

## 10. PUBLIC SCHOOL FACILITIES ELEMENT

### GOAL 10.A: THROUGH COORDINATION, PROVIDE ADEQUATE EDUCATIONAL PUBLIC FACILITIES TO SCHOOL-AGED CHILDREN IN BAY COUNTY BASED ON DISTRICT-WIDE CONSISTENT MEASURES.

**Objective 10.1:** The City shall implement and maintain mechanisms designed to closely coordinate with the School Board in order to provide consistency between the Panama City Comprehensive Plan and Bay District Schools public school facilities programs, such as:

1. Greater efficiency for the School Board and the County by the placement of schools to take advantage of existing and planned roads, water, sewer, parks, and drainage systems;
2. Improved student access and safety by coordinating the construction of new and expanded schools with road and sidewalk construction programs;
3. The location and design of schools with parks, ball fields, libraries, and other community facilities to take advantage of shared use opportunities; and,
4. The expansion or rehabilitation of existing schools so as to support neighborhoods.
5. As specified in Policy 9.5.3 of the Capital Improvements Element, the City and the School Board will coordinate annual updates to the capital improvement schedules and comprehensive plan updates and amendments for School Board facilities to address necessary projects that achieve and maintain adopted level of services standards.

**Policy 10.1.1:** Manage the timing of new development to coordinate with adequate school capacity. Where capacity will not be available to serve students from the property seeking a change, and the developer is unable to provide adequate mitigation, the City may use the lack of school capacity as a basis for denial of petitions for final subdivisions or site plans for residential development.

**Policy 10.1.2:** In reviewing petitions for future land use, rezoning, or Planned Unit Developments (PUD) for residential development that may affect student enrollment or school facilities, the City will consider the following:

1. Providing school sites and facilities within planned neighborhoods;
2. Insuring the compatibility of land uses adjacent to existing schools and reserved school sites;
3. The co-location of parks, recreation and community facilities with school sites consistent with Policy 1.1.6 of the Future Land Use Element.
4. The linkage of schools, parks, libraries and other public facilities with bikeways, trails, and sidewalks;
5. Insuring the development of traffic circulation plans to serve schools and the surrounding neighborhood;
6. Providing off-site signalization, signage, access improvements and sidewalks to serve all schools;
7. The inclusion of school bus stops and turnarounds in new developments;

8. Innovative solutions proposed by the private sector;
9. School Board staff comments and findings of available school capacity for comprehensive plan amendments and other land-use decisions;
10. Available school capacity or planned improvements to increase school capacity; and
11. Whether the proposed location is consistent with school design and planning policies.

**Policy 10.1.3:** The City shall include a representative of the school district, appointed by the School Board, as a nonvoting member of the local planning agency, as required by Section 163.3174, Florida Statutes.

**Policy 10.1.4:** The City shall coordinate with the School Board and all applicable municipalities regarding annual review of school enrollment projections, and procedures for annual update and review of school board and local government plans consistent with the Interlocal Agreement for Public School Facility Planning and Concurrency and the Intergovernmental Coordination Element as provided in the Interlocal Agreement.

**Objective 10.2:** Support the School Board in its effort to provide for appropriate school facility locations.

**Policy 10.2.1:** Panama City will continue to coordinate with the School Board to assure that proposed public school facility sites are consistent with the land use categories and policies of the City Comprehensive Plan, pursuant to the Interlocal Agreement for Public School Facility Planning and concurrency standards.

**Policy 10.2.2:** Consistent with Policy 1.4.3 of the Future Land Use Element, public schools are an allowable use within Urban Residential, Urban Community, Residential, Mixed Use, General Commercial, and Public / Institutional land use categories.

**Policy 10.2.3:** Consistent with Policy 1.4.4 of the Future Land Use Element, the City shall coordinate with the Bay District School Board to encourage the location of schools in proximity to residential and mixed use areas and consistent with the goal of the Recreation and Open Space Element, shall seek through joint ventures to meet recreational needs by co-location of public facilities such as parks, libraries, and community centers, with schools to the extent possible.

**Policy 10.2.4:** Consistent with Section 163.3177, Florida Statutes, the City will include sufficient allowable land use designations for schools approximate to residential development to meet the projected needs for schools.

**Policy 10.2.5:** The City and School Board will jointly determine the need for and timing of on-site and off-site improvements, including water, sewer, roads, and drainage necessary to support each new school or the proposed renovation, expansion or closure of an existing school, as provided for in the Interlocal Agreement.

