



Hillsborough County Public Schools

Growth Management Report

2023-2024 SY



Introduction

This document contains a comprehensive look at student enrollment, school siting, school concurrency and school capacity needs. The intent is to provide the most updated information that informs our community partners and elected officials on the status of facility planning and enrollment needs. The Growth Management and Planning Department is guided by several documents as it relates to determining the future school site locations, timing, and general reporting on the future needs of the district. The documents include the Interlocal Agreements (ILA), the Comprehensive Plan Public School Facilities Element (PSFE), Capital Improvement Element (CIE), Intergovernmental Coordination Element (ICE), and Land Development Regulations (LDR).

The ILAs establish the foundation for the school concurrency system. This includes the process for sharing residential development information, school siting criteria and notifications, general planning coordination, school site development, and edits to ILA components to implement school concurrency. The PSFE expands upon the process outlined within the ILA by providing specific details regarding concurrency reviews; describing the relationship between the school district and local jurisdictions regarding Comprehensive Plan Amendment reviews; and developing the general framework for implementation through the LDRs. The LDRs outline the steps for the development approval process and the issuance of school concurrency certificates.

In 2021, the Hillsborough County Public School Long-Range School Planning Study provided by Benesch (FKA Tindale Oliver) identified that 18 new schools will be required in the next 15 years. Over the last two years, the district has pursued multiple properties that will add to its land bank of the school board. Properties have been purchased in Plant City and the south county areas of Apollo Beach, Riverview, and Wimauma. The property in the West Lake property in Wimauma is large enough to accommodate three sites; elementary, middle and high. Siting and construction for High School UUU at the West Lake property has begun and is scheduled to open in School Year (SY) 2025/26.

To address issues with school siting, district staff, Hillsborough County and Hillsborough County City-County Planning Commission have updated requirements in the ILA. The revised ILA was approved by the School Board on April 18, 2023, and the Board of County Commissioners on April 19, 2023 and City-County Planning Commission on May 8, 2023.

The Growth Management and Planning Department used various resources to project student enrollment, siting, concurrency and capacity needs for the SY 23-24. The data includes the allocation of the Florida Department of Education (FDOE) projected Capital Outlay Full Time Equivalent (COFTE), current student enrollment, concurrency development data, Zonda, Costar and local development plans from Unincorporated Hillsborough County, City of Tampa, Temple Terrace and Plant City.

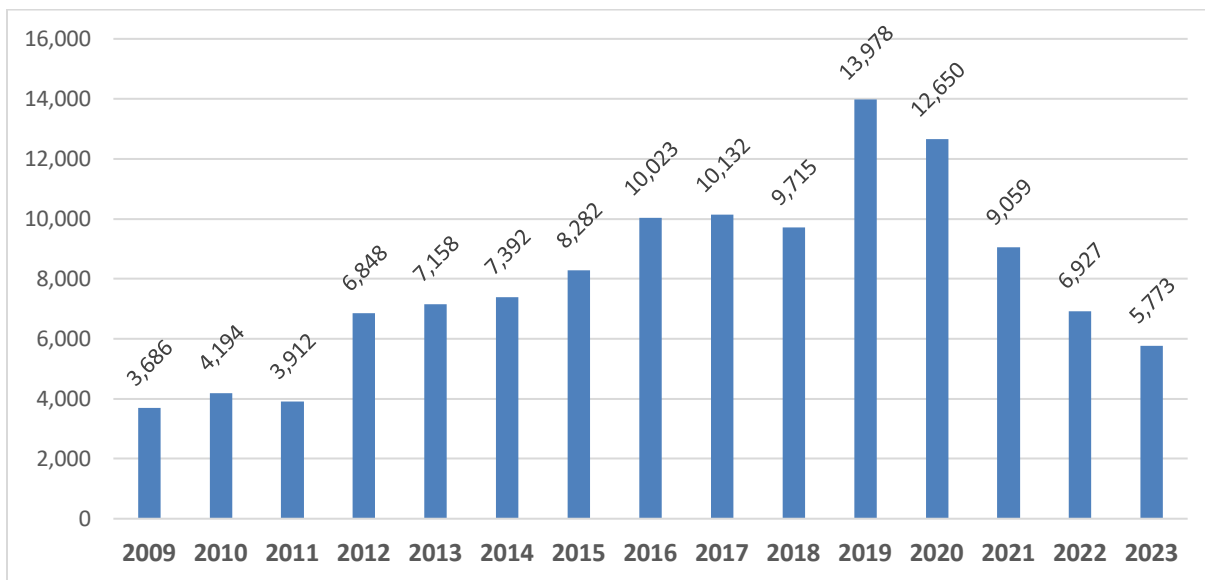
Residential Growth

The Growth Management and Planning Department use various resources to project student enrollment, including the allocation of the Florida Department of Education (FDOE) projected Capital Outlay Full Time Equivalent (COFTE), current student enrollment, concurrency development data, Zonda, and local development plans.

