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**SECTION 5 – REVIEW OF THE PLAN AMENDMENT
SUCCESSSES AND SHORTCOMINGS s 163.3191(2(a))**

CAPITAL IMPROVEMENTS

I. PURPOSE

The purpose of this section of the Evaluation and Appraisal Report is to examine the Capital Improvements Element of the Washington County Comprehensive Plan for its successes and shortcomings. The Capital Improvements Element (CIE) serves to: (1) assemble all infrastructure improvements identified in the Comprehensive Plan as necessary to ensure that county-wide Levels of Service (LOS) standards are met; (2) analyze the costs and the County's ability to finance needed improvements; and (3) schedule the funding and construction of identified improvements. A successful CIE program ensures that both public and private infrastructure are available at County adopted levels of service concurrent with need. The element also ensures that existing deficiencies or deteriorating facilities are corrected before they fall below LOS standards.

II. INTRODUCTION

The Washington County Planning Commission and the Washington County Planning Department in cooperation with other County agencies have prepared this document. While many issues will be presented in this section, those identified at the scoping meeting will be presented and further elaborated on in the Identified Issues Section the report.

III. THE EXISTING SYSTEM ANALYSIS

The County has generally achieved the objectives of the element and has successfully implemented the policies. There has been only a gradual increase in population during the planning period with minimal stress on the infrastructure of the County. The County was successful in keeping the five-year schedule of capital improvements updated annually. The primary needs will be to update the data included within the element.

A. Capital Improvements Schedule.

The County annually updates Figure H-1 – Washington County's Capital Improvements Element Schedule. In 2006, the element itself was updated to show changes in Vernon and Wausau's capital improvements and associated data. For the 2007 update, the separate CIE schedules for the municipalities and the Sunny Hills Municipal Services Benefit Unit (MSBU) have been combined into one list. The combination serves to eliminate multiple documents and gives a broader view of Capital Improvement within the planning areas of the Comprehensive Plan.

B. Issues. s. 163.3191(2)(e) and (g), F.S.

There are no issues with the element.

C. Proposed Changes. s.163.3191(2)(i), F. S.

1. The element needs to be updated to reflect the current status of the County's financial condition which generally improved during 2000 through 2006. This has been in the form of increased revenues, land sales of Sunny Hills subdivision lots, municipal services benefit unit, and various grants.
2. Impacts fees were imposed by the Board of Commissioners during 2007 and should be included in the element.

IV. COMPREHENSIVE REVIEW OF THE CAPITAL IMPROVEMENTS ELEMENT WITH SUGGESTED CHANGES TO ADDRESS SHORTCOMINGS

All goals, objectives, and policies stated apply to all of the local governments including Caryville, Wausau, Ebro, and Vernon.

The following assessment of the Capital Improvements Element is presented to analyze the Element as it relates to the major issues listed in the Identified Issues section of this EAR, as well as to assess the overall performance of the Element. Specific attention has been placed on Identified Issue 6, 8 & 9. These Identified Issues address the protection of open space, the revision of the Comprehensive Plan and the Land Development Code and the Public School Facilities Element. Objective 2, below, includes policies that support the LDR for the County. This Element details many Objectives to secure financially feasible schedules of capital improvement projects throughout the County that have the potentiality to result in improvements to the quality of natural resource protection and the provision of open space. This connection is made once park projects enter the five-year schedule or when the County pursues opportunities to secure sensitive lands for preservation. The financially feasible schedule required by the following Objectives and Policies ensures projects are done in a financially responsible manner. Each Objective of this Element has been assessed to determine if further revision is necessary for both the Comprehensive Plan and the Land Development Code.

A. Purpose.

The purpose of the Capital Improvements Element is to demonstrate the economic feasibility of the Comprehensive Plan.

B. Goals.

Washington County and the municipalities will ensure the provision of adequate public facilities to all residents within its jurisdiction in a timely and efficient manner through the use of sound fiscal policies.

Recommendation: This goal should be reworded as follows:

Coordinate the timing and location of capital improvement projects with improvement projects planned by other agencies and jurisdictions to ensure that the Capital Improvements Element (CIE) is consistent with other elements of the Comprehensive Plan..

