

GOAL 8

CAPITAL IMPROVEMENTS ELEMENT





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CAPITAL IMPROVEMENTS ELEMENT

The Capital Improvements Element (CIE) details which public facilities will be provided to the public and how these facilities and improvements will be funded. Within this element, the City is required to address the need for and location of public facilities, acceptable level of service standards for these facilities, the financial feasibility of providing these facilities, and concurrency requirements for public facilities.

CAPITAL IMPROVEMENTS ELEMENT HIGHLIGHTS

1. Provide capital improvements that achieve and maintain level of service standards, correct existing deficiencies, accommodate future growth and provide for necessary replacements;
2. Rank proposed capital improvements according to more specific criteria, including those that will promote energy efficiency and sustainability;
3. Require that the Planning Department review the capital improvements plan annually to ensure that all needs identified in the Comprehensive Plan and/or development agreements are included;
4. Utilize development requirements included in the Comprehensive Plan and Land Development Code when making decisions regarding the issuance of development orders;
5. Manage fiscal resources to ensure the provision of needed capital improvements for previously issued development orders, future development and redevelopment;
6. Adopt a 20 year capital improvements program;
7. Budget for capital improvements based on the adopted capital improvements plan;
8. Establish minimum reserve levels for capital expenditures for each enterprise fund;
9. Adopt more specific level of service standards for parks, recreation and open space facilities, fire/rescue services, police services, bicycle and pedestrian facilities, boating facilities and waterway and shoreline access;
10. Establish a level of service tracking system; and
11. Complete major renovations/new construction of City buildings to meet a green building rating system.



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THE CITY SHALL PROVIDE AND MAINTAIN, IN A TIMELY FASHION, PUBLIC FACILITIES THAT ARE RELIABLE, EQUITABLE, EFFICIENT AND ENVIRONMENTALLY SOUND. CAPITAL IMPROVEMENTS SHALL BE FINANCIALLY FEASIBLE, MAXIMIZE THE USE OF AND PROTECT INVESTMENTS IN EXISTING FACILITIES, PROMOTE ORDERLY COMPACT URBAN GROWTH, AND MEET THE PRESENT AND FUTURE NEEDS OF THE CITY.

OBJECTIVE 8.01.

CAPITAL IMPROVEMENTS

Capital improvements shall be provided to achieve and maintain level of service standards identified in the Comprehensive Plan, to correct existing deficiencies, to accommodate future growth, and to provide for necessary replacements, as required.

POLICY 8.01.01.

Capital improvements projects are those projects with a cost of \$25,000 or more and all projects needed to maintain adopted level of service standards, to correct existing deficiencies, to provide for necessary replacements, and to accommodate future growth.

POLICY 8.01.02.

The City shall rank proposed capital improvements according to the following criteria:

Priority A

1. Capital improvements needed to protect public health and safety.
2. Capital improvements needed to fulfill a State or federal mandate.
3. Capital improvements needed to fulfill a legal or regulatory requirement.
4. Capital improvements needed to complete an ongoing project.
5. Capital improvements that are shovel ready (funding, permits, etc. are in place).
6. Capital improvements needed to correct existing deficiencies or maintenance issues.

Priority B

1. Capital improvements needed to meet or maintain adopted level of service standards.
2. Capital improvements needed to implement adopted plans or studies.
3. Capital improvements that are eligible for grant funding.
4. Capital improvements that will promote economic development.
5. Capital improvements that will reduce operating and/or maintenance costs.

Priority C

1. Capital improvements that will increase efficient use of existing public facilities where the economic benefit that results from the improvement exceeds the economic cost of making the improvement.

2. Capital improvements that will promote redevelopment and/or infill development.

Priority D

1. Capital improvements needed to accommodate projected new development, that are consistent with the FLUM, and which represent a logical extension of public facilities.
2. Capital improvements needed to serve developments that were approved prior to the adoption of the Fernandina Beach Comprehensive Plan.

Priority E

1. Capital improvements that will further the plans of the SJRWMD and/or other State agencies that may provide public facilities within the City.

POLICY 8.01.03.

All capital projects shall seek to increase energy efficiency and sustainability.

POLICY 8.01.04.

The City's Planning Department shall review the Capital Improvements Plan annually to ensure that all needs identified in the Comprehensive Plan and/or development agreements are included.

POLICY 8.01.05.

