

**5-YEAR PLAN NARRATIVE  
DATA & ANALYSIS**



**Escambia County**  
**PUBLIC SCHOOLS**

**January 2024**

**Prepared by**

**Escambia County Public Schools**

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## **Chapter 1: Purpose and Overview**

### **Purpose of Public School Facilities Element (PSFE)**

The PSFE is designed to provide guiding policies through which the local governments can effectively manage growth and meet public school needs. It is also considered a companion piece to the 5-year Work Plan. The element establishes a concurrency management system through which the local governments can ensure public school capacity is available concurrent with development. The concurrency management allows for a greater communication and understanding between Escambia County, the City of Pensacola, the Town of Century, and the Escambia County Public Schools when concentrating on public school capacity issues.

The PSFE is also intended to increase coordination between the School Board and local governments on issues such as land use planning, the school siting process, and school facility expansion. It also helps to ensure all local government comprehensive plan elements within the County are consistent with each other.

### **Data and Analysis Overview**

The following sections present the guidelines by which the School Board evaluates school facilities; an inventory of existing facilities and planned future facilities; an evaluation of the school system based on these guidelines and determination of need; an analysis of funding; an analysis of coordination between school planning and local land use planning.

In addition, the data and analysis support the required implementation of school concurrency in Escambia County. The study explains the school system and its relationship to development and growth from both a countywide perspective and a finer grain look at schools within established Concurrency Service Areas (CSAs). A CSA is defined in the PSFE as each public school's attendance zone. The findings and conclusions of the data and analysis support the goals, objectives and policies of the element including the establishment of level of service standards and the delineation of CSAs.

### **The Public School Facilities Element (PSFE) and State Law**

The 2005 Legislature mandated that the availability of public schools be made a prerequisite for the approval of residential construction and directed a closer integration of planning for school capacity with comprehensive planning. The mandate was repealed in 2011 through adoption of the Community Planning Act. However, counties and other local jurisdictions are allowed to choose to implement School Concurrency Senate Bill 360:

- requires that existing Interlocal Agreements between school boards and local governments be updated and expanded to comply with the legislation;
- requires each local government to adopt a Public School Facilities Element as part of its comprehensive plan;
- mandates school concurrency;
- requires that local governments update their Intergovernmental Coordination elements to include additional public school planning coordination policies;

- requires that the Capital Improvement Element Five Year Schedule of Capital Improvements be updated by December 01 annually; and
- requires the establishment of a process and uniform methodology to implement proportionate share mitigation.

Chapter 163.3177(6)(a)3.d. & 7, Florida Statutes—The future land use element must clearly identify the land use categories in which public schools are an allowable use.

Chapter 163.3180(a) & (b), and (6)(a) & (c), Florida Statutes—Concurrency—If concurrency is applied to other public facilities, the local government comprehensive plan must provide the principles, guidelines, standards, and strategies, including adopted levels of service, to guide its application.

Chapter 163.31777, Florida Statutes—Public Schools Interlocal Agreement-- The county and municipalities located within the geographic area of a school district shall enter into an interlocal agreement with the district school board which jointly establishes the specific ways in which the plans and processes of the district school board and the local governments are to be coordinated.

Chapter 1006.23, Florida Statutes—Hazardous walking conditions

Chapter 1013.33(1), (3) & (5), Florida Statutes—Coordination of planning with local governing bodies.

The legislation prescribed the following minimum content requirements for PSFE goals, objectives, and policies provided in FS 163.3177 (12)(g)

- a procedure for annual update process;
- a procedure for school site selection;
- a procedure for school permitting;
- policies to ensure that the required, necessary infrastructure is available to support proposed schools;
- provisions for co-location of other public facilities in proximity to public schools;
- provisions for location of schools proximate to residential areas and to complement patterns of development; measures to ensure compatibility of school sites and surrounding land uses; and
- policies regarding coordination with adjacent local governments and the School Board on emergency preparedness issues.

The data and analysis portion of the Public School Facilities Element addresses:

- how level-of-service standards will be achieved and maintained;
- the interlocal agreement adopted pursuant to s. 163.31777 and the 5-year School Board facilities work program adopted pursuant to s. 1013.35;

- the educational plant survey prepared pursuant to s. 1013.31 and an existing educational and ancillary plant map or map series;
- information on existing development and development anticipated for the next 5 years and the long-term planning period;
- an analysis of problems and opportunities for existing schools and schools anticipated in the future;
- an analysis of opportunities to collocate future schools with other public facilities such as parks, libraries, and community centers;
- an analysis of the need for supporting public facilities for existing and future schools;
- an analysis of opportunities to locate schools to serve as community focal points;
- projected future population and associated demographics, including development patterns by year for the upcoming 5-year and long-term planning periods; and
- anticipated educational and ancillary plants with land area requirements.

## **CHAPTER 2: Existing Community Conditions**

### **Purpose**

The primary purpose of this chapter is to describe the historic and current relationship between population, housing and school enrollment and provide a framework for determining the demands of projected growth on school capacity.

### **Community Condition**

Escambia County is located in the extreme Northwestern corner of the State, the Perdido River forms its western boundary with Alabama, and the Escambia River forms its eastern boundary with Santa Rosa County, FL. The County is bordered on the north and west by Alabama, and on the south by the Gulf of Mexico. The Territorial Legislature created Escambia County on July 22, 1821 to be Florida's first county, a distinction it shares with St. John's County. The municipalities of Pensacola and Century reside in the county. The County encompasses 657 square miles, or 420,480 acres, with an additional 64,000 acres of water area. Escambia County currently has fifty-two (52) public schools.

