



2025 - 2026

ANNUAL REPORT

**School
Planning and
Concurrency**

June 11, 2026

Prepared by:
**The Working
Group**

Presented to:
**The Oversight
Committee**



ABOUT

The Interlocal Agreement for Public School Facility Planning (ILA) entered into the Official Records of Flagler County in October 2022. The Parties to the ILA included the City of Bunnell, the City of Flagler Beach, the City of Palm Coast, Flagler County, and the School Board of Flagler County.

The ILA sought to coordinate planning between the Parties to ensure that plans for the construction and opening of public schools were facilitated and coordinated in time and place with plans for residential development, concurrently with other needed services.

Through the ILA, procedures were also set on how the Cities and the County will collect, account for, and remit educational impact fees on behalf of the School Board.

A proportionate share mitigation template was also reviewed and approved by all municipalities in October 2022 and is currently in place.

The ILA ultimately affirms the Parties' commitment to the education, nurture, and general well-being of the children within Flagler County.



The Local Governments and the School Board recognize the benefits that will flow to the citizens and students of Flagler County by more closely coordinating comprehensive land use and school facilities planning programs, namely:

- Better coordination of new schools in time and place with land development
- Greater efficiency for the Parties by locating schools to take advantage of existing planned roads, water & sewer utilities, and parks
- Improved student access & safety by coordinating the construction of new & expanded schools with the road & sidewalk construction programs of the Local Government
- Better defined urban form by locating & designing schools to serve as community focal points
- Greater efficiency & convenience by co-locating schools with parks, library & other community facilities
- Reduction of pressures contributing to urban sprawl & support of existing neighborhoods by appropriately locating new schools and expanding & renovating existing schools





THE OVERSIGHT COMMITTEE

The Oversight Committee consists of eleven representatives from the School Board and the Local Governments:

- School Board - Three members
- Local Governments - Two elected officials each

The Committee meets annually on the 2nd Thursday of June in a joint workshop to receive the reports of the Working Group, discuss policy, provide technical review and guidance for any amendments to the ILA.

Committee members present the Annual Report to their respective governing bodies.





THE WORKING GROUP



The Working Group is composed of staff level representatives from the School Board and local governing bodies. They meet as needed to monitor and implement the ILA , discuss issues regarding the coordination of land use and school facilities planning, and recommend to the Oversight Committee changes to the ILA.

The Group produces and presents this Annual Report to the Oversight Committee addressing:

- Development trends
- Population and enrollment growth
- School concurrency and school needs
- Off-site improvements and shared use opportunities
- Legislation affecting school facilities planning & intergovernmental coordination



CAPACITY & ENROLLMENT

During Working Group meetings, the District presents the October Full-Time Equivalent (FTE) report, also known as DOE Survey 2, for the current school year. This report is an official state reporting snapshot used for the Florida Education Finance Program, the state’s primary funding formula for allocating education dollars based on reported student FTE and program factors. Because the FTE report does not include VPK enrollment and does not reflect actual enrollment counts or fluctuations throughout the school year, District planning relies on both FTE and enrollment counts when evaluating capacity, level of service standards, impact fee considerations, and projected student enrollment.

HISTORICAL FTE

Type	2017-2018	2018-2019	2019-2020	2020-2021	2021-2022	2022-2023	2023-2024	2024-2025	2025-2026
FCSD ¹	12,065	12,232	12,267	11,858	12,275	12,437	12,643	12,557	12,369
Charter Schools	908	894	893	859	863	895	856	889	912
Home School ²	706	737	844	1,007	1,201	1,173	1,119	1,259	1,320
Private Schools ^{2,3}	1,033	1,088	1,282	1,238	1,558	1,393	2,564	2,396	2,470
Totals	14,712	14,951	15,286	14,962	15,897	15,898	17,182	17,101	17,071
FES/PEP ⁴	501	480	532	600	632	710	839	1,236	1,926

¹ Flagler Schools’ October FTE does not include VPK and charter school (Imagine) enrollment.

² Homeschool & private school students may also be scholarship (FES/PEP) recipients.

³ Private school enrollment for SY 2025-2026 are from DOE survey years 2024 and 2025.