C. Assessment of Element Objectives.

Objective 1: The Capital Improvements Element will establish adopted levels of service for public facilities and capital improvement projects which the County and municipalities will undertake. The Capital Improvements Element and The Schedule of Improvements shall identify projects and be used as a means to: (A) meet existing deficiencies; (B) provide repair or replacement of existing obsolete or worn-out facilities; (C) accommodate desired future growth.

The County is currently meeting this objective.

Recommendation: This objective should be reworded as follows:

The Capital Improvements Element will establish adopted levels of service for public facilities and capital improvement projects which the County, municipalities, and the private sector plan to undertake. The Capital Improvements Element and the Schedule of Improvements shall identify projects that will be used to: (1) Upgrade existing deficiencies; (2) provide repair or replacement of existing obsolete or worn-out facilities; (3) accommodate desired future growth.

Policy 1-1: The following levels of service (LOS) standards are hereby adopted and will be maintained as growth occurs in the County and cities.

LOS STANDARDS FOR THE PUBLIC FACILITIES		
Sanitary Sewer	Location	Level of Service Standards (Design Capacity)
	City of Chipley	As established in the City of Chipley’s Comprehensive Plan. Washington County hereby adopts the same LOS as the City of Chipley for facilities extended into unincorporated Washington County
	City of Vernon	80 gpcpd
	Sunny Hills	100 gpcpd
	Onsite Sewage Septic Tanks	1.0 per 0.5 acres in parcels of record as of the adopted date of this Plan. Otherwise 1 septic tank per acre
Potable Water		
	City of Caryville	125 gpcpd
	Sunny Hills System	200 gpcpd
	Chipley System	As established in the City of Chipley’s Comprehensive Plan. Washington County hereby adopts the same LOS as the City of Chipley for facilities extended into unincorporated Washington County

	City of Vernon	75 gpcpd
	Town of Wausau	146 gpcpd
	County-wide - Areas not served by potable water systems and other private potable water systems	146 gpcpd
Solid Waste	County-wide	5.0 lbs per capita per day

The County is currently meeting this policy.

Recommendation: This policy needs to be reworded as follows:

The following level of service (LOS) standards are hereby adopted and will be maintained as growth occurs in the County and cities and will be funded by public or private investment.

Note that Level of Service Standards for Sunny Hills specifically needs to be reexamined due to expanded growth in that area. There has been no significant growth in any of the other municipalities that would have an adverse impact on the Level of Services Standards for any other entities in the County.

The following tiered Level of Service Standards for stormwater management are adopted for the County and municipalities, and they shall be used for determining the availability of service capacity as well as for evaluating development applications relative to the onsite provision of stormwater management facilities

STORMWATER MANAGEMENT LEVELS OF SERVICE STANDARDS		
Stormwater Management	Location	Design Capacity
Stormwater Management	Development fronting or contributing to stormwater on principal or minor arterial roadways	LOS A for 50 year, 24-hour storm event and treatment retention/detention systems as required by LDRs and State regulation (i.e., 17-25-FAC – without exemptions)
Stormwater Management	Development fronting or contributing to stormwater on collector roadways	LOS A for 25 year, 24-hour storm event and treatment retention/detention systems as required by LDRs and State regulation (i.e., 17-25-FAC – without exemptions)
Stormwater Management	Development fronting on local streets and residential neighborhoods (including new subdivisions)	LOS A for 15 year, 24-hour storm event and treatment retention/detention systems as required by LDRs and State regulation (i.e., 17-25-FAC – without exemptions)
Stormwater Management	In agricultural and silviculture areas and along dirt roads in unsubdivided areas	LOS A for 10- year, 24-hour storm event and in accordance with Division of Forestry Best Management Practices (as specified below)

The County is currently meeting this policy.

Recommendation: This policy needs to be reworded as follows:

The following tiered Level of Service Standards for stormwater management are adopted for the County and municipalities and shall be used for determining the availability of service capacity as well as for evaluating development applications relative to the onsite provision of stormwater management facilities to be funded by either the public or private sector.

Recommendation: The following should be added to introduce the Transportation Level of Service Standards.

