

**Comprehensive Plan**

# Chapter 9

# Capital Improvements Element

**Goals, Objectives, and Policies**

**City of Edgewater  
Ordinance No. 2019-O-06**



## GOALS, OBJECTIVES AND POLICIES

### A. INTRODUCTION

The purpose of the *Capital Improvements Element (CIE)* is to evaluate the need for public facilities as identified in other *Elements* of this Plan. In addition, the *Capital Improvements Element* will present an analysis of the fiscal capability of the City to fund needed public facilities, recommend financial policies to guide the funding of those identified improvements, and to schedule the funding and construction of improvements in a manner necessary to ensure that capital improvements are provided when required.

Needed capital improvements are those which are necessary to meet the adopted level of service (LOS) standards identified in other *Elements* of this *Plan*. The City's public facilities which require identification and funding are:

- *Transportation Element* – Roadways which are under the jurisdiction of the City, and those roadways which the City wishes to aid in funding improvements.
- *Sanitary Sewer Sub-Element* – Sanitary sewer treatment and effluent disposal facilities necessary to serve the existing and future population of the City. In addition, recommendations for capital improvements and policies to ensure adequate sanitary sewer collection facilities.
- *Solid Waste-Sub Element* – Solid waste disposal facilities to service the City's existing and future population, coordination with Volusia County to ensure those facilities are available when needed and recommendations for adequate solid waste collection methods.
- *Stormwater Sub-Element* – Drainage systems necessary to meet recommended LOS standards for stormwater quality and conveyance and coordination with Volusia County for improvements to systems in basins which serve the City but are outside its jurisdiction.
- *Potable Water Sub Element* – Potable water treatment facilities necessary to service the existing and future population of the City. In addition, recommendations for capital improvements and policies to ensure adequate potable water delivery facilities.
- *Recreation/Open Space Element* – Recreation facilities and land areas necessary to meet the recommended LOS standards.

The *Capital Improvements Element* will also present methods to ensure “concurrency” as defined and required in Chapter 163 F.S. The *Element* will also present methods to monitor the “Concurrency Management System” as defined and required in Chapter 163 F.S.

### B. CAPITAL IMPROVEMENTS INVENTORY

#### 1. Needs Derived from Other Elements

The analysis documented in the preceding comprehensive plan elements have identified facility improvements needed to meet the existing service deficiencies and those needed to meet the demands of future growth.

The geographic service areas and locations were identified for major public education and public health system components. System components whose service areas include the City are identified in the list in Table 1. The public education system is operated by the Volusia

County School Board, and the public health systems are operated by the Volusia County Health Department.

The State Department of Children and Families (DCF) determines the need for new health care facilities with a formula based on occupancy rates, historic use by age group and population projections by age group. Although Edgewater currently has no full-service hospitals, there is Florida Hospital New Smyrna located just outside the corporate City limits that serves the Edgewater area. Based on growth forecasts a hospital will not be needed before 2030. Halifax Hospice operates a 12-bed patient care facility located at 4140 S. Ridgewood Avenue in Edgewater.

Individual capital improvement needs identified in this *Element* are, for the most part, those improvements, which cost \$25,000 or more and are generally non-recurring purchase items. The capital improvements identified in the other elements of this *Comprehensive Plan* are listed with a brief description in Table 1 along with their estimated costs and projected year of expenditure. The improvements are listed by type of service, related to the various elements of the *Comprehensive Plan*. The *Capital Improvements Element* addresses capital improvements needed to ensure adopted level of service standards are achieved and maintained for a 5 year period. Therefore, Table 1 lists improvements identified for the years 2019-2023. Funding sources for these capital improvements are listed in Table 11. Table 2 identifies the Volusia County School District *Five-Year Work Program* which must be referenced within in City's *CIE* per the *Public Schools Facility Element*.

**Table 1: City of Edgewater Capital Improvement Schedule Fiscal Years Ending 2019-2023**

Project	2018-2019	2019-2020	2020-2021	2021-2022	2022-2023	Total
<b>ENVIRONMENTAL SERVICES: WATER</b>						
Airpark Road Water Main Connection			\$ 175,000			\$ 175,000
ARTWP Disinfectant System Replacement	\$ 96,250					\$ 96,250
Two Inch Water Line Replacements	\$ 100,000	\$ 100,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ 800,000
Unspecified Water	\$ 100,000					\$ 100,000
Flexnet Smart Water Meter Network						\$ -
Perdita, Palmetto, Live Oak Water Improvements	\$ 200,000					\$ 200,000
Safe Room @ ARWTP & Hardening of Ops. Building			\$ 250,000			\$ 250,000
THM Precursor Removal Process at ARTWP - PFR \$26,250		\$ 262,500	\$ 3,500,000			\$ 3,762,500
Unspecified Water		\$ 250,000	\$ 300,000	\$ 300,000	\$ 300,000	\$ 1,150,000
West Park Ave. Water Main - Old Mission to PABS	\$ 500,710					\$ 500,710
Wildwood & Highland Ave. Water Main Replacement - PFR \$208,000						\$ -
Acquire SE Volusia Water Utility		\$ 1,500,000				\$ 1,500,000
East Pine Bluff Water Improvements			\$ 193,922			\$ 193,922
New York Street Water Improvements				\$ 25,000		\$ 25,000
North Pinedale Road Water Improvements		\$ 85,000				\$ 85,000
Plaza & Hubbell Water Improvements		\$ 100,000				\$ 100,000
Wildwood & Highland Ave. Water Main Replacement			\$ 208,000			\$ 208,000
<b>WATER TOTALS</b>	<b>\$ 996,960</b>	<b>\$ 2,297,500</b>	<b>\$ 4,826,922</b>	<b>\$ 525,000</b>	<b>\$ 500,000</b>	<b>\$ 9,146,382</b>

<b>ENVIRONMENTAL SERVICES: WASTEWATER</b>						
Unspecified Sewer	\$ 150,000	\$ 250,000	\$ 300,000	\$ 300,000	\$ 300,000	\$ 1,300,000
WAS Aerator for WWTP	30,000					\$ 30,000
Bypass pump						\$ -
Lift Station #3 Refurbishment & Antenna Relocation	\$ 275,000					\$ 275,000
Lift Station #6 Refurbishment		\$ 250,000				\$ 250,000
Lift Station #4 Refurbishment			\$ 250,000			\$ 250,000
Riverside D. Sewer Lateral Slip-lining	\$ 100,000	\$ 100,000	\$ 200,000	\$ 250,000	\$ 250,000	\$ 900,000
Sewer Slip-lining	\$ 100,000	\$ 100,000	\$ 100,000	\$ 100,000	\$ 100,000	\$ 500,000
Submersible Pump Replacements (LS)	\$ 50,000	\$ 50,000	\$ 75,000	\$ 75,000	\$ 5,000	\$ 325,000
Telemetry at Lift Stations		\$ 50,000	\$ 50,000	\$ 75,000	\$ 75,000	\$ 250,000
Manhole Lining	\$ 100,000	\$ 100,000	\$ 100,000	\$ 100,000	\$ 100,000	\$ 500,000
Manhole Replacement						\$ -
Evaluation of Clay Sewer Lines	\$ 175,000					\$ 175,000
Reclaimed Water Improvements/Extension	\$3,222,000	\$ 1,074,000				\$ 4,296,000
Public Works Building (Allocation)						\$ -
Safe Room @ WWTP & hardening of Ops Building	\$ 268,175					\$ 268,175
SE Reclaimed Water		\$ 200,000				\$ 20,000
Rhode Island St. & Hardin Pl Reclaimed Water Ext					\$ 76,000	\$ 76,000
WW - Septic Conversion: 15th & 16th Street Duplexes			\$ 300,000			\$ 300,000
WW - Septic Conversion: Beulah Dr					\$ 300,000	\$ 300,000
WW - Septic Conversion: E. of US 1: Cory Est to Arbor Lane			\$ 500,000			\$ 500,000
WW-Septic Conversion: E. of US 1: Omni & Godfrey to Poinciana				\$2,000,000		\$ 2,000,000

Source: City of Edgewater Planning Division, 2018

**Table 2: 2017-2021 Volusia County School District Five-Year Work Program**

<b>Project Type</b>	<b>2018-2019</b>	<b>2019-2020</b>	<b>2020-2021</b>	<b>2021-2022</b>	<b>2022-2023</b>
Major Projects - New Construction	\$ 4,000,000	\$ 23,000,000	\$ 50,000,000	\$ 29,000,000	\$ 38,000,000
Projects at Existing Schools & Facilities	\$ 26,810,060	\$ 32,121,161	\$21,709,304	\$ 30,751,490	\$ 26,700,000
Facilities Management – Various Projects	\$2,500,000	\$2,500,000	\$2,500,000	\$2,500,000	\$2,500,000
Technology	\$9,000,000	\$9,000,000	\$9,000,000	\$9,000,000	\$9,000,000
System Wide Equipment & Vehicles	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000
Transportation Dept. – Bus Replacement	\$2,690,872	\$2,463,773	\$2,643,773	\$2,185,200	\$2,185,200
<b>PROJECT TOTALS</b>	<b>\$46,000,932</b>	<b>\$70,084,934</b>	<b>\$86,853,077</b>	<b>\$74,436,690</b>	<b>\$79,385,200</b>
Transfers – Debt Service	\$24,677,338	\$24,678,188	\$24,676,013	\$24,672,188	\$24,676,525
Transfers-General Fund	\$8,245,831	\$6,554,431	\$4,554,431	\$4,604,458	\$3,637,895
<b>TRANSFER TOTALS</b>	<b>\$32,923,169</b>	<b>\$31,232,619</b>	<b>\$29,230,444</b>	<b>\$29,276,646</b>	<b>\$28,314,420</b>
<b>GRAND TOTALS</b>	<b>\$78,924,101</b>	<b>\$101,317,553</b>	<b>\$116,083,521</b>	<b>\$ 103,713,336</b>	<b>\$7,699,620</b>

Source: Volusia County School District, Capital 5-Year Work Program.

Each capital improvement project is described briefly in Table 1. In addition, the reason the project is identified and estimated total project cost is provided. For ease of review, the projects have been grouped by facility type. As indicated, capital improvement projects have been identified for general, public safety, sanitary sewer, potable water, stormwater, parks and recreation, and transportation facilities.

It should be noted that the capital improvement projects contained in Table 1 are not inclusive of all the anticipated capital expenditures by the City during the planning period. Table 1 is limited only to those major components identified by the preceding elements of the City’s *Comprehensive Plan (CP)* in order to analyze development impacts and trends at a level of detail which is both manageable and fairly accurate.

The cost estimates for the capital improvements indicated in this *Element* were developed using standard engineering practice regarding construction costs, in conjunction with information derived from actual construction costs of similar projects, certified bid documents on similar projects and engineering cost estimates conducted on similar projects.

**2. Existing Financial Resources**

The first step in planning capital improvements, as well as arranging the necessary financing through the budgeting process, is to inventory the major sources of funding available to the City. The revenue sources listed below comprises a working inventory for which the City’s ability to fund the needed capital improvements will be assessed. It is important to note that the list below includes all of the major financial resources available to the City and is not

limited to the funds which will be used for the capital improvement projects identified in the *5-year Schedule of Improvements* included in this *Element*. These currently utilized financial resources comprise, in part, the revenue sources which will be used to fund the identified capital improvements projects.