Zonda is a real estate research tool that assists in monitoring the status of residential developments focusing on single-family development throughout the County. Data available includes absorption rates, number of units, building activity, vacancy rates, product details (square footage and unit type), and unit delivery dates. The tool assists the district in monitoring growth and releasing school concurrency reservations.

According to the data received by the Hillsborough City-County Planning Commission data, in 2023, we continue to see a downward trend in the issuing of residential building permits. In 2022 there were 6,927 residential building permits issued and 5,773 issued in 2023 a decrease of 16.66%. Shown in Figure 1, there was approximately 6,877 less building permits issued in 2023 from 2020, which staff estimates that it could be due to lingering effects of COVID and supply-chain effects, lack of skilled labor and rising interest rates.

Figure 1: Residential Building Permit Activity



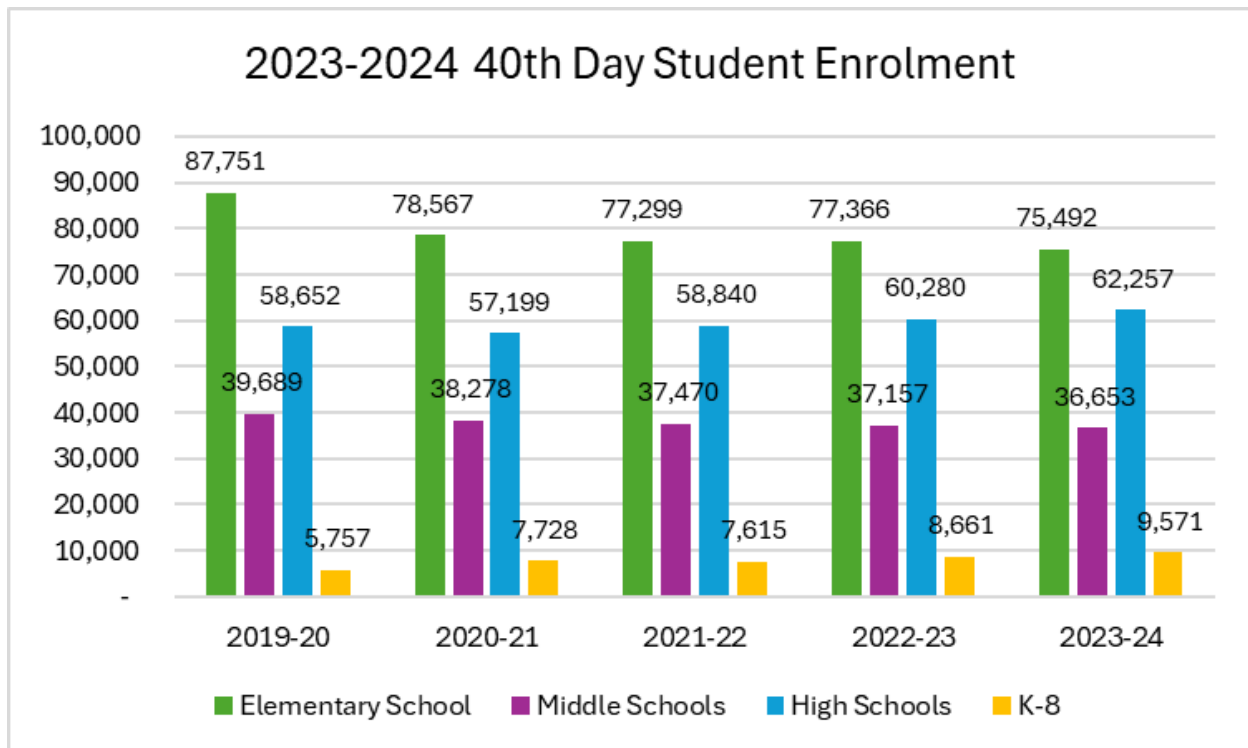
Source: Hillsborough City-County Planning Commission. Annual totals prior to 2022 include single-family detached, single-family attached, apartments, and mobile homes. Mobile home data for 2022 is not available due to changes in the permitting and reporting process.

The fastest growing single-family home communities developing in Hillsborough County include Berry Bay and Forest Brooke in Wimauma, Waterset and Wolf Creek Manor in Apollo Beach, Ridgewood South and Triple Creek in Riverview, Hawkstone in Lithia and North Park Isle and Varrea in Plant City.

Student Enrollment

As the school year progresses, student enrollment fluctuates due to several factors, including student migration. The earliest, most stable enrollment count occurs on the 40th day of the year. The school district uses the 40th day count for analysis with agreement from the four local jurisdictions, Unincorporated Hillsborough County, City of Tampa, Temple Terrace, and Plant City. In addition, this is the accepted current enrollment used in the school concurrency system and coincides most closely with the COFTE process used by the FDOE. Therefore, the 40th day count is a suitable benchmark to show annual changes in enrollment.

