

AGENDA
SCHOOL BOARD OF SANTA ROSA COUNTY
WORKSHOP
January 21, 2016-12:00 PM

Items for Review and Discussion

A. Growth Management Budget Discussion

School Board Members Present: Jennifer Granse, Chairman, Scott Peden, Vice-Chairman, Carol Boston, Board Member, Dr. Diane Scott, Board Member, Hugh Winkles, Board Member. Also present was Timothy S. Wyrosdick, Superintendent of Schools and Secretary.

County Commissioners Present: Layne Lynchard, Chairman, Jayer Williamson, Vice-Chairman, Bob Cole, Commissioner, Don Salter, Commissioner, Rob Williamson, Commissioner

For a complete word for word transcript of the workshop, please see the video. The following presentation to the board has been condensed. All slides used in this presentation as well as a complete video of the workshop may be viewed at

<https://www.santarosa.k12.fl.us/board/meetinginfo.html>

Superintendent Wyrosdick began the meeting by leading the Pledge of Allegiance. He then thanked attendees for coming to this meeting and welcomed them to the Russell Center on Locklin Technical Center campus. The Superintendent also emphasized that this is not intended to be a formal meeting but a workshop with open communication; since this is a work session there will be no motions.

School Board Chairman Jennifer Granse added that this is an opportunity for us to get together and have conversation about growth in our community. Growth has become a problem and although it has a lot of positives this type of exchange is overdue.

Board of County Commissioners (BOCC) Chairman Lane Lynchard thanked the School Board for arranging this joint meeting and the opportunity to share some concerns that both entities may have. Chairman Lynchard stated that our county has many assets – one of which is how strong and highly ranked the education system is. We do have challenges ahead – how growth affects our transportation system and funding for essential government services. This is an opportunity to sit down and share concerns; whether it's a new school or something the Board of County Commissioners has to put in place. We need a long term plan (15 – 20 years out).

Superintendent Wyrosdick shared a memory of planting trees with his dad many years ago and that his dad explained to him that the trees currently being planted are not as important as the tree that was planted twenty years ago; we are here to plan for the years ahead. We live in a most amazing place with tremendous natural resources. The BOCC deals with difficult issues and is always ahead of the game on putting infrastructure in place to serve our county. Our greatest resource is our children; we're serving everyone from pre-born

(parents) to a 74-year old gentleman who graduated last spring.

Superintendent Wyrosdick shared that we have several goals today: 1 - To understand our growth as a school system and how it's affected by planning for that growth. 2 - Evaluate a prepared tool that will be presented this afternoon. Thanks to Becky Cato (BOCC) and her staff for providing the GIS (Geographic Information System) data information. 3 - Discuss how the tool can be used for each of the respective Boards (School and County Commissioners) to address the needs of our students/school sites and facilities. 4 – Evaluate our inter-local agreement and move forward on completing that inter-local agreement to protect our schools and communities. 5 – Set down some “next steps” if we have further discussion. 6 – Evaluate how each of our Boards can adjust policies and processes to accommodate future growth.

The Superintendent emphasized that this is not about stopping growth but about how to prepare for the next twenty years. He believes that we can solve problems over the coming weeks that local Boards will thank us for twenty years from now. This is not about rezoning or building new schools; it's about the process that we utilize and convincing those parties in Tallahassee who control how we build schools. We need help from the BOCC and community to help us address those problems and give us greater flexibility. After hearing the presentation from Mr. Boles we think you will understand that there is a better way to address growth in a school setting.

Superintendent Wyrosdick introduced Joey Harrell, Assistant Superintendent for Administrative Services, who has played a large part in this process. Mr. Harrell expressed his appreciation that the BOCC sees this is an issue that we all need to address and work together on to find viable solutions for Santa Rosa County. Mr. Harrell also thanked Becky Cato and Darlene Stanhope who work for the BOCC for their willingness to help him understand the process on the BOCC side. The processes used by the School Board and the BOCC are separate but they are linked together; having the knowledge base of these BOCC employees has been so valuable. Santa Rosa School District does not have the GIS (Geographic Information System) that the BOCC has in place. The huge amount of data contained within the GIS that the BOCC has helps drive decisions for us looking into the future. We can make general statements but we need the GIS information in order to fine tune and make data driven decisions. Mr. Harrell reiterated his appreciation to the BOCC for sharing their GIS system data and their staff's willingness to open the system and allow us access. He also spoke about working with Becky Cato and gaining knowledge of the process from the BOCC perspective and sharing the School Board perspective as well; reaching an understanding that data is the way to affect change.