Transportation improvements and level of service standards to accommodate development are required to be available when the impacts of development occur. Transportation facilities construction and improvements required to accommodate new development should be in place at the time of the development with funding provided by the private sector and the public on a proportionate fair share basis as provided for in the Concurrency Element of the Comprehensive Plan.

TRANSPORTATION LEVEL OF SERVICE STANDARDS	
Road Type	Level of Service
Collector Roads	LOS Standard D
Minor Arterial Roads	LOS Standard D
Principal Arterial Roads	LOS Standard C
Freeways	LOS Standard B

The County is currently meeting this policy.

Recommendation: The following should be added to introduce the Parks and Recreation Level of Service Standards.

The following Level of Service Standards for recreation areas have been adopted for the County and municipalities and shall be used for determining the availability of recreational and open space for the County

Remarks: While developers are dedicating land to open space, little of the space is being developed into useable parks for the future users of these spaces. The County parks continue to be developed with availability of funding to maintain the parks and the levels of service adopted in the Comprehensive Plan. The money collected from user’s fees is now being deposited into accounts earmarked for continued maintenance of the facility that generated the user fee in order to continue to operate at the levels of service established in the following table. There does not appear to be a shortage of parks and recreational facilities within the County.

Washington County Receptions Areas Levels of Service Standards (LOSS)	
Category	LOSS
USER BASED	
<u>Neighborhood Parks, Play lots, Pocket Parks</u>	
Persons per Facility	2,000
Persons per Acre	352.0
RESOURCE BASED	
<u>Hunting & Fishing</u>	
Persons per Facility	6,500
Persons per Acre	0.59
<u>Canoe Trails</u>	6,500
Persons per Facility	590
Persons per Mile	
DUAL PURPOSE	
Persons per Facility	5,000
Persons per Acre	8.2

Washington County Receptions Facilities Levels of Service Standards (LOSS) (in people served per facility)	
Category	LOSS
Baseball, Softball and Youth Diamonds	3,000
Tennis Courts	2,200
Basketball Courts	4,000
Swimming Pools	10,000
Neighborhood and Community Centers	6,000
Golf Courses	25,000
Athletic Fields (Track, Football, Soccer)	30,000
Picnic Tables	150
Beach Areas Freshwater	5,000
Equipped Playgrounds	3,000
Hiking Trails (Persons per trail mile)	2,000

The County is currently meeting this policy

Policy 1-2: To manage local fiscal policies, and to direct expenditures for capital improvements which recognize the policies of other plan elements the County and municipalities will create a joint Capital Projects Review Team by January of 2001. The team will consist of the County Administrator or his appointed representative, a representative from each municipality, representatives from the Road and Bridge Department, the County Clerk's Office, the Building Inspection Department, and other representatives deemed necessary by the County Administrator. The team will evaluate and rank capital improvement projects proposed for inclusion in the Schedule as approved by the governing bodies.

The County is not meeting this objective.. Presently, this team has not been integrated into the System. The Planning Office, in conjunction with the municipalities, the Planning Commission, and the Board of Commissioners, identifies projects and ensures revision of the Capital Improvements Element schedule to reflect changes.

Recommendation: This policy should be reworded as follows:

Based on decisions made by the Planning Commission, the Board of County Commissioners, the municipalities, the Planning Office will identify new facilities and improvements of facilities for inclusion in the Capital Improvements Element schedule along with the funding source. The County Administrator will report all other road and facility improvements to the Planning Office for inclusion into the schedule of capital improvements. The schedule, along with recommended prioritization, will be presented along with background information to the Budget Committee who will serve as the Capital Projects Review Team. Upon review by the Budget Committee, the approval process will continue as required by policies and state statutes.

Policy 1-3: Capital improvement projects will be prioritized by the Capital Projects Review Team according to the following set of criteria and a fiscal impact review, as part of the annual budgeting process. The assigned priority will be designated on the Schedule of Capital Improvements.

Recommendation: This policy should be reworded as follows:

Based on the recommendations submitted by the Planning Office and using the approval process established in Policy 1-2, the Planning Office and the County Administrator will use the following set of criteria and a fiscal impact review as a basis for annual recommendations to the Capital Projects Review Team. Upon review by the team, the approval process will continue as required by policies and state statutes.