Figure 2: Student Enrollment Data



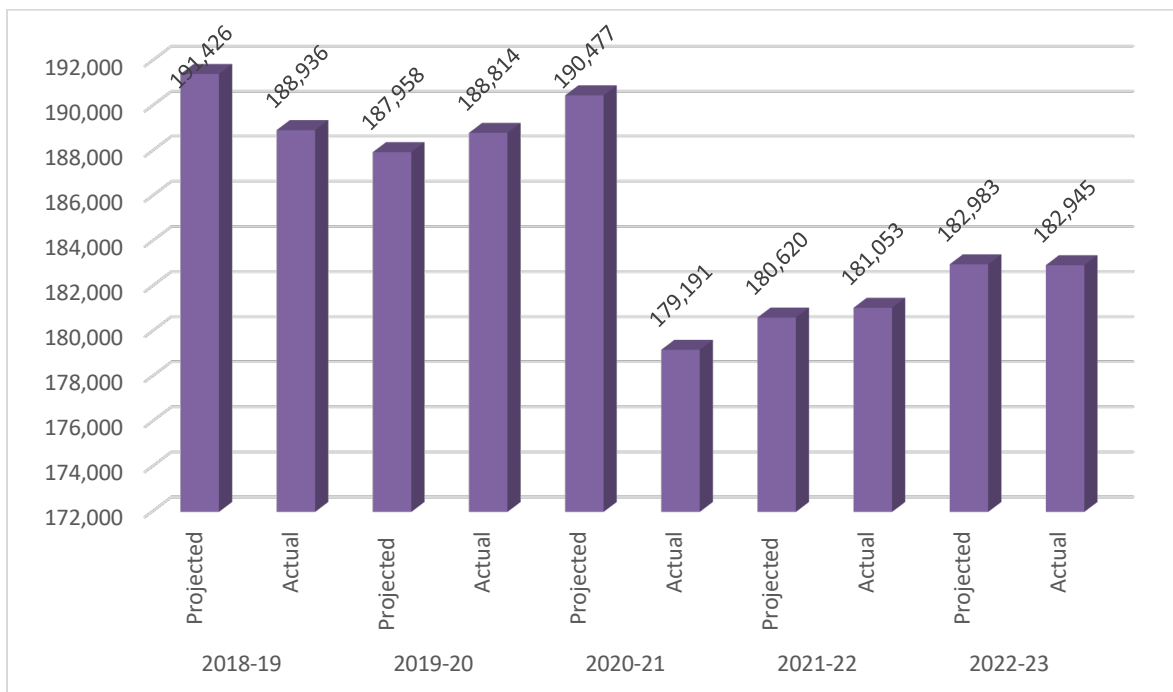
Source: DRMP 40th day Enrollment file. SY 2023-24.

According to the 40th day enrollment count for the 2023-24 SY student enrollment in non-charter Hillsborough County Public School sites district has increased enrollment by 0.3%. The enrollment in K-8 model programs has increased 66% in the last five years. As of the 40-Day, 2023/2024 SY, four

elementary schools, two middle schools, and six high schools were operating at or over 100% FISH capacity.

The COFTE forecast is an enrollment projection generated by the Education Estimating Conference, which is comprised of representatives from the House, Senate, Governor’s Office, and the Economic and Demographic Research Office. COFTE projects enrollment of students occupying physical space in the Hillsborough County Public Schools’ facilities and does not include virtual schools, charter schools, and hospital/homebound students. The FDOE requires school districts to use the COFTE projections for facilities planning purposes.

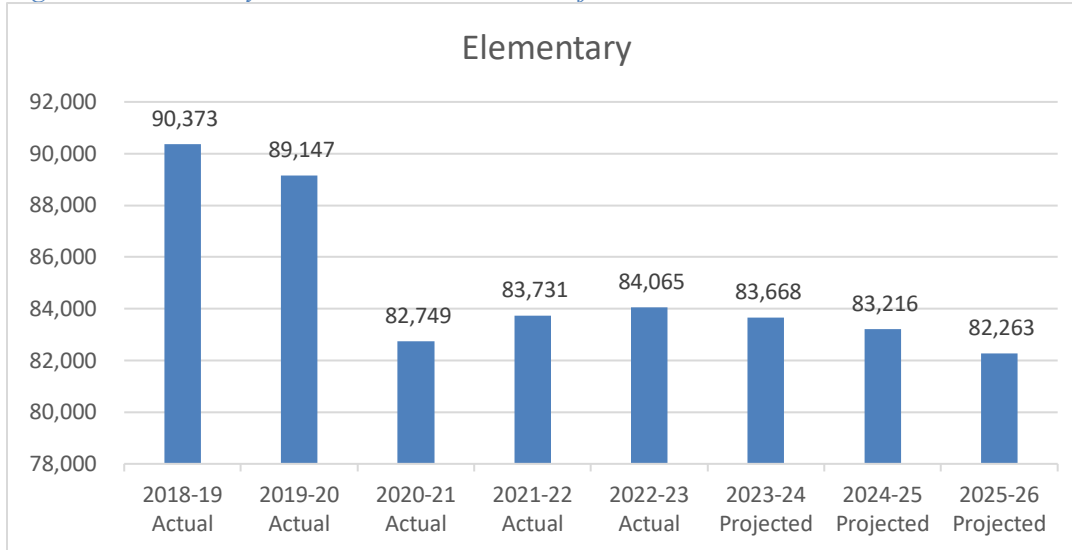
Figure 3: COFTE Projections vs Actual COFTE