Escambia County has had a steady increase in population since 1950. The 2020 population was 324,878 people (Bureau of Economic & Business Research, University of Florida, 2020 and the United States Census 2020). As compared with the 2010 population of 297,619. That is approximately 8.2% increase over a 10-year period or slightly less than 1% per year. The future growth of the County is projected to increase approximately 1% each year. Escambia County currently ranks 21<sup>st</sup> in the state of total population, placing Escambia among the largest Florida counties directly behind St. Lucie, Marion, Collier and Lake Counties. (2021 Population Estimates Program and 2020 American Community Survey)

Along with growth the County has experienced population mobility or population shift from one area to another. Several Census tracts saw reduction in population ranging from -4% to -25%. These areas are in the Warrington, Brownsville, Goulding, West Pensacola, Wedgewood, and Tristen Village communities. Census Tracts in the northeastern part of Escambia County such as Century, McDavid, Molino, and Bratt saw decrease approximately -2% in population as well. Census Tracts in the northwestern part of the county like Walnut Hill, Barrineau Park, and Cottage Hill saw increase of 5% to 15.5%. The largest growth is in the Census Tracts in the central and western parts of the county which include Cantonment (44% increase), Pine Forest (29% increase) and Beulah (63.4% increase). Census Tracts in the southwestern part of the county also saw double digit growth. Pensacola Beach saw and increase of 37.6%.

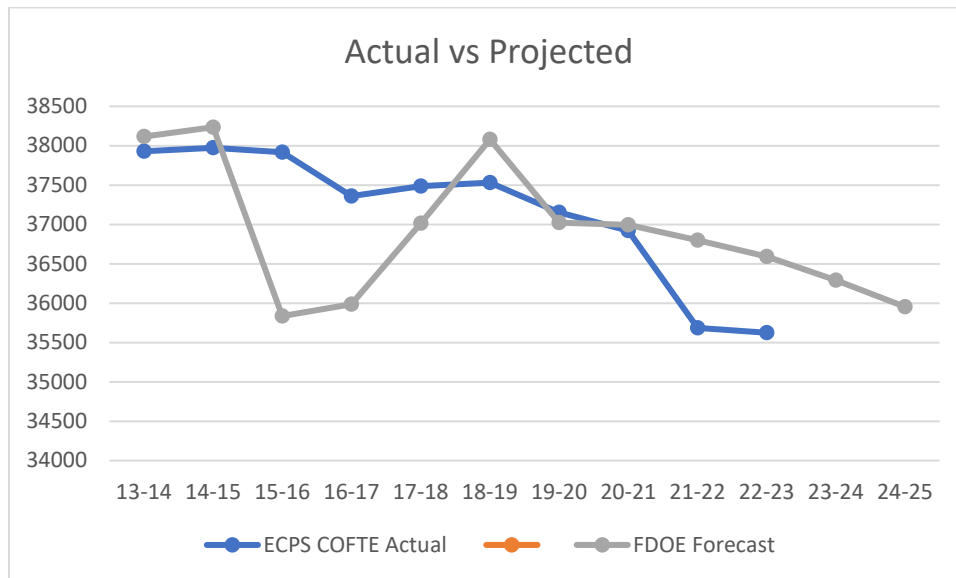
### **School Age Population/ Public School Enrollment**

As shown in Table 2, Escambia County's 2020 public school enrollment population represented approximately 11% of the total population compared to 16.9% for the State in 2020. Total County population is projected to increase at a stable rate while public school enrollment, as a percentage of the total county population, is projected to decrease. This is primarily due to the composition of families moving into the County. The Escambia County EAR shows the largest family household type and the household type with the largest percentage increase in population from 2010-2020 was married couples with no children under the age of 18. (Census, American Community Survey 2020)

**Table 1: School Enrollment & Total Population, 2013 – 2025**

Year	FDOE Projected COFTE	Actual COFTE	Annual Percent Change School	Total Population	Numerical Change	Percent Change County	Public School Enrollment (% of Total)
2013/14	38115	37929	0	294,410	-	3.1%	14.40%
2014/15	38235	37973	0.12%	303,623	9,213	3.0%	13.38%
2015/16	35836	37918	-0.15%	323,801	20,178	6.2%	11.74%
2016/17	35985	37361	-1.49%	340,395	16,594	4.8%	11.53%
2017/18	37013	37487	0.34%	355,672	15,277	4.2%	11.71%
2018/19	38078	37532	0.12%	369,307	13,635	3.6%	12.12%
2019/20	37023	37154	-1.02%	381,961	12,654	3.3%	12.07%
2020/21	36994	36922	-0.63%	318,828	-63,133	-19.80%	11.58%
2021/22	36798	35687	-3.46%	324,878	6,050	1.86%	10.98%
2022/23	36590	35624	-0.18%	333,452 est	8,574	2.57%	10.68%
2023/24	36290		Data	Unavailable			

Source: Escambia County School Board, FDOE COFTE Projections, Florida-Alabama TPO Long Range Transportation Plan\*\*, Bureau of Economic & Business Research, University of Florida, Population 2005-County Population, US Census 2020



### Housing Characteristics

The 2020 Census indicates the County acts as a seasonal destination and this is reflected in the high percentage of vacant seasonal housing 22.6%. The unincorporated portion of the county has a higher percentage of vacant seasonal housing at 26.1%. The barrier islands in the County are unincorporated and they contributed to the high percentage of seasonal housing. The City of Pensacola has 3.3% vacant seasonal housing and the Town of Century is at 8.1% respectfully.

The 2020 housing characteristics for the City of Pensacola, the Town of Century, and Escambia County are identified below:

**Table 2: Escambia County 2020 Housing Characteristics**

	Pensacola	Century	Unincorporated County	Total County
<b>Housing Units</b>	26,938	800	117,652	145,390
<b>Occupied Housing Units</b>	24,524	680	103,533	128,737
<b>% Occupied</b>	90.8%	85%	88.6%	88.1%
<b>Vacant Housing Units</b>	2,471	120	11,007	17,280
<b>% Vacant</b>	9.2%	15%	11.4%	11.9%
<b>% Seasonal</b>	3.3%	8.1%	26.1%	22.6%
<b>Average Household Size (occupied units)</b>	2.27	2.52	2.75	2.45

