High	Total
North County				
Single Family (100 / 200)	\$3,354	\$2,017	\$3,115	\$8,487
Multi Family (300 / 400 / 800)	\$2,565	\$1,121	\$1,416	\$5,102
South End				
Single Family (100 / 200)	\$3,551	\$2,242	\$3,682	\$9,474
Multi Family (300 / 400 / 800)	\$1,184	\$672	\$1,133	\$2,989
Districtwide				
Single Family (100 / 200)	\$3,354	\$2,017	\$3,399	\$8,770
Multi Family (300 / 400 / 800)	\$1,775	\$897	\$1,416	\$4,088

Source: Calculated based on stated assumptions

Comparisons

Table 27 shows public educational or school impact fees around the state of Florida. As of 2012, 36 out of the 67 counties imposed school impact fees. Of these counties, 8 had suspended school impact fees in response to the 2008 recession..

Table 27: Comparison of School Impact Fees in Florida

County	2011 Fee	2012 Fee	Status
Gilchrist	\$750.00	\$750.00	
Levy		\$817.00	
Bradford	\$1,000.00	\$1,000.00	
Baker	\$1,500.00	\$1,500.00	
Columbia	\$1,500.00		Suspended
Indian River	\$1,755.96	\$1,755.96	
Broward	\$1,844.00	\$6,044.00	
Polk	\$2,032.00	\$4,160.00	
Sarasota	\$2,032.00	\$2,032.00	
Miami/Dade	\$2,448.00	\$2,448.00	
Citrus	\$3,107.37	\$1,936.00	
Hernando	\$3,360.00		Suspended
Flagler	\$3,600.00	\$3,600.00	
Nassau	\$3,726.00	\$3,726.00	
St. Johns	\$5,816.10	\$5,779.00	
Marion	\$3,967.00		Suspended
Palm Beach	\$3,997.92	\$3,997.92	
Hillsborough	\$4,000.00	\$4,000.00	
Lee	\$4,309.00	\$3,924.00	
Glades	\$4,322.00		Suspended
Putnam	\$4,347.00		Suspended
Pasco	\$4,356.00	\$4,828.00	
Brevard	\$4,445.40	\$4,445.40	
DeSoto	\$4,562.00		Suspended
Seminole	\$5,000.00	\$5,000.00	
Hendry	\$5,100.63	\$2,550.32	
St Lucie	\$5,447.00	\$5,826.00	
Martin	\$5,567.39	\$5,567.39	
Highlands	\$5,801.00		Suspended
Volusia	\$6,066.00	\$6,066.00	
Manatee	\$6,350.00	\$6,572.00	
Clay	\$7,034.00	\$7,034.00	
Lake	\$9,324.00		Suspended
Collier	\$10,099.00	\$5,378.00	
Osceola	\$10,270.00	\$8,742.00	
Orange	\$12,420.00	\$6,525.00	
Median	\$4,322.00	\$4,080.00	
Average	\$4,607.34	\$4,143.00	

Appendix A: Facility Profiles

Table A1: Santa Rosa County Elementary Schools

Facility	Building Sq Ft	Relocatable Student Stations	Acreage	2018-19 Enrollment	Student Stations	Utilization
North County						
BAGDAD	74,586	0	4.3	442	579	76.34%
BERRYHILL	114,705	0	20.8	852	913	93.32%
CHUMUCKLA (K-5)	52,797	54	6.3	292	317	92.11%
CENTRAL SCHOOL (K-5)	28,696	0	10.8	173	190	91.05%
DIXON PRIMARY	102,713	72	13.6	820	781	104.99%
DIXON INTERMEDIATE	116,721	0	19.7	884	903	97.90%
EAST MILTON	120,014	0	10.6	695	988	70.34%
JACKSON ESE	50,842	0	2.0	195	264	73.86%
JAY (K-5)	73,412	18	10.0	435	724	60.08%
PEA RIDGE	112,760	18	12.3	803	980	81.94%
RHODES	115,716	0	10.0	887	1,090	81.38%
RUSSELL	154,894	46	16.6	855	1,076	79.46%
TOTAL NORTH COUNTY	1,117,856	208	137.0	7,333	8,805	83.28%
South End						
GULF BREEZE	119,875	0	10.0	747	913	81.82%
HOLLEY NAVARRE I	105,784	110	15.0	878	986	89.05%
HOLLEY NAVARRE P	134,789	90	12.0	903	985	91.68%
ORIOLE BEACH	105,153	0	12.0	896	846	105.91%
WEST NAVARRE P	128,221	28	19.8	945	971	97.32%
WEST NAVARRE I	132,778	154	44.5	988	1,088	90.81%
TOTAL SOUTH END	726,600	382	113.3	5,357	5,789	92.54%
TOTAL DISTRICTWIDE	1,833,342	590	250.3	12,690	14,594	86.95%

Table A2: Santa Rosa County Middle Schools

Facility	Building Sq Ft	Relocatable Student Stations	Acreage	2018-19 Enrollment	Student Stations	Utilization
North County						
AVALON MIDDLE (6-8)	116,965	0	32.2	778	949	81.98%
CENTRAL SCHOOL (6-8)	29,800	0	10.8	167	198	84.34%
CHUMUCKLA (6)	12,384	0		61	76	80.26%
HOBBS MIDDLE (6-8)	94,617	0	14.5	734	960	76.46%
JAY ELEM (6)	12,955	0		75	134	55.97%
JAY HIGH (7-8)	50,685	0	14.0	153	301	50.83%
KING MIDDLE (6-8)	90,844	0	22.6	662	785	84.33%
SIMS MIDDLE (6-8)	128,092	44	27.5	1,062	1,004	105.78%
TOTAL NORTH COUNTY	536,342	44	121.6	3,692	4,407	83.78%
South End						
GULF BREEZE	114,058	0	21.9	990	1,047	94.56%
HOLLEY NAVARRE	104,420	44	13.8	995	995	100.00%
WOODLAWN BEACH	144,145	0	29.6	1,068	1,176	90.82%
TOTAL SOUTH END	362,623	44	65.3	2,818	3,218	87.57%
TOTAL MIDDLE	898.965	88	186.9	6,510	7,625	85.38%

Table A3: Santa Rosa County High Schools

Facility	Building Sq Ft	Relocatable Student Stations	Acreage	2018-19 Enrollment	Student Stations	Utilization
North County						
CENTRAL SCHOOL (9-12)	51,873	72	10.8	237	342	69.30%
JAY HIGH (9/12)	82,697	0	15.3	297	486	61.11%
MILTON HIGH (9-12)	249,234	75	36.3	1,869	2,085	89.64%
PACE HIGH (9-12)	270,646	0	46.8	1,963	2,165	90.67%
TOTAL NORTH COUNTY	654,450	147	109.2	4,366	5,078	85.98%
South End						
GULF BREEZE	222,402	275	32.9	1,638	1,794	91.30%
NAVARRE	243,449	50	40.2	2,068	2,320	89.14%
TOTAL SOUTH END	465,851	325	73.1	3,706	4,114	90.08%
TOTAL HIGH	1,120,301	472	182.3	8,072	9,505	87.82