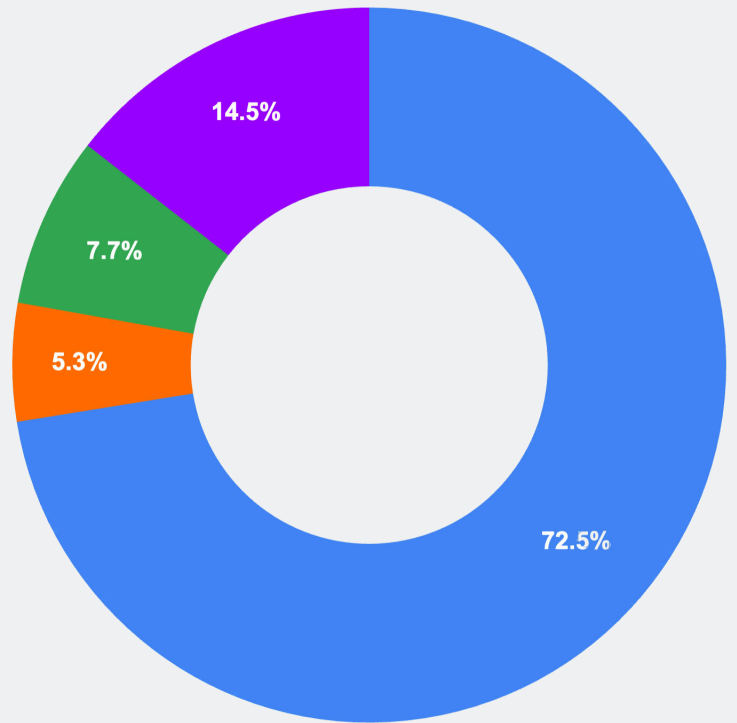
⁴ FES/PEP (Scholarship) counts before SY 2020-2021 were from Florida Tax Credit Scholarships quarterly reports; does not include McKay and Gardiner scholarships.



ENROLLMENT TRENDS

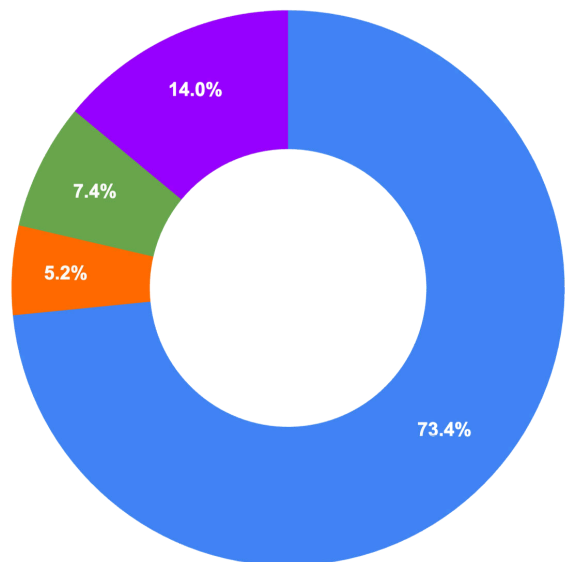
MARKET SHARE

Since the 2017-2018 school year, market share among the various school types serving Flagler County has shifted, reflecting enrollment declines in traditional public schools. This trend accelerated after May 2023, when the Florida Legislature removed income caps and made school vouchers more broadly available to families. Declining birth rates and lower kindergarten enrollment across Florida also mean fewer students entering the system overall. Broader school choice options, including universal voucher eligibility, have contributed to increases in private school and homeschool enrollment. Emerging models such as microschoools – smaller, multi-age learning settings of 6 to 15 students – also signal changing parent preferences that may affect public school enrollment counts. The year-over-year change was modest, but the direction of the trend continues: Flagler Schools’ share declined, while homeschool and private school participation increased.