### **3. Local Revenue Sources**

#### **Property Taxes (Ad Valorem)**

Property taxes are normally based on a millage rate (i.e. one mill equates to \$1 per \$1000 of assessed value, or .1%), which is then applied to the taxable value of all real property, as well as all other tangible personal property. The revenue from ad valorem taxes may be used to fund both operating costs and capital projects, unless prohibited by local policies. Provisions at the State level exist for raising the millage rate above the 10-mill cap set by local referendum for debt service or provision of municipal-type services within the City.

#### **Public Utility or User Charges**

The revenue from these charges is generated primarily as a result of the rates charged to City residents of utilization of City-owned utilities such as water, sewer, stormwater and solid waste removal/disposal. Revenue from these operations include user fees, miscellaneous customer service charges and interest income.

#### **Other taxes, fees, and charges**

This category of revenue source includes special assessments, various administrative fees and other charges for using services or facilities owned and operated by the City. Some examples of these charges are public document sales, property appraisal fees, fines and forfeitures, permit and license fees, City fund interest income, City property sale income, rental income and all private contributions (real estate, gifts, donations, etc.) to the City.

#### **Franchise Fees**

The City currently charges a franchise fee (based on the applicable gross revenues charged) for utility services, which are provided by private companies within the City.

#### **Public Service or Utility Tax**

A municipality may levy a tax on the purchase of electricity, metered or bottled gas, water, cable television and telecommunication services. The tax may be levied upon only the purchases within the municipality and may not exceed ten (10) percent of the applicable payments received by the seller of the taxable item from the purchaser of the purchase of such service.

#### **Special Source of Revenue**

Additional funding mechanisms are sometimes required due to the availability of existing revenue sources and/or the project priorities assigned by the City Council. The options available to the City regarding alternate sources of revenue for funding capital improvement projects are listed below.

- 1) System Development of Impact fees. Fees which are charged in advance of new development to pay for infrastructure needs, but not operating costs, resulting

directly from the new development. The fees must be equitably allocated to the specific group(s) which directly benefit from the capital improvements. In addition, the assessment levied must fairly reflect the true cost of the capital improvements.

### **Special Assessment**

Similar to impact fees, special assessments are charged to residents, agencies or areas which directly benefit from the provision of a new service or facility by the City. For example, the construction of a gravity sewer system for an existing neighborhood may be financed through a special assessment to the neighborhood's individual homeowners rather than through a revenue fund of the City. The requirement that all of the City's residents fund the new sewer system through a City revenue source is not considered equitable.

### **Borrowing**

Occasionally, many local governments are required to resort to borrowing funds to pay for capital improvements due to their extremely high cost. Usually, either long-term or short-term financing is used to provide these funds. The short-term financing option is normally handled by local banks and is used to raise the required revenue for periods of one to five years. The more customary method is to authorize long-term bond issues, which range in length from five to thirty years.

Listed below are several types of bond issues available to the City.

- 1) ***General Obligation Bonds.*** These are bonds which are backed by the full faith and credit of the local government, and are required to be approved by a voter referendum. Since these bonds are secured by the taxing power of government, they generally offer lower interest rates than other bonds. The revenues collected from ad valorem taxes on real estate, as well as other sources of revenue are used to service the government's debt. General obligation bonds should be used to fund capital improvements which benefit the whole City rather than specific areas or groups of citizens.
- 2) ***Revenue Bonds.*** The revenue obtained from the issuance of these bonds is normally used to finance publicly owned facilities such as water treatment and wastewater treatment facilities. The charges collected from the users of the facilities are used directly to retire the bond obligations. This basically allows the capital project to be self-supporting. It should be noted that the interest rates generally tend to be higher than those of general obligation bonds. The issuance of the bonds may be approved by the City Council without a voter referendum.
- 3) ***Industrial Revenue Bonds.*** This type of bond, though issued by a local government, is actually assumed by companies or industries that use these funds to construct facilities. The low interest rates associated with this type of bond (due to their tax exempt status) makes it particularly attractive to industry. The advantages to the local government are that the private sector

is responsible for the retirement of the debt and that the new employment opportunities are created in the community.

#### 4. State Sources

The City depends on annual disbursements from the State government to supplement its revenue sources. The revenue sources discussed above represent those funds generated by City levies which may be collected and disbursed at the local level. The revenue sources discussed in this section represent those funds which are: (1) generated locally, but collected and later reimbursed to the City by the State; (2) adopted as a local option tax or license fee, collected and reimbursed by the State; or (3) shared by the State in the form of grants to the local government, but originate from State general revenues. The amounts available from these sources may vary widely from year to year depending on legislative actions.

##### **Revenue Sharing Trust Fund**

This component of revenue consists of 1.075 percent of sales and use tax collections, 12.5 percent of the State alternative fuel use decal fee collections, and the remainder from the one-cent municipal fuel tax. The sales and use tax collections were substituted for the cigarette tax revenues that previously were used for this fund by the Florida Legislature. The municipal fuel tax funds are restricted for transportation related expenditures.

##### **Other Shared Revenue**

This category of revenue sources includes several major financial resources which, like the Revenue Sharing Trust Fund, are shared between City, County and State agencies.

The following taxes and licensing fees generate a large portion of the total annual revenue for the City's General Fund.

- 1) Sales Tax – The current sales tax in the State is 6.5%, and is levied on retail sales, and such things as commercial rentals, admission fees to entertainment facilities, and motor vehicle sales. The collection is returned to the Cities and Counties in accordance with specific formulae. The variables of the formulae, in the case of cities, include the population of the municipality, as well as the total and unincorporated population of the County.

##### **Mobile Home Licenses**

Mobile Home licenses currently range from \$31.60 to \$86.60, depending on what time length is established in the rate structure. Each City shares in the allocation of the revenues from this source based on the number of units located in the City. The City in turn shares a portion of the revenue with the local school board. This has proven to be a relatively stable revenue source over time.

##### **Local Option Taxes**

Currently, there are four (4) possible sources of revenue available to the City within this category. All of the funds are generated locally, but the funds are collected and disbursed by the Florida Department of Revenue. The City currently shares in only one (1) of these revenue sources.

**Alcoholic Beverage License**

The Division of Alcoholic Beverages and Tobacco for the State of Florida administers the issuance of licenses associated with the sale and/or consumption of alcoholic beverages. The State collects in excess of \$37 million annually from this fee. Of this amount, a portion is returned to counties and municipalities as State shared revenue.

**Other Sources of Shared Revenues**

The City also receives other shared revenues from both the County and other government agencies. These revenues include the Motor Fuel Tax Rebate, the Federal Excise Tax, and the County Business Tax Receipt fees.

**C. FEDERAL AND STATE GRANTS AND LOANS**

The system by which Federal general revenue sharing was formerly provided (U.S. State and Local *Fiscal Assistance Act of 1972*) has been substantially modified. The Federal funds are now available through allocations to the state agencies which administer and monitor block grants or disbursed by federal agencies as block grants directly to state and local agencies, as well as other eligible organizations and individuals. The purpose of the block grants program is to allow recipients greater freedom in the actual funds, though the funds must still be used for projects in specific categories. Since these funds require the competitive applications be submitted in order to receive an allocation, the grant monies are usually non-recurring and cannot accurately be projected for annual budgeting purposes.

Federal grant sources are referenced in the *Catalog of Federal Domestic Assistance*, published by the Government Printing Office. Other grants and loans are administered at the State level, with State Executive Departments acting as “pass-through agencies” for federally funded projects. The Community Development Block Grant (CDBG) is an example of a federally funded grant project. The U.S. Department of Housing and Urban Development administers this program and allocates 70% of its CDBG funds to “entitlement communities”, or the larger urban areas. These communities must apply for grants for financing specific projects from a list of eligible activities outlined in Title I statutes. These projects include infrastructure improvements, housing projects and commercial revitalization. The remaining 30% of the grant funds are allocated to State pass-through agencies such as the Department of Economic Opportunity (DEO) in the State of Florida. DEO administers these grants for the same types of projects mentioned previously, but restricts their availability to small cities and counties.

In addition to block grants, there are several direct loan programs available at the Federal level, but their applicability to capital projects is extremely limited. State loans however, are usually available to finance capital projects such as land acquisition for low-income housing. DEO administers loans and grants for these projects to eligible governments through its Bureau of Housing.

**D. LOCAL POLICIES AND PRACTICES**

To guide the location and timing of land development, local policies and practices are used, particularly in support of the goals, objectives and policies of the *Future Land Use Element*. Obviously, State agencies and water management districts which provide public facilities within the City’s jurisdiction may influence these policies and practices. One such influence was found to be generated by the Florida Department of Transportation (FDOT) *5-year Transportation Plan*. This

influence stemmed from the fact that several roadways within the City's jurisdiction are part of the state highway system, and therefore are largely the financial responsibility of the FDOT. Plans for the improvement of some of these roadways may be included in the before mentioned *5-year Transportation Plan*. However, there are other such roadways not included in the *Plan*. Either scenario affects the capacity of the roadways, which in turn affects the level and intensity of development, as well as the degree of financial commitment for which the City must plan.

In the absence of improvement plans by FDOT, special provisions may be made when the City desires improvement of a State road to maintain local levels of service standards. These provisions may include the City expending funds for roadway improvements or providing FDOT with the funds, either of which may be collected through an impact fee.

In this section, many of the local practices and policies used by the City are described in terms of their general concept and the circumstances surrounding their use. The policies and practices both used in the past and currently in use are identified. Policies and practices not in use which have the potential for being used by the City are discussed in a later section of the *CIE*.

### 1. LOS Standards

LOS standards indicate the degree of service provided, or proposed to be provided by public facilities based on their operational characteristics. Basically, the LOS indicates the capacity per unit of demand for each public facility. Therefore, the LOS is a summary of the existing or desired public facility conditions. These LOS standards are to be established for the specific purpose of issuing permits or development orders to ensure that adequate capacity is available and will be maintained in public facilities for future development.

LOS standards can affect both the timing and location of development by encouraging development of those areas which have public facilities with excess capacity. In addition, development is not allowed unless the needed facilities and services are available. This development and provision of services usually occur in a phased sequence over a period of time. The City has adopted formal LOS standards with the completion of their *CIP*. Therefore, the LOS standards as outlined in the various elements of the *CIP* have been listed below.