Source: Florida Department of Education

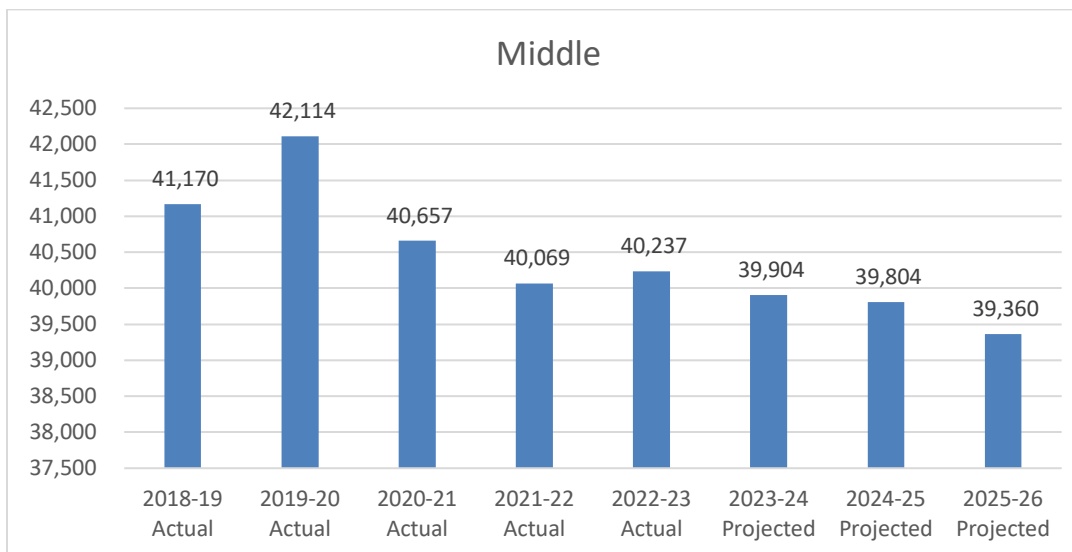
Figure 3 identifies COFTE Projections vs Actual COFTE student enrollment for the district. Figures 4-6 identifies the student enrollment by level. District wide staff monitors the projects and the COFTE by school level to evaluate trends.

Figure 4: Elementary COFTE Enrollment & Projection



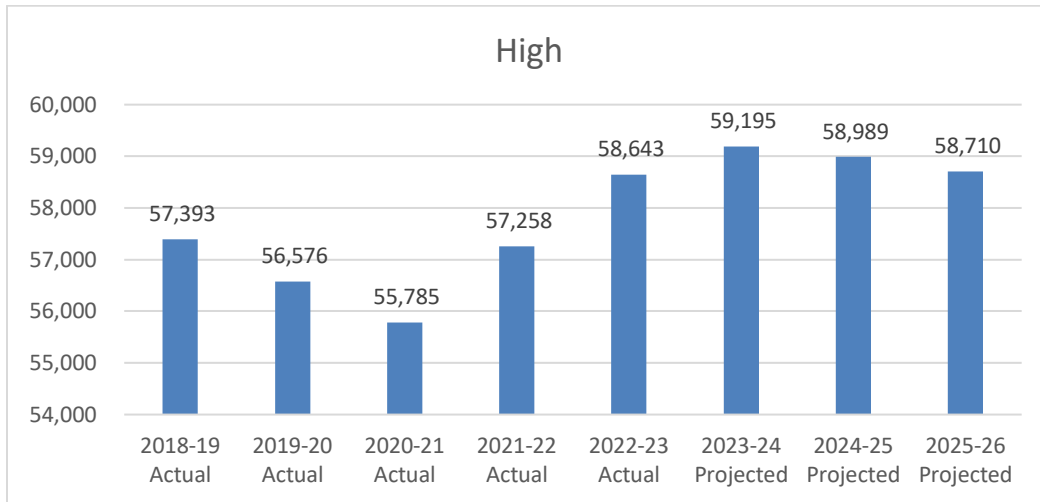
Source: Florida Department of Education, June 2023