Assistant Superintendent Harrell introduced Mr. Gene Boles, Senior Fellow at Program for Resource Efficient Communities, University of Florida. He shared some of Mr. Boles' credentials including his extensive experience in planning and growth management and his educational background (Bachelor's Degree in Civil Engineering from Auburn University and Master's Degree in Planning from Georgia Institute of Technology). Mr. Boles' bio and today's Power Point presentation may be viewed at

<http://santarosa.novusagenda.com/agendapublic/CoverSheet.aspx?ItemID=2633&MeetingID=99>.

Mr. Boles stated that he is basically a Planning Administrator and has been involved in schools for about twenty years from the perspective of a planning director. This goes back to the Growth Management Act (1985) that intentionally excluded schools; at that time schools were viewed as a sovereign entity but time has changed that view. Around 1996 legislation was enacted that required an inter-local agreement between the school board and local government related to comprehensive planning; concurrency was optional at that time. Through that process Mr. Boles became involved with the school concurrency process in 2005 when legislation was enacted that required concurrency; he worked with the team that wrote concurrency rules after legislation was enacted. Mr. Boles' background includes a combination of growth management and school concurrency. He views this process as a partnership in building a community; should not be an adversarial relationship. Superintendent Wyrosdick encouraged meeting attendees to stop the presentation at any time with questions they may have.

Mr. Boles' entire presentation "Linking Residential Development and School Capacity" may be viewed at <https://www.santarosa.k12.fl.us/board/meetinginfo.html>. The title of the presentation "Linking Residential Development and School Capacity" is what growth management is about; building a livable community. This is our challenge. We can use a tool we already have – the "Geographic Information System." GIS is a spreadsheet attached to a map; some of the slides Mr. Boles will present show layer upon layer of information using this powerful technology tool. We have Educational Service Areas (north, central, and south) as well as school attendance zones. Using two key pieces of information (the number of parcels held by the property appraiser and student address points) the GIS shows the number and type of dwelling units in the service areas; using geocoding we can see the number of students living within a service area as well as the type of dwelling unit they are living in. Based on the dwelling type, a student projection can be made and then broken down to a student projection by grade level. This is a direct correlation taken from placing student addresses on top of residential addresses. These student generation multipliers will remain fairly consistent.

When we began applying school concurrency we were matching school capacity with enrollment numbers from DOE. This was the only tool we had at that time and was based on information DOE received from school districts. Using this method, ten-year projections were made based on the last three years of enrollment. Mr. Boles' slide demonstrates that using COFTE (Capital Outlay Full Time Enrollment) projections is inaccurate since it is a lagging indicator.

Superintendent Wyrosdick spoke to how this affects our School District. Using the DOE model has not worked for us; for each of the last three years we have projected based on this model and have had to adjust every time. Assistant Superintendent Joey Harrell added that using COFTE (Capital Outlay Full Time Enrollment) will not work either; COFTE drives building and approval from DOE

but is not accurate; the last three years of enrollment become the basis for the next ten years of projections.

Linking projections to housing development within a service area is a more reliable method of connecting school capacity to growth within a community. Mr. Boles presented graphs showing school growth based on using the BEBR (Bureau of Economic Business Research/University of Florida) Medium Population Projection (counties within the state are required to use this when projecting population) and projected enrollment numbers if schools grow at the same rate as the population. This is another method of projection rather than using COFTE. Santa Rosa's annualized growth rate from 2000-2007 was 4.6% (high) and even during the recession (from 2008-2013) it was 1.5%. Mr. Boles had an additional slide showing the geographic distribution of new single family homes built from 2000-2013. The west central educational service area had 47% of the growth over those years and the south educational service area had about 41% of the growth. DOE looks at this district wide; we have to look at what's happening in specific geographic areas. Santa Rosa County experienced a lot of growth in those years primarily in two geographic areas. Mr. Boles then presented slides comparing total capacity, actual enrollment, 2015 COFTE (DOE), and BEBR Medium Growth as well as 2.0% growth. The BEBR projection (required to be used by the state) is lower than our actual enrollment.

Assistant Superintendent Joey Harrell pointed out that in just looking at student enrollment there should be around 3,000 student stations left but you have to look at where those student stations reside. We don't have flexibility over where the student stations reside. It may appear that we will reach capacity in twenty years but in some service areas (with dense population) we could reach capacity tomorrow.