Sanitary Sewer:	204 gallons per equivalent residential unit per day
Solid Waste:	2.5 pounds per capita per day
Stormwater:	Level A – No significant street flooding Level B – No major residential yard flooding Level C – No significant structure flooding Level D – No limitation on flooding (Based on 25-year/24-hour storm event)
Potable Water:	204 gallons per equivalent residential unit per day
Collector Roadways:	LOS D for peak hour volumes
Arterial Roadways:	LOS D for peak hour volumes
Limited Access Road:	LOS B

Guidelines for Recreational Facilities:

<u>Facility</u>	<u>Unit of Measure</u>
Parkland	5 acres/1,000 persons
Baseball/Softball	1 field/4,000 persons
Basketball Court	1 court/5,000 persons
Tennis Court	1 court/3,500 persons
Handball/Racquetball Court	1 court/4,000 persons
Community Center	1 facility/30,000 persons
Multi-Purpose/Soccer	1 field/4,000 persons
Shuffle Board Court	1 court/1,500 persons
Pickleball	1 court/30,000 persons
Volley Ball Court	1 court/5,000 persons
Boat Ramps	1 ramp/4,700 persons
Bike/Pedestrian Trail	1 mile/4,000 persons
Fitness Trails	1/14,000 persons
Activities Center	1/15,000 persons
Gymnasium	N/A

**2. Capital Improvements Program (CIP)**

A *Capital Improvements Program* is a plan for capital expenditures to be incurred each year over a fixed period of years to meet anticipated facility improvements and needs. The *CIP* identifies each capital project or other capital expenditures anticipated by the City, as well as presenting estimates of the resources needed to finance the project.

The *CIP* is designed to be consistent with the *CIE* of the local *CP* because it reflects the goals, objectives and policies of the *Element* and its implementation strategy, including the *5-year Schedule of Improvements*. In addition, the *CIP* is not restricted to only those public facilities addressed in the *CP*, as is the *CIE*.

The first year of a *CIP* becomes the annual capital budget with longer range capital expenditures identified for the 5-year program. The capital budget encompasses enacting appropriations for those capital projects delineated for the first year of the *CIP*. The *CIP*, similar to *CIE*, is reviewed on an annual basis.

**3. Impact Fees**

Impact fees are imposed by many local governments on new developments to offset the costs of new public facilities necessitated by the development. Local government may use this strategy as one method of implementing the *CIE*. Chapter 163, F.S. includes impact fees as an innovative technique that may be integrated into the land development regulations.

Impact fee development is a logical outgrowth of the *CIE* preparation. A rational basis for developing an impact fee ordinance comes from the assessment of the local government's capital improvement needs and its capability to provide for those needs which is required by Chapter 163 F.S.

Infill development location and timing may be affected and controlled through the use of impact fees. This is because infill development usually occurs in those areas having capital facilities with excess capacity. If the local government chooses not to recover the costs of capital facilities in underutilized service areas, infill development may be encouraged by the absence of impact fees on developments proposed within those areas.

#### **4. Utility Service Areas**

The delineation of utility service areas within a comprehensive plan or *CIP* may be used to describe areas where local governments intend to provide public facilities and services. When used in conjunction with a *CIE* and *CIP*, utility service areas can be used as a tool to coordinate the timing of public facilities and service provision within areas planned for development.

Additionally, the following benefits may be the result of using utility service areas:

- a) Encourage efficient and orderly growth patterns;
- b) Preserve agricultural and environmentally sensitive areas; and
- c) Support control on facility extensions

#### **5. User Charges and Connection Fees**

User charges are designed to recover the costs of public facilities or services from those who benefit from them. Many areas of local government employ the use of user charges. Monthly sewer charges paying for the operation and maintenance of wastewater facilities as well as retiring debt service on revenue bonds is a good example of user charge usage. This technique may also be applied to transportation, potable water, solid waste, recreation and parking facilities and services.

These charges may be designed to vary, depending on the quantity and location of the services rendered, in order to affect the pace and pattern of development. In other words, the greater the distance from the service area, the higher the user charge.

#### **6. Concurrency Management System**

This controls the timing and location of development by conditioning new development approvals on evidence that sufficient facilities and services are present or will be provided in order to maintain adopted LOS standards. Therefore, development approval becomes contingent on the ability of local governments to provide facilities and services, and furthermore, may require the development itself to furnish the facilities and services in order to maintain the adopted LOS standards. Additional benefits associated with a Concurrency Management System are as follows:

- a) Supports the consistency of the *CIE* with the *Future Land Use Element*;
- b) Provides for the orderly expansion of public facilities;
- c) Stabilizes capital improvement expenditures and taxing structures for capital improvements; and
- d) Reduces the possibility of damage to the environment from the use of overburdened facilities.

Typically, the Concurrency Management System interacts with the development approval process by requiring that all zoning, subdivision or planned unit development (PUD) approval be granted only upon demonstrated compliance with the system. The building permit stage is another level at which a Concurrency Management System may function. In this context, the Concurrency Management System may control development in areas that are already approved, but not as yet built on, such as pre-platted lands.

### **7. Mandatory Dedication or Fees in Lieu Of**

The City may require, as a condition to plat approval, that subdivision developers dedicate a portion of the land within the development to be used for public purposes such as roads, parks and schools. Dedication may be made to the governing body, or to a private group such as a homeowners association.

When a subdivision is of such small scale or topographic conditions that a land dedication cannot reasonably be required, the City may require that the subdivider pay a fee in lieu of dedication which is equivalent to the amount of land that otherwise would have been dedicated by the developer. The fee may be deposited into a separate account for use in the future towards the provision of such facilities.

As a result of the public facility provision, the adjacent area benefiting from the initiative would likely become more attractive to development. Therefore, the acquired service potential may be used to encourage growth in desired areas.

### **8. Moratoria**

A moratorium, or stop-gap ordinance, is used to temporarily halt or freeze development in an area for a specified period of time on an emergency basis. The ordinance may be imposed on certificate of uses, building permits, development approvals, or governmental services such as potable water connections or wastewater system extensions and/or connections. The moratorium normally is imposed for a “reasonable time” to allow the necessary planning activities to take place pending comprehensive plan preparation, adoption or amendment. The State of Florida’s legal system has found development moratoria to be a valid measure of last resort in the protection of local public health, safety and welfare when adopted in accordance with applicable procedures. Some other considerations in adopting a moratorium include:

- a) Determining legal status of existing permit applications and approvals to determine the extent of “vested rights” for those developments approved prior to ordinance adoption;
- b) Specifying the geographic extent of the moratorium (whether it will be City wide, or limited to specific hazard areas with existing service insufficiencies); and
- c) Specifying the time frame and conditions under which the moratorium will be imposed.

## E. FINANCIAL ANALYSIS

### 1. Fiscal Assessment

In this section, an examination is made of the City's ability to fund the capital improvements listed in Table 1. The purpose of the examination is to determine whether sufficient revenue will be available using the existing budgeting framework utilized by the City to fund the required improvements at the time when they are needed.

The assessment process estimates future revenue receipts which the City will use to fund capital improvements, then balances these revenues against the anticipated capital improvement expenditures. Using this process, it becomes possible to quantify annual revenue surpluses and shortfalls, thereby providing a basis for examining opportunities for financing the required capital improvements. The examination of these opportunities is included in the next portion of this section, entitled "Summary and Recommendations".

In addition to the direct cost for capital improvements, this section will review the fiscal impacts of the capital improvements identified in the other *CP* elements upon the actual operation of the City departments responsible for facility management. This will include costs for additional personnel and routing operation/maintenance activities. It should be noted that this assessment includes only those items planned for in other *CP* elements.

#### **Accounting System**

The accounting system employed by the City records financial transactions in individual accounts called "funds". Records for each fund provide a complete accounting of fund assets, liabilities, reserves, equities, revenues and expenditures. The following is a brief description of the funds which the City has established for capital improvement financing.

**GENERAL FUND:** The General Fund is the basic operating fund of the City. It accounts for all revenues and expenditures used to finance the traditional services associated with a municipal government which are not accounted for in other funds. These services include police and fire protection, civil defense, emergency rescue services, street services, parks and recreation, building safety, general administration and any other activity for which a specific special fund has not been created.

**ENTERPRISE FUND:** Enterprise Funds are established to account for the financing of self-supporting municipal activities which render services on a user charge basis to the general public. In the City, the water and sewer utilities, refuse collection, and stormwater operations are operated as enterprise activities.

The significant characteristic of an Enterprise Fund is that the accounting system makes it possible to determine whether the activity is operated at a profit or loss. All reports of Enterprise Funds are self-contained. In this way, creditors, legislators, and the general public can evaluate the performance of the municipal enterprise on the same basis as investor-owned enterprise in the same industry.

#### **Projected Revenues**

The City’s tax base is projected to increase for 2019, assuming a 3.00% rate of growth starting in 2019 for the adjusted taxable value of property (including new construction), as indicated below. The City’s assessment ratio is projected to remain stable at 95%.

**Table 3: Adjusted Taxable Value Projections**

<b>Tax Base</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>
Adjusted taxable value	\$951,480,627	\$980,025,046	\$1,009,425,797	\$1,039,708,571	\$1,070,899,828

SOURCE: City of Edgewater Finance Dept.

Ad valorem tax yields were projected assuming the fiscal year 2019-2023 rate of millage and the average annual increase (3.00%) in adjusted taxable value over the next five years. It should be noted that the five-year average rate for millage amounts to a rate of 6.70 per \$1,000 of taxable property value.

**Table 4: Ad Valorem Tax Yield Projections**

<b>Tax Base</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>
Ad Valorem Tax Yield	\$6,056,174	\$6,237,859	\$6,424,995	\$6,617,745	\$6,816,277

SOURCE: City of Edgewater Finance Dept. Assume a collection of 95% of the total ad valorem tax billings.

Table 5 indicates the revenues expected to be available to the City to finance the expenditures and capital improvements for the years 2019-2023. Revenue projections are based on past trends and anticipated changes in funding sources. These amounts are represented in 2019 dollars.

**Table 5: Revenue Projections Affecting Capital Improvements**

	2019	2020	2021	2022	2023
<b>FUND</b>					
<b>General Fund</b>					
Ad Valorem	\$ 6,056,174	\$ 6,237,859	\$ 6,424,995	\$ 6,617,745	\$ 6,816,277
Franchise Fees	\$ 965,000	\$ 993,950	\$ 1,023,769	\$ 1,023,769	\$ 1,054,482
State Shared Revenues	\$ 2,235,615	\$ 2,302,683	\$ 2,371,764	\$ 2,371,764	\$ 2,442,917
<b>Subtotal:</b>	<b>\$ 9,256,789</b>	<b>\$ 9,534,493</b>	<b>\$ 9,820,528</b>	<b>\$ 10,013,278</b>	<b>\$ 10,313,676</b>
<b>Enterprise Funds</b>					
Wastewater	\$ 6,069,031	\$ 6,251,102	\$ 6,438,635	\$ 6,438,635	\$ 6,631,794
Refuse	\$ 3,722,346	\$ 3,834,016	\$ 3,949,037	\$ 3,949,037	\$ 4,067,508
Water	\$ 4,809,579	\$ 4,953,866	\$ 5,102,482	\$ 5,102,482	\$ 5,255,557
Stormwater	\$ 1,760,675	\$ 1,813,495	\$ 1,867,900	\$ 1,867,900	\$ 1,923,937
Net Bond Proceeds		\$ -	\$ -	\$ -	\$ -
<b>Subtotal</b>	<b>\$ 16,361,631</b>	<b>\$ 16,852,480</b>	<b>\$17,358,054</b>	<b>\$17,358,054</b>	<b>\$ 17,878,796</b>
<b>Total Revenues</b>	<b>\$25,618,420</b>	<b>\$26,386,973</b>	<b>\$27,178,582</b>	<b>\$27,371,332</b>	<b>\$ 28,192,472</b>

The Enterprise Fund projected revenues for each account include anticipated income from user charges, connection fees, impact fees, assessment receipts and customer service charges. The revenue projections for wastewater and water user charges and connection fees are based on current individual fee amounts (average monthly charge and connection fees) and projected total service connections. Solid waste user charge revenue projections are based on current average monthly charges also.