● Flagler Schools ● Charter (Imagine) ● Homeschool ● Private School

School Year 2025-2026

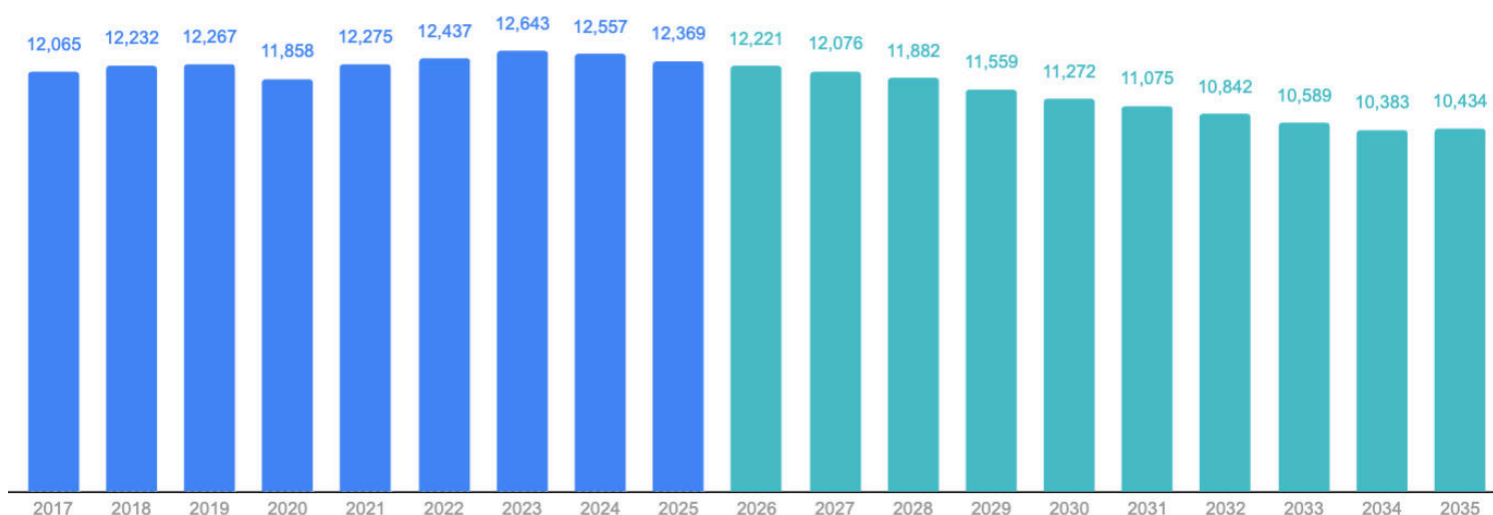


● Flagler Schools ● Charter (Imagine) ● Homeschool ● Private School

School Year 2024-2025



PROJECTIONS



Due to the District's reporting and planning commitments under the Interlocal Agreement, Flagler County Schools uses October Full-Time Equivalent (FTE) reporting, also known as DOE Survey 2, as the historical basis for evaluating trends and projecting future FTE.

October FTE counts and projections reflect traditional public school enrollment and do not include charter school enrollment or VPK. From 2017 to 2023, Flagler's traditional public school FTE generally increased, reaching a recent peak in 2023. Since that peak, FTE has declined through 2025, reflecting a shift in enrollment patterns following the expansion of the state's school voucher program.

After the significant decline in student counts during the pandemic, the District experienced four consecutive years of growth, reflecting a measure of post-pandemic recovery. This year's decrease in FTE within Flagler's traditional public schools is largely tied to the ongoing effects of the state's expanded school voucher program, which took effect in May 2023 and removed income-based eligibility limits. Accordingly, the District's current FTE projections account for the expected influence of vouchers in future years. While state-level forecasts suggest that overall FEFP-funded enrollment may begin to stabilize as voucher participation becomes more predictable, traditional public school FTE is still projected to decline statewide.

For local planning purposes, Flagler Schools continues to monitor both October FTE and actual enrollment counts, along with residential growth and reserved capacity, because statewide stabilization does not eliminate the need to plan for future student stations where growth is occurring. In addition, the projections do not include future large developments that have not yet applied for reserved capacity, and enrollment impacts may shift as those projects advance. As with any long-range forecast, the projections are more dependable in the first three years, as assumptions become less certain over time and changing demographic, economic, and policy conditions can reduce the reliability of the outer years.



SCHOOL CAPACITY

The Interlocal Agreement (ILA) establishes a Level of Service (LOS) Standard defined as 100% of Permanent FISH Capacity plus any Permanent FISH Capacity that is either in place or under active construction within three years of final subdivision or site plan approval. Concurrency determinations for specific developments are based on the overall availability of school capacity districtwide. This capacity report provides a snapshot of the current situation, which is subject to change as new concurrency applications are received.