Figure 5: Middle School COFTE Enrollment & Projection



Source: Florida Department of Education, June 2023

Figure 6: High School COFTE Enrollment & Projection



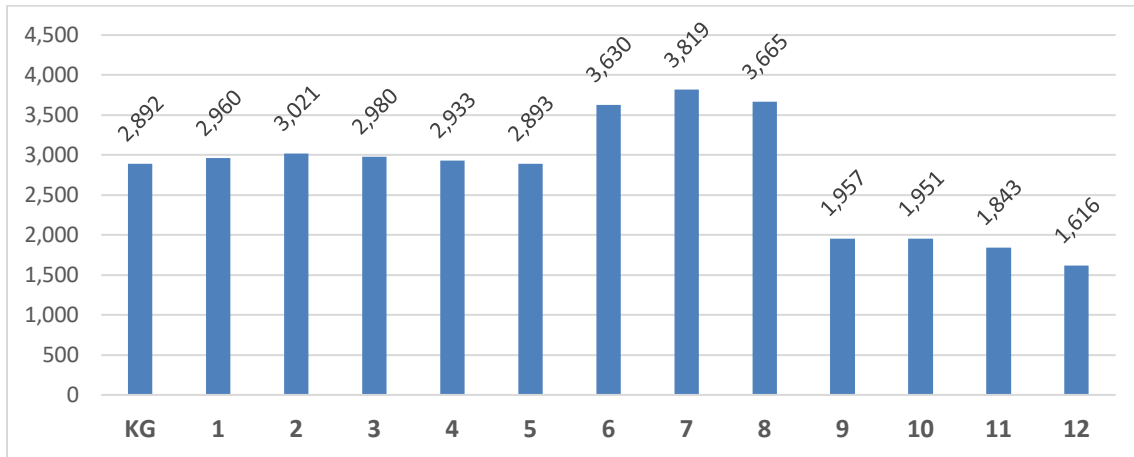
Source: Florida Department of Education, June 2023

Figures 4,5 and 6 illustrate minor increases in COFTE between the 2021-22 and 2022-23 school year. Elementary school enrollment increased by 334 students, middle school increased by 168 students and high school increased by 1,385 students.

Charter Schools

There are 56 charter schools in operation for the 2023-24 SY with 36,160 students enrolled on the 40-day count. Excelsior MS charter opened, and the Village of Excellence Middle School closed during the 2023-24 school year. Figure 7 below indicates the enrollment distribution by grade.

Figure 7: Charter School Enrollment by Grade 2023-24 SY



Source: DRMP 40th Day Enrollment File, SY 2023-24

Choice and Magnet School Options

Choice and magnet options influence student enrollment in schools with attendance boundaries by attracting students away from their assigned school impacting student enrollment and growth projections. Choice options consist of seats available at certain schools outside of the student's attendance boundary and are available through a lottery-based application process. Created as an element of the desegregation plan, these choice options continue to be a significant instrument used by the district to provide educational opportunities outside of the students' assigned schools.

During the 2023-24 SY, 41 magnet schools are in operation serving 22,492 students: 4,986 elementary, 6,744 middle, 7,739 high and 3,012 K-8. Kenneth E. Adum PK-8 Magnet school will open in the 24-25 school year. Full magnet schools do not have school attendance boundaries.

School Reputation & Popularity

School reputation and popularity referred to as stay-rate has a substantial impact on student enrollment. Family legacies, program availability, school grades, and reputation are several factors that impact the stay rate of a school. The unpredictability of school stay rates (the number of students that enroll in their assigned school) presents challenges in predicting long range student enrollment projections.

Class Size Reduction

The Class Size Reduction (CSR) constitutional amendment was approved in 2002 to prevent classroom overcrowding by limiting grades PK through third (PK-3) to 18 students, grades fourth through eighth (4-



8) to 22 students, and grades ninth through twelfth (9-12) to 25 students per classroom. Another amendment followed in 2006 to allow flexibility to consider a schoolwide average to meet class size. CSR requirements increase the importance of maintaining schools' Level of Service (LOS) for the school concurrency system.

School Attendance Boundaries

Periodic adjustments to the school attendance boundaries achieve optimal capacity utilization throughout the district. Staff monitors growth occurring throughout the County and identifies areas that will require capacity utilization solutions. Solutions, such as, school additions, new schools, school conversions, and attendance boundary changes, address the increasing growth in developing areas, maintain the LOS and utilize underutilized space.

The School Board School Board passed districtwide boundary changes on June 20, 2023. These new attendance boundaries go into effect in the 24-25 SY, apart from High School UUU that will open in the 25-26 SY. Several sites are scheduled to be repurposed in the 24-25 SY impacting school capacity.

A community generated boundary request was considered for Carrollwood K-8. The new boundary was approved by the School Board on May 9, 2023, and will be implemented over a three- year period, adding a sixth grade starting in 2023/24 SY, a seventh grade in 2024/25 SY and an eighth grade in 2025/26 SY.

Boundary changes will continue as population shifts occur and new schools are sited. The list below provides members with a list of potential future attendance boundary changes.

Year 1: 2023-24

- Collins K-8, boundary approved in January 2022

Year 2: 2024-25

- None currently

Year 3: 2025-26

- New High School UUU, boundaries approved June 2023

Year 4: 2026-27

- None Currently

Year 5: 2027-28

- None currently



Planning Processes

Florida Statute requires all school districts to submit an Educational Plant Survey once every five years to FDOE. The survey establishes the condition of existing facilities and contains recommendations for repairs, major renovations, remodeling, and capacity improvements based on actual and anticipated needs. The district has developed and adopted the 2018-2023 Year Educational Plant Survey. Staff has begun the 2024-29 Year Educational Plant Survey for adoption in 2024.

