## Florida Senate - 2001

By Senator Wasserman Schultz

32-326-01 A bill to be entitled 1 2 An act relating to school district capital 3 outlay revenue; amending s. 199.292, F.S.; 4 providing for transfer of a portion of 5 nonrecurring intangible personal property tax 6 revenues to the School District Capital Outlay 7 Trust Fund; providing for distribution of a portion of such revenues to school districts 8 9 that collected impact fee revenues in fiscal year 2000-2001 to supplant such impact fees; 10 providing requirements for distribution of the 11 remainder of such revenues to all school 12 districts; amending ss. 212.055, 236.25, F.S.; 13 providing that school boards may levy a local 14 option sales surtax in lieu of levying all or a 15 part of the nonvoted district school capital 16 17 improvement millage; authorizing levy of such surtax by resolution and providing requirements 18 19 with respect thereto; providing for uses of the 20 surtax proceeds; amending s. 212.054, F.S.; 21 providing for application of certain notice 22 requirements for levy of the surtax; amending s. 125.01, F.S.; providing that a county in 23 which the school board is receiving such 24 25 intangible tax revenues or levying the local option sales surtax is prohibited from levying 26 27 school impact fees; amending s. 235.056, F.S., 2.8 relating to lease or rental of educational facilities and sites, s. 235.199, F.S., 29 30 relating to funding of career educational facilities, and s. 235.435, F.S., relating to 31

1

1 requests for funding from the Special Facility Construction Account, to conform; providing a 2 3 contingent effective date. 4 5 Be It Enacted by the Legislature of the State of Florida: б 7 Section 1. Subsection (8) is added to section 125.01, 8 Florida Statutes, to read: 125.01 Powers and duties.--9 10 (8) Any county in which the school board is receiving 11 intangible personal property tax revenues pursuant to s. 199.292(2) or levying the local option sales surtax pursuant 12 13 to ss. 212.055(8) and 236.25(2) is prohibited from levying any 14 impact fee for school purposes. Section 2. Section 199.292, Florida Statutes, is 15 16 amended to read: 17 199.292 Disposition of intangible personal property 18 taxes.--All intangible personal property taxes collected 19 pursuant to this chapter shall be placed in a special fund 20 designated as the "Intangible Tax Trust Fund." The fund shall 21 be disbursed as follows: (1) Revenues derived from the annual tax on a 22 leasehold described in s. 199.023(1)(d) shall be returned to 23 24 the local school board for the county in which the property 25 subject to the leasehold is situated. (2) Sixty-two and three-tenths percent of the revenues 26 27 derived from the nonrecurring tax imposed by s. 199.133 shall 28 be transferred to the School District Capital Outlay Trust 29 Fund. These funds shall be distributed in the following 30 manner: 31

| -  |  |
|----|--|
| 1  | (a) An amount equal to school impact fee collections                       |
| 2  | in fiscal year 2000-2001 shall be distributed to the school                |
| 3  | districts that collected such fees to supplant their school                |
| 4  | impact fees. When any such school district levies a local                  |
| 5  | option sales surtax pursuant to ss. 212.055(8) and 236.25(2),              |
| 6  | it will not be eligible to receive funds under this paragraph              |
| 7  | but will remain eligible to receive funds under paragraph (b).             |
| 8  | (b) The balance of these revenues shall be distributed                     |
| 9  | to all school districts as follows:  |
| 10 | 1. Twenty-five percent of the balance shall be                             |
| 11 | distributed pro rata to the districts based on each district's             |
| 12 | percentage of base capital outlay full-time-equivalent                     |
| 13 | membership, and 65 percent of the balance shall be distributed             |
| 14 | prorata to the districts based on each district's percentage               |
| 15 | of gross capital outlay full-time-equivalent membership as                 |
| 16 | specified for the allocation of funds from the Public                      |
| 17 | Education Capital Outlay and Debt Service Trust Fund by s.                 |
| 18 | 235.435(3).  |
| 19 | 2. Ten percent of the balance shall be allocated among                     |
| 20 | the district school boards according to the allocation formula             |
| 21 | <u>in s. 235.435(1)(a).</u>  |
| 22 | (3) <del>(2)</del> There is <del>hereby</del> appropriated annually out of |
| 23 | the fund the amount necessary for the effective and efficient              |
| 24 | administration and enforcement by the department of the                    |
| 25 | provisions of chapters 192, 193, 194, 195, 196, 197, and 198               |
| 26 | and this chapter.  |
| 27 | (4) (3) Of the remaining intangible personal property                      |
| 28 | taxes collected, the balance shall be transferred to the                   |
| 29 | General Revenue Fund of the state.   |
| 30 | Section 3. Subsection (7) of section 212.054, Florida                      |
| 31 | Statutes, is amended to read:  |
|    | 3  |