**Policy 10.2.6:** The City and the School Board, in conjunction with the Bay County Transportation Planning Organization, will work to find opportunities to collaborate on transit and bus routes to better serve citizens and students.

**Objective 10.3:** Encourage school facilities to serve as community focal points.

**Policy 10.3.1:** New elementary schools should be located proximate to current and future residential areas to promote safety and walkability for children to schools, and to the public for community use. Exceptions include those instances when the environmental

characteristics of the land, including but not limited to flood zones, Coastal High Hazard Areas, or wetlands, prevent such location from occurring.

**Policy 10.3.2:** Locate and design schools in close proximity to existing or future parks, ball fields, libraries, and other community facilities to take advantage of shared use opportunities.

**Policy 10.3.3:** The City and School Board shall coordinate the location of shared-use and co-location of school sites and City facilities with similar facility needs, such as libraries, parks and recreation facilities, when the opportunity exists.

**Policy 10.3.4:** The City and School Board will continue to coordinate efforts to design and build new school facilities, and facility rehabilitation and expansions, to serve as emergency shelters. Panama City will continue to allow new educational facilities to serve as public shelters for emergency management purposes where appropriate and shall coordinate with the School Board regarding emergency preparedness issues and plans.

**Objective 10.4:** The City shall promote Safe Ways to Schools.

**Policy 10.4.1:** All public schools shall provide bicycle and pedestrian access consistent to Florida Statutes. Bicycle access to public schools should be incorporated into the countywide bicycle plan. Parking at public schools will be provided consistent to applicable Land Development Regulations.

**Policy 10.4.2:** The policy of the City is to reduce hazardous walking conditions, consistent with Florida's Safe Ways to School program and 1006.23, Florida Statutes.

**Policy 10.4.3:** New developments and redevelopment adjacent to school properties, or adjacent to pedestrian facilities which connect to a school's pedestrian network, shall be required to include within the development publicly accessible pedestrian facilities designed and constructed to City specifications, which shall connect to the neighborhood's existing pedestrian network.

**Policy 10.4.4:** For new development and redevelopment within 2 miles of an existing or planned school that will serve students, the City shall require the installation of sidewalks within or adjacent to (as determined by the City engineer) the rights-of-way of any public or private road so that a complete, unobstructed, continuous route with a minimum of 5 feet width, is provided along the corridor that directly serves the school. If a road with a speed limit exceeding 50 mph exists within route to the school facility, then a 3-foot separation between the sidewalk and the road is required.

**Policy 10.4.5:** In order to ensure continuous pedestrian access to public schools, priority will be given to cases of hazardous walking conditions pursuant to Section 1006.23, Florida Statutes, and specific provisions for constructing such facilities will be included in the schedule of capital improvements adopted each fiscal year as financially feasible. It is the intention of this policy that Panama City and the School Board coordinate the development of their capital improvements programs to maximize the effectiveness of their limited financial resources in reducing hazardous walking conditions.

**Policy 10.4.6:** Evaluate school zones to consider safe crossing of children along major roadways, including prioritized areas for sidewalk improvements including: schools with a higher number of pedestrian and bicycle injuries or fatalities, schools requiring courtesy bussing for hazardous walking conditions, schools with significant walking populations, but served by poor pedestrian and bicycle access, and needed safety improvements.

**Policy 10.4.7:** Coordinate with the TPO Long Range Transportation Plans to ensure funding for safe access to schools including: development of sidewalk inventories and list of priority projects coordinated with the School Board recommendations are addressed.

**Policy 10.4.8:** Coordinate with the School Board to continue to permit the shared-use and co-location of school sites and City facilities with similar facilities needs, according to the Interlocal Agreement for Public School Facility Planning, as it may be amended. Coordinate in the location, phasing, and design of future school sites to enhance the potential of schools as recreation areas.

**Objective 10.5:** Encourage sustainable design and development for educational facilities such as green building.

**Policy 10.5.1:** Encourage the School Board to use sustainable design and performance standards, such as using energy efficient and recycled materials, to reduce lifetime costs.

**Objective 10.6:** Coordinate petitions for changes to future land use, zoning, subdivision and site plans for residential development with adequate school capacity to ensure adequate school capacity is available to residential development consistent with adopted level of service standards for public school concurrency. The City's strategy, in coordination with the School Board, for correcting existing deficiencies and addressing future needs includes:

- a. Implementation of a 5-year schedule of capital improvements to ensure level of service standards are achieved and maintained.
- b. Identification of adequate sites for funded and planned schools; and
- c. The establishment of a Proportionate Fair Share ordinance in order to generate additional revenue to help fund school improvements.