Additionally, each school district is required to develop and approve a District Educational Facilities Plan (Five-Year Work Plan.) The plan must be submitted to the FDOE each year and include a schedule of all major repairs, renovations, and new construction in addition to class size reduction information, use of portable classrooms, and revenues. The COFTE projections are provided by the FDOE based upon cohort projections from the annual live birth rates within the County and must be allocated to each individual school.

Capacity Projects

Funding for new capacity is derived from impact fee collections. The Five-Year Work Plan identified \$237,350,614 in funded maintenance and major repair/construction projects. Additionally, \$74,765,794 in new student capacity projected were detailed in the plan.

Figure 8: 2023-24 SY Five-Year Facilities Work Plan

2023-2024 Five Year Work Plan: Proposed New Schools and Additions									
Year 1 (2023-24)									
School	Location	Grade Level	Current Student Stations ¹	New Student Stations	Total Student Stations	Communities Impacted ²	Projected construction Cost	Opening Date	Acres
Dorothy Thomas (Reconstruction) ^{3,4}	3215 Nundy Rd., Tampa	ESE	210	214	214	ESE Center, Lake Magdalene Area	\$21,904,000	August 2023	4.18
Collins PK-8 ⁵	12424 Summerfield Blvd. Riverview	PK-8	1146	594	1740	Panther Trace, South Point, Lake Lucaya	\$47,596,944	December 2023	15.94
Robinson HS Addition	6311 South Lois Ave., Tampa	9-12	1887	150	2037	South Tampa	\$5,264,850	August 2023	26.34
Year 2 (2024-25)									
School	Location	Grade Level	Current Student Stations	New Student Stations	Total Student Stations	Communities Impacted	Projected construction Cost	Opening Date	Acres
Manhattan PK-8 "WW"	4210 W Bay Villa Ave., Tampa	PK-8	0	1800	1800	South Tampa	\$63,439,779	August 2024	12.9
Newsome Addition	16550 Fishhawk Blvd, Lithia	9-12	3084	100	3184	Lithia	\$38,047,910	August 2024	93.26 (portion)
Year 3 (2025-26)									
School	Location	Grade Level	Current Student Stations	New Student Stations	Total Student Stations	Communities Impacted	Projected construction Cost	Opening Date	Acres
Plant City Career Center	1690 E. Park Road Plant City, FL 33563	9-12	0	900	900	Plant City	\$32,611,254	August 2025	16.29
New High School "UUU"	1712 West Lake Drive Wimauma, FL 33598	9-12	0	3400	3400	South County, Wimauma	\$176,004,385	August 2025	100 (portion)
Year 4 (2026-27)									
School	Location	Grade Level	Current Student Stations	New Student Stations	Total Student Stations	Communities Impacted	Projected construction Cost	Opening Date	Acres
Tinker PK-8 Addition ^{6,7}	8207 Tinker Street, MacDill AFB, Tampa	PK-8	738	300	906	MacDill AFB	\$14,000,000.00	N/A	17.57
Year 5 (2027-28)									
School	Location	Grade Level	Current Student Stations	New Student Stations	Total Student Stations	Communities Impacted	Projected construction Cost	Opening Date	Acres



Site Acquisition & Disposition

Staff continues to identify new school sites to fulfill future needs. In addition to school site dedications, staff continues to build future site inventory to meet the future growth needs. Continuing property acquisition enables staff to expand planning efforts beyond the five-year work plan timeframe and allows the district to be nimble in reacting to changes in growth patterns in the community.

Figure 9 is a map indicating where all School Board-owned, dedicated and pending site purchases are located. The map illustrates that properties have been purchased in the areas that are currently failing at the elementary, middle or high school concurrency levels.

Figure 9: HCPS Future School Sites



Site Name	Acres	Ownership
South County Career Center	225.3	School District Owned
Waterset 2	25.166	School District Owned
Rhodine Road (Belmond Reserve)	30.1	School District Owned
North Park Isles	50	School District Owned
Varrea ES	15	School District Owned
Bishop Road	62.26	School District Owned
Council Growers	14	Developer Owned
West Lake Drive, Elementary F	15	School District Owned
West Lake Drive, Middle VV	35	School District Owned
Bezdeck	47.5	School District Owned



Multiple properties have been purchased since 2020 and of those sites purchased, some can be used for more than one school. (ex. West Lake property) Given the recent districtwide boundary changes and growth and development numbers, there are no plans to dispose of district properties. Several schools were identified during the recent districtwide boundary changes to be repurposed for other school-related uses, such as offices, professional development training centers, early childhood and a newcomer's center.