1 212.054 Discretionary sales surtax; limitations, administration, and collection. --2 3 (7)(a) The governing body of any county levying a discretionary sales surtax or the school board of any county 4 5 levying the school capital outlay surtax authorized by s. б 212.055(6) or (8)shall notify the department within 10 days 7 after final adoption by ordinance, resolution, or referendum 8 of an imposition, termination, or rate change of the surtax, 9 but no later than November 16 prior to the effective date. 10 The notice must specify the time period during which the 11 surtax will be in effect and the rate and must include a copy of the ordinance or resolution and such other information as 12 the department requires by rule. Failure to timely provide 13 such notification to the department shall result in the delay 14 of the effective date for a period of 1 year. 15 (b) In addition to the notification required by 16 17 paragraph (a), the governing body of any county proposing to 18 levy a discretionary sales surtax or the school board of any 19 county proposing to levy the school capital outlay surtax 20 authorized by s. 212.055(6) or (8)shall notify the department 21 by October 1 if the referendum or consideration of the ordinance or resolution that would result in imposition, 22 termination, or rate change of the surtax is scheduled to 23 24 occur on or after October 1 of that year. Failure to timely provide such notification to the department shall result in 25 the delay of the effective date for a period of 1 year. 26 27 Section 4. Subsection (8) is added to section 212.055, 28 Florida Statutes, to read: 29 212.055 Discretionary sales surtaxes; legislative 30 intent; authorization and use of proceeds. -- It is the 31 legislative intent that any authorization for imposition of a 4 CODING: Words stricken are deletions; words underlined are additions.

1 discretionary sales surtax shall be published in the Florida Statutes as a subsection of this section, irrespective of the 2 3 duration of the levy. Each enactment shall specify the types of counties authorized to levy; the rate or rates which may be 4 5 imposed; the maximum length of time the surtax may be imposed, б if any; the procedure which must be followed to secure voter 7 approval, if required; the purpose for which the proceeds may be expended; and such other requirements as the Legislature 8 may provide. Taxable transactions and administrative 9 10 procedures shall be as provided in s. 212.054. 11 (8) SCHOOL CAPITAL OUTLAY MILLAGE EXCHANGE SURTAX.--(a) The school board in any county may levy by 12 resolution a discretionary sales surtax of 1 percent in lieu 13 of levying 2 mills of ad valorem tax under s. 236.25(2), or a 14 discretionary sales surtax of 0.5 percent in lieu of levying 1 15 mill of ad valorem tax under s. 236.25(2). If a school board 16 that is levying millage under s. 236.25(2) levies the 17 18 discretionary sales surtax under this subsection at the rate 19 of 1 percent, it must reduce the millage it levies under s. 236.25(2) by 2 mills. If a school board that is levying 20 21 millage under s. 236.25(2) levies the discretionary sales surtax under this subsection at the rate of 0.5 percent, it 22 must reduce the millage it levies under s. 236.25(2) by 1 23 24 mill. 25 The resolution levying a discretionary sales (b) 26 surtax under this subsection shall set forth a plan for the 27 use of surtax proceeds for school capital outlay projects. 28 The proceeds of a discretionary sales surtax (C) 29 levied under this subsection shall be used by the school 30 district only for those purposes specified in s. 236.25(2) and 31 (5).