Mr. Boles continued by breaking down student enrollment in the three educational service areas when looking at capacity enrollment. The south end is a distinct area geographically. Enrollment shows that students don't typically attend school in a different educational service area (north to south; south to north) because they are separated by physical barriers (distance and access). A policy could be adopted that these service areas are not adjacent.

The BOCC asked if this would affect state funding and Mr. Boles responded that it would only affect how school concurrency is applied.

Assistant Superintendent Joey Harrell stated that this step (adopting a policy that Educational Service Area 2 and Educational Service Area 3 are not adjacent) is very important. If we can have Educational Service Area 3 stand on its own we would have a better argument to say that we will not be sending students from ESA 3 to ESA 2. This could help with funding and providing adequate student stations in the south end.

Mr. Boles went on to review student enrollment district wide and then by service area. We are below capacity district wide but in ESA 3 we are very close to capacity in middle and high. Mr. Boles showed a series of tables using the 1.35% growth rate (Medium Population Projection per the BEBR) and forecasting student growth at the same rate as annual population growth. The tables show 4,000 available seats in 2014-15 but by 2030 there is a negative

1,700 seats and by 2040 there is a negative 6,270 seats available. This includes all schools across the county.

County Commissioner Rob Williamson asked if building two new schools would address the capacity issue. Superintendent Wyrosdick responded that it will depend on the type of facility, location, and grade level we build to serve. Using the data that BOCC has allowed us access to and the data that Mr. Boles is providing, the School Board hopes to regionalize the capacity issue which will help in making the argument (to the DOE) that the south end service area is separate. We have an immediate need for a new school at the south end but we have hurdles – cost; and we can't use locally developed capital to build that school because it would not be approved in our five-year facility plan. The School District needs the support of the Board of County Commissioners in order to move this initiative forward in Tallahassee.

The north county elementary (capacity/enrollment) forecast shows that we are in good shape for a period of time; north county middle (capacity/enrollment) forecast shows that we may be at capacity in ten years; north county high is showing the same – that we may be at capacity in ten years. All forecasts are based on the 1.35% (BEBR) growth rate.

When looking at the south county capacity/enrollment we need to also look at “buildout” – the location becomes more critical – do we have the sites to build on? The School District currently has one parcel of land. Maximum buildout is within the foreseeable future; it is not too early to begin thinking of the needed school capacity for the south end at buildout. Superintendent Wyrosdick pointed out that up until the last few months we did not have the data or the processes to calculate where we would be. Using the GIS information/overlay is a very good educated guess. That model can also be used in other educational service areas; not just a south end issue. The model we're talking about using is looking together at what properties are available; how will that help us twenty-five years down the road; what can we do as a Board; and how the County can help us in this process as well as the capacity issue. As pointed out by Assistant Superintendent Joey Harrell, the Department of Education does not consider the length of a bus ride as part of the decision making process. The system is designed for re-zonings; when spending taxpayer dollars we need to be sure we are utilizing the student stations we already have. The first step is separating COFTE from enrollment; how do we finance the projects? There are two streams of revenue – local ad valorem (capital outlay) and the half-cent sales tax. We can't use the half-cent sales tax to pay back borrowed bond money if the state does not approve (by Florida Statute). We are trying to separate the south end and if we can get that approval from Tallahassee; we can start using that 1.4 mils (local ad valorem).

County Commissioner Don Salter shared that last year the County began rewriting the land development code breaking the county into 2-3 areas because these areas are so different. Maybe this will help the School Board in the same endeavor.

Superintendent Wyrosdick stated that we do not want to rezone kids from the south end to the north end and then move kids in the north end further north. What may make sense fiscally does not make sense educationally. Our goal is

to look at capacity regionally.

Mr. Boles concluded that we need to look at 2014-15 data and what projects are out there as well as the type of dwelling unit being generated. That data will help us to determine what will happen short-term and will enable us to go to DOE and work toward lifting constraints.

County Commissioner Don Salter suggested that we may want to look at growth data from the Haas Center at UWF.

Superintendent Wyrosdick provided a recap of the goals discussed at the beginning of today's meeting.

1 - To understand our growth as a school system and how it's affected by planning for that growth. We want to continue discussion, work together; provide different perspectives. Growth is such a positive thing for the school system.