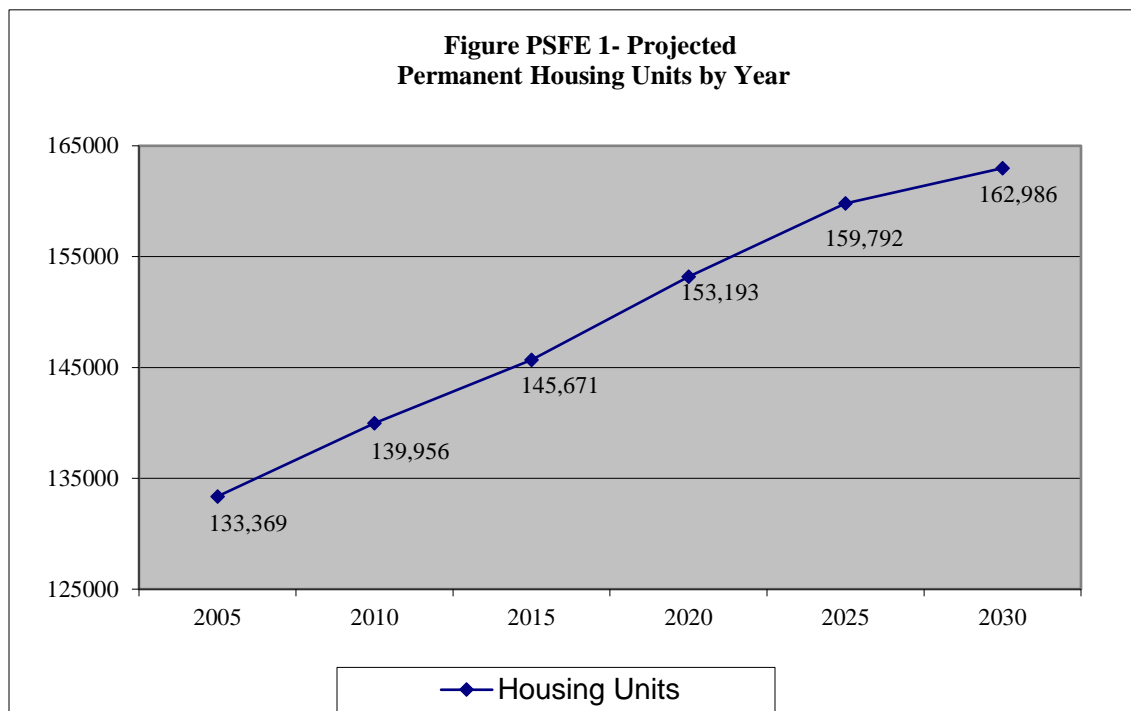
Source: US Bureau of the Census 2020

Table 4 provides the 2020 general housing characteristics for Escambia County.

**Table 3: Escambia County Housing 2020 Characteristics**

Planning Area	Escambia County-Total
<b>Population</b>	321,905
<b>Permanent Occupied Housing (Year Round Housing)</b>	120,104
<b>Population per Household (PPH)</b>	2.46

As noted by **Figure 1**, “permanent housing” (or year round housing) is expected to increase by 29,617 dwellings representing an increase of 22% by 2030 (25 years). The 20-year increase is projected to be approximately 26,423 units (19% increase), or slightly less than 1% a year.



Source: Florida-Alabama TPO Long Range Transportation Plan (TAZ).



## **Chapter 3: Current School Facility Planning Efforts**

### **Schools as Community Focal Points**

Escambia County in particular promotes the co-location of schools near parks, recreation and community facilities. The School Board purposely tries to locate future schools in areas that are near residential neighborhoods. The County and School Board have adopted a 2005 agreement that focuses on the co-location and cooperative operational uses when dealing with education facilities.

The 2008 update to the Interlocal agreement for public school facilities planning between the School Board and local municipalities identifies the desire for the location of schools to serve as focal points in the community. The PSFE goals, objectives, and policies will further strengthen this concept. The Policy document established objectives to be used by all partners on the development of future schools.

The Interlocal agreement states the local governments shall consider the following when evaluating school sites and significant expansions:

- The location of schools proximate to urban residential development and contiguous to existing school sites, and which provide logical focal points for community activities and serve as the cornerstone for innovative urban design, including opportunities for shared use and co-location with other community facilities;
- The location of elementary schools proximate to and within walking distance of the residential neighborhoods served;
- The location of high schools on the periphery of residential neighborhoods, with access to major roads;
- Compatibility of the school site with present and projected uses of adjacent property;
- Whether existing schools can be expanded or renovated to support community redevelopment and revitalization, efficient use of existing infrastructure, and the discouragement of urban sprawl;
- Site acquisition and development costs;
- Safe access to and from the school site by pedestrians and vehicles;
- Existing or planned availability of adequate public facilities and services to support the school; and
- Environmental constraints that would either preclude or render cost infeasible the development or significant renovation of a public school on the site.

In addition, the School Board also maintains a Cooperative Agreement with the County to promote the joint use of athletic facilities.

### **Uses of Public School Facilities**

The School Board has an internal policy that promotes the continued use of education facilities during non-school hours to be used by eligible non-school groups in the community.

## **Use of Educational Facilities and Grounds**

Pursuant to the terms and conditions of this rule, the School Board permits the use of educational facilities (including grounds) by eligible non-school groups during non-school hours for any legal assembly, for community use centers, and, at other times for polling places in any general, primary, or special election. Such non-school use of educational facilities and grounds shall only take place after the execution and delivery of the most current edition of the standardized School Board agreement.

## Chapter 4: Public School System Overview

### Current State of Public Schools

Escambia School Public Schools currently reports the following enrollment for the 2023-24 school year.

	<b>Actual</b>	<b>COFTE Forecast</b>
Elementary (K-5)	17,094	16,862
Middle (6-8)	7,848	7,628
High (9-12)	10,391	9,472
Total:	35,333	33,961

(Source: Escambia County School District October Enrollment County 2022/23 & DOE COFTE projections)

The School District uses COFTE projections to as a guideline to determine the enrollment for elementary, middle, and high schools. These projections provide the basis for the analysis of school funding and school needs for the five (5) year period identified in the following sections.

As of June 2022, Florida Department of Education records indicate that the overall capacity of the public school system is 51,559 student stations. Approximately 90% of these stations are housed in permanent structures with the remaining 10% are located within relocatable structures.