5

1 (d) Surtax proceeds collected by the Department of Revenue pursuant to this subsection shall be distributed to 2 3 the school board imposing the surtax in accordance with law. Section 5. Section 236.25, Florida Statutes, is 4 5 amended to read: 6 236.25 District school tax.--7 (1) If the district school tax is not provided in the 8 General Appropriations Act or the substantive bill 9 implementing the General Appropriations Act, each school board 10 desiring to participate in the state allocation of funds for 11 current operation as prescribed by s. 236.081(9) shall levy on the taxable value for school purposes of the district, 12 13 exclusive of millage voted under the provisions of s. 9(b) or s. 12, Art. VII of the State Constitution, a millage rate not 14 to exceed the amount certified by the commissioner as the 15 minimum millage rate necessary to provide the district 16 17 required local effort for the current year, pursuant to s. 236.081(4)(a)1. In addition to the required local effort 18 19 millage levy, each school board may levy a nonvoted current 20 operating discretionary millage. The Legislature shall prescribe annually in the appropriations act the maximum 21 amount of millage a district may levy. The millage rate 22 prescribed shall exceed zero mills but shall not exceed the 23 24 lesser of 1.6 mills or 25 percent of the millage which is required pursuant to s. 236.081(4), exclusive of millage 25 levied pursuant to subsection (2). 26 27 (2) In addition to the maximum millage levy as 28 provided in subsection (1), each school board may levy up to 29 not more than 2 mills against the taxable value for school 30 purposes, or in lieu of a levy of 2 mills, a school board may 31 levy a 1-cent local option sales surtax in accordance with s.

6

1 212.055(8), or in lieu of 1 mill of such levy a school board 2 may levy a 0.5-cent local option sales surtax in accordance 3 with s. 212.055(8). This millage or sales surtax levy shall be used to fund: 4 5 (a) New construction and remodeling projects, as set forth in s. 235.435(3)(b) and (6)(b) and included in the б 7 district's educational plant survey pursuant to s. 235.15, 8 without regard to prioritization, sites and site improvement or expansion to new sites, existing sites, auxiliary 9 10 facilities, athletic facilities, or ancillary facilities. 11 (b) Maintenance, renovation, and repair of existing school plants or of leased facilities to correct deficiencies 12 pursuant to s. 235.056(2). 13 (c) The purchase, lease-purchase, or lease of school 14 buses; drivers' education vehicles; motor vehicles used for 15 the maintenance or operation of plants and equipment; security 16 17 vehicles; or vehicles used in storing or distributing materials and equipment. 18 19 (d) The purchase, lease-purchase, or lease of new and 20 replacement equipment. 21 (e) Payments for educational facilities and sites due 22 under a lease-purchase agreement entered into by a school board pursuant to s. 230.23(9)(b)5. or s. 235.056(2), not 23 24 exceeding, in the aggregate, an amount equal to three-fourths 25 of the proceeds from the millage or sales surtax levied by a school board pursuant to this subsection. 26 27 (f) Payment of loans approved pursuant to ss. 237.161 and 237.162. 28 29 (g) Payment of costs directly related to complying 30 with state and federal environmental statutes and regulations 31 governing school facilities. 7

| 1  | (h) Payment of costs of leasing relocatable                    |
|----|--|
| 2  | educational facilities, of renting or leasing educational      |
| 3  | facilities and sites pursuant to s. 235.056(2), or of renting  |
| 4  | or leasing buildings or space within existing buildings        |
| 5  | pursuant to s. 235.056(3).                                     |
| 6  |  |
| 7  | Violations of these expenditure provisions shall result in an  |
| 8  | equal dollar reduction in the Florida Education Finance        |
| 9  | Program (FEFP) funds for the violating district in the fiscal  |
| 10 | year following the audit citation.                             |
| 11 | (3) These ad valorem taxes shall be certified,                 |
| 12 | assessed, and collected as prescribed in s. 237.091 and shall  |
| 13 | be expended as provided by law.                                |
| 14 | (4) Nothing in s. 236.081(4)(a)1. shall in any way be          |
| 15 | construed to increase the maximum school millage levies as     |
| 16 | provided for in subsection (1).                                |
| 17 | (5)(a) It is the intent of the Legislature that, by            |
| 18 | July 1, 2003, revenue generated by the millage or local option |
| 19 | sales surtax levy authorized by subsection (2) should be used  |
| 20 | only for the costs of construction, renovation, remodeling,    |
| 21 | maintenance, and repair of the educational plant; for the      |
| 22 | purchase, lease, or lease-purchase of equipment, educational   |
| 23 | plants, and construction materials directly related to the     |
| 24 | delivery of student instruction; for the rental or lease of    |
| 25 | existing buildings, or space within existing buildings,        |
| 26 | originally constructed or used for purposes other than         |
| 27 | education, for conversion to use as educational facilities;    |
| 28 | for the opening day collection for the library media center of |
| 29 | a new school; for the purchase, lease-purchase, or lease of    |
| 30 | school buses; and for servicing of payments related to         |
| 31 | certificates of participation issued for any purpose prior to  |
|    | 8  |

