

CAPITAL IMPROVEMENTS ELEMENT GOALS, OBJECTIVES & POLICIES

Background

The purpose of the Capital Improvements Element is to ensure the city is able to implement the improvements identified throughout the comprehensive plan. This purpose is achieved by evaluating the costs, priorities, and needs for improvements, the city's fiscal capabilities, and statutory requirements. Through this analysis, the city establishes a set of financial policies that guide the funding of improvements and a capital improvement program which sets the timeline and budget for project implementation. The capital improvement policies and schedule helps ensure that the city provides the community an adequate level of public facilities and services.

The Capital Improvements Element sets the framework for the planning, construction, and financing of the city's public services and infrastructure systems. The Capital Improvements Element ensures that the city's future land development practices, public service and infrastructure projects, and capital improvement budgeting priorities support the city's community planning.

Planning Framework

The objectives and policies established in the Capital Improvements Element provide the foundation for a planning framework which:

- Evaluates the need for public facilities in support of the plan's other element.
- Estimates the costs of improvements for which the local government has fiscal responsibility.
- Analyzes the fiscal capability of the local government to finance and construct improvements.
- Adopts financial policies to guide the funding and construction of improvements.
- Ensures that facilities are maintained according to the adopted level of service.
- Achieves the community planning vision established through the Horizon 2030 EAR and 2010 Comprehensive Plan.
- Addresses the guiding issues and community concerns identified in the 2009 EAR.
- Provides for local, regional, and state planning priorities, principles, and practices.

The Capital Improvements Element accomplishes its goal to *"ensure the provision of adequate public facilities to all residents within its jurisdiction in a timely and efficient manner"* through planning directives aimed at:

- Provide for the community's needs through the delivery of highly valued, well managed, and fiscally responsible public services and infrastructure system.
- Foster West Melbourne's orderly and fiscally-sound development by coordinating land use practices, public service and infrastructure projects, and capital improvement budgeting.
- Execute a capital improvements financing strategy that maintains, constructs, and operates a highly efficient and effective public services and infrastructure system.
- Meet the service demands, fiscal priorities, and operational needs of the city through proactive fiscal management.
- Ensure that future needs of the city's public school facilities are maintained in coordination with the Brevard County School System.
- Coordinate the planning, operations, and financing of the community's public service and infrastructure system with the city's local, regional, and state intergovernmental partners.

By addressing these issues, the capital improvements will promote development that better links land use and public facility, infrastructure, and capital budgeting practices and ensure that the city has a highly efficient and effective capital improvements program.

Capital Improvements Goal

Ensure the provision of adequate public facilities to all residents within its jurisdiction in a timely and efficient manner.

Objective 1: Level of Service Standards and Implementation.

Provide for the needs of the community through the delivery of highly valued, well managed, and fiscally responsible public services and infrastructure system. The tenets of this system shall be based upon:

- a. Established adopted levels of service for public facilities.
- b. Future development pays a proportionate share of facility improvement and maintenance costs needed for future development needs and LOS standards.
- c. Facility improvements and capacity increases are coordinated with the city's LOS standards, fiscal planning, and budgeting processes.

Policies

1.1 Level of Service Standards

The following levels of service (LOS) standards are hereby adopted and will be maintained as growth occurs in the city.

- a. Roadway:
 - i. The minimum level of service standard for the city's arterial, collector, and local roads shall be "E".
 - ii. The minimum level of service standard for the county's arterial, collector, and local roads located within the City of West Melbourne shall be "E".
 - iii. The minimum level of service standard for the state roadways located within the City of West Melbourne shall be the same operating LOS standards as adopted by the Florida Department of Transportation in the FDOT2009 Quality/Level of Service Handbook.
- b. Potable Water:
 - i. Average daily flow of 210 gallons per equivalent residential unit (ERU).
 - ii. Maximum daily flow of 575 gallons per ERU.
- c. Sanitary Sewer:
 - i. Average daily flow of 210 gallons per ERU.
 - ii. Maximum daily flow of 575 gallons per ERU.
- d. Solid Waste: 8.32 pounds per capita per day.
- e. Stormwater Management:
 - i. 1-inch retention, 24-hour, 25-year storm event.
 - ii. The peak rate of post-development runoff shall not exceed the peak rate of pre-development runoff.
- f. Parks and Recreation: Four (4) acres of park land per 1000 persons within the city.