**Policy 10.6.1:** Recognize the School Board's statutory and constitutional responsibility to provide a uniform system of public schools. In collaboration, the City shall approve or deny petitions for comprehensive plan amendments, rezonings, or final subdivision and site plans for residential development that generates students and impact the Bay County school system.

**Policy 10.6.2:** The City shall take into consideration the School Board comments and findings on the availability of adequate school capacity when considering the decision to approve comprehensive plan amendment and other land use decisions as provided for in Section 163.3177(6)(a), Florida Statutes and the existing Interlocal Agreement.

**Policy 10.6.3:** The City shall give priority consideration to petitions for Future Land Use Map amendments, zone changes, final subdivision approval, or development orders for residential development in areas with adequate school capacity or where school sites adequate to serve potential growth have been donated to the School Board or set aside for purchase by the School Board in a written agreement approved by the Bay District School Board and the developer at price(s) that reflect pre-approval values.

**Policy 10.6.4:** Where capacity will not be available to serve students from the property seeking a Future Land Use Map Amendment or zone change, the City will coordinate with the School Board to ensure adequate capacity is planned and funded. Where feasible, in conjunction with the plan amendment early dedications of school sites shall be encouraged. To ensure adequate capacity is planned and funded, the School Board's long-range facilities plan over the 5-, 10- and 20-year periods shall be amended to reflect the needs created by the land use plan amendment.

**Policy 10.6.5:** Consistent with the Interlocal Agreement, the City and the School Board agree to use common standards for school concurrency in Panama City.

Policy 10.6.6: The level of service standards by type of school shall be as depicted in Table 10.1. Amendments to the level of service standards shall:

- a. Be considered at least annually at the staff working group meeting to take place no later than April 15 of each year.
- b. If proposed by the School Board, shall be accomplished by the execution of an amendment to the Interlocal Agreement by all parties and the adoption of amendments to the respective comprehensive plans.
- c. Not be effective until all plan amendments are effective and the amended Interlocal Agreement is fully executed.
- d. Not be amended without a showing that the amended level of service is financially feasible, supported by adequate data and analysis, and can be achieved and maintained within the period covered by the first 5-years of the Capital Facilities Plan.
- e. After the first 5-year schedule of capital improvements, capacity shall be maintained within each year of subsequent 5-year schedules of capital improvements and add a new 5th year, updating the public schools facility program to coordinate with the 5- year district work plan (October 1) and the capital improvements program (December 1).
- f. Coordinate with the 5-year district facilities program updates and the financially feasible capital improvements program assuring that level of service will continue to be achieved and maintained.

**Table 10.1**  
**Level of Service Standards**

Type of School	Level of Service
Elementary	100 % of permanent FISH capacity
Middle	100% of permanent FISH capacity
High	100% of permanent FISH capacity

FISH - Florida Inventory of School Houses

Policy 10.6.7: The concurrency service areas are depicted in Map 10-1. Consistent with 163.3180, Florida Statutes, potential amendments to the concurrency service areas shall:

- a. Be considered annually at the staff working group meeting to take place each year no later than April 15.
- b. Be accomplished by the execution of an amendment to the Interlocal Agreement by all parties and the adoption of amendments to the respective comprehensive plans, if proposed by the School Board.
- c. Not be effective until all plan amendments and the amended Interlocal Agreement are fully executed.
- d. Not be amended without a showing that the amended concurrency service area boundaries are financially feasible by the School Board.

**Policy 10.6.8:** Concurrency service areas shall maximize capacity utilization, taking into account transportation costs, limiting maximum student travel times, the effect of court-approved desegregation plans, achieving social-economic, racial and cultural diversity objectives, and other relevant factors as determined by the School Board’s policy on maximization of capacity. Other considerations for amending concurrency service areas may include safe access to schools, including factors such as the presence of sidewalks, bicycle paths, turn lanes and signalization, and general walkability, diversity and geographic or man-made constraints to travel.

**Policy 10.6.9:** The following student generation rates, as noted in Table 10.2, shall be utilized when determining school concurrency:

**Table 10.2  
Student Generation Rates by Dwelling Unit Type**

Single Family Homes	.3047
Multi-Family Homes / Apartments	.2706
Multi-Family Homes / Condominiums	.0106
Mobile Homes	.5053

**Policy 10.6.10:** The Department of Education permanent Florida Inventory of School Houses (FISH) capacity is adopted as the uniform methodology to determine the capacity of each school. Relocatables shall not be considered permanent capacity.