The City shall consider financial feasibility when determining which of the proposed capital improvements will be funded by the City.

OBJECTIVE 8.02.

FEEES FOR FUTURE DEVELOPMENT

Future development will bear a proportionate cost of facility improvements necessitated by the development in order to meet or maintain the adopted level of service standards.

POLICY 8.02.01.

Impact fees will be adopted to assess new development a pro rata share of the costs required to finance transportation improvements necessitated by such development.

POLICY 8.02.02.

The City will continue to collect impact fees for fire protection, police protection, parks and recreation, and public facilities.

POLICY 8.02.03.

The City shall continue to use mandatory dedications or fees in lieu of dedication as a condition of plat approval for the provision of parks, recreation and open space.

OBJECTIVE 8.03.

DEVELOPMENT REQUIREMENTS

Decisions regarding the issuance of development orders will be based upon coordination of the development requirements included in the Fernandina Beach Comprehensive Plan, the City's Land Development Code and the availability of necessary public facilities needed to support such development at the time needed.

POLICY 8.03.01.

The City shall use the level of service standards included in the Capital Improvements Element and other Comprehensive Plan elements in reviewing the impacts of new development and redevelopment upon public facilities.

POLICY 8.03.02.

The City shall evaluate proposed plan amendments and requests for new development or redevelopment according to the following guidelines as to whether the proposed action would:

- a. Contribute to a condition of public hazard as described in the Public Facilities Element, or the Conservation and Coastal Management Element;
- b. Exacerbate any existing condition of public facility capacity deficits, as described in the Multi-Modal Transportation Element; Public Facilities Element; Public School Facilities Element or Recreation and Open Space Element;
- c. Generate public facility demands that may be accommodated by capacity increases planned in the five year schedule of improvements;
- d. Generate public facility demands that may be accommodated by capacity increases planned in the twenty year schedule of improvements;
- e. Conform with future land uses as shown on the FLUM, and service areas as described in the Public Facilities Element;
- f. Accommodate public facility demands based upon adopted level of service standards; and
- g. Affect the public facilities plans of the County, State agencies, or the SJRWMD.

OBJECTIVE 8.04.**FISCAL RESOURCES**

The City shall manage its fiscal resources to ensure the provision of needed capital improvements for previously issued development orders and for future development and redevelopment.

POLICY 8.04.01.

The ratio of outstanding indebtedness for projects which are not financed with the proceeds of revenue bonds shall not exceed ten (10) percent of the property tax base in any given year.

POLICY 8.04.02.

The City shall consider a range of revenue and project cost projections based on varying assumptions with regard to the local property tax base, shared tax revenues, inflation, contingency costs, and the level and sources of shared projected funding commitment by other jurisdictions.

POLICY 8.04.03.

Where feasible, the City's capital improvement program shall recognize specific funding sources for specific projects or project categories.

POLICY 8.04.04.

The Director of Finance shall prepare annual estimates of anticipated proceeds from State revenue sharing sources.

POLICY 8.04.05.

The City shall adopt guidelines which set apportionment criteria for transportation-generated revenues relative to operations, maintenance, and capital improvements after debt service has been met.

POLICY 8.04.06.

The City shall adopt a five year capital improvement program and an annual capital budget as part of its budgeting process, as required by Section 163.3177, Florida Statutes.

POLICY 8.04.07.

The City shall adopt a twenty year capital improvement program that includes the five year capital improvement program as required by Section 163.3177, Florida Statutes.

POLICY 8.04.08.

The City shall budget for capital improvements based on the adopted Capital Improvements Plan.

POLICY 8.04.09.

Efforts shall be made to secure grants or private funds to finance the provision of capital improvements.

POLICY 8.04.10.

The City shall establish as a priority the reservation of enterprise fund surpluses for major capital expenditures.

POLICY 8.04.11.

The City shall establish minimum reserve levels for capital expenditures for each enterprise fund.

OBJECTIVE 8.05.

LEVEL OF SERVICE (LOS) AND CONCURRENCY MANAGEMENT

The City shall use level of service standards to measure the adequacy of existing public facilities and to ensure that future development will be served with adequate public facilities.

POLICY 8.05.01.