The amount shown for net bond proceeds represents the use of bond proceeds which are anticipated to be issued for major capital projects. The amounts shown reflect the year when the proceeds are estimated to be encumbered for the project and not the use of the proceeds deposited in the construction fund for financing the project.

**Projected Expenditures**

The projected expenditures have been separated into three categories for the purpose of this assessment: (i) scheduled capital improvement project expenditures; (ii) capital improvement debt service expenditures; and (iii) operating cost expenditures. The first category of expenditure represents the direct cost of those capital improvements expected to be incurred annually, those identified by the other CP elements, and those identified by the *City's Capital Improvements Program* (in addition to the CIP projects already identified by the other CP elements). Table 6 lists these projected expenditures by Fund for 22019-2023.

**Table 6: Expenditure Projections for Scheduled Capital Improvements**

	2019	2020	2021	2022	2023
<b>FUND</b>					
<b>General Fund</b>					
Annual Capital Expenditures	\$ 2,205,390	\$ 425,000	\$ 425,000	\$ 425,000	\$ 425,000
<b>Enterprise Funds</b>					
Annual Capital Expenses					
Water/Sewer	\$ 5,467,135	\$ 9,146,500	\$ 7,201,922	\$ 4,025,000	\$ 3,676,000
Public Works	\$ -	\$ -	\$ 9,100,000	\$ -	\$ -
Stormwater	\$ 400,000	\$ 959,025	\$ 786,213	\$ 314,907	\$ 1,010,316
<b>Total Expenses</b>	\$ 8,072,525	\$ 10,530,525	\$ 17,513,135	\$ 4,764,907	\$ 5,111,316

The second category includes the projected expenditures required to meet debt service requirements for outstanding bond issues, as well as planned future bond issues included in the revenue projects in Table 6. The future debt issues are anticipated by the City to provide monies to fund the reclaimed water improvements as well as various general improvements. In addition to long-term indebtedness, the City utilizes short-term borrowing for minor capital expenditures. Table 7 lists the projected debt service expenditures by Fund.

**Table 7: Debt Service Expenditure Projections**

	2019	2020	2021	2022	2023
<b>FUND</b>					
<b>General Fund</b>	668,779	1,266,897	661,811	658,147	537,850
<b>Enterprise Funds</b>					
Wastewater					
State SRF Loan 2012	383,970	383,969	383,969	383,969	383,969
Water					
SunTrust JCI 2013	696,901	522,047	115,627		
American Financial Vehicle Lease 2017	5,176	5,176	5,176	5,176	-
BB&T Capital Improvement Note 2014	36,296	36,766	36,958	36,633	36,542
BB&T Rev Bond Refund/Refinance 2016	1,105,442	1,100,678	1,095,355	1,091,446	1,085,935
Refuse					
TD Capital Improvement Note 2015					

Stormwater					
American Financial Vehicle Lease 2017	8,040	8,039	8,040	8,040	
BB&T Capital Improvement Note 2014	49,139	49,775	50,036	49,594	49,473
MIS					
BB&T Capital Improvement Note 2014	11,503	11,651	11,713	11,610	11,582

The debt service to fund the enterprise component of the *CIP* program consists entirely of revenue bonds and special assessment bonds. Based on the opinion of the City Council, this debt does not come under the current charter provisions of the City. With respect to the general debt associated with the General Fund, the current charter requires that the City not incur additional debt of more than .75% of the net taxable ad valorem property value during any forward moving five (5) year period unless such debt was approved by a referendum of eligible voters in a general election. Based on the current Charter provisions, the estimated debt service capacity assuming assessed valuation rates is as follows:

Value for 2019                    \$1,152,173,102  
 Charter Limitation at .75%    \$8,641,298

The final category of expenditures contains the annual operating costs for providing the necessary facility improvements and services to the City’s customers. These operating costs consist of the recurring expenses associated with the normal operation of capital facilities such as supplies, maintenance, personnel and utility costs associated with the assessed capital improvement needs. The operating costs have been assigned to the first year in which they are expected to be incurred based on the schedule of improvement contained in Table 6. Table 8 presents the annual operating expenditure of the City for years 2019-2023.

**Table 8: Annual Operating Expenditures**

	2019	2020	2021	2022	2023
<b>FUND</b>					
General Fund	\$16,794,182	\$17,298,007	\$17,816,948	\$18,351,456	\$18,902,000
Enterprise Funds					
Water/Wastewater	\$11,453,714	\$11,797,325	\$12,151,245	\$12,515,783	\$12,891,256
Public Works - Refuse	\$3,722,346	\$3,834,016	\$3,949,037	\$4,067,508	\$4,189,533
Stormwater	\$1,760,675	\$1,813,495	\$1,867,900	\$1,923,937	\$1,981,655

In order to assess the City's capability to fund the necessary capital improvement expenditures, a determination of revenue sufficiency must be made. This capability is shown by finding the difference between the projected annual revenues and expenditures for each

fund the City uses to finance the capital improvements. The assessment results are shown in Table 9.

**Table 9: Fiscal Assessment No. 1**

<b>FUND</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>
<b>GENERAL FUND</b>					
REVENUES	16,794,182	17,298,007	\$17,816,948	\$18,351,456	\$18,902,000
EXPENDITURES	\$16,794,182	\$17,298,007	\$17,816,948	\$18,351,456	\$18,902,000
BALANCE	\$ -	\$ -	\$ -	\$ -	\$ -
<b>WATER/WASTEWATER</b>					
REVENUES	\$11,453,714	\$11,797,325	\$12,151,245	\$12,515,783	\$12,891,256
EXPENSES	\$11,453,714	\$11,797,325	\$12,151,245	\$12,515,783	\$12,891,256
BALANCE	\$ -	\$ -	\$ -	\$ -	\$ -
<b>PUBLIC WORKS - REFUSE</b>					
REVENUES	\$3,722,346	\$3,834,016	\$ 3,949,037	\$ 4,067,508	\$ 4,189,533
EXPENSES	\$ 3,722,346	\$ 3,834,016	\$ 3,949,037	\$ 4,067,508	\$ 4,189,533
BALANCE	\$ -	\$ -	\$ -	\$ -	\$ -
<b>STORMWATER</b>					
REVENUES	\$ 1,760,675	\$ 1,813,495	\$ 1,867,900	\$ 1,923,937	\$ 1,981,655
EXPENSES	\$ 1,760,675	\$ 1,813,495	\$ 1,867,900	\$ 1,923,937	\$ 1,981,655
BALANCE	\$ -	\$ -	\$ -	\$ -	\$ -

Included in Table 9 are the projected revenues (as previously listed in Table 5) and expenditures (consisting of the sum of the cost and expenditures shown in Tables 6, 7 and 8). Improvement costs for transportation and recreation have been included in the General Fund, improvement costs for wastewater, water and solid waste are included in the Enterprise Fund, and stormwater improvement costs have been included in the Stormwater

Fund. The balance of each fund indicates the difference between the projected revenues and expenditures. Revenue shortfalls for a given year are indicated by a negative balance.

The City uses revenues from both the General and Enterprise Funds to meet annual operating expenses. The General Fund is primarily used for transportation and recreation/park operating services, while the Enterprise Fund is used for the operating costs associated with the Public Works and Utilities Departments.

Supplemental funding is provided by the fees collected by the various departments from the persons directly receiving the service.

The City-wide millage rate and the Enterprise Fund user charges are reviewed periodically by the City as part of its budgeting process. Adjustments are made in order to ensure that sufficient funds are available to meet expected expenses, including a reserve for contingency funds. In anticipation of future increases in operating costs, the City may desire to adjust the millage rate and/or user charges upward by small increments over a period of several years. This will initially provide additional operating reserves, which can later be used to offset operating expense increases as they occur and allow the City to moderate annual charges in the millage rates and user charges. The anticipated increases in ad valorem tax revenues for 2019-2023 are featured below in Table 10.

**Table 10: Anticipated Increase in Ad Valorem Tax Revenue Projections**

Tax Base	2019	2020	2021	2022	2023
Result of one-half mill increase over and above current Ad-Valorem	6,508,127	6,703,371	6,904,472	7,111,607	7,324,955

Summary and Recommendations

Within this section, the projected revenue shortfalls as indicated in Table 9 are identified. Various methods of overcoming these revenue shortfalls are examined herein, and recommendations developed as to the most appropriate methods of balancing the revenue and expenditure streams for the City’s funds. These balanced revenue/expenditure streams are shown in Table 9 and indicate the achievement of an economically feasible comprehensive plan.

**General Fund:** As shown in Table 9, the General Fund is projected to have a balanced budget during 2019-2023.

**Enterprise Fund:** The Enterprise Fund is projected to have a balanced budget during 2029-2023.

The balancing of the projected revenue and expenditure streams within the Enterprise Fund will be accomplished by the following funding strategy changes:

STORMWATER:

1. Apply for various grants from State agencies to assist with various projects;
2. Obtain short term financing via low interest loans; and
3. Carry forward any unexpected funds as revenue.

In the event that some of the proposed sources are not attained, the following alternative strategies will be pursued;

1. Additional deferral of projects to later years;
2. Procurement of additional revenue bonds instead of funding projects on a “pay-as-you-go” basis;
3. Procurement of additional grant funding;
4. Procurement of a state revolving fund loan; and
5. Increase user fees for municipal services.

Improved planning and coordination will be initiated among the City’s utility departments in order to ensure that public facility and service provision is optimal for cost effectiveness. For example, department representatives will work together to encourage the provision of public facilities and services concurrently (where feasible), in order to limit the negative impacts of separate installation (i.e. construct water/sewer services prior to paving/stormwater improvements).

Also, other entities which share facilities with the City (such as FDOT and Volusia County) sharing the use of the U.S. 1 within the City limit(s) will be coordinated with regarding improvements to their shared facilities.

**F. GOALS, OBJECTIVES, AND POLICIES**

The City shall undertake all actions necessary to ensure that needed public facilities and services are provided to all residents within the City’s jurisdiction in a manner which maximizes the use of existing facilities, promotes orderly compact urban growth and protects the City’s investments in its existing facilities.

**GOAL 1:** Capital improvements will be provided to correct existing deficiencies, to accommodate projected future growth, and to replace obsolete or worn-out facilities, as indicated in the *5-year Schedule of Improvements* delineated in this *Element*.

**Objective 1.1:** *Reserving Funds for Needed Future Capital Facilities.* Ensure that a *Five-Year Capital Improvements Program* (CIP) shall be incorporated into the Annual Budget in order to reserve funds for needed future capital facilities.

**Policy 1.1.1:** *Preparation of the Five-year Capital Improvement Program.* The City's Finance Director shall prepare the *Five-Year CIP* on an annual basis as part of the City's Annual Budget; it shall address all capital needs of the City.

**Policy 1.1.2:** *Municipal Department Heads and the CIE Annual Update.* As a part of the annual update process for the *Capital Improvements Element*,

municipal department heads shall provide input to the City Manager and Finance Director regarding capital improvement needs and the adequacy of existing and planned funding sources.