CRITERIA FOR NUMERICAL RANKING OF CAPITAL IMPROVEMENTS PROJECTS					
PRIORITY LEVEL	WEIGHT	SCORE			WEIGHT X SCORE
		Yes(1)	No(0)	N/A(1)	
<u>Priority I</u>					
1. The project is needed to protect public health and safety	3				
2. The project fulfills the protect public health governing body's legal commitment to provide facilities and services.	3				
3. The project corrects a protect public health exiting facility deficiency or provides for needed replacement of facility components, in order to preserve or achieve full use of existing facilities.	3				
4. The project is required in order to comply with state law, water Management district regulations, or federal law	3				
5. The project is financially feasible	3				
<u>Priority II</u>					
1. The project increases efficient use of existing facilities.	2				
2. The project prevents or reduces future improvement costs.	2				
3. The project provides service to developed areas currently lacking full services	2				
4. The project promotes in-fill development and discourages urban sprawl	2				
5. The project supports the GOP's of the FLUE and other Plan Elements.	2				
6. The project supports and enhances the plans and capital expenditures of state agencies and the NFWFMD.	2				
<u>Priority III</u>					

1. The project represents a logical extension of facilities and services within a designated services area.	1				
2. The project promotes economic development within the City and/or redevelopment of blighted areas.	1				
Total Possible Score = <u>32</u>	TOTAL SCORE: _____				

Policy 1-4: The County and municipalities shall, as a matter of priority, schedule and fund all capital improvement projects in the Schedule of Improvements which are designed to correct existing deficiencies listed in the Capital Improvements Element and which recognize the policies of other plan elements.

Recommendation: The County is currently meeting this policy. However, "Capital Improvements Element," should be changed to read "Capital Improvements Element Schedule."

Policy 1-5: The County Planning Commission shall annually conduct a Capital Improvement Needs Survey of the Municipalities of Caryville, Ebro, Vernon and Wausau in order to assist the Capital Projects Review Team with identifying Capital Improvement needs.

The County is generally meeting this policy on an annual basis; the County Planning Office prepares a list of projects to be reviewed by the Planning Commission.

Recommendation: This should be reworded as follows:

The County Planning Office will annually prepare a Capital Improvement Needs Survey of the municipalities of Caryville, Ebro, Vernon and Wausau, for review by the Planning Commission. This survey will be prepared with information submitted by these municipalities and will assist the Capital Projects Review Team with identifying Capital Improvement needs.

Recommendation: The following policies need to be added to this objective:

Policy 1-6: The Five-Year Capital Improvements Plan of the School District shall be added to the Capital Improvements Element's schedule of improvements. The funding source should be shown as the local school district.

Policy 1-7: The Five-Year Capital Improvements Plan shall include all Florida Department of Transportation improvements as shown on the department's Five-Year Road Improvement Plan within Washington County and reflect the funding source and proportionate fair share contributors.

Policy 1-8: The County shall not authorize unplanned expansion, improvements, and construction of projects that do not appear on the most current Capital Improvements schedule

or have not been reviewed by the Projects Review Team and approved by the Board of County Commissioners.

Objective 2: Review mechanisms will be maintained to insure that all land use decisions and fiscal resources are coordinated with the Schedule of Capital Improvements (which maintains adopted Level of Service Standards and meets existing and future facility needs) and/or the Future Land Use Element (FLUE) and the overall intent of the comprehensive Plan.

The County is currently meeting this objective.

Policy 2-1: The Building Inspection Department and County Administrator will recommend to the Planning Commission and the governing body only those land use decisions which are consistent with the Future Land Use Element (FLUE), the Capital Improvements Element, and the overall intent of the Comprehensive Plan.

Recommendation: The County is currently meeting this policy. However, this policy should be reworded as follows since the Building Inspector is not normally involved in the land use decisions and reference to that office appears to be a typographical error:

The County Planning Office and County Administrator will recommend to the Planning Commission and the governing body only those land use decisions that are consistent with the Future Land Use Element (FLUE), the Capital Improvements Element, and the overall intent of the Comprehensive Plan.