Table 1 – Summary Table of LOS Standards

Roadway	Potable Water	Sanitary Sewer	Solid Waste	Stormwater Management	Parks
City roads – “E”	Average Daily Flow –210gallons per ERU	Average Daily Flow – 210 gallons per ERU	8.32 pounds per capita per day	1” retention	4 acres per 1000 population
County roads in the city limits – “E”	Maximum Daily Flow –575gallons per ER	Maximum Daily Flow – 575 gallons per ERU		24-hour, 25 year storm event	
State roads in the city limits – “E”					

- g. Public School Facilities: The uniform, district-wide level of service standard for permanent capacity, based on the Florida Inventory of School Houses (FISH) capacity, is as follows:

Facility Type	TIERED LEVEL OF SERVICE BY SCHOOL YEAR				
	2007-08	2008-09	2009-10	2010-11	2011-12
Elementary	127%	130%	115%	105%	100%
Middle	122%	120%	100%	100%	100%
Junior High	133%	135%	110%	105%	100%
High	139%	130%	115%	100%	100%

1.2 LOS Compliance

Development orders shall only be issued when the city has determined that the 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.
- b. The developer makes improvements to the service system that would allow development without lowering the LOS standard.
- c. The developer reduces the density of the proposed development to a level that would not cause a lowering of the LOS standard.
- d. The developer and the city enter into agreement on a solution which is consistent with the Capital Improvements Element goals, objectives, and policies.
- e. The existing LOS standard in the Comprehensive Plan is amended to reflect a lower LOS standard.

1.3 Development Orders and Permits –LOS Maintenance

Maintain the city’s adopted LOS standards and public facility capabilities through the regulated development orders and permits issuance process. Through the issuance of development orders and permits the city shall:

- a. Identify how developers will provide for capital facilities improvements needed to service new development and maintain adopted LOS standards.
- b. Ensure developers complete the installation of public facility improvements in a timely and appropriate manner.

1.4 Public Facility Improvements LOS Impacts

Before a development is approved the city, in coordination with local, regional, and state planning partners, shall ensure needed public facility improvements:

- a. Do not exceed the city's fiscal abilities and budgetary constraints.
- b. Negatively impact adopted LOS standards.
- c. Impact the city's public facility service and capacities and operational capabilities.

1.5 Concurrency Management LOS Evaluations

Utilize the concurrency management system as provided within the City of West Melbourne Code of Ordinances, to evaluate all proposed developments meet adopted LOS standards prior to the issuance of a development order or certificate of concurrency.

1.6 Concurrency Management LOS Outcomes

If the adopted LOS standards are not achieved, the city shall take one of the following actions:

- a. Establish a developer agreements or other mechanism to create to additional capacity.
- b. Limit development in the affected area until the capacity is available.
- c. Deny development permits.

1.7 Potable Water LOS Capacity

Ensure there is adequate potable water capacity and sufficient distribution system availability by consulting with the applicable water supplier:

- a. At the time of comprehensive plan amendment to ensure the proposed development meets the adopted potable water LOS standards.
- b. At the time of the development order or prior to issuance of a building permit to ensure water capacity is in place and available to serve the new development and meet adopted LOS standards.

1.8 Potable Water Service – Development Coordination

At the time of the development order or prior to issuance of a development permit, the City shall consult with the applicable water supplier, as provided in the Intergovernmental Coordination Element, to determine that adequate potable water capacity, and adequate distribution facilities to the point of interconnection with West Melbourne's distribution system, are in place and available to serve new development no later than the anticipated date of issuance of a certificate of occupancy or its functional equivalent.

Objective 2: Coordinated Planning Efforts and Regulation Practices

Provide for the orderly and fiscally sound development of land by coordinating the city's land use, capital improvements, and fiscal budgeting efforts with the comprehensive plan, land development regulations, and other established policies and procedures.

Policies

2.1 Comprehensive Plan Consistency

Ensure that the city's land use practices and development projects are consistent with the city's community vision and future planning strategy by:

- a. Adhering to the goals, objectives, and policies of the 2010 Comprehensive Plan – particularly those that address land use and development, transportation and infrastructure systems, public facilities, and utilities, and capital improvements.
- b. Coordinating the adoption of future plan amendments with the Planning and Zoning Board, City Council, and Florida Department of Community Affairs.

2.2