### Enrollment and Capacity

The evaluation of the present and future relationship of enrollment and school capacity is fundamental to effective school facilities planning. The Five-Year District Facilities Plan and the annual Capital Outlay Full Time Equivalent (COFTE) projections (cohort – survival technique) provided by the Florida Department of Education (DOE) provide the foundation for this assessment. These projections are used as a guide for the School District in order to determine the long-range planning needs for additional capacity enhancements and new construction needs. These projections are consistent with the long-term planning period in the County. (Note these projections are broken down by school type.)

Florida Statutes require that the school enrollment projections made by the DOE and the School Boards be reconciled with population and housing projections used for comprehensive planning purposes.

### School Board Facility Inventory

The District maintains approximately 7,519,517 sq. ft. district wide. As noted, 14% of the physical plant was constructed in the last 10 years with 16% constructed during the last 20 years. Fourteen (14%) percent of public school facilities are 21- 30 yrs old. Currently 12% of public school facilities were constructed between 31 to 40 years ago and 26 % have been in place for 41 to 50yrs. 17% of public school facilities are over 50 yrs. old. Significant portions of public school facilities are buildings that are of older construction.

**Table 4: Escambia County School Board – Florida Inventory of School Houses (FISH) Data**

<b>PHYSICAL PLANT</b>	
Schools	51
Permanent Buildings	493
Relocatable Buildings	138
Permanent Student Stations	47,284
Relocatable Student Stations	1,767
Total Student Stations	49,051
<b>CAPACITY</b>	
Permanent Classrooms	2,227
Relocatable Classrooms	218
Total Classrooms	2,598
<b>TOTAL NET SQ FT</b>	
Permanent Net Sq Ft	6,143,670
Relocatable Net Sq Ft	316,911
<b>AGE OF PHYSICAL PLANT</b>	
% Sq Ft 1-10 Years Old	14.05%
% Sq Ft 11-20 Years Old	16.65%
% Sq Ft 21-30 Years Old	14.1%
% Sq Ft 31-40 Years Old	12.15%
% Sq Ft 41-50 Years Old	26.05%
% Sq Ft Over 50 Years Old	17%

Source: Florida Department of Education, Educational Facilities, Florida Inventory of School Houses, 2023, and Escambia County School Board May, 2007

### **Supporting Infrastructure**

The policy document of the PSFE identifies goals, objectives, and policies, which require that supporting infrastructure be addressed when new or expanded school facilities are constructed. The School Board currently has an informal process of contacting the County when a new facility may be needed. The 2005 Interlocal Agreement between the County, City, Town and School Board details the review requirements when expanding or constructing a school facility.

The School Board will continue to coordinate new school facility efforts with the County, City, Town, and utility companies to ensure supporting infrastructure is available such as potable water, wastewater, drainage, solid waste, and transportation. The School Board will also seek to assure safe access to schools, including sidewalks, bicycle paths, turn lanes, and signalization. The School Board will identify all infrastructure requirements at time of site selection of new school facilities.

### **Relocatables (Portables)**

The District addresses capacity deficiencies and other program needs at individual schools by the use of relocatables or portables. The use of relocatables is a temporary measure used to address capacity issues. As shown by Table 5, the District uses a total of 138 relocatables providing approximately 1544 student stations. However, not all of this inventory is currently being used as classrooms.

**Table 5: Relocatables**

	Acres	Relocatables	Student Stations provided by Relocatables
<b>High Schools</b>			
Escambia High School	35	0	0
Northview High School	83	0	0
Pensacola High School	30	0	0
Pine Forest High	40	10	100
Tate High School	226	1	25
Washington High School	65	4	100
West Florida High School	37	1	15
<b>Middle Schools</b>			
Bailey Middle	29	10	164
Beulah Middle	35	0	0
Bellview Middle	25	2	20
Brown Barge Middle	25	0	0
Ernest Ward Middle	90	0	0
Ferry Pass Middle	25	5	66
Ransom Middle School	40	10	242
Workman Middle	15	2	22
<b>Elementary Schools</b>			
A.K. Suter Elementary	10	0	0
Bellview Elementary	11	0	0
Beulah Elementary	20	11	151
Blue Angels Elementary	40	0	0
Bratt Elementary	20	2	30
Brentwood Elementary	16	1	20
Cordova Park Elementary	10	6	76
Ensley Elementary	15	7	98
Ferry Pass Elementary	9	4	36
Hellen Caro Elementary	25	8	44
Holm Elementary	12	0	0
Jim Allen Elementary	21	0	0
Lincoln Park Elementary	10	2	0
Lipscomb Elementary	25	10	102
Longleaf Elementary	20	2	0
McArthur Elementary	20	4	22
Molino Park Elementary	36	0	0
Montclair Elementary	11	1	0
Myrtle Grove Elementary	NA	NA	NA
N B Cook Elementary	4	0	0
Navy Point Elementary	15	0	0
Oakcrest Elementary	20	15	36

Pine Meadow Elementary	8	0	0
Pleasant Grove Elementary	48	0	0
Scenic Heights Elementary	10	9	76
Semmes Elementary	10	2	0
Sherwood Elementary	13	1	0
Warrington Elementary	18	7	79
Weis Elementary	12	0	0
West Pensacola Elementary	14	2	20

### Ancillary Facilities

Ancillary facilities provide general support for the operation of the District and do not have a level of service requirement. Ancillary facilities support is not related to individual schools.

Table 5 provides an inventory of the ancillary facilities.

**Table 5: Ancillary Facilities Inventory**

Address Facility	Square Feet	Acres	Address
Central Warehouse	139,618	2	51 E. Texar
Vernon McDaniel Administration	44,419	2	75 North Pace Blvd
J.E. Hall Center Annex	51,227	8	151 E. Fairfield
J.E. Hall Educational	211,458	25	30 E. Texar
Capital Crew Shop	22,121	2	DeSoto
<b>Total Inventory</b>	<b>534,199</b>	<b>60</b>	
Source: Escambia County School Board			

The 2020 Educational Plant Survey does not identify any land requirements needed for new or existing ancillary facilities. No ancillary facilities are projected to be constructed in the long-term planning period. Estimated cost to build ancillary facilities for the long-term planning period have not been determined at this time. Current ancillary facilities appear to be sufficient for the long-term planning period.