Schools	25/26 October Enrollment	Permanent Capacity	Reserved Capacity	Level of Service	Adjusted Capacity +/-
Belle Terre	1,293	1,557	123	91%	141
Bunnell	1,004	1,507	386	93%	117
Old Kings	996	1,290	160	91%	116
Rymfire	941	1,480	91	70%	448
Wadsworth	732	908	5	82%	171
Buddy Taylor	1,298	1,740	383	104%	(60)
Indian Trails	1,471	1,598	83	98%	44
Flagler Palm Coast	2,539	2,612	583	125%	(619)
Matanzas	2,094	2,580	117	86%	369

NOTE: (1) Enrollment numbers are from the October 2025 FTE counts and do not include VPK.

(2) Level of service rates are rounded up to the next whole number.



IMPACT FEES

In accordance with Section 17-101 of the Flagler County Code of Ordinances, the local governing bodies collect school impact fees on behalf of the School Board. The amounts remitted to the Board from June 2025 to March 2026 are listed below.

Jurisdiction	Amount Collected
City of Bunnell	\$ 21,750.52
City of Flagler Beach	\$ 83,815.92
City of Palm Coast	\$ 4,470,518.89
Flagler County	\$ 527,120.00
Total Impact Fees Collected	\$ 5,103,205.33



PROPORTIONATE SHARE MITIGATION

When a school concurrency review indicates insufficient capacity to accommodate the student impact of a proposed residential development, the developer must obtain a Certificate of School Concurrency. This is achieved by entering into a proportionate share mitigation agreement (PMSA) with the School Board and the relevant Local Government to offset the development's impact on public schools. The Interlocal Agreement (ILA) specifies the schedule for these mitigation payments. Any payments made under a PMSA entitle the development to a dollar-for-dollar credit toward educational impact fees. From June 2025 to May 2026 the School Board and Local Government approved PMSAs for three residential projects.

Residential Development	Jurisdiction	Students Generated	Proportionate Share
Seminole Palms Phase 2 & 3	Palm Coast	Elem - 25 Middle - 15 High - 24	\$1,431,846
Seminole Trace a/k/a Cascades	Palm Coast	Elem - 33 Middle - 19 High - 31	\$1,866,665
Legends at Palm Coast f/k/a Old Kings Multi-Family	Palm Coast	Elem - 8 Middle - 4 High - 6	\$ 293,760
Legacy Point Cottages	Flagler Beach	Elem - 2 Middle - 2 High - 2	\$ 119,900
Sesame Reserve	Palm Coast	Elem - 8 Middle - 5 High - 8	\$ 489,756
Total			\$ 4,201,927.00



PROPORTIONATE SHARE MITIGATION

Following are the proportionate share mitigation payments that the School Board received from July 1, 2025 to May 2026 (Fiscal Year 2025/2026).

Development	Amount	Development	Amount
Colbert Landings	\$ 1,156,800	The Reserve East	\$ 307,877
Beach Park Village	\$ 153,112	Flagler Viliage	\$ 316,826
Grand Reserve Phase 5	\$ 312,114	Hunter's Ridge	\$ 1,408,417
Ocean Village	\$ 356,061	Lakeview Estates	\$ 283,400
Seminole Palms Phase 1 & 4	\$ 348,502	Seminole Trace (AKA Cascades)	\$ 555,900
Enclave at Seminole Palms	\$ 343,905	Seminole Palms Phases 2 & 3	\$ 425,100
Wexford Cove	\$ 122,630		
Total Proportionate Share Mitigation Collected		\$ 6,090,644.00	



SCHOOL NEEDS



Flagler County Schools remains focused on analyzing new residential developments and their corresponding enrollment projections. This ongoing review is crucial for understanding the future impact on school capacity across the district. In alignment with the interlocal agreement with the county's local governments, the district actively collaborates on planning to ensure that infrastructure, including school facilities, can adequately support the anticipated growth from these new communities. This proactive approach helps the district anticipate needs and strategically plan for future facility requirements.

- All local municipalities and the School Board continue to work together to serve the children of Flagler County, especially in making sure there are safe and efficient bus routes to existing and new developments.
- The district is nearing its ability to absorb students from new developments at the high school levels.
- Staff continues to evaluate the district's long-term capacity needs through tabletop rezoning exercises based on study areas and anticipated growth patterns over the next 10 to 20 years.
- The focus on these evaluations is on where future residential growth is expected in order to better balance capacity and enrollment across the district.
- Staff presented the Working Group with a framework outlining decision thresholds for new school construction. With input from local government partners and district leadership, the framework could help inform future District decisions on when a new school or other capacity solutions may be warranted.