Policy 2-2: Service areas for public facilities, as defined in Plan Elements and the Future Land Use Element in particular, will be utilized to guide the availability of public facilities for future development.

Recommendation: The County is currently meeting this policy

Policy 2-3: A "development order" is any order granting, denying, or granting with conditions an application for a development permit.

The County is currently meeting this policy

Policy 2-4: A "development permit" shall include a zoning change, zoning permit, subdivision approval, land use certification, special exception, variance, building permit, or any other official action of the local government having the effect of permitting the development of land.

The County is currently meeting this policy.

Policy 2-5: In accordance with 9J-5.0055(2)e development orders and/or development permits (whichever first contains/presents a specific plan for development, including densities or intensities of development) shall only be issued when the Building Inspection Department working in conjunction with County Administrator and Planning Commission (through the Concurrency Management System) has determined that adopted LOS standards for public facilities will be maintained, or:

- a. The development is timed to ensure that as phases of the development are completed; necessary improvements to the service system are also completed;

The County is currently meeting this policy.

Land Use Applications are not approved unless all necessary improvements have been made.

- b. The developer makes improvements to the service system that would allow development without lowering the LOS standard;

The County is currently meeting this policy.

- c. The developer lowers the density of the proposed development to a level that would not cause a lowering of the LOS standard;

The County is currently meeting this policy

- d. The developer and the County enter into an enforceable development agreement which guarantees that necessary facilities and services (in accordance with LOS standards incorporated herein) will be in place when the impacts of the development occur.

The County is currently meeting this policy

The Land Development Code specifically spells out the criteria for issuing development or building permits. Each development/building permit issued by the Building Department is first reviewed by the Planning Office to ensure consistency with all of the elements of the Comprehensive Plan.

Policy 2-6: The Certificate of Level of Service Compliance for a project or project phase shall comprise the major component of Washington County's Concurrency Management System.

The County is currently meeting this policy

Compliance with all elements of the Concurrency Management System and all other elements of the plan assures that the Planning Office accomplishes this at the time the Land Use Development Application is approved.

Policy 2-7: For final development orders issued prior to adoption of this Comprehensive Plan (i.e., previously platted subdivisions), and for development not requiring subdivision approval (i.e., development on unplatted parcels in accordance with the Future Land Use Element of this Plan), the Building Permit Application process shall be the point at which concurrency will be determined.

The County is currently meeting this policy.

Concurrency is determined at the time the Land Development Application is approved. A required site inspection by the Building Inspector will occur prior to commencement of construction. Only after review by the Planning Office and a site inspection by the Building Inspector is a building permit issued.

Policy 2-8: In the adopted LDR's, the County and municipalities shall maintain the Concurrency Management and Growth Management System which will serve to ensure that at the time a development permit is issued, adequate facility capacity is available to serve the development or will be provided in accordance with Policy 2-5 of this Element. Development orders and permits will not be issued unless public facilities that meet the adopted LOS Standards are available or are assured to be available concurrently with the impacts of development (see Policy 2-5 for mechanisms for establishing this assurance).

The County is currently meeting this policy.

No permits are issued unless all questions of acceptable LOS Standards and concurrency are satisfactorily answered. Prior to approval for any development order or permit, all of the municipalities must submit verification of the existing facilities prior to the issuance of a development order or permit.

Objective 3: Annual review of the Capital Improvements Element will be included in each governing body's budget process. As part of this review, the County Administrator working with the Capital Projects Review Team shall be responsible for: (1) addressing the fiscal impact of capital improvement projects on revenue and expenditures, and (2) updating the fiscal assessment section of the Capital Improvements Element.

The County is currently meeting this policy

Policy 3-1: The fiscal assessment review and update will include, at minimum, the following:

- a. forecasted summary of revenues and expenditures for a five year period;
- b. projected debt service capacity including,
 - projected bond debt service as a percentage of total debt;
 - ratio of total debt to total revenue;
 - projection of operating cost considerations;
- c. provisions for the management of debt in accordance with debt service ratios established in Policy 3-2 of this Element;
- d. estimated cost and required scheduling of additional capital improvements;

- e. examination and consideration of capital expenditures planned by state and regional agencies and the County School Board.

The County is currently meeting this policy

Recommendation: The responsible agency should be clarified.