### Charter Schools

The Escambia County School Board charters seven (7) K-12 schools, and one (1) Pre-K/ESE school to be operated by organizations. Although charter schools are classified as public schools, the DOE does not project the enrollment within these schools. As of January 5, 2024, charter schools in the School Board had the following attendance

**Table 6: Charter Schools**

Beulah Academy Science	310 Students
Byrneville Elementary	185 Students
Capstone UCP (Pre-K)	30 Students
Jackie Harris Prep	215 Students
Warrington Prep	595 Students
Pensacola Beach	110 Students
PSC Charter Academy	60 Students

## Chapter 5: Level of Service – Current & Projected

### Guidelines for the Development of Schools

The Educational Plant Survey is a systematic study that aids in the formulation of plans for housing the educational program and student population, faculty, administrators, staff, and auxiliary and ancillary services of the district or campus. The survey, must be conducted by School District staff at least every five (5) years (Florida Department of Education). According to the Educational Plant Survey, a school site should be adequate to address existing needs based on school programs and enrollment and to allow economical future expansion and development. The choice of sites for new schools is of critical importance in the overall development of a school facilities program. New sites should be located to minimize transportation and infrastructure costs and should be sized so that they provide adequate space for school buildings, storm water retention, off street parking, queuing for parent and bus loading and unloading, and playground areas.

The Educational Plant Survey presents minimum space requirements based on program needs, pursuant to Rule A-2.032, Florida Administrative Code, Size of Space, and Occupant Design Capacity Criteria. The minimum space requirements include student capacity, student stations, gross square footage of buildings, and facilities utilization. A student station is the area necessary for a student to engage in learning activities, and varies with particular types of activities. It is a measure of the use of space in schools. The total number of student stations reduced by the utilization rate is the student capacity, the maximum number of students a facility is designed to accommodate.

According to State criteria, student capacity in elementary schools can be equated to the number of student stations, since elementary school students are assigned to one classroom throughout the day. In secondary schools, however, students move from classroom to classroom depending on their subjects. Scheduling then becomes a factor in calculating capacity. Therefore, utilization factors of 90% for middle schools and 95% for high schools have been established in determining capacity.

According to the Educational Plant Survey and state recommendations, the optimum size of elementary schools is 600-800 student stations. It is educationally and economically desirable for an elementary school to be large enough to justify a full-time principal, a librarian, and instructional and clerical services. The optimum size for middle schools is 1,000-1,200 student stations, and for high school stations is 1,800-2,000.

The School Board of Escambia County has adopted the following minimum space requirements for the construction of new schools, based on state guidelines.

#### **Elementary Schools (Grades Pre-K - 5)**

Student Capacity 796 (State: 600 - 800)

Student Stations 796 (State: 600 - 800)

Gross sq. ft. 118,063

Utilization 100%

#### **Middle Schools (Grades 6-8)**

Student Capacity 1,204 (State: 900 - 1,080)

Student Stations 1,338 (State: 1,000 - 1,200)

Gross sq. ft. 202,284

Utilization 90%

**High Schools (Grades 9-12)**

Student Capacity 1,932 (State: 1,620 -1,800)

Student Stations 2,034 (State: 1,800 -2,000)

Gross sq. ft. 328,466

Utilization 95%

**Combination (PreK-8)**

Student Capacity 1,211

Student Stations 1,346

Gross sq. ft. 222,560

Utilization 90%

Escambia County School Board reports capacity to the Department of Education using the standards of the Florida Inventory of School Houses (FISH). FISH capacity includes both permanent capacity and relocatable capacity. Permanent FISH capacity only includes student stations that are located within permanent structures. Relocatable FISH capacity only includes student stations that are located within relocatables (portables). Total FISH capacity includes both permanent and relocatable capacity. The adopted level of service standards detailed in the next section only consider permanent FISH capacity, relocatable capacity does not count.

Within the District’s 5-year work plan is a Capacity Tracking Table below is an explanation of how these numbers are calculated.

**CAPACITY TRACKING TABLE - EXPLAINED**

A	B	C	D	E	F	G	H	I	J	K	L
Location	2020/21 Sat Stu Stations	Actual 2020/21 FISH Capacity	Actual 2019/20 COFTE	# Class Rooms	Actual Avg. 2020/21 Class Size	Actual 2020/21 Utilization	New Stu Cap.	New Rooms Added/Remove	Projected 2024/25 COFTE	Projected 2024/25 Utilization	Projected 2024/25 Class Size
Caro ES	889	889	760	48	16	85.00%	0	0	740	83.00%	15
Beulah MS	1561	1404	1040	65	16	74.00%	0	0	1013	72.00%	16
Tate HS	2216	2105	2007	98	20	95.00%	0 <sup>1</sup>	0 <sup>2</sup>	1954	93.00%	20
			36,922						35,955		

C= B x State Utilization Factor (Elem. = 100%, Middle & Small HS = 90%, High = 95%)

D = Survey Count

E = FISH Classrooms

F = D/E

G = D/C

H = New Construction Sat Student Stations

I = New Construction Available Classrooms

J = (D/sum of column D) x (State Projected Districtwide Total COFTE = Sum of Column J) \*\*

K = J/C+H

L = J/E+I

\*\* New relative percentage method of forecasting enrollment projections distribution by site

Total Projected COFTE is provided by the State. The District will derive own total enrollment forecast by extrapolating historical actual versus projected trend and appeal if local calculation is significantly different than State Forecast.



## Level of Service Standards

The 2008 Interlocal agreement for public school facilities planning establishes the following level of service standards for new and existing schools as follows. The current level of service (LOS) will be shown for each school under the “Concurrency Service Area Conditions” section.