**Policy 1.1.3:** *Multi-year Funding Strategy and New Funding Resources.* As a part of the annual update process for the *Capital Improvements Element* the City shall focus on a multi-year funding strategy to identify new funding resources.

**Objective 1.2:** *Capital Improvements Classification.* Shall include all projects identified in the *CIP* which are determined to be of relatively large scale and high cost (\$25,000 or greater) in the *5-year Schedule of Improvements* as capital improvement projects; all other capital improvements shall be included in the *5-year Capital Improvements Program* and annual capital budget.

**Policy 1.2.1:** *Debt Service and Operating Expenditures.* The City shall, for accounting purposes, include this *Element* in conjunction with Debt Service and Operating expenditures.

**Policy 1.2.2:** *Scheduling and Funding Capital Improvements.* The City shall, as a matter of priority, schedule and fund all capital improvements identified by the *5-year Schedule of Improvements*.

**Policy 1.2.3:** *Reviewing the Water Supply Facilities Work Plan (WSFWP).* The City shall continue to adopt a CIP and annual budget as a part of its budgeting process. The City will review the CIP annually together with the *WSFWP* to include the water related projects identified for the first five years of the *WSFWP*. The program shall be “financially feasible” as defined in Florida Statutes.

**Policy 1.2.4:** *Capital Improvement Projects and Priority Ranking Guidelines.* The proposed capital improvement projects shall be evaluated and ranked in order of priority according to the following guidelines:

- The project is needed to protect public health and safety, to fulfill the City’s legal commitment to provide facilities and services, to reduce waste of water resources, to reduce waste of water resources or to preserve or achieve full use of the existing facilities;
- The project promotes the City’s development of alternative water supplies, corrects water supply deficiencies or otherwise results in a reduction in future dependence on Upper Floridian aquifer water sources to support future growth of the City.
- The project increases the efficiency of use of the existing facilities, prevents or reduces future improvement costs, provides service to developed areas lacking full service or promotes infill development;
- The project represents a logical extension of facilities and services within a designated utility service area;
- The project implements the policies of this *Comprehensive Plan* as they pertain to the concurrency requirements; and

- The project is financially feasible.

**Objective 1.3:** *Proportionate Share.* Ensure the proportionate share of facility improvements which are necessitated by future development in order to maintain adopted LOS standards shall be borne by those directly benefiting from the improvements.

**Policy 1.3.1:** *Implementing Impact Fee Programs.* The City shall continue to implement its impact fee programs as conditions to providing utility services to new developments.

**Policy 1.3.2:** *Transportation Impact Fee Ordinance.* The City shall continue to implement its Transportation Impact Fee Ordinance.

**Policy 1.3.3:** *Future Development and Proportionate Costs.* Future development will bear a proportionate cost of all capital improvements necessary to maintain LOS standards adequately.

**Policy 1.3.4:** *Private Contributions and the Five-Year Schedule of Capital Improvements.* The City shall rely upon private contributions as a funding source within the *Five-year Schedule of Capital Improvements* only when the obligation to fund a specific capital improvement is addressed in an enforceable development agreement or development order. The City shall not be responsible for funding capital improvements that are the obligation of the developer. If the developer fails to meet any capital improvement commitment that is programmed in the *Five-year Schedule of Capital Improvements*, a plan amendment to delete the capital improvement from the *Schedule* shall be required.

**Policy 1.3.5:** *New Development and Impact Fees.* All new development, which has a direct or indirect impact on roads, schools, parks, potable water, or sewer, shall continue to be subject to impact fees collected and/or administered by the City. Monies collected as impact fees shall be spent to benefit the City's infrastructure.

**Objective 1.4:** *Managing Financial Resources.* Will manage its financial resources to ensure the provision of needed capital improvements for previously issued development orders for future development and redevelopment.

**Policy 1.4.1:** *Issuance of Development Orders or Permits and Concurrency.* The City will not issue development orders or permits unless public facilities (which meet the adopted LOS standards) needed to support development or redevelopment are available, or will be available concurrently with the impacts of the development.

**Policy 1.4.2:** *Maximum Ratio of Outstanding Indebtedness.* The maximum ratio of outstanding indebtedness (for providing capital improvements) to the property tax base shall be limited by the City to no greater than .75%.

- Policy 1.4.3:** *Adoption of the Capital Improvements Program.* The City shall continue to adopt a 5-year *Capital Improvements Program* and annual budget as a part of its budgeting process.
- Policy 1.4.4:** *Funding to Finance Capital Improvements.* The City will continue to apply for water, wastewater, solid waste and other available grants on an annual basis to obtain funding to finance the provision of capital improvements.
- Policy 1.4.5:** *Limitation on the use of Revenue Bonds.* The limitation on the use of revenue bonds as a percent of total debt shall follow applicable Florida statutes and acceptable financial practices.
- Policy 1.4.6:** *Maximum Ratio of Total Debt Service.* The maximum ratio of total debt service to total revenue shall follow applicable Florida statutes and acceptable financial practices.
- Policy 1.4.7:** *Maximum Ratio of Outstanding Capital Indebtedness to Property Tax Base.* The maximum ratio of outstanding capital indebtedness to property tax base shall follow applicable Florida statutes and acceptable financial practices.
- Policy 1.4.8:** *Reviewing all Sources of Revenue and the Annual Budget Process.* Before the annual budget process is initiated, the City shall review all sources of revenue not previously utilized as revenue and shall act to obtain and receive revenue from these potential sources where a benefit to the City can be predicted.
- Policy 1.4.9:** *Complying with State Law and the Management of Debt.* The City shall comply with all State of Florida law regarding the management of debt.

**Objective 1.5:** *Issuance of Development Orders and Permits.* Shall base all decisions regarding the issuance of development orders and permits on the coordination of the development requirements included in this *CP*, its land development regulations and ordinances, and the availability of public facilities needed to support such development at the time it is needed.

- Policy 1.5.1:** *LOS Standards.* The City shall use the following LOS standards in reviewing the impacts of new development and redevelopment upon public facility provision in the City or in the City's Utility Service Area:

Sanitary Sewer:	204 gallons per equivalent residential unit per day
Solid Waste:	2.5 pounds per capita per day
Stormwater	Level A – No significant street flooding Level B – No major residential yard flooding Level C – No significant structure flooding Level D – No limitation on flooding (Based on 25-year/24-hour storm event)

Potable Water	204 gallons per equivalent residential unit per day
Collector Roadways	LOS D for peak hour volumes
Arterial Roadways	LOS D for peak hour volumes
Limited Access Road	LOS B

Guidelines for Recreational Facilities:

<b><u>Facility</u></b>	<b><u>Unit of Measure</u></b>
Parkland	5 acres/ 1,000 persons
Baseball/Softball	1 field/4,000 persons
Basketball Court	1 court/5,000 persons
Tennis Court	1 court/3,500 persons
Handball/Racquetball Court	1 court/4,000 persons
Community Center	1 facility/30,000 persons
Multi-Purpose/Soccer	1 field/4,000 persons
Shuffle Board Court	1 court/1,500 persons
Pickleball	1 court/30,000 persons
Volley Ball Court	1 court/5,000 persons
Boat Ramps	1 ramp/4,700 persons
Bike/Pedestrian Trail	1 mile/4,000 persons
Fitness Trails	1/14,000 persons
Activities Center	1/15,000 persons
Gymnasium	N/A

**Policy 1.5.2:** *New Development, Redevelopment or Comprehensive Plan Amendments Guidelines.* The City shall evaluate all proposed CP amendments and requests for new development or redevelopment according to the following guidelines as to whether the proposed action would:

- Contribute to a condition of public hazard as described in the *Utilities Sub-elements*;
- Exacerbate any existing condition of public facility capacity deficits as described in the *Utilities Sub-elements*, the *Transportation Element* and the *Recreation and Open Space Element*;
- Generate public facility demands that may be accommodated by capacity increases planned in the *5-year Schedule of Improvements*;
- Conform to future land uses as shown on the *Future Land Use Map (FLUM)* of the *Future Land Use Element (FLUE)*, and utility service areas as described in the *Utilities Sub-elements*;
- If public facilities are developer-provided, accommodate public facility demands based on adopted LOS standards;
- If public facilities are provided, in part or whole, by the City, demonstrate financial feasibility, subject to this element;
- Represent a logical extension of facilities and service from the City to the urban fringe, or is compatible with the plans of the State agencies

or the St. Johns River Florida Water Management District (SJRWMD) ; and

- Determination of future capital improvement needs shall be based on anticipated future growth or redevelopment patterns and whether a particular improvement advances the goals, policies and objectives of the *Comprehensive Plan*.

**Policy 1.5.3:** *Land Use Development Orders and Concurrency.* Land use development orders shall be granted only when facilities functioning at the adopted LOS exist, or will be available, concurrent with occupancy or use of such developed land with respect to sewer, water and stormwater, and within three years for recreation and transportation.

**Policy 1.5.4:** *Public and Private Capital Facilities and LOS Provision.* The City shall require all public and private capital facilities to operate and provide service at the LOS adopted in this *Comprehensive Plan* for existing, previously issued development orders and future permitted development.

**Policy 1.5.5:** *Public Facilities and Services and Concurrency.* The City shall continue to make public services and facilities available concurrent with the impacts of development. In cases of phased development, the City shall determine when public facilities and services are necessary to maintain concurrency.

**Objective 1.6:** *Coastal High Hazard Area.* The City shall continue to review its Land Development Code to evaluate limiting the size and density of developments in the coastal high-hazard area, as defined by the *Coastal Management Element*.

**Policy 1.6.1:** *Constructing Public Facilities and the Coastal High Hazard Area.* The City will not construct public facilities east of U.S. 1 unless no other feasible sites are available outside the coastal high-hazard area. Where it becomes necessary to construct public facilities in the coastal high-hazard area, the design of the facilities will incorporate flood proofing and additional structural support in order to ensure minimum damage from storms and hurricanes.

**Policy 1.6.2:** *Limiting Public Expenditures and the Coastal High Hazard Area.* The City will limit public expenditures that subsidize development in coastal high-hazard areas except for the restoration and enhancement of natural resources.

**Objective 1.7:** *Adoption of Local Government and External Agency Plans.* Adopt all applicable outside local government and external agency plans necessary to maintain and provide for LOS.

**Policy 1.7.1:** *Meeting School Capacity and Student Demands.* The City hereby adopts by reference the Volusia County School District's *Facilities 5-Year Work Program* to meet anticipated school capacity and student demands

projected by the County and municipalities based on the adopted LOS standards for public schools.

**Policy 1.7.2:** *Meeting Demand of State Transportation Facilities.* The City hereby adopts by reference the Florida Department of Transportation's *5- Year Work Program* to meet anticipated demand through improvement of State transportation facilities within the jurisdiction.

**Policy 1.7.3:** *Meeting Water Supply Demand and Needs.* The City hereby adopts by reference the St. Johns River Water Management District's (SJRWMD) *Water Supply Plan 2005* to meet anticipated water supply and demand needs within the jurisdiction.