**Policy 10.6.11:** School enrollment shall be based on the annual enrollment of each school based on actual counts reported to the Department of Education in October of each year.

**Policy 10.6.12:** The City shall amend the concurrency management system in the Land Development Regulations to require that all new residential units be reviewed for school concurrency at the time of the issuance of the development order. The City shall not deny the issuance of a development order for residential development due to failure to achieve and maintain the adopted level of service for public school capacity where:

- a. Adequate school facilities will be in place or under construction within 3 years after the issuance of the development order; or,
- b. Adequate school facilities are available in a contiguous service area and the impacts of development can be shifted to that area; or,
- c. The developer executes a legally binding commitment to provide mitigation proportionate to the demand for public school facilities to be created by the actual development of the property subject to the development order (or functional equivalent) as provided in an Interlocal Agreement.

However, for the purposes of urban infill, the impact of one home on an existing single family lot of record at the time of this regulation, shall not be subject to school concurrency. In addition, this policy shall not apply to development that is exempt from concurrency review as provided in the Interlocal Agreement for Public School Facility Planning and Concurrency as may be amended.

**Policy 10.6.13:** In the event that the School Board comments that there is not sufficient capacity in the affected concurrency service area, or a contiguous service area, to address the impacts of a proposed development, the following standards shall apply. Either:

- a. the developer must provide capacity enhancement sufficient to meet its impacts through proportionate share mitigation prior to the issuance of the development order; or
- b. the development must be delayed or phased to a date when capacity enhancement and level of service can be assured; or
- c. a condition of approval of the development order shall be that the project's development plan and / or building permits shall be delayed to a date when capacity enhancement and level of service can be assured. The amount of mitigation required shall be determined by the Department of Education's most current cost per student station applicable to Bay County.

**Policy 10.6.14:** The School Board, the County and all municipalities within Bay County shall utilize the district-wide student population projections which are based on information produced by the demographic, revenue, and education estimating conferences pursuant to Section 216.136, Florida Statutes, as modified by the School Board, taking into consideration future land use map projections of housing units for future growth and development of residential units within each Concurrency Service Area. The County, School Board, and each municipality shall coordinate and base their plans on these projections, and shall consider the projected impacts of local development trends within the School Board's long range facilities needs over the 5-, 10-, and 20-year periods.

**Policy 10.6.15:** Options for providing proportionate share mitigation for any approval of additional residential dwelling units that triggers a failure of level of service for public school capacity shall include at least one of the following:

1. Contribution of, or payment for, acquisition of new or expanded school sites;
2. Construction of permanent school facilities;
3. The creation of mitigation banking within designated areas based on the construction of a public school facility in exchange for the right to sell capacity credits. Capacity credits shall be sold only to developments within the same concurrency service area or a contiguous concurrency service area; and,

**Policy 10.6.16:** Mitigation shall be directed to projects on the School Board's 5-Year Capital Facilities Plan that the School Board agrees will satisfy the demand created by that development approval, and shall be assured by a legally binding development agreement between the School Board, the City, and the applicant executed prior to the issuance of the final subdivision, site plan or functional equivalent. If the School Board agrees to the mitigation, the School board must commit in the agreement to placing the improvement required for mitigation on its 5-Year Capital Facilities Plan. This development agreement shall include the landowner's commitment to continuing renewal of the development agreement until all impacts for public school facilities created by the actual development of the property are mitigated.

**Policy 10.6.17:** The amount of mitigation required shall be determined by calculating the number of student stations for each school type for which there is not sufficient capacity using the student generation rates applicable to a particular type of development and

multiplying the local costs per student station for each school type applicable to Bay County, as determined by the School Board, in addition to any land costs for new or expanded school sites, if applicable.

**Objective 10.7:** Continually monitor and evaluate the Public Schools Facilities Element in order to assure that best practices of the joint planning processes and procedures for coordination of planning and decision-making are being utilized.

**Policy 10.7.1:** Panama City and the Bay County School Board will coordinate during updates or amendments to this comprehensive plan and updates or amendments to the long-range plans for School Board facilities.