Policy 3-2: The County and municipalities shall limit the ratio of total debt service to total revenues in accordance with the following schedules:

(1)	Washington County	20%
(2)	City of Caryville	21%
(3)	Town of Ebro	10%
(4)	City of Vernon	15%
(5)	Town of Wausau	10%

The County is currently meeting this policy.

Policy 3-3: The County and municipalities hereby adopt Schedule H-I as the Schedule of Capital Improvements, and will adopt a Capital Improvement Budget as part of the annual budgeting process. The Capital Improvement Budget will be coordinated with the annual review of the Capital Improvements Element, and will be integrated into the annual revision of the Schedule of Capital Improvements contained in this Element. This annual revision will recognize the policies of the other Comprehensive Plan elements.

The County is currently meeting this policy.

Policy 3-4: The County and municipalities shall seek grant funds whenever the receipt of such funds and the corresponding provision of capital improvements serve to support the goals, objectives, and policies contained in this Comprehensive Plan, and are specifically consistent with the Future Land Use Element.

The County is currently meeting this policy.

Policy 3-5: The County and municipalities will utilize "user pays" financing strategies including, but not limited to user charges, special assessments, and contributions in lieu of payment.

The County is currently meeting this policy.

Policy 3-6: All general government revenues intended to be utilized for capital improvements shall be accounted for in a separate Capital Projects Fund (excluding funds which must be maintained in separate Enterprise Funds).

The County is currently meeting this policy.

Policy 3-7: The County and municipalities will manage their fiscal resources to ensure the provision of needed capital improvements for previously issued development orders and for future development and redevelopment which is consistent with this Comprehensive Plan.

The County is currently meeting this policy.

Policy 3-8: The County and municipalities shall reserve Enterprise Fund surpluses for major capital expenditures.

The County is currently meeting this policy.

Policy 3-9: The County and municipalities (where applicable) shall collect/maintain a level of operating revenues for Enterprise Funds sufficient to cover both operating and non-operating expenditures.

The County is currently meeting this policy.

Objective 4: Future development will bear a proportionate cost of facility improvements necessitated by the development in order to maintain adopted LOS standards. This objective will be accomplished through implementation of the following policies.

Policy 4-1: The County and municipalities shall continue to require mandatory dedications or fees in lieu of as a condition of plat approval for the provision of recreation and open space.

The County is currently meeting this policy.

No developer has expressed a preference to contribute fees in lieu of dedicating open space on the plat.

Policy 4-2: The municipalities shall fund expansions of their potable water and sanitary sewer service facilities through the implementation of impact fees and/or user charges which are proportioned to the costs of expanding and operating such systems or grants.

The County and municipalities are currently meeting this policy.

Municipalities are using utility user charges and grants to finance expansion and operation of their water and sanitary sewer service.

Objective 5: The County and municipalities will not issue development orders, (for development authorized by previously issued development orders for future development) where the project requires public facility improvements that exceed the governing body's ability to provide these in accordance with the adopted LOS standards (Policy 1-1).

The County is currently meeting this policy.

Policy 5-1: Before a development is approved, the Building Inspection Department working in concert with the County Planning Commission will determine that needed public facility improvements do not exceed the governing body's funding capacity.

The County is currently meeting this policy.

Policy 5-2: The Schedule of Improvements and associated funding sources identified in this element shall include provisions for public services necessary to serve building permits issued prior to the adoption of this Comprehensive Plan.

The County is currently meeting this policy.

Objective 6: The County and municipalities (working through the Capital Projects Review Team) shall participate in all intergovernmental meetings which address the provision of public facilities within the local jurisdiction (County boundaries).

The County is currently meeting this policy.

Policy 6-1: The County and each city shall appoint representatives (should be consistent with membership in the Capital Projects Review Team) to participate in local, regional, and/or state government public facility issues in Washington County.

The County is currently meeting this policy.

Policy 6-2: The County Building Inspection Department, the County Administrator, the County Clerk's Office, the County Planning Commission, and each municipality shall coordinate (through the actions of the Capital Projects Review Team) to address multi-jurisdictional issues concerning the funding of public services.

The County is currently meeting this policy.