**GOAL 2:** Provide for a financially feasible public school facilities program.

**Objective 2.1:** *Level of Service Standards.* Shall ensure that the capacity of schools is sufficient to support residential subdivisions and site plans at the adopted LOS standard. This LOS standard shall be consistent with the LOS standard adopted in the Interlocal agreement entered into by the School Board and the local governments within Volusia County.

**Policy 2.1.1:** *Applying LOS Standards.* The LOS standard adopted by the City shall be applied consistently by all local governments within Volusia County and by the School Board district-wide to all schools of the same type.

**Policy 2.1.2:** *Florida Inventory of School House LOS Standards.* Consistent with the Interlocal agreement, the uniform, district-wide LOS standards are set as follows using FISH (Florida Inventory of School House) capacity based on the traditional school calendar

- Elementary Schools: 115% of permanent FISH capacity for the concurrency service area;
- K- 8 Schools: 115% of permanent FISH capacity for the concurrency service area;
- Middle Schools: 115% of permanent FISH capacity for the concurrency service area;
- High Schools: 120% of permanent FISH capacity for the concurrency service area; and
- Special Purpose Schools: 100% of permanent FISH capacity.

**Objective 2.2:** *School Capital Facilities Planning.* Shall cooperate with the School Board to ensure existing deficiencies and future needs are addressed consistent with adopted LOS standards for public schools.

**Policy 2.2.1:** *Reviewing the School Board's Annual Work Program.* The City shall review the School Board's annual work program to verify that it is financially feasible and will maintain the LOS standards by the end of the five-year period.

**Policy 2.2.2:** *Future Development Proportionate Costs and Public Schools.* The City shall coordinate with the School Board and adopt development conditions to ensure that future development pays a proportionate share of the costs of capital facility capacity needed to accommodate new development and to assist in maintaining the adopted LOS standards via impact fees and other legally available and appropriate methods.

## **CAPITAL IMPROVEMENTS PROGRAM IMPLEMENTATION**

### **CAPITAL IMPROVEMENTS SCHEDULE (5-YEAR)**

As shown in Table 11, the *Five (5) Year Schedule of Improvements* is the mechanism by which the City can effectively stage the timing, location, projected cost and revenue sources for the capital improvements derived from all the *CP* elements, in support of the *Future Land Use Element*. This *5-Year Schedule of Improvements* has been used to document the “economic feasibility” of the City’s *CP*, based upon the preceding sections of this *Element* entitled “Capital Improvements Inventory”, “Financial Analysis”, and “Goals, Objectives, and Policies”.

### **LONG TERM TRANSPORTATION IMPROVEMENTS**

Table 12 describes transportation improvements that the City anticipates may be necessary within a ten (10) year time frame.

Project*	Schedule	Cost	Revenue Source	LOS	Non-LOS
<b>ENVIRONMENTAL SERVICES: WATER</b>					
Airpark Road Water Main Connection	2021	\$ 175,000		N	
ARTWP Disinfectant System Replacement	2019	\$ 96,250		R	
Two Inch Water Line Replacements	2019-2023	\$ 800,000		R	
Unspecified Water	2019	\$ 100,000			
Flexnet Smart Water Meter Network		\$ -			
Perdita, Palmetto, Live Oak Water Improvements	2019	\$ 200,000		N	
Safe Room @ ARWTP & Hardening of Ops. Building	2021	\$ 250,000			N
THM Precursor Removal Process at ARTWP - PFR \$26,250	2020-2021	\$ 3,762,500		R	
Unspecified Water	2020-2023	\$ 1,150,000			
West Park Ave. Water Main - Old Mission to PABS	2019	\$ 500,710		N	
Wildwood & Highland Ave. Water Main Replacement - PFR \$208,000		\$			
Acquire SE Volusia Water Utility	2020	\$ 1,500,000	Debt	E	
East Pine Bluff Water Improvements	2021	\$ 193,922		N	
New York Street Water Improvements	2022	\$ 25,000		N	
North Pinedale Road Water Improvements	2020	\$ 85,000	TRF impact fees	N	
Plaza & Hubbell Water Improvements	2020	\$ 100,000		N	
Wildwood & Highland Ave. Water Main Replacement	2021	\$ 208,000		R	
<b>ENVIRONMENTAL SERVICES: WASTEWATER</b>					
Unspecified Sewer	2019-2023	\$ 1,300,000			
WAS Aerator for WWTP	2019	\$ 30,000			
Bypass pump		\$ -			
Lift Station #3 Refurbishment & Antenna Relocation		\$ 275,000		R	
Lift Station #6 Refurbishment	2019	\$ 250,000		R	
Lift Station #4 Refurbishment	2020	\$ 250,000		R	
Riverside D. Sewer Lateral Slip-lining	2021	\$ 900,000		R	
Sewer Slip-lining	2019-2023	\$ 500,000		R	
Submersible Pump Replacements (LS)	2019-2023	\$ 325,000		R	
Telemetry at Lift Stations	2019-2023	\$ 250,000			
Manhole Lining	2020-2023	\$ 500,000		R	
Manhole Replacement		\$ -		R	
Evaluation of Clay Sewer Lines	2019	\$ 175,000	TRF impact fees		
Reclaimed Water Improvements/Extension	2019-2020	\$ 4,296,000	SRF Debt / Grant	R	
Public Works Building (Allocation)		\$			
Safe Room @ WWTP & hardening of Ops Building	2019	\$ 268,175	Grant / Rates		N
SE Reclaimed Water	2020	\$ 200,000		N	
Rhode Island St. & Hardin Pl Reclaimed Water Ext	2023	\$ 76,000		N	

Project*	Schedule	Cost	Revenue Source	LOS	Non-LOS
WW - Septic Conversion: 15th & 16th Street Duplexes	2021	\$ 300,000		N	
WW - Septic Conversion: Beulah Dr	2023	\$ 300,000		N	
WW - Septic Conversion: E. of US 1: Cory Est to Arbor Lane	2021	\$ 500,000		N	
WW-Septic Conversion: E. of US 1: Omni & Godfrey to Poinciana	2022	\$ 2,000,000		N	
WW- Septic Conversion: Massey Rd to 10th Street	2023	\$ 1,300,000		N	
WW- Septic Conversion: North Pinedale Road	2020	\$ 175,000		N	
WWTP Sludge Dewatering	2020	\$ 1,500,000		R	
Acquire SE Volusia Wastewater Utility	2020	\$ 3,000,000	Debt	N	
WW Lift Station Rehab: FL Shores	2021-2023	\$ 1,700,000		R	
<b>ENVIRONMENTAL SERVICES: STORMWATER</b>					
New Hampshire/Fernald Improvements - PFR \$100,000	2020	\$ 100,000	Stormwater fees	R	
Canal Rehab FL Shores	2019	\$150,000	Stormwater fees		
Turgot/Fernald Improvements		\$ -	Stormwater fees		
Acquisition of 15 Cheetah Drive-Update Stormwater	2019	\$ 250,000	Grant / Strm fees	E	
Baffle Box on 18th Canal	2023	\$ 550,000	Stormwater fees	N	
East Pine Buff Storm Improvements	2021	\$ 236,213	Stormwater fees	N	
Hart Avenue Stormwater Improvements	2020	\$ 450,000	Stormwater fees	N	
Hotel Dr Stormwater Improvements	2023	\$ 310,316	Stormwater fees	N	
New York Street Storm Improvements	2022	\$ 164,907	Stormwater fees	N	
Plaza & Hubbell Storm Improvements	2020	\$ 259,025	Stormwater fees	N	
Stormwater Canal Rehabilitation: FL Shores (Phase I)	2020-2023	\$ 600,000	Stormwater fees	R	
Turgot/Fernald Stormwater Improvements	2021	\$ 400,000	Stormwater fees	N	
<b>PUBLIC WORKS</b>					
Public Works Complex Design/Construction		\$ 9,100,000	Debt	R	
<b>GENERAL CONSTRUCTION</b>					
Road Resurfacing	2019-2023	\$ 941,382	Local Option Gas Tax / General Fund	E	
Harden YMCA Roof and Impact Windows	2019	\$ 230,000	Grant / General Fund	R	
30th Street Sidewalk	2019	\$ 79,248	Grant	N	
Turgot Ave Turn Lane	2019	\$ 90,000	Transportation Impact Fees	N	
Kennedy Park Seawall	2019	\$ 302,960	Grant / General Fund	R	

<b>Project*</b>	<b>Schedule</b>	<b>Cost</b>	<b>Revenue Source</b>	<b>LOS</b>	<b>Non-LOS</b>
Kennedy Fishing Pier & Pavilion	2019	\$ 403,150	General Fund	R	
Unspecified Public Works	2020-2023	\$ 600,000	General Fund		
Unspecified Parks & Recreation	2020-2023	\$ 600,000	General Fund		
Kennedy Park Boat Ramp Replacement	2019	\$ 658,650	Grant / General Fund	R	
LEGEND: R-REPLACEMENT, N- NEW, E- EXPANDED					
* Projects in Fiscal Years 2017-2021 are currently unfunded.					

**Table 12: Long Term (10 year) Transportation Improvements**

Williamson Blvd. Extension (four lanes)
Indian River Blvd. Extension (four lanes)
Signalize S.R. 442 at I-95 southbound ramps
Signalize S.R. 442 at I-95 northbound ramps
S.R. 442 at I-95 lane additions
Future Transit Corridor (Williamson Blvd. extension)
U.S. 1 widening (six lanes between S.R. 442 and Riverside Dr.)

**PROGRAM MONITORING AND EVALUATION**

The role of monitoring and evaluation is vital to the effectiveness of any planning program and particularly to the *CIE*. This is largely because the City’s revenue and expenditure streams are subject to fluctuations in the market and the economy. It is the behavior of these streams which will be used to predict fiscal trends in order to maintain the City’s adopted LOS standards for public facilities. Therefore, the *CIE* requires a continuous program for monitoring and evaluation, pursuant to Chapter 163, F.S., this *Element* will be reviewed on an annual basis to ensure that required fiscal resources are available to provide public facilities as necessary to support the adopted LOS standards.

The annual review will be the responsibility of the local planning agency, and the City Finance Director and City Manager will serve as advisory members at all formal deliberations related to capital improvement monitoring and evaluation. The local planning agency’s finding and recommendations will be presented to the City Council at a public meeting. The City Council will direct staff to take any actions deemed appropriate based on the findings and recommendations of the local planning agency.

The review will include the following considerations, plus an examination of these considerations in order to determine their continued appropriateness:

- Any corrections, updates, modifications concerning costs; revenue sources; acceptance of facilities pursuant to dedications which are consistent with the element; or the date of construction of any facility enumerated in this *Element*;
- The *CIE*’s consistency with the *CP Elements* and its support of the *FLUE*;;
- The City’s ability to provide public facilities and services within the utility service area in order to determine any need for boundary modification or adjustment;
- The priority assignment of existing public facility deficiencies;
- The City’s progress in meeting those needs determined to be existing deficiencies;
- The criteria used to evaluate capital improvement projects in order to ensure that projects are being ranked in their appropriate order of priority;
- The City’s effectiveness in maintaining its adopted LOS standards;
- The City’s effectiveness in reviewing the impacts of plans and programs of State agencies and water management districts that provide public facilities within the City’s jurisdiction;
- The effectiveness of impact fees for assessing new development a pro rata share of the improvement costs which they generate;

- The impacts of special districts and any regional facility and service provision upon the City's ability to maintain its adopted LOS standards;
- The ratio of outstanding indebtedness to the property tax base;
- Efforts made to secure grants and/or private funds, whenever available to finance the provision of capital improvements;
- The transfer of any unexpected account balances;
- The criteria used to evaluate proposed plan amendments and request for new development or redevelopment; and
- Capital improvements needed for the latter part of the planning period, for inclusion in the *5-Year Schedule of Improvements*.