<b>TYPE OF SCHOOL</b>	<b>LEVEL OF SERVICE</b>
Existing	100% of FISH permanent capacity
New or Expansion to Elementary (K-5)	100% of FISH permanent capacity and school size shall not exceed FISH permanent capacity of 800.
New or Expansion to Middle (6-8)	100% of FISH permanent capacity and school size shall not exceed FISH permanent capacity of 1400.
New or Expansion to High (9-12)	100% of FISH permanent capacity and school size shall not exceed FISH permanent capacity of 2000.
New or Expansion to Combination (K-8)	100% of FISH permanent capacity and school size shall not exceed FISH permanent capacity of 1400.
Centers	100% of FISH permanent capacity or the level of service based on the student/teacher ratios dictated by specific programs, whichever is lowest.

These LOS standards apply consistently within each local government in Escambia County for purposes of implementing school concurrency, including determining whether sufficient school capacity exists to accommodate a particular development proposal, and determining the financial feasibility of the School District’s 5-Year Work Program.

The analysis of school enrollment and its impact on adopted LOS standards presented in the PSFE is based on FISH permanent school capacity. For centers, the analysis of capacity is based on 100% of FISH permanent capacity or the level of service based on the student/teacher ratios dictated by specific programs, whichever is lowest. Total “program capacity” includes considerations for special capacity restrictions based on the instructional programs. The LOS standard for schools is expressed as a percentage of student enrollments to school capacity based on its permanent capacity.

In determining permanent capacity for elementary, middle, and high schools the major factors affecting capacity are constitutional class size limits, student educational needs, and staff scheduling. Permanent capacity of schools is also figured based on the planned addition of permanent spaces over the five- or ten-year period.

## Concurrency Service Areas (CSA)

The CSA is the area within which capacity determinations are made as part of the concurrency management system established in the PSFE. The concurrency management system will be monitored by the School Board as per the Interlocal Agreement.

The PSFE establishes each public school's attendance zone as a Concurrency Service Area (CSA). Factors for consideration in determining attendance zones boundaries include, but are not limited to: balancing student enrollment, use of instructional facilities, racial composition of student population, and impact on District transportation.

Because student assignment for centers and charter schools is not limited by conventional attendance zone boundaries, their available capacity will be allocated district-wide or by other methods as appropriate to each special center or charter school.

## Student Generation Rates

### Introduction

Student generation rates enable the School Board to calculate the impact of any given development on public school facilities. Tables 7 and 8 provide generation rates by dwelling unit type for two distinct areas of the County: Mainland (derived from mainland, unincorporated Escambia County data) and Barrier Island (derived from Perdido Key and Pensacola Beach data). Table 9 details the distribution of students among school types. To calculate the impact of a given development, the Facilities Planning Department applies the appropriate generation rate by dwelling unit type, then divide the total impact of the development across the three school types.

**Table 7: Students Per Dwelling Unit by Dwelling Unit Type (Mainland)**

<b>Students Per Dwelling Unit By Dwelling Unit Type (Mainland County)</b>			
<b>Existing Land Use Category</b>	<b>Students</b>	<b>Total Units</b>	<b>Students per Unit</b>
Mobile Home	2,515	7,120	0.35
Mobile Home Park	778	2,440	0.32
Multi-Family Residential	2,691	13,034	0.21
Single-Family Attached	1,102	4,347	0.25
Single-Family Detached	27,316	72,663	0.38

**Table 8: Students Per Dwelling Unit by Dwelling Unit Type (Perdido Key)**

<b>Students Per Dwelling Unit By Dwelling Unit Type (Pensacola Beach)</b>			
<b>Existing Land Use Category</b>	<b>Students</b>	<b>Total Units</b>	<b>Students per Unit</b>
Mobile Home	0	31	0.0000
Multi-Family Residential	22	3263	0.0067
Single-Family Attached	7	193	0.0363
Single-Family Detached	36	297	0.1212

**Table 9: Students By School Type (Mainland)**

<b>Students By School Type (Mainland County)</b>		
<b>School Type</b>	<b>Students</b>	<b>Percent of Total</b>
Elementary (Grades 0 - 5)	16,897	47.47%
Middle (grades 6-8)	8,311	23.35%
High (grades 9-12)	10,385	29.18%
TOTAL	35,593	100.00%

**District Wide Needs and Emerging Challenges**

To assess school needs for Escambia County, the 2022-23 permanent FISH capacity and enrollment, and corresponding level of service, is established as a benchmark. The School District's 5-Year Facilities Work Program is then examined in relation to the School District Enrollment projections for the five-year period. COFTE-based projections for the long-term period (2020 - 28) are also included.

The Escambia County Public School does not maintain any formal plan beyond the 5-Year Work Plan. However, the School District anticipates and plans for schools, and school expansions in proportion to the County's growth patterns. The District recently completed a 20 year closure and consolidation plan which eliminated 19 schools from the inventory and saw the construction of four new greenfield schools and the replacement of two older schools on the existing sites with a third under construction.

The District received a considerable amount of Federal funds in the form of COVID relief grants. These Elementary and Secondary School Emergency Relief (ESSER) funds were part of the Coronavirus Aid, Relief, and Economic Security (CARES) Act and could be used to improve the facilities Mechanical/Ventilation systems and building envelopes. From 2021 to 2023, the District perform more than \$60 million of facilities upgrades using these funds. In an effort to make the most of the Federal funds the District allocated Sales Tax to renovation work to be done in conjunction with ESSER funded projects. This has allowed for considerable renovations activities in many of the District's facilities.

However, the District still has a number of schools in need of renovations and upgrades to the core facilities (media center, cafeteria, toilet facilities, and circulation space of an educational plant). The core facilities must be able to support the current student body before adding capacity. These are considered capacity improvement projects that need to be accomplished to deal with the current student population in conjunction or ahead of capacity expansions. Therefore, several need renovation and expanded cafeterias before classroom additions can be built to accommodate the existing student population.

The District is also working on a portable classroom reduction program. New classroom additions will be built where portable capacity is the highest. Currently, the District is working through the portable inventory demolishing unused and dilapidated portables. The intent is to consolidate the inventory and begin classroom additions at schools with the largest number of student stations in portable classrooms.

Another emerging need is the ageing modular classroom inventory. Although designed and considered permanent capacity, modular building durability and longevity has not held up. Replacing modular classrooms as part of permanent classroom addition efforts should be considered.