2 - Evaluate a prepared tool that will be presented this afternoon. Thanks to Becky Cato (BOCC) and her staff for providing the GIS (Geographic Information System) data information. The data from this tool will change constantly; our weekly student tally shows an additional 31 students from one week ago. There is currently a bill proposed to cut funding to public schools (capital outlay) in Tallahassee; we need BOCC help in fighting this.

3 - Discuss how the tool can be used for each of the respective Boards (School and County Commissioners) to address the needs of our students/schools/school sites and facilities. We need more discussion in this area.

4 - Evaluate our inter-local agreement and move forward on completing that inter-local agreement to protect our schools and communities. BOCC has awesome ideas; we need more discussion/articulation between School Board and BOCC staff.

5 - Set down some "next steps" if we have further discussion. We would like to put together a planning team including a School Board member; would like BOCC to evaluate this in an open meeting.

6 - Evaluate how each of our Boards can adjust policies and processes to accommodate future growth. School Board will look at what we can do - address regional capacity issue - would appreciate any help from BOCC in that regard. We also want to look at planning for school facilities and what that looks like as a short-term and long-term plan. The School Board will do that naturally as we write a five-year plan and adjust each year as needed.

County Commission Chairman Lane Lynchard shared that we each have our perspective on growth and school crowding; the process for looking at school capacity on a county-wide basis does not make sense. Going forward if there are ways the two entities can work together (including legislative items) Chairman Lynchard supports that.

County Commissioner Bob Cole spoke about State funding per student and the disparity within our state. He also spoke about the property tax homestead exemption and the possibility of adjusting the exemption to include more homeowners. Commissioner Cole agreed that the two Boards should work together for the benefit of Santa Rosa County.

County Commissioner Rob Williamson had positive comments about the

School District and stated that there is a need to look at the way things are done (related to facility planning) and change that; we will likely look back on this meeting as the beginning of that change. This is an opportunity to look at combining the School Board capital expenditure plan with the BOCC public works and infrastructure capital expenditure plan. It's important that we communicate what's going on within both entities as it relates to growth.

County Commissioner Jayer Williamson thanked Mr. Boles for his presentation and expressed appreciation to the School Board for opening this dialogue; we are separate Boards but we are both part of Santa Rosa County. He would like to know about advocacy issues in order to support the School Board.

County Commissioner Don Salter stated that the BOCC has done a lot to ensure proper growth based on culture and heritage. He used zoning in the north end as an example of this; trying to ensure that a specific area maintain its rural character.

School Board Chair Jennifer Granse spoke of the restraints that the School Board is under and that she's happy the two Boards will be working together. Mrs. Granse is already meeting with Jayer Williamson once a month and finds those meetings very helpful.

School Board Vice-Chair Scott Peden also thanked the Superintendent for taking the initiative and BOCC for taking the time for this meeting; he spoke of the quality of life and education in Santa Rosa County and how using the data/tool presented today will help Santa Rosa County.

School Board Member Carol Boston thanked Mr. Boles, the BOCC and Planning and Zoning for meeting today. Mrs. Boston talked about residential zoning density and why an increase in density has been voted down (referencing the maps used in Mr. Boles' presentation).

School Board Member Dr. Diane Scott thanked Mr. Boles as well as the BOCC; specifically the BOCC offer to partner with the School Board in fighting the disparity in funding per student. Dr. Scott has previously attempted to fight this but was advised to let it go due to the high concentration of representation in other areas of the state. A joint community effort is more likely to be heard.

School Board Member Hugh Winkles echoed his appreciation to the BOCC and hopes that out of this joint effort the way that school capital outlay is looked at will be regionalized; partnering with each other is what's best for Santa Rosa County.

Superintendent Wyrosdick asked if, in moving forward, our School Board Chair, Jennifer Granse, and the Board of County Commissioners Chair, Lane Lynchard, can get together and write down some "take aways" from today's meeting. Let each Board review those and articulate some actions/resolutions.

This was agreed upon as an appropriate next step. The Superintendent asked if we could have one County Commissioner on our planning team; if the BOCC could go back and determine if that is possible, and who is willing to serve. We want input from the Board of County Commissioners; we want to develop a point by point communication to be used in effort for legislative agenda as well as communicating with parents; planning member may also report back to BOCC regarding school growth/planning and zoning.

In conclusion; this is not about rezoning or stymieing growth. Our educational

system is one of the reasons that people move to Santa Rosa County; we want to protect this resource in moving forward. Superintendent Wyrosdick expressed his appreciation to the Board of County Commissioners and staff for participating in this workshop with the School Board today.