The revised ILA was approved by the School Board on April 18, 2023, and the Board of County Commissioners on April 19, 2023 and the City-County Planning Commission on May 8, 2023. The Staff Working Group (SWG) consisting of school district staff, and county and planning commission staff, will meet in March 2023 to review future sites not already approved for consistency through a preliminary consistency finding. The goal of these preliminary consistency findings to better coordinate the timing infrastructure (e.g., roads sidewalks, water, and sewer) provided by the County. (Hillsborough County Interlocal Agreement for School Facilities Planning, Siting and Concurrency, Section 2.1)

Long Range Planning

The School District's Long Range School Planning Study was approved on November 16, 2021 by Benesch (FKA Tindale Oliver) reevaluated projected enrollment growth, student generation, maintenance needs, and revenue sources to devise a capacity plan and business plan. The study updated the district's needs based on more recent data since the initial review in 2017. It identified that the district will need a total of 18 schools over the next 15 years and that school additions and new schools programed in the District's Five-Year Facilities Work Program addressed the near-term capacity needs. Understanding the diversity of the district, this plan also identified opportunities to repurpose some schools within Hillsborough County.

Due to recent residential growth pressures in the Plant City area, Benesch conducted a sub-area long-range plan, which was approved September 20, 2022. This plan identified a range of potential school needs based on the historical share of Plant City's countywide growth and projections that included the long-range transportation plan. The scenarios developed suggest that if moderate growth occurs, there may be a need for two new schools over 15 years (one elementary and one high school). However, if proportionally, Plant City receives 11% growth, then a total of six schools (over 15 years) may be needed to serve the anticipated growth. The Bezdek, North Park Isle and Varrea properties have been purchased to assist with the immediate and future growth needs of the Plant City area.

School Concurrency

The district reviews the residential development proposals at three stages: comprehensive plan amendment, rezoning, and preliminary plat (or site plan) in all jurisdictions. School concurrency capacity reservations occur at preliminary plat or site plan review (multifamily developments are processed through the site plan



process). To conduct the reviews, staff uses student generation rates, level of service standards, and enrollment projections specifically outlined in the ILAs, LDRs, and comprehensive plans.

Actual student generation rates vary throughout the County by housing type, age, location, and affordability. However, a standard districtwide student generation rate was developed in the impact fee ordinance in 2004 and was subsequently adopted for the school concurrency system in 2008. In March 2020, the Board of County Commissioners adopted the new school impact fees, which updated the student generation rates.

Table 1: HCPS Countywide Student Generation Rate, June 2020

Grade	Single-Family, Detached	Single-Family, Attached	Multi- Family	Mobile Home
K-5	0.193	0.114	0.114	0.185
6-8	0.087	0.048	0.041	0.071
9-12	0.135	0.073	0.051	0.090
TOTAL	0.415	0.235	0.206	0.346

Source: Duncan and Associates School Impact Fee Study 2020

The LOS standard for school concurrency for all jurisdictions is established at 100% of permanent Florida Inventory of School Houses (FISH) capacity as adjusted by the School Board annually to account for measurable programmatic changes.

School district staff reviews residential preliminary plats and site plans that meet the requirements for school concurrency. The district reviewed over 1,000 concurrency applications throughout the entire County and tracked school concurrency reservations through a Geographical Information System (GIS) application. A new vendor is providing the GIS services with the new application still in the testing phase. If the development meets the school concurrency test, the district issues a concurrency finding reserving a student station for the projected students generated from the proposed development. On an annual basis, staff review the school concurrency reservations to track the status of each development. If a development is considered occupied, the reservation is then released, since the “generated” student should be included in the district’s enrollment counts. The release process eliminates double counting of students by differentiating between projected versus actual enrollment.

The district is currently tracking 7,665 elementary, 3,563 middle, and 4,699 high school student concurrency reservations throughout all jurisdictions. Even with all active reservations, there remains 21,464 elementary, 12,354 middle, 3,680 PK-8 and 2,868 high school available seats per FISH capacity (per the 2023-2024 40th day count and 2023 FISH capacity). Per the 40-Day, 2023/2024 SY, four



elementary schools, two middle schools, and six high schools were operating at or over 100% FISH capacity.

The district is launching a combination of efforts to maintain the LOS including attendance boundary changes, capacity additions, school conversions, and new school construction.

Proportionate share mitigation first started in unincorporated Hillsborough County in November 2018. In 2021, due to no sited elementary, middle, or high school within the districts' Five-year Facilities Work Plan, a moratorium was in place in south Hillsborough County. To trigger a proportionate share mitigation process, enrollment, and development reservations, both the school to which the development is assigned, and the contiguous school boundaries are above the 100% LOS. Two critical pieces of legislation were passed related to the implementation of proportionate share mitigation: 1) HB 7103 (2019), which requires the district to provide 100% impact fee credits for all proportionate share agreements; and 2) SB 706 (July 2022), which revised when school concurrency is deemed satisfied, notification timeline to the county is available and a proportionate share mitigation may be set aside and not spent if an improvement has not been identified.