Level of service standards are adopted for the following public facilities:

Roadways:

Authority	Road Type	Minimum LOS Standard
City	Major Arterial, Minor Arterial, Collector and Local	C
County	Major Arterial, Minor Arterial, Collector	D

(Reference Multi-modal Transportation Element Policy 2.05.02. for additional information)

Wastewater Treatment System: 300 gallons per day per ERU (*Equivalent Residential Unit*)

Solid Waste Facilities: Average solid waste generation rate of 5.9 pounds per capita per day

Stormwater Management Facilities: Reference Public Facilities Element Objective 4.05, Stormwater Management.

Potable Water: Water allocation level of service: 350 gallons per day per ERU (*Equivalent Residential Unit*)

Park & Recreation Facilities: Reference Policy 6.02.07 Recreation and Open Space Element

Schools: Reference Policy 8.06.01 and Table 8.1 for school level of service standards.

POLICY 8.05.02.

The City shall adopt more specific level of service standards for parks, recreation and open space facilities upon completion of and in accordance with the Master Recreation Plan.

POLICY 8.05.03.

The City shall adopt level of service standards for the following:

- a. Fire/rescue services;
- b. Police services;
- c. Bicycle and pedestrian facilities;
- d. Boating facilities; and
- e. Waterway and shoreline access.

POLICY 8.05.04.

The City shall continue to evaluate the existing LOS standards and make any changes to LOS standards in a timely manner.

POLICY 8.05.05.

The City shall establish a level of service tracking system for the public facilities addressed in the Capital Improvements Element. This system shall be used to monitor remaining capacities and deficiencies for these public facilities and shall be used to determine whether concurrency certificates and/or development orders shall be issued.

POLICY 8.05.06.

Public facilities shall mean facilities related to roads, drainage, solid waste, sanitary sewer, potable water, wastewater, parks and recreation, schools, fire/rescue, police, bicycle and pedestrian access, boating, and waterway and shoreline access.

POLICY 8.05.07.

The City shall condition the issuance of development orders upon the availability of the public facilities and services necessary to serve the development.

POLICY 8.05.08.

The City shall not issue a development order within those areas of the City where public facilities do not meet the adopted level of service standards. The areas to be evaluated to determine whether public facilities meet the adopted level of service standard are described for each type of public facility, as follows:

- a. Roads - the area of impact is determined on a case-by-case basis; the impacts of development will be considered for all roads which are expected to be impacted by such development;
- b. Sanitary sewer - the entire sewer service area;
- c. Solid waste - City-wide;
- d. Drainage - City-wide;
- e. Potable water - the entire water service area;
- f. Parks and recreation - City-wide;
- g. Schools – district-wide, as defined in Policy 10.07.01;
- h. Wastewater – district-wide;
- i. Fire/rescue – City-wide
- j. Police – City-wide;
- k. Bicycle and pedestrian access – City-wide;
- l. Boating – City-wide; and
- m. Waterway and shoreline access – City-wide.

POLICY 8.05.09.

The following criteria shall be used to determine when concurrency has been satisfied for potable water, sanitary sewer, solid waste, and drainage:

- a. The necessary facilities and services are in place at the time the development order is issued;
- b. A development order is issued subject to the conditions that the necessary facilities and services will be in place when the impacts of development occur; or
- c. At the time the development order is issued, the necessary facilities and services are guaranteed in an enforceable development agreement, to be available when the impacts of development occur.

POLICY 8.05.10.

The following criteria shall be used to determine when concurrency has been satisfied for parks, recreation and open space:

- a. The necessary facilities and services are in place or under construction at the time the development order is issued; or
- b. A development order is issued subject to the condition that the acreage necessary to serve the new development is dedicated or acquired by the City, or that funds in the amount of the development’s fair share are committed.

POLICY 8.05.11.

The following criteria shall be used to determine when concurrency has been satisfied for roads:

- a. The necessary facilities and services are in place or under construction at the time the development order is issued;
- b. A development order is issued subject to the condition that the necessary facilities and services needed to serve the new development are scheduled to be in place or under construction not more than three (3) years after the issuance of the development order, and the facilities and services are

included in both the City's five (5) and twenty (20) year schedule of capital improvements. The schedule of capital improvements may recognize and include transportation projects included in the first three (3) years of the adopted Florida DOT five (5)-year work program; or

- c. At the time a development order is issued, the necessary facilities and services are guaranteed in an enforceable development agreement to be available or under construction not more than three (3) years after the development order is issued.

POLICY 8.05.12.

The City may approve developments in phases or stages.

POLICY 8.05.13.