In addition to the annual *Capital Improvements Element* review mentioned above, each request for a development order will be reviewed by a Technical Review Committee, as designated by the City Manager, and other appropriate personnel for the purpose of establishing whether the various adopted LOS standards will be adversely impacted if development is allowed to proceed. No development order will be issued if it is determined that the public facilities needed to maintain the adopted LOS standards will not be available concurrently with the impact of the development. Further, issuance of development orders will be delayed until the correction of existing system deficiencies which are required to increase the LOS provided to the adopted standard are complete.



**Comprehensive Plan**

# Chapter 9

## Concurrency Management System Sub- Element

**Goals, Objectives, and Policies**

**City of Edgewater  
Ordinance No. 2019-O-06**



**A. PUBLIC FACILITIES, CAPACITIES AND LEVEL-OF-SERVICE (LOS)  
INVENTORY FOR CONCURRENCY MANAGEMENT**

The following inventories shall be maintained by the City to be used for the concurrency assessment of new development.

**1. Transportation:**

- Design capacity of different roadway types.
- The existing LOS measured by the p.m. peak hour directional trips.
- The status of service degradation of those roads classified as backlogged based on the methodology described in the *Transportation Element* of this *CP*.
- The adopted LOS standards for all roadway types.
- The existing capacities or deficiencies of the roadway network.
- The improvements to be made to the roadway network in the current fiscal year by the City, Volusia County, the Florida Department of Transportation, or other public agency and the impact of such improvements on the existing capacities or deficiencies.

**2. Sanitary Sewer:**

- The capacity of the wastewater treatment facilities.
- The existing LOS standards measured by the average number of gallons per day/per unit based on the average flow experienced at the treatment plant and the total number of equivalent residential units within the service area.
- The adopted LOS standards for average daily flow per equivalent residential unit.
- The existing deficiencies of the system.
- The reserve capacities.

**3. Potable Water:**

- The design capacity of potable water treatment facilities.
- The existing LOS measured by the average number of gallons per day per unit based on the average flows experienced and the total number of equivalent residential units within the service area.
- The existing potable water storage capabilities of the water system.
- The adopted LOS standards for the potable water facility components.
- The existing capacities or deficiencies of the system.
- The reserved capacities.

**4. Solid Waste Disposal:**

- The design capacity of solid waste disposal facilities.
- The existing LOS.
- The adopted LOS standard for solid waste.
- The projected capacities or deficiencies.

**5. Stormwater Drainage:**

- The existing LOS measured by storm event as determined by the City and its Consulting Engineers.
- The adopted LOS standard for stormwater drainage quantity and quality.

**6. Recreation and Open Space:**

- The existing acreage of parkland and the existing number of recreation facilities as outlined in the *Recreation and Open Space Element* of this *CP*.
- The existing LOS measured by the number of acres of parks available per 1,000 residents of the City based on an inventory of parks in the City and the population of the City.
- The existing LOS guidelines for recreation facilities measured by the adopted standard based on an inventory of the facilities in the City and the population of the City.
- The adopted LOS standards for park acreage and guidelines for individual recreation facilities as outlined in the *Recreation and Open Space Element* of this *CP*.
- The projected capacities or deficiencies.

**7. Public Schools:**

- The existing LOS standard for public schools measured by the Volusia County School Board.
- The projected student enrollment, capital improvements, and estimated revenues measured by the Volusia County School Board.

**B. CONCURRENCY ASSESSMENT**

The Development Services Department is responsible for determining concurrency for all applications for development, redevelopment and subdivision plats. When reviewing applications for such developments, the Department performs a Concurrency Assessment to ensure that public facilities are or will be available concurrent with the impacts of the proposed development. The assessment includes a basis for the establishment of existing conditions and the capacity of existing public facilities to service new development.

The Department shall identify:

- The ability of existing facilities to accommodate the proposed development at the adopted LOS standards;
- Any existing facility deficiencies that will need to be corrected prior to the completion of the proposed development;
- The facility(s) improvements or additions that will be needed to accommodate the impacts of the proposed development at the adopted level(s) of service created by the proposed development;
- The date such facility(s) improvements or additions will need to be completed to be concurrent with the impacts on such facility(s) created by the proposed development; and

- A recommendation or approval or denial with any applicable conditions or the timing and location of needed improvements.

Prior to the issuance of a development order for a proposed new development, the City Council and/or the Development Services Department shall determine:

- The impacts created by the proposed development;
- Whether the public facilities covered under the Concurrency Management System will be available concurrent with the impacts of new development at the adopted LOS;
- Those facility(s) improvements or additions that are required to ensure the findings of concurrency; and
- The entity responsible for the design and installation of all required facility(s) improvements or additions.

**1. Sanitary Sewer, Solid Waste, Stormwater and Potable Water Facilities**

- a) A development order is issued subject to the condition that at the time of the issuance of a Certificate of Occupancy, or its functional equivalent, the necessary facilities and services are in place and available to service the new development; or
- b) At the time the development order is issued, the necessary facilities are guaranteed in an enforceable development agreement.
- c) An agreement or development order, issued pursuant to Chapter 380, F.S., to be in place and available to serve the new development at the time of the issuance of a Certificate of Occupancy.
- d) For potable water, prior to approval of a building permit or its functional equivalent, the City shall determine that there will be adequate water supplies and facilities available no later than the date at which the City anticipates issuing a Certificate of Occupancy to serve the new development.

**2. Parks and Recreation Facilities**

- a) At the time the development order is issued, the necessary facilities are in place, or actual construction has commenced; or
- b) A development order is issued subject to the condition that at the time of the issuance of a Certificate of Occupancy, the acreage for the necessary facilities to serve the new development is dedicated, or acquired by the City, or funds in the amount of the developer's fair share are committed; or
- c) A development order is issued subject to the conditions that the necessary facilities needed to serve the new development are scheduled to be in place, or under actual construction, not more than one (1) year after the issuance of a Certificate of Occupancy, as provided in the City's *Capital Improvement Element*; or
- d) At the time the development order is issued, the necessary facilities are the subject of a binding executed agreement which requires the necessary facilities and services to serve the new development to be in place or under

actual construction no more than one (1) year after issuance of a Certificate of Occupancy; or

- e) At the time the development order is issued, the necessary facilities are guaranteed in an enforceable development agreement under actual construction not more than one (1) year after issuance of a Certificate of Occupancy.

### **3. Transportation Facilities**

- a) At the time a development order is issued, the necessary facilities and services are in place or under construction; or
- b) A development order is issued subject to the conditions that the necessary facilities and services needed to serve the new development are scheduled to be in place or under actual construction not more than three (3) years after the issuance of a Certificate of Occupancy or its functional equivalent, as provided in the adopted City's *Five Year Schedule of Capital Improvements*. The *Schedule of Capital Improvements* may include transportation projects included in the first three (3) years of the most current adopted Florida Department of Transportation *Five Year Work Program*. The *Capital Improvement Element* must include the following policies:
  - i. The estimated date of actual project construction commencement and the estimated completion date;
  - ii. A provision that a plan amendment is required to eliminate, defer or delay construction of any local road facility which is needed to maintain the adopted LOS standard and which is listed in the first three (3) years of the *Five Year Schedule of Improvements* in the *Capital Improvements Element*.
- c) At the time a development order is issued, the necessary facilities are the subject of a binding executed agreement which requires the necessary facilities to serve the new development to be in place or under actual construction no more than three (3) years after the issuance of a Certificate of Occupancy; or
- d) At the time a development order is issued, the necessary facilities and services are guaranteed an enforceable development agreement or an agreement or development order is issued pursuant to Chapter 380, F.S.; and will be in place or under actual construction not more than three (3) years after issuance of a Certificate of Occupancy.

The adopted LOS standards (see Table CM-I) are the minimum acceptable standards with which all proposed new development shall comply. The Concurrency Management portion of this *Element* does not preclude the Planning and Zoning Board or the City Council from imposing other conditions of approval, including improvements and additions to the facilities covered under this system beyond the minimum necessary to achieve concurrency.

#### **4. School Facilities**

For school facilities, the following standards will satisfy the concurrency requirement:

- a) For district-wide concurrency service areas:
  - i. At the time the residential development order or permit is issued, the necessary facilities and services are in place or under construction; or
  - ii. A residential development order or permit is issued subject to the conditions that the necessary facilities and services needed to serve the new development are scheduled to be in place or under construction not more than 3 years after permit issuance as provided in the adopted public school facilities program.
- b) For less than district-wide concurrency service areas: If public school concurrency is applied on less than a district-wide basis in the form of concurrency service areas, a residential development order or permit shall be issued only if the needed capacity for the particular service area is available in one or more contiguous service areas and school capacity is available district-wide as defined in Section 163.3180 F.S.

### **C. GENERAL RULES FOR CONCURRENCY ASSESSMENT**

#### **1. Existing Deficiencies**

No development may be approved which will impact a facility which is currently deficient unless the facility is required to be improved in the current fiscal year pursuant to a previous development order or permit. Any needed improvements shall be completed prior to the projected impacts of the proposed development.

#### **2. Approved Impacts**

The impacts of new development shall be assessed against the existing conditions and the projected impacts from approved but un-built development. These two items together shall be considered the existing conditions for all public facilities for the impact assessment of all proposed development.

#### **3. Phasing**

Development that is proposed to be phased may also phase the improvement of facilities provided the concurrency requirements for each facility are met.

#### **4. Time Specific Approval**

All development approvals shall have a time period specified in the development order or permit in which development must commence. The time period may involve two or more phases but the timing of each phase shall be specified in the development order or permit.

Any required improvements shall also require a time period for construction and completion. Should development or facilities improvements fail to begin or be completed in accordance with the development order or permit, all outstanding approvals of the development shall expire. Amendments to time schedules shall be permitted but must be approved by the body granting the original approval.

#### **5. Additional Information**

The Development Services Department may require additional information from applicant or other City Departments in order for an accurate assessment to be conducted. Such additional information requests shall be reasonable and be provided in writing to the applicant or appropriate Department.

Should the Development Services Department require a special study (such as traffic counts on a road that is not regularly monitored), the applicant shall provide such information. Review and approval of proposed development may be postponed for a reasonable time period in order that more information may be gathered on a facility. Proposed development may be denied approval, for failure of the applicant to provide adequate information on the projected impacts created by the development.

#### **6. Transportation**

The City's *Land Development Code* provides development thresholds at which traffic studies will be required. Required studies shall use the most recent Institute of Traffic Engineers (ITE) Manual to calculate the number of trips generated by the proposed development. The study shall then show the distribution of the projected trips, determine existing condition and project the LOS of impacted roads.