## High Schools

There are seven (7) high schools in the School District with conventional attendance zones and each school's attendance zone will act as its own separate CSA. One high school is a district wide magnet school (West Florida High School) and has a district-wide enrollment. The total enrollment for high schools in the 2023-24 school year is 11,250 students.

**Table 12: High Schools Enrollment**

School	2021-22		2022-23		2027-28	
	COFTE	Actual Utilization	COFTE	Actual Utilization	Projected COFTE	Projected Utilization
Escambia High School	1,677	80%	949	86%	912	83%
Northview High School	497	94%	519	97%	498	94%
Pensacola High School	1,270	67%	1,193	63%	1,146	61%
Pine Forest High School	1,765	90%	1,836	91%	1,764	88%
Tate High School	1,981	86%	2,033	88%	1,959	85%
Washington High School	1,674	92%	1,657	91%	1,593	87%
West Florida High School	1,147	70%	1,210	74%	1,163	71%

## Problems & Opportunities

In the 2022/23 school year there are 2 high schools operating in excess of LOS standards. These schools are Pine Forest High, and Tate High. The other high schools are projected to meet LOS standards during the next 5 years. This is achieved because the District's overall high school enrollment is projected to decline. The 5-Year Work Plan does list several planned capacity improvements to occur for Pine Forest and Tate High Schools. These include a classroom addition at Pine Forest to reduce portable capacity and conversion of unused spaces at Tate into classroom spaces. These include:

- Old Tate Ag Building – Conversion into General Education Classrooms
- Pine Forest High School – Classroom Addition (Portable Reduction)
- Pine Forest High School – Cafeteria Expansion

No additional land is projected to be required and supporting infrastructure is adequate to support operations. No additional ancillary facilities will be required to support the 5-Year Work Program for the high schools.

## Middle Schools

In the 2022/23 school year the School Board had nine (9) middle schools. Eight (8) of the schools have conventional attendance zones and each school's attendance zone will act as it's on separate CSA. One middle school is a district wide magnet school (Brown Barge) and has a district-wide enrollment. The projected total enrollment for middle schools in the 2027-28 school year is 8,985 students.

**Table 13: Middle Schools Enrollment**

School	2021-22		2022-23		2027-28	
	COFTE	Actual Utilization	COFTE	Actual Utilization	Projected COFTE	Projected Utilization
Bailey Middle	1,499	123%	1,484	122%	1,054	86%
Bellview Middle	1,167	101%	1,155	100%	1,132	98%
Beulah Middle						
Ernest Ward Middle	450	100%	446	99%	438	97%
Ferry Pass Middle	870	93%	861	92%	843	90%
Ransom Middle	1,345	121%	1,332	102%	1,306	98%
Workman Middle	859	95%	850	94%	834	74%
Brown Barge Middle	622	73%	616	73%	604	71%

## Problems & Opportunities

In 2023-24 it is projected that every middle school will achieve LOS standards. However, there is still some portable classroom capacity in use at Ferry Pass Middle and Ransom Middle. The School District has a number of capacity improvements planned for the next (5) years to reduce portable capacity. The enhancements are as follows:

- Ransom Middle – 220 student stations at an estimated cost of \$4,000,000
- Ferry Pass Middle – 220 student station at an estimated cost \$4,000,000

No additional land is projected to be required and supporting infrastructure is adequate to support operations for the planned expansion enhancements. No additional ancillary facilities will be required to support the 5-Year Work Program for the middle schools.

The construction of K-8 school facilities are currently being considered and evaluated. Accompanying property acquisition should be considered within the next 5 years.

## Elementary Schools

In the 2022-23 school year the School Board operated thirty-four (34) elementary schools with conventional attendance zones. Each school's attendance zone acts as its own separate CSA. One (1) elementary school is a district wide magnet school (N.B. Cook) and has a district-wide enrollment. The total enrollment for elementary schools in the 2022-23 school year is 18,283 students. In 2027-28, the total enrollment for elementary schools is projected to be 17,935.

**Table 14: Elementary Schools Enrollment**

School	2021-22		2022-23		2027-28	
	COFTE	Actual Utilization	COFTE	Actual Utilization	Projected COFTE	Projected Utilization
A.K. Suter Elementary	509	79%	949	86%	912	83%
Bellview Elementary	512	58%	504	57%	484	55%
Beulah Elementary	873	79%	949	86%	912	83%
Blue Angels Elementary	747	88%	783	92%	753	88%
Bratt Elementary	469	77%	463	76%	445	73%
Brentwood Elementary	348	61%	369	65%	335	63%
Cordova Park Elementary	603	81%	632	85%	607	81%
Ensley Elementary	374	81%	429	82%	412	78%
Ferry Pass Elementary	529	85%	521	84%	501	80%
Hellen Caro Elementary	668	75%	647	73%	622	70%
Holm Elementary	391	58%	414	62%	398	59%
Jim Allen Elementary	615	81%	645	85%	620	81%
Lincoln Park Elementary	240	76%	231	73%	222	70%
Lipscomb Elementary	760	83%	769	84%	739	81%
Longleaf Elementary	517	66%	507	65%	487	62%
McArthur Elementary	652	80%	590	72%	568	69%
Molino Park Elementary	485	64%	520	69%	500	66%
Montclair Elementary	345	66%	590	72%	568	69%
Myrtle Grove Elementary	460	69%	435	77%	418	74%

**Table 15: Elementary Schools Enrollment (Continued)**

School	2021-22		2022-23		2027-28	
	COFTE	Actual Utilization	COFTE	Actual Utilization	Projected COFTE	Projected Utilization
Navy Point Elementary	407	70%	418	72%	402	69%
Oakcrest Elementary	485	89%	477	88%	458	84%
Pine Meadow Elementary	748	89%	718	85%	690	93%
Scenic Heights Elementary	791	84%	803	87%	772	84%
Semmes Elementary	380	67%	267	47%	257	45%
Sherwood Elementary	477	71%	464	69%	507	73%
Warrington Elementary	382	77%	378	76%	289	46%
Weis Elementary	419	65%	439	65%	420	66%
West Pensacola Elementary	510	74%	434	65%	417	63%
N B Cook Elementary	514	76%	509	75%	489	72%
Global Learning Acd.	443	53%	426	51%	409	49%
New Pleasant Grove					692	86%

**Challenges & Opportunities**

In the 2023-24 school year there is one elementary school projected to exceed LOS standards (Kingsfield Elementary).