DISTRICT FACILITIES FIVE-YEAR WORK PROGRAM

The 5-Year District Facilities Work Program, or Work Plan, is the five-year list of capital outlay projects adopted by the School Board pursuant to Section 1013.35, Florida Statutes. The Work Plan helps ensure that the district properly maintains its educational plants and ancillary facilities and provides an adequate number of satisfactory student stations for projected K-12 enrollment.

The Work Plan is used by the Department of Education, the Legislature, the Governor's Office, the Division of Community Planning/Growth Management, local governments, and other agencies for funding, planning, and as the authoritative source for school facilities-related information.

For the 2025-2026 planning cycle, the timing of the DOE platform continues to affect the Work Plan schedule. The current draft was approved by the School Board at its May 26, 2026, regular meeting. Any changes to this Work Plan after that date will be highlighted at the Oversight Committee meeting on June 11, 2026.

Download the Plan:

[Flagler County Schools 2025-2026 Work Plan](#)



DECISION THRESHOLDS NEW CONSTRUCTION

School district staff presented a draft discussion paper on decision thresholds for new school construction, prepared in response to a request from the Oversight Committee. The Working Group discussed the paper and the proposed framework, which defines key planning concepts such as permanent capacity, reserved capacity, actual utilization, program capacity, and core capacity. The framework outlines the practical, tiered screening process used by planning and facilities staff when evaluating overcrowding and determining whether the need is best addressed through rezoning, program adjustments, a classroom addition, other capital improvements, or a new school.

The discussion also clarified that the framework supports planning and coordination, but does not shift decision-making authority. Under the Interlocal Agreement, local governments and the Working Group provide comments on school facility needs, location, compatibility, site review, infrastructure, and related planning impacts. Final decisions on school construction, campus expansion, and inclusion in the District Facilities Work Program remain with the School Board.

Annual Capacity & Utilization Review	Tiered Threshold Screening	Options Analysis	Sustainability Test	New Construction Recommendation
<ul style="list-style-type: none"> • Permanent capacity baseline (Permanent FISH + 20% temporary) • Current utilization by school/school level • 5-year projected utilization • DOE vacant, underutilized, surplus report 	<ul style="list-style-type: none"> • Tier 1 - Watch and Hold • Tier 2 - Planning Action (LOS exceeds actual 105% utilization over three years) • Tier 3 - Sustained overcrowding 	<ul style="list-style-type: none"> • Least disruptive <ul style="list-style-type: none"> ◦ Suspend school choice ◦ Move programs ◦ Portables ◦ Virtual programs • Most disruptive <ul style="list-style-type: none"> ◦ Rezoning ◦ Grade centers ◦ Reconfigure grades ◦ Classroom addition 	<ul style="list-style-type: none"> • Is overcrowding structural or episodic? • Will portables become a long term solution? • How does shift in school choice patters affect enrollment & capacity? • What are the projected utilization rates of the new school in its first 3-5 years? 	<ul style="list-style-type: none"> • Funding source • New school feasibility • Review path <ul style="list-style-type: none"> ◦ Planning staff ◦ ILA coordination (Working Group & Oversight) ◦ Cabinet review ◦ Board approval • Construction timeline <ul style="list-style-type: none"> ◦ 3 years, not including land acquisition



DEVELOPMENT TRENDS

The Interlocal Agreement (ILA) allows for a non-voting School Board representative on the planning agencies of its local government partners. This provides the Board with an opportunity to participate in public meetings where municipalities consider amendments to their comprehensive plans, future land use designations, and development processes that could increase residential density or affect student enrollment. More importantly, this participation helps the district proactively manage growth.

	January 1, 2025 to March 31, 2026	
Jurisdiction	Permits Issued	COs Issued
City of Bunnell	70	73
City of Flagler Beach	94	106
City of Palm Coast	1,221 677 (ITT)	1,301 972 (ITT)
Flagler County	385	426



CITY OF BUNNELL



Bunnell, Florida, a small city located in Flagler County, offers a blend of quiet, small-town charm and convenient access to the coast, being just a short drive from Flagler Beach. Rich in history as the county seat, Bunnell is experiencing growth and development while maintaining its close-knit community feel. With its proximity to natural areas and a developing local scene, Bunnell provides a more relaxed pace of life within easy reach of larger cities and the Atlantic Ocean.