There have been 79 proportionate share mitigation agreements since 2018, totaling \$76,975,449. Of the 79, three are in the City of Tampa, six in the City of Plant City and the remaining are in the south portion of unincorporated Hillsborough County. Since the effective date of SB 706 (July 2022) 34 proportion share mitigation agreements have been recorded. These funds are earmarked for various projects, including Collins PK-8, Newsome High School addition, Robinson High School addition, Adum PK-8 (Manhattan/WW), Plant City Career Center, and High School "UUU".

After the review of the development releases and the new 2023-24, 40th day enrollment count, the elementary, middle and high school level is at a failing LOS in south Hillsborough County and the high school level in Plant City. In June 2022, the BOCC, Lennar Homes and the school district entered into a developer's agreement to improve West Lake Drive in Wimauma. This agreement and the approval of MM-21-1342 allowed for school-owned property to move forward in its siting process for a new elementary, middle, and high school on the 100-acre parcel. Construction has started on High School UUU on the West Lake property with an opening date of 25-26 SY.

School District Funding

Hillsborough County Public Schools has five primary capital funding sources: School Impact Fees, Millage (1.5 mills), Capital Outlay and Debt Service (CO&DS) Revenue, Capital Investment Tax (CIT), and Public Educational Capital Outlay (PECO) funding.



Impact Fees

The Hillsborough County Board of County Commissioners first adopted the school impact fee ordinance in 1986. Originally, the impact fee allocation was limited to the purchase of new school properties. The fee was established at \$196 per housing unit (on average), which generated insignificant capital for the district to keep pace with capital improvement needs. The impact fee was updated and significantly increased in 2006 to \$4,000 average per housing unit. The revised ordinance language expanded the use of funds to include not only land but also construction costs of new facilities.

Hillsborough County coordinates and collects the school impact fees through Ordinance 06-16, as amended. In March 2020, the Hillsborough County Board of County Commissioners approved a new impact fee for the first time since 2006 and took effect June 2020. The average impact fee for a single-family home was \$4,000, which increased to \$8,227.

Hillsborough County collected \$51,345,914 in school impact fees through the School District's 2022-23 fiscal year. The current impact fees are as follows:

Table 2: Unincorporated Hillsborough County Adopted Impact Fee Rates, 2020

Housing Area per Unit	Amount
Less than 500 SF	\$1,645
500-749 SF	\$1,645
750-899 SF	\$1,645
900-999 SF	\$3,891
1,000-1,249 SF	\$3,891
1,250-1,299 SF	\$3,891
1,300-1,499 SF	\$7,027
1,500-1,799 SF	\$7,027
1,800-1,999 SF	\$8,227
2,000-2,499 SF	\$8,227
2,500-2,999 SF	\$9,369
3,000-3,399 SF	\$9,369
3,400-3,999 SF	\$10,976
4,000+ SF	\$10,976

Source: Hillsborough County Ordinance 20-5. Adopted by the BOCC on 3/4/2020 (area based on living area)

In 2024, Hillsborough County will begin another impact fee study and request that the School Board also request a study for school impact fees. The new fee will be incorporated into their new impact fees for residential properties beginning sometime in 2025 if approved by the Board of County Commissioners.



Due to excessive residential growth in the late 1990s and early 2000s, and limited impact fee funds, the School District issued bonds to fund new capacity projects to house the growing student population. The district has not issued new capital bonds in recent years, however, and because of the accrued debt the district must earmark a large portion of the millage to pay for the debt service. The school district collected approximately \$253,842,606 in operating millage for the 2023 school district's fiscal year.

In addition to the millage and impact fees, the district collects smaller portions of income from the CO&DS Revenue, and Community Investment Tax (CIT). The CO&DS funds are utilized for safety projects, and the CIT funds are allocated to school bus and security vehicle needs. Lastly, the school district collects income from a half-penny sales tax to assist with the maintenance backlog related to roofs, HVAC, playground equipment, etc.

School Concurrency Review Fees

Per the ILAs and implementing ordinances, the district may collect a fee for concurrency application reviews. During the housing market downturn, the number of applications was relatively low, and the district did not charge for the school concurrency reviews. However, due to the volume of comprehensive plan amendments, rezoning, preliminary plats, and residential site plans, staff implemented review fees. The district revenue stream assists in supporting the needs of the Growth Management and Planning Department in the implementation of the school concurrency system, which includes funding of the GIS based development software, development release studies, and land use legal services. For the year of 2023, the District has collected \$56,700 in review fees.

Conclusion

In order to provide for capacity and enrollment needs of the district, the Growth Management and Planning staff conduct a high volume of development reviews, pursue multiple property searches and acquisitions, facilitate school siting applications, provide multiple well easements, and manage district property lease agreements. The office also manages the Florida Inventory of School Houses (FISH), the capacity of existing educational facilities, by continually monitoring and updating facility changes in the state of Florida's Educational Facilities Information System (EFIS). The state required Five-year Educational Plant Survey will be submitted in April of 2023. Staff continues the transition to a new GIS platform. This system provides the district's online school locator service, a development and school concurrency tracking tool and REST services for the school choice application and Synergy, the new student information system.