

CAPITAL IMPROVEMENTS ELEMENT

GOAL 8.0.

THE CITY SHALL PROVIDE AND MAINTAIN, IN A TIMELY FASHION, NEEDED PUBLIC FACILITIES THAT ARE RELIABLE, EQUITABLE, EFFICIENT AND ENVIRONMENTALLY SOUND. CAPITAL IMPROVEMENTS SHALL BE FINANCIALLY FEASIBLE, MAXIMIZE THE USE OF AND ~~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, 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 ~~desired~~ future growth, and to provide for necessary replacements ~~obsolete facilities~~, as required.

Policy 8.01.01.

Capital improvements projects are those projects with a cost of \$25,000-~~00~~ 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 replace or repair obsolete or worn out public facilities, in order to 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. (moved from 8.01.03.)

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

OBJECTIVE 8.02. FEES 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. (moved from 8.02.02.)

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](#) ~~regulations~~, 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 Traffic Circulation 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. (moved from 8.04.07.)

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

Policy 8.04.10. (moved from 8.04.08.)

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.

The following standards for ~~I~~ level of service standards are adopted for all new development ~~the~~ following public facilities:

PUBLIC FACILITY CATEGORY CITY STANDARD PEAK HOUR LOS

Roadways:

	<u>FDOT</u>	<u>City</u>	<u>County</u>
Minor Arterials	C	N/A	N/A
Collectors	—	C	D

<u>Authority</u>	<u>Road Type</u>	<u>Minimum LOS Standard</u>
City	Major Arterial, Minor Arterial, Collector and Local	C
County	Major Arterial, Minor Arterial, Collector	D
FDOT	Principal Arterial, Strategic Intermodal System Links (SIS)	<u>E</u>
FDOT	Constrained Segments- A1A/ SR200/ 8 th Street from Lime Street to Centre Street & A1A/ SR200/ 8 th Street from Atlantic Avenue to Dade Street	Maintain

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

Sanitary sewer facilities: 172 gallons per capita per day with 1.2 peak factor

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

Drainage Stormwater Management facilities: Reference Public Facilities Element Objective 4.05, Stormwater Management. ~~All subdivisions, multifamily, commercial, industrial and institutional projects must provide for retention of stormwater within the boundaries of the project. For projects within areas designated for “zero discharge,” storage shall accommodate a ten (10)-year, twenty-four (24)-hour storm event. For all other areas, storage shall accommodate the twenty-five (25)-year, twenty-four (24)-hour storm event, and retention must accommodate the greater of: (a) the first one-half (1/2) inch of stormwater within the boundaries of their project, or (b) the first one (1) inch of storm flow from all roofs, sidewalks, paved surfaces and parking areas (at 100 percent runoff), whether paved or not. The project must also provide detention for all storm flows. Detention must prevent peak flows after development from exceeding the peak flow prior to development.~~

All drainage facilities shall meet all applicable local, State and federal water quality standards.

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

Park & Recreation Facilities: Parkland ~~7.5~~ 10 acres per 1,000 Population

Schools: Please refer to 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:

- Fire/rescue services;
- Police services;
- Bicycle and pedestrian facilities;
- Boating facilities; and
- 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. (moved from 8.05.12.)

The City shall establish a ~~monitoring system~~ level of service tracking system to ~~monitor the remaining capacity and deficiencies of~~ 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. (moved from 8.05.11.)

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 as defined in policy 10.01.07. 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 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; ~~and~~
- f. Parks and recreation - City-wide;
- g. Schools – district-wide;
- 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. (moved from 8.05.04.)

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. (moved from 8.05.05.)

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

- 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. (moved from 8.05.06.)

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. (moved from 8.05.10.)

The City may approve developments in phases or stages.

Policy 8.05.13. (replaces 8.05.03.)

The City shall periodically update 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.

~~*Policy 8.05.02. (see 8.05.05. and 8.05.13.)*~~

~~Pursuant to Chapter 163, F.S., and Chapter 9J-5, F.A.C., the concurrency management system shall require that the City not issue any development orders for development unless the applicant provides narrative and graphic information demonstrating to the City's satisfaction that public facilities required by the subject development will be in place concurrent with the impacts of development. Furthermore, the applicant shall assure the City that the subject development will not reduce the level of service associated with public facilities serving the development below the adopted level of service standards. Public facilities for the purpose of concurrency shall mean facilities related to traffic, drainage, solid waste, potable water, wastewater, and parks and recreation. In addition, the City shall implement a tracking system for concurrency management. The purpose of the tracking system is to maintain a record of the current available capacity of each facility.~~

~~*Policy 8.05.09. (see 8.03.01. and 8.05.08.)*~~

~~Prior to approval of an application for a final subdivision plan or final site plan, the City shall review the proposed development application to ensure that public facilities needed to support the development are available.~~

~~*Policy 8.05.13. (see 8.05.05., 8.05.07., 8.05.09., 8.05.10., 8.05.11., 8.05.13.)*~~

~~A concurrency certificate shall be required prior to the issuance of any final development order. Final development orders shall contain a specific plan for development including the densities and intensities of development.~~

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	Max. 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 ~~will be~~

~~maintained~~ and shall updated 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. (moved from 8.05.08.)

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, ~~and parks, and 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 unbuilt, 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. (moved from 8.05.07.)

A plan amendment is required in order to eliminate, defer, or delay construction of any ~~road which is needed to maintain the adopted transportation level of service and which is listed in the five (5)-year capital improvements schedule~~ 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.