Development	Units	Type	# of Students Anticipated	Build Out
Reserve at Haw Creek PUD	4,850 1,250	SF MF	1,131	2045
Phoenix Crossings	28	MF	4	2028
Grand Reserve Phase 6	141	SF	31	2027
Carver Village Redevelopment 80 DUs, 55+ 52 replacement DUs	140	MF	13	-
Lake Point Villas PUD	224	MF	19	-
Totals	6,633 dwelling units		1,198 students anticipated	

Dwelling unit counts are projected for the next 3-30 years, 2024 SGR



CITY OF FLAGLER BEACH



This charming coastal city in Flagler County boasts six miles of uncrowded, cinnamon-colored beaches along the Atlantic Ocean. Known for its laid-back, retro vibe and the iconic Flagler Beach Pier, it offers a relaxed atmosphere with local shops, restaurants, and a strong sense of community. It's a popular spot for surfing, fishing, and those seeking a quieter beach experience away from large-scale development.

Development	Units	Type	# of Students Anticipated	Build Out
Legacy Pointe Cottages	22	SF	6	2026
Veranda Bay	590	SF	126	2029
Summertown	1,290 350	SF MF	303	2033 2043
Totals	2,252 dwelling units		435 students anticipated	

Dwelling unit counts are projected for the next 3-30 years, 2024 SGR



CITY OF PALM COAST



A rapidly growing city in Flagler County, Palm Coast is characterized by its extensive network of canals, proximity to the Atlantic Ocean, and numerous parks and nature preserves, including Graham Swamp. Developed as a planned community, it offers a blend of residential neighborhoods, golf courses, and shopping areas, attracting families and retirees seeking an active coastal lifestyle with convenient amenities.

Development	Units	Type	# of Students Anticipated	Build Out
Belle Terre Estates	275	SF	60	2037
Coquina Shores, Phase 1 (Del Webb Flagler Beach, 55+)	223	SF	-	2028
Lakeview Estates, Tracts 1, 10	209	SF	46	2036, 2037
Lighthouse Harbor	240	MF	20	2028
Matanzas Park (55+)	104	SF	-	2036
Ocean Village	416	MF	35	2028

Dwelling unit counts are projected for the next 3-30 years, 2024 SGR



Development	Units	Type	# of Students Anticipated	Build Out
Old Kings Multi Family	216	MF	18	2028
Old Kings Village	201	SF	43	2037
Belle Terre Townhomes	120	SF	27	2037
Matanzas West / Dos Palmas	285	MF	24	2028
Sawmill Branch, Phase 3	278	SF	60	2036
Sawmill Branch, Phase 4	425	SF	91	2037
Sawmill Branch, Phase 5	275	SF	60	2037
Sawmill Branch, Phase 6	326	SF	70	2037
Red Mill Apartments	216	MF	18	2028
Seminole Trace, Phases 1 and 2	386	SF	83	2036
Soleta Lake	394	SF	86	2037
The Reserve East	217	SF	48	2036
The Tribute AKA Madison	246	MF	22	2028
The Legacy	300	MF	26	2028
Reserve at Brookhaven	14	SF	5	2038

Dwelling unit counts are projected for the next 3-30 years, 2024 SGR



Development	Units	Type	# of Students Anticipated	Build Out
Sabal Preserve	333	SF	72	2036
Seascape	107	SF	24	2036
The Station	150	MF	13	2038
Whiteview Multi-Family	318	MF	26	2028
Kensington at Old Kings (55+)	113	MF	-	2026
Ryan's Landing (55+)	95	SF	-	2027
Easthampton of Palm Coast	71	SF	16	-
Sesame Reserve	93	SF	21	2028
Magnolia Trace	544	SF	116	-
Iroquois	1,159	SF	247	-
Westward Expansion MPD	19,920 2,000	SF MF	4,383	2057
Totals	30,269 dwelling units		5,760 students anticipated	

Dwelling unit counts are projected for the next 3-30 years, 2024 SGR



COUNTY OF FLAGLER



Encompassing a significant stretch of Northeast Florida's coast, Flagler County offers a diverse landscape from pristine beaches and the Intracoastal Waterway to inland forests and waterways. With its county seat in Bunnell and its largest city being Palm Coast, the county provides a mix of residential areas, natural preserves like Gamble Rogers Memorial State Recreation Area, and a growing community known for its relaxed lifestyle and access to outdoor activities.