8

1 the effective date of this act. Costs associated with the lease-purchase of equipment, educational plants, and school 2 3 buses may include the issuance of certificates of participation on or after the effective date of this act and 4 5 the servicing of payments related to certificates so issued. б For purposes of this section, "maintenance and repair" is 7 defined in s. 235.011. 8 (b) For purposes not delineated in paragraph (a) for 9 which proceeds received from millage or a local option sales 10 surtax levied under subsection (2) may be legally expended, a 11 district school board may spend no more than the following percentages of the amount the district spent for these 12 purposes in fiscal year 1995-1996: 13 In fiscal year 1997-1998, 85 percent. 14 1. In fiscal year 1998-1999, 70 percent. 15 2. 3. In fiscal year 1999-2000, 55 percent. 16 17 4. In fiscal year 2000-2001, 40 percent. In fiscal year 2001-2002, 25 percent. 5. 18 19 6. In fiscal year 2002-2003, 10 percent. (c) Beginning July 1, 2003, revenue generated by the 20 21 millage or local option sales surtax levy authorized by subsection (2) must be used only for the purposes delineated 22 23 in paragraph (a). 24 (d) Notwithstanding any other provision of this 25 subsection, if through its adopted facilities work program a district has clearly identified the need for an ancillary 26 plant, has provided opportunity for public input as to the 27 28 relative value of the ancillary plant versus an educational 29 plant, and has obtained public approval, the district may use revenue generated by the millage or local option sales surtax 30 31 levy authorized by subsection (2) for the construction,

9

1 2

3

renovation, remodeling, maintenance, or repair of an ancillary plant.

A district that violates these expenditure restrictions shall 4 5 have an equal dollar reduction in funds appropriated to the б district under s. 236.081 in the fiscal year following the 7 audit citation. The expenditure restrictions do not apply to any school district that certifies to the Commissioner of 8 Education that all of the district's instructional space needs 9 10 for the next 5 years can be met from capital outlay sources 11 that the district reasonably expects to receive during the next 5 years or from alternative scheduling or construction, 12 leasing, rezoning, or technological methodologies that exhibit 13 14 sound management.

Section 6. Paragraph (a) of subsection (2) and paragraph (a) of subsection (3) of section 235.056, Florida Statutes, are amended to read:

18 235.056 Lease, rental, and lease-purchase of 19 educational facilities and sites.--

20 (2)(a) A board may rent or lease educational 21 facilities and sites as defined in s. 235.011. Educational facilities and sites rented or leased for 1 year or less shall 22 be funded through the operations budget or funds derived from 23 24 millage or local option sales surtax proceeds pursuant to s. 25 236.25(2). A lease contract for 1 year or less, when extended or renewed beyond a year, becomes a multiple-year lease. 26 27 Operational funds or funds derived from millage or local 28 option sales surtax proceeds pursuant to s. 236.25(2) may be 29 authorized to be expended for multiple-year leases. All leased facilities and sites must be inspected prior to 30 31

occupancy by the board's Uniform Building Code inspector, who
 shall report to the department.

3 Beginning July 1, 1995, all newly leased spaces 1. must be inspected and brought into compliance with the state 4 5 minimum building code pursuant to chapter 553, and the life б safety codes pursuant to chapter 633, prior to occupancy, 7 using the board's operations budget or funds derived from 8 millage or local option sales surtax proceeds pursuant to s. 236.25(2). As an alternative, the board may elect to comply 9 10 with the State Uniform Building Code for Public Educational 11 Facilities Construction instead of the state minimum building code or the life safety code, or both. 12

13 2. Plans for renovation or remodeling of leased space shall conform to state minimum building and life safety codes 14 for educational occupancies, or other occupancies as 15 appropriate, as required in chapters 553 and 633, prior to 16 17 occupancy. As an alternative, the board may elect to comply with the State Uniform Building Code for Public Educational 18 19 Facilities Construction instead of the state minimum building code or the life safety code, or both. 20

3. All leased facilities must be inspected annually
 for firesafety deficiencies in accordance with the applicable
 code and have corrections made in accordance with s. 235.06.
 Operational funds or funds derived from millage <u>or local</u>
 <u>option sales surtax</u> proceeds pursuant to s. 236.25(2) may be
 used to correct deficiencies in leased space.