Prior to the issuance of a Certificate of Occupancy, all facility improvements necessary to accommodate the impacts of that portion of the development receiving a Certificate of Occupancy shall be in place. Completed improvements may be required prior to the issuance of a building permit if deemed necessary for public safety purposes.

#### **7. Sanitary Sewer**

The City's *Land Development Code* provides sanitary sewer use standards for residential and non-residential development based on equivalent residential units. The City may require commercial and industrial developments to provide a description and estimate of water use needs for any commercial or industrial processes which create wastewater that will be discharged into the City's system.

Prior to the issuance of a Certificate of Occupancy, all facility improvements necessary to accommodate the impacts of that portion of the development receiving a Certificate of Occupancy shall be in place, as required by the Development Order.

## **8. Potable Water**

The City's *Land Development Code* provides potable water use standards for residential and non-residential development based on equivalent residential units. The City may require commercial and industrial developments to provide a description and estimate of water use needs for any commercial or industrial processes involving potable water.

Prior to the issuance of a Certificate of Occupancy, all facility improvements necessary to accommodate the impacts of that portion of the development receiving a Certificate of Occupancy shall be in place, as required by the Development Order.

Prior to approval of a building permit or its functional equivalent, the City shall determine that there will be adequate water supplies and facilities available no later than the date at which the City anticipates issuing a certificate of occupancy to serve the new development. All development is subject to the City's Concurrency Management System.

## **9. Solid Waste**

The City's *Land Development Code* provides solid waste standards for control and operation for residential, commercial and industrial developments. Developments which are potential hazardous waste generators will be responsible for coordinating with Volusia County for disposal of such waste.

Prior to the issuance of a Certificate of Occupancy, all facility improvements necessary to accommodate the impacts of that portion of the development receiving a Certificate of Occupancy shall be in place.

## **10. Stormwater Drainage**

All developments shall prepare a drainage plan based on the Stormwater regulations which incorporate the LOS design storm. Such plans shall be approved by the City's Engineer prior to the approval of the development.

Prior to the issuance of a building permit, all facility improvements necessary to accommodate the impacts of that portion of the development receiving the building permit shall be approved and all improvements shall be completed prior to the issuance of a Certificate of Occupancy.

## **11. Recreation**

The City's *Land Development Code* requires recreation impact fees for residential construction and/or land conveyance for new subdivisions. Commercial and industrial developments shall not be assessed as having an impact on recreational facilities. However, the City reserves the right to require the provision of recreational facilities as part of Planned Unit Developments.

## D. GOALS, OBJECTIVES, AND POLICIES

**GOAL 1:** The City shall undertake necessary action to economically and efficiently provide needed public facilities and services to all residents within its jurisdiction in a manner which protects investments in existing facilities, maximizes the use of existing facilities and promotes orderly compact urban growth.

**Objective 1.1:** *Capital Improvements Provision.* Capital Improvements will be provided to correct existing deficiencies, to accommodate anticipated future growth and to replace outdated and obsolete facilities, as indicated in the *Schedule of Improvements* of this *Element*.

**Policy 1.1.1:** *Criteria for Capital Improvement Projects.* The City shall include all projects identified in the other *Elements* of this *CP* determined to be of relatively large scale in cost (\$25,000 or greater) as Capital Improvement Projects and are included within the *Schedule of Improvements* portion of this *Element*.

**Policy 1.1.2:** *Debt Service and Operating Expenditures.* The City shall, for accounting purposes, also include into this *Element* Debt Service and Operating expenditures.

**Policy 1.1.3:** *Prioritizing, Scheduling, and Funding Capital Improvements.* The City shall, as a matter of priority, schedule and fund all capital improvement projects in the City's annual *Capital Improvement Program* which are designed to correct existing deficiencies as listed in the various other *Elements* of this *CP*.

**Policy 1.1.4:** *Renewal and Replacement of Capital Facilities.* The City will continue its current program of providing for renewal and replacement of capital facilities as outlined in the various *Elements* of this *CP*.

**Policy 1.1.5:** *Capital Improvements Coordinating Committee.* A Capital Improvements Coordinating Committee shall be created composed of the Technical Review Committee members as designated by the City Manager to evaluate and rank, on an annual basis, in order of priority, the projects proposed to be included in the *Schedule of Improvements*.

**Policy 1.1.6:** *Evaluation and ranking of Capital Improvement Projects.* Proposed City Capital Improvement Projects shall be evaluated and ranked in order of priority according to the following criteria:

- Whether the project is needed to protect the public health and safety, to fulfill the City's legal commitment to provide facilities and services, or to preserve or achieve full use of those facilities already in place;
- Whether the project increases efficiency of use of existing facilities, prevents or reduces future improvement costs, provides

services to develop areas lacking full service or promotes in-fill development;

- Whether the project represents a logical extension of facilities and services within the designated Utility Service Area Boundary, and is coordinated with the plans of County and/or State agencies that provide facilities within the City;
- Whether the project implements the policies of this *CP* as they pertain to the concurrency requirements; and
- Whether the project is financially feasible.

**Objective 1.2:** *Proportionate Cost of Future Development.* The City will ensure that future development will bear a proportionate cost of facility improvements necessitated by the development in order to maintain the adopted LOS standards.

**Policy 1.2.1:** *Collecting Impact Fees.* The City will continue to collect impact fees from development projects to pay for the provision of transportation, water, sewer and recreation facilities required by those projects.

**Policy 1.2.2:** *Considering Other Impact Fees.* The City shall continue the use of other impact fees, such as for public safety services.

**Policy 1.2.3:** *New Development and Donating Fair Share of Rights-of-ways.* All new development shall be required to donate or reserve their fair share of right-of-way adjacent to major roadways prior to the issuance of a final development order.

**Objective 1.3:** *Managing Financial Resources.* The City will manage its financial resources to ensure the provision of needed capital improvements for previously issued development orders and for future development and redevelopment. This objective shall be achieved through the implementation of the following policies:

**Policy 1.3.1:** *Maximum Ratio of Outstanding Indebtedness.* In providing capital improvements, the City shall limit the maximum ratio of outstanding indebtedness to no greater than .75% of the property tax base.

**Policy 1.3.2:** *Annually Adopting the Capital Improvement Program.* The City shall continue to adopt a *Capital Improvement Program* and an operating budget on a yearly basis as part of this budgeting process.

**Policy 1.3.3:** *Financing the Provision of Capital Improvements.* The City shall continue to apply for and secure grants or private funds whenever available to finance the provision of capital improvements and other City improvement projects.

**Policy 1.3.4:** *Issuance of Certificates of Occupancy.* The City will provide for all public facilities needed to service development for which Development

Orders were previously issued prior to the issuance of Certificates of Occupancy.

**Policy 1.3.5:** *Allocating the Costs of New Public Facilities.* The City shall allocate the costs of new public facilities on the basis of the benefits received by the existing and future residents.

**GOAL 2:** The City shall maintain a Concurrency Management System to ensure public facilities and services to support development are available concurrent with the impact of development.

**Objective 2.1:** *Concurrency Management System.* The City will continue to utilize a Concurrency Management System so that decisions regarding the issuance of development orders and permits will be based upon coordination of the development requirements included in this CP, the Land Development Regulations, and the availability of necessary facilities to support such development.

**Policy 2.1.1:** *LOS Standards and Reviewing the Impacts of Developments.* The City shall use the LOS standards (found in Table CM-I) in reviewing the impacts of new development and/or redevelopment upon public facilities and services.

**Table CM-I: Level of Service Standards**

Facility	Standard
Sanitary Sewer	204 gallons/ERU/day
Solid Waste	2.5lbs/capita/day
Potable Water Water quality: Meet State and Federal Drinking Water Standards	204 gallons/ERU/day
Stormwater	25 year/24 hr storm
Traffic Circulation	
Limited Access Roads	B, or as otherwise prescribed by FDOT
Arterial	D
Collectors	D
Guideline for Recreational Facilities	LOS/Person
Parkland	5 acres/1,000 persons
Baseball/Softball	1 Field/4,000 persons
Basketball Court	1 court/5,000 persons
Tennis Court	1 court/3,500 persons
Handball/Racquetball Court	1 court/4,000 persons
Community Center	1 facility/30,000 persons
Multi-Purpose/Soccer	1 field/4,000 persons
Shuffle Board Court	1 court/1,500 persons
Pickleball	1 court/30,000 persons
Volley Ball Court	1 court/5,000 persons
Boat Ramps	1 ramp/4,700 persons
Bike/Pedestrian Trail	1 mile/4,000 persons
Fitness Trails	1 mile/14,000 persons
Activities Center	1/15,000 persons
Gymnasium	N/A
Public Schools	
Elementary Schools	115% of permanent FISH capacity for the concurrency service area.
K- 8 Schools	115% of permanent FISH capacity for the concurrency service area.
Middle Schools	115% of permanent FISH capacity for the concurrency service area
High Schools	120% of permanent FISH capacity for the concurrency service area
Special Purpose Schools	100% of permanent FISH capacity.

ERU-Equivalent Residential Units

FISH – Florida Inventory of School House

**Policy 2.1.2:** *Ensuring Adequate Water Supplies and Facilities and Concurrency.* Prior to approval of a building permit or its functional equivalent, the City shall determine that there will be adequate water supplies and facilities available no later than the date at which the City anticipates issuing a certificate of occupancy to serve the new development. All development is subject to the City's Concurrency Management system.

**Policy 2.1.3:** *Tracking Water Demands and Outstanding Commitments.* The City shall track current water demand and outstanding commitments in order to determine the availability of an adequate water supply for proposed developments.

**Policy 2.1.4:** *Concurrency Requirements.* Provisions in the *CP* that ensure public facilities and service standards will be met to satisfy the Concurrency requirements are listed below:

- The necessary facilities and services are in place at the time a development permit is issued; or
- A development permit is issued subject to the condition that the necessary facilities and services will be in place when the impacts of the development occur; or
- The necessary facilities are under construction at the time a permit is issued; or
- The necessary facilities and services are guaranteed in an enforceable development agreement. The agreement must guarantee that the necessary facilities and services will be in place when the impacts of the development occur; or
- At the time the development permit is issued, the necessary facilities and services are the subject of a binding executed contract which provides for the commencement of the actual construction of the required facilities or the provision of services within one (1) year of the issuance of the applicable development permit.
- The necessary facilities and services are guaranteed in an enforceable development agreement which required the commencement of the actual construction of the facilities or the provision of services within one (1) year of the issuance of the applicable development permit.

**Policy 2.1.5:** *Evaluation Guidelines for New Development or Redevelopment.* Proposed *CP* amendments and requests for new development or redevelopment shall be evaluated according to the following guidelines as to whether the proposed action would:

- Be consistent with the *Utilities Element* and the *Coastal Management Element* and not contribute to a condition of public hazard.
- Be consistent with the *Transportation Element*, *Utilities Element* and *Recreation and Open Space Element* and not intensify any existing public facility capacity deficits not envisioned within this *CP*.
- Generate public facility demands that may be accomplished by planned capacity increases.
- Conform to future land uses as shown on the *FLUM* of the *FLUE*.
- Accommodate public facility demands based upon LOS standards by provision of facilities by the developer or by the City consistent with this *Element*.
- Be consistent with the County, State and Regional agencies and water management district's facilities plans.