Development	Units	Type	# of Students Anticipated	Build Out
Brookside at Ormond Station	162	SF	35	2030
Gardenside at Ormond Station Phase II	89	SF	21	2030
Radiance	425	SF	91	2030
Cresswind (55+)	775	SF	-	2030
Westlake 10A	68	SF	16	-
Total	1,519 dwelling units		163 students anticipated	

Dwelling unit counts are projected for the next 3-30 years, 2024 SGR

POPULATION GROWTH

Over the past decade, Flagler County has established itself as one of the fastest-growing areas in Florida. The county is the 35th most populous in the state, accounting for 0.6% of Florida’s total population. From 2010 to 2020, Flagler County experienced a growth rate of 19.3%. Notably, between 2020 and 2024, the county ranked 4th in the state for population growth at 18.1%, significantly outpacing the state’s growth rate of 6.9%. This increasing population reflects the county’s quality of life and strategic location, contributing to a vibrant and evolving demographic landscape.

Jurisdiction	2025	2030	2040
Bunnell	4,419	5,615	7,258
Flagler Beach	5,550	5,556	7,124
Palm Coast	106,193	120,619	142,108
Unincorporated	21,151	23,431	26,693
Flagler County	136,310	152,900	178,100

Sources: BEBR, Municipalities



LEGISLATIVE UPDATES

The school district actively monitors legislation affecting school funding, operational flexibility, teacher recruitment and retention, academic mandates, and local control, among other areas. In the 2026 legislative session, the following bills were passed and are of particular interest to the district.

CS/CS/CS/HB 399: Land Use and Development Regulations

- HB 399, as passed, further limits local discretion in some land use reviews by requiring more specific compatibility findings and mitigation measures, and by prohibiting denial based only on generalized concerns such as “community character” or “neighborhood feel.” It also requires off-site constructed residential dwellings to be allowed as of right wherever single-family detached homes are permitted, subject only to reasonable and uniform standards.
- HB 399 also allows certain residential manufactured buildings to be placed in RV parks, meaning local governments will have less discretion to deny those units simply because of housing type, so long as statutory requirements are met. This raises practical questions about how these parks may function over time if more units begin operating more like permanent residences.
- For the school district, the main issue is student generation and tracking. If RV parks begin accommodating more long-term residential occupancy, the district may see student impacts in areas that historically were not expected to generate students at the same level as conventional housing.
- The concern is in the implementation of HB 399. Even where the law expands housing placement rights, staff will still need to monitor how those units are classified, occupied, and reviewed locally so that development patterns, reserved capacity, and future school planning decisions reflect what is happening on the ground.



LEGISLATIVE UPDATES

CS/SB 824: School District Unimproved Real Property

- SB 824, as passed, requires each school district to annually submit to the Florida Department of Education a complete inventory of its unimproved real property, including parcel ID, acreage, location, acquisition date, current use, and fair market value.
- The Department must then compile and publish a statewide report, with the law taking effect July 1, 2026.



WORKING GROUP RECOMMENDATIONS

The Working Group plays a vital role in facilitating educational facilities planning by also providing recommendations to the Oversight Committee regarding potential amendments to the interlocal agreement. This collaborative approach ensures the agreement remains relevant and effective in addressing the evolving needs of the school district and the county's municipalities as they plan for future growth. Below is the Working Group's recommendation for Oversight Committee approval and adoption this year.

The Working Group recommends amending the interlocal agreement to modify the meeting requirements for the Working Group.

- The Working Group's existing fixed meeting calendar has become increasingly difficult to maintain because the Department of Education has been releasing the Work Plan platform and related information later in the year.
- To address this, the Working Group recommends replacing the fixed meeting schedule with a more flexible schedule tied to the timing of the Tentative Educational Facilities Plan and the State's release of the Work Plan platform.
- The proposed amendment also provides that the Working Group meet at least once each year, with additional meetings held as needed, while continuing requirements for public notice, meeting minutes, and public access to full Working Group meetings.



QUESTIONS?

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