Facility demand and capacity information shall be updated in the level of service tracking system upon the issuance of concurrency certificates and/or local development orders.

OBJECTIVE 8.06.

SCHOOL CONCURRENCY

The City shall manage the timing of residential growth to ensure adequate school capacity is available consistent with adopted level of service standards for public school concurrency.

POLICY 8.06.01.

Consistent with the Interlocal Agreement, the uniform, district-wide level of service standards shall be based upon the Florida Inventory of School Houses (FISH) maintained by the Department of Education (DOE). They are initially set and are hereby adopted as shown in Table 8.1.

Table 8.1

Type of School	Maximum Permanent FISH Capacity	Level of Service	Minimum Acreage
Elementary	800	95%	25
Middle	1200	100%	40
K-8	1200	100%	50
Combination 6-12	1500	100%	60
High	1500	100%	60

These standards shall be consistent with the Interlocal Agreement agreed upon by the School District, and the local governments within Nassau County.

POLICY 8.06.02.

The City hereby incorporates by reference the School District's Five-Year Facilities Work Program for fiscal years 2010-2011 through 2014-15, adopted September 2010, that includes school capacity sufficient to meet anticipated student demands projected by the County and municipalities, in consultation with the School

Board's projections of student enrollment, based on the adopted level of service standards for public schools.

POLICY 8.06.03.

The City, in coordination with the School Board, shall annually update the Capital Improvements Element by adopting by reference the School District's Five-Year Facilities Work Program, to ensure maintenance of a financially feasible capital improvements program and to ensure level of service standards will continue to be achieved and maintained during the five-year planning period.

POLICY 8.06.04.

The City shall 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 adopted level of service standards for public school facilities.

POLICY 8.06.05.

The City shall amend the adopted concurrency management system to include public school facilities as part of the development approval process by conditioning development orders upon the availability of public school facilities at the adopted Level of Service.

OBJECTIVE 8.07.

SCHEDULE OF IMPROVEMENTS

The City shall maintain a five year schedule of capital improvement needs for public facilities and shall update it annually in conformance with the review process for the capital improvements element of the Fernandina Beach Comprehensive Plan as required by Section 163.3177, Florida Statutes. The City shall also create and maintain a twenty year schedule of capital improvement needs that incorporates the required five year schedule.

POLICY 8.07.01.

Both the five year and the twenty year capital plans shall include all capital improvement needs identified in the Comprehensive Plan elements and/or adopted as part of a development agreement.

POLICY 8.07.02.

The following plans (and updates to these plans) shall be incorporated by reference as part of the Comprehensive Plan: Airport Master Plan (1990), Stormwater Master Plan (1998), Airport Layout Plan (1999), Waterfront Master Plan (2009), Historic Properties Survey (1985), Historic Properties Resurvey (2007), Street Tree Management Plan (2009), Nassau County Local Mitigation Strategy 2009-2010, Nassau County Post Disaster Redevelopment Plan (2009), and Reconnaissance Level Architectural Survey (2011). Capital improvement needs that have been identified in these plans, but not yet completed, shall be included in both the five year and the twenty year capital plans.

POLICY 8.07.03.

The schedule of improvements must be financially feasible.

POLICY 8.07.04.

As part of the preparation of the five (5) and twenty (20) year schedules of capital improvements, the City shall prepare an annual report that details the capacity or deficiency of the following public facilities: roads, sanitary sewer, solid waste, drainage, potable water, parks, recreation, open space, fire/rescue, police, boating, bicycle and pedestrian access, waterway and shoreline access, and schools (as provided by the Nassau County School Board). The annual report shall, at a minimum, include the following information for each facility:

- a. Adopted level of service standard;
- b. Existing deficiency or capacity;
- c. Reserved capacity for approved, but un-built, development;
- d. Improvements to be made by all approved developments; and
- e. Improvements to be made by the City or any other governmental agency.

POLICY 8.07.05.

A plan amendment is required in order to eliminate, defer, or delay construction of any facility included in the schedule of capital improvements.

POLICY 8.07.06.

The City shall complete major renovations or construct all City buildings to meet the United States Green Building Council (USGBC) Leadership in Energy and Environmental Design (LEED) rating system, the Green Building Initiative's Green Globes rating system, the Florida Green Building Coalition standards, or a nationally recognized, high performance green building rating system as approved by the Florida Department of Management Services.