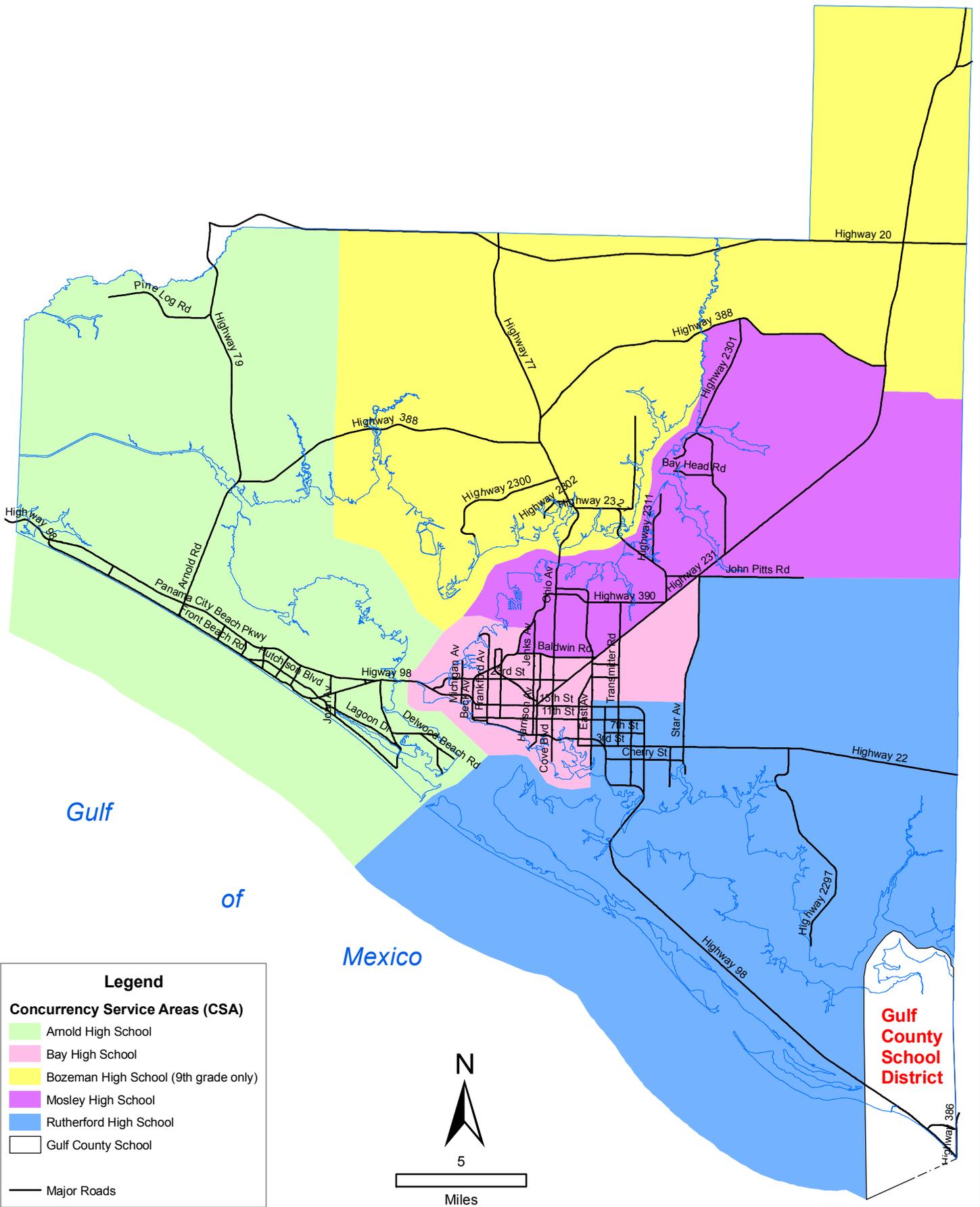
**Policy 10.7.2:** The City shall provide to the School Board, at least 2 weeks prior to the annual meeting, the following information as available, to facilitate adequate monitoring of this Element:

- a. Geo-referenced building permit and certificate of occupancy data;
- b. Summary of actions on preliminary and final plats; and
- c. Summary of site development plan approvals for multi-family projects.

**Policy 10.7.3:** By January 31st of each year, the City shall provide the School Board with a report on growth and development trends within Panama City. The report shall include, to the extent available:

- a. the type, number, and location of residential units which have received development order approval;
- b. the identification of any development orders issued which contain a provision for school siting; and
- c. any additional information related to number of residential dwelling building permits for the preceding year, future land use map amendments, and population projections.

**Map Series:** This element shall include future conditions maps showing existing and anticipated schools over the 5-year and long-term planning periods. The maps may be general over the long-term planning period and do not prescribe a land use on a particular parcel of land.



# Bay County Schools: School Concurrency Service Area (CSA)

Public Schools Facilities Element

Date: July 2010

Source: City of Panama City



Map  
10-1