4. When the board declares that a public emergency
exists, it may take up to 30 days to bring the leased facility
into compliance with the requirements of Commissioner of
Education rules.

31

11

## **Florida Senate - 2001** 32-326-01

1 (3)(a) A board may rent or lease existing buildings, or space within existing buildings, originally constructed or 2 3 used for purposes other than education, for conversion to use 4 as educational facilities. Such buildings rented or leased for 5 1 year or less shall be funded through the operations budget б or funds derived from millage or a local option sales surtax pursuant to s. 236.25(2). A rental agreement or lease contract 7 8 for 1 year or less, when extended or renewed beyond a year, 9 becomes a multiple-year rental or lease. Operational funds or 10 funds derived from millage or local option sales surtax 11 proceeds pursuant to s. 236.25(2) may be authorized to be expended for multiple-year rentals or leases. Notwithstanding 12 any other provisions of this section, if a building was 13 14 constructed in conformance with all applicable building and life safety codes, it shall be deemed to meet the requirements 15 for use and occupancy as an educational facility subject only 16 17 to the provisions of this subsection. Section 7. Paragraph (b) of subsection (1) and 18 19 paragraph (b) of subsection (5) of section 235.199, Florida Statutes, are amended to read: 20 21 235.199 Cooperative funding of vocational educational facilities.--22 (1) Each district school board operating a designated 23 24 area technical center may submit, prior to August 1 of each 25 year, a request to the commissioner for funds from the Public Education Capital Outlay and Debt Service Trust Fund to plan, 26 construct, and equip a career educational facility identified 27 28 as being critical to the economic development and the 29 workforce needs of the school district. Prior to submitting a request, each school district shall: 30 31

1 (b) Except as provided in paragraph (5)(b), levy a millage or surtax, or combination thereof, under s. 236.25(2) 2 3 which generates an amount that is at least equal to the amount that would be generated by levy of the maximum millage rate 4 5 authorized by the maximum millage against the nonexempt б assessed property value as provided in s. 236.25(2). 7 (5) 8 (b) If <del>In the event that</del> a school district is not 9 imposing a levy at the rate required by levying the maximum 10 millage against the nonexempt assessed property value pursuant 11 to paragraph (1)(b), state and school district funding pursuant to paragraph (a) shall be reduced by the same 12 proportion as the rate of the actual levy millage actually 13 being levied bears to the rate required by paragraph (1)(b) 14 maximum allowable millage. 15 Section 8. Paragraph (a) of subsection (2) and 16 17 paragraph (c) of subsection (3) of section 235.435, Florida 18 Statutes, are amended to read: 19 235.435 Funds for comprehensive educational plant 20 needs; construction cost maximums for school district capital 21 projects.--Allocations from the Public Education Capital Outlay and Debt Service Trust Fund to the various boards for 22 23 capital outlay projects shall be determined as follows: 24 (2)(a) The department shall establish, as a part of the Public Education Capital Outlay and Debt Service Trust 25 26 Fund, a separate account, in an amount determined by the 27 Legislature, to be known as the "Special Facility Construction 28 Account." The Special Facility Construction Account shall be 29 used to provide necessary construction funds to school 30 districts which have urgent construction needs but which lack 31 sufficient resources at present, and cannot reasonably 13

anticipate sufficient resources within the period of the next 1 2 3 years, for these purposes from currently authorized sources 3 of capital outlay revenue. A school district requesting funding from the Special Facility Construction Account shall 4 5 submit one specific construction project, not to exceed one 6 complete educational plant, to the Special Facility 7 Construction Committee. No district shall receive funding for more than one approved project in any 3-year period. The first 8 9 year of the 3-year period shall be the first year a district 10 receives an appropriation. The department shall encourage a 11 construction program that reduces the average size of schools in the district. The request must meet the following criteria 12 13 to be considered by the committee:

The project must be deemed a critical need and must 14 1. 15 be recommended for funding by the Special Facility Construction Committee. Prior to developing plans for the 16 17 proposed facility, the district school board must request a preapplication review by the Special Facility Construction 18 19 Committee or a project review subcommittee convened by the 20 committee to include two representatives of the department and two staff from school districts other than the district 21 submitting the project. Within 60 days after receiving the 22 23 preapplication review request, the committee or subcommittee 24 must meet in the school district to review the project 25 proposal and existing facilities. To determine whether the proposed project is a critical need, the committee or 26 subcommittee shall consider, at a mimimum, the capacity of all 27 28 existing facilities within the district as determined by the 29 Florida Inventory of School Houses; the district's pattern of student growth; the district's existing and projected capital 30 31 outlay full-time equivalent student enrollment as determined

14

by the department; the district's existing satisfactory
 student stations; the use of all existing district property
 and facilities; grade level configurations; and any other
 information that may affect the need for the proposed project.

5 2. The construction project must be recommended in the
6 most recent survey or surveys by the district under the rules
7 of the State Board of Education.

8 3. The construction project must appear on the
9 district's approved project priority list under the rules of
10 the State Board of Education.

4. The district must have selected and had approved a
 site for the construction project in compliance with s. 235.19
 and the rules of the State Board of Education.

5. The district shall have developed a school board adopted list of facilities that do not exceed the norm for net square feet occupancy requirements under the State Requirements for Educational Facilities, using all possible programmatic combinations for multiple use of space to obtain maximum daily use of all spaces within the facility under consideration.

21 6. Upon construction, the total cost per student
22 station, including change orders, must not exceed the cost per
23 student station as provided in subsection (6).

7. There shall be an agreement signed by the district
school board stating that it will advertise for bids within 30
days of receipt of its encumbrance authorization from the
department.

8. The district shall, at the time of the request and
for a continuing period of 3 years, levy <u>a millage or surtax</u>,
<u>or combination thereof</u>, <u>under</u> the maximum millage against

31 their nonexempt assessed property value as allowed in s.

15

1 236.25(2) which generates an amount that is at least equal to the amount that would be generated by levy of the maximum 2 3 millage rate authorized by s. 236.25(2). Effective July 1, 4 1991, any district with a new or active project, funded under 5 the provisions of this subsection, shall be required to budget 6 no more than the value of 1.5 mills per year to the project to 7 satisfy the annual participation requirement in the Special 8 Facility Construction Account.

9 9. If a contract has not been signed 90 days after the
advertising of bids, the funding for the specific project
shall revert to the Special Facility New Construction Account
to be reallocated to other projects on the list. However, an
additional 90 days may be granted by the commissioner.

14 10. The department shall certify the inability of the 15 district to fund the survey-recommended project over a 16 continuous 3-year period using projected capital outlay 17 revenue derived from s. 9(d), Art. XII of the State 18 Constitution, as amended, paragraph (3)(a) of this section, 19 and s. 236.25(2).

20 11. The district shall have on file with the 21 department an adopted resolution acknowledging its 3-year 22 commitment of all unencumbered and future revenue acquired 23 from s. 9(d), Art. XII of the State Constitution, as amended, 24 paragraph (3)(a) of this section, and s. 236.25(2).

12. Final phase III plans must be certified by the
board as complete and in compliance with the building and life
safety codes prior to August 1.

28 (3)

(c) A district school board may lease relocatable
educational facilities for up to 3 years using nonbonded PECO
funds and for any time period using local capital outlay

16

б

millage or local option sales surtax revenues authorized by s. 212.055(8). Section 9. This act shall take effect July 1, 2001, if Senate Bill \_\_\_\_\_ or similar legislation creating the School District Capital Outlay Trust Fund is adopted in the same legislative session or an extension thereof and becomes law. LEGISLATIVE SUMMARY Provides for transfer of a portion of nonrecurring intangible personal property tax revenues to the School District Capital Outlay Trust Fund. Provides for District Capital Outlay Trust Fund. Provides for distribution of a portion of such revenues to school districts that collected impact fee revenues in fiscal year 2000-2001 to supplant such impact fees. Provides requirements for distribution of the remainder of such revenues to all school districts. Provides that school boards may levy by resolution a local option sales surtax in lieu of levying all or a part of the nonvoted district school capital improvement millage, for the same uses as are authorized for such millage. Provides that a county in which the school board is receiving such intangible tax revenues or levying the local option sales surtax is prohibited from levying school impact fees.