In the 2024-25 school year, every elementary school is projected to achieve LOS standards. Three (3) schools will be near full capacity. The School District has a number of planned capacity improvements within the next five (5) years. There are eight (8) planned capacity improvement projects and one new school construction planned. The District recently completing construction of one (1) elementary school (New Pleasant Grove Elementary) and one (1) major capacity improvement project (Beulah Elementary New Cafeteria/classroom addition). The planned enhancements are as follows:

- Pine Meadow Elementary- 160 student stations - estimated cost of \$3,500,000.
- Lipscomb Elementary – 160 student stations - estimated cost of \$3,500,000
- Beulah Elementary - 160 student stations - estimated cost of \$3,500,000.
- Cordova Park Elementary - 160 student stations - estimated cost of \$3,500,000.
- Ensley Elementary – 160 student stations - estimated cost of \$3,500,000

- Scenic Heights – Cafeteria Expansion - estimated cost of \$2,500,000
- West Pensacola – Cafeteria Expansion - estimated cost of \$2,500,000
- Replace Myrtle Grove Elementary School - estimated cost of \$40,000,000

Additional land is projected to be required to support an expansion at Pine Meadow Elementary School. However, current supporting infrastructure is sufficient to support operations for planned expansion enhancements. No additional ancillary facilities will be required to support the 5-Year Work Program for the elementary schools.

Sixth grade expansions to two K-5 elementary schools are planned as pilot programs for the 2024-25 school year.

- West Pensacola Elementary School
- Cordova Park Elementary School

With the addition of sixth grade, West Pensacola and Cordova Park Elementary Schools may approach the LOS standard with the addition of sixth grade). Additional future needs at these facilities will remain unknown until the programs have fully established.

Construction of one (1) K-8 school has been discussed in the current growth corridor. Property acquisition should be considered within the next five years for such a facility to address growth in the central county. Land acquisition should be considered in the near future to address this emerging need.

- Tentative (beyond 5 years) New K-8 School Central County – 1,350 student stations at an estimated cost of \$55,000,000.



## Chapter 6: Financial Feasibility

The PSFE requires the School Board to determine how the LOS standards will be achieved within five (5) years. As shown in Chapter 5, the School District has planned thirteen (13) capacity enhancements and the construction of one (1) new school in the next five years. The capacity added from these projects will be sufficient to ensure all schools meet the adopted LOS standards by 2027-28. This chapter will examine the cost of these planned improvements and the School District revenue available to fund them. The School District has not identified a long-term improvement plan to address LOS issues beyond 2027-28 school year.

### Planned Capacity Enhancements

The 2023-24 Five-Year District Facilities Plan identifies the capacity enhancements programmed by the District for five-, ten- and twenty-year periods. These improvements are identified in Table 16.

**Table 16: 5yr Construction Program (Capacity related)**

School	Permanent Student Stations Added	Cost	Year To be Completed
Ransom Middle	220	\$4,000,000	TBD
Pine Meadow Elementary	160	\$3,500,000	TBD
Beulah Elementary	152	\$2,500,000	2028
Cordova Park Elementary	156	\$2,500,000	TBD
Ferry Pass Middle	220	\$6,000,000	2027
Ensley Elementary	200	\$4,000,000	2027
Tate Classroom Expansion (Old Ag Bldg)	150	\$1,500,000	2026
Pine Forest High Cafeteria Expansion	NA	\$3,500,000	2025
Pine Forest Classroom Addition	150	\$3,500,000	2026
Scenic Heights Cafeteria Expansion	NA	\$3,500,000	2027
West Pensacola Cafeteria Expansion	NA	\$3,500,000	TBD
New Myrtle Grove Elementary	650	\$40,000,000	2025
<b>Total Cost</b>		<b>\$78,000,000</b>	

### Funding Capital Improvements

Ultimately the ability of the School Board to meet the capacity demands of the growing population depends upon the availability of funding for capital improvements and the effective application of these funds. Therefore, the District proposed a one-half cent sales tax to address these needs in 1997. The tax has been renewed with a considerable majority of voters approving the referendum several times.

The one -half cent sales tax aimed at revolutionizing the local education landscape. Over the years, this innovative funding source has become a cornerstone for the district's ambitious projects, providing crucial support for the construction of replacement schools such as AK Suter, Ernest Ward Middle, and Pleasant Grove Elementary School, as well as new schools such as Global Learning Academy, Kingsfield Elementary and Beulah Middle School. The sales tax has also funded renovations at every existing facility (Ex: Woodham to West Florida High School, OJ Semmes, Ferry Pass Middle, Pensacola High School), as well as additions, land acquisition, improvements, and advancements in school technology.

## **Evolution of the Half-Cent Sales Tax**

The initial implementation of the one-half cent sales tax was a significant step forward for the Escambia County Public Schools. In the first five years the new sales tax generated an annual revenue of approximately seven to eight million dollars. As needs grew and priorities shifted, the district recognized the need for an expanded scope. A second sales tax referendum was modified and renewed in 2002 for an additional 5 years. In 2008, the 2<sup>nd</sup> renewal of the referendum passed with voter approval in excess of 70%. The District brought the latest referendum to the voters in 2014, four years early. It passed with 68% approval. This referendum took effect January 1, 2018 and is set to expire in December 31, 2027.

## **Flexibility and Diversification of Funding**

Originally, the funds from the sales tax were tightly restricted to classroom-related expenditures. The district soon recognized broader needs and the scope was expanded to encompass improvements for entire schools. This shift allowed for diverse projects including the installation of tracks, gymnasiums, and covered play areas. Another strategic move made by Escambia County Public Schools was targeted construction to address facility disparity between campuses. This commitment led to the construction of covered play areas in every elementary school, gymnasiums in each middle school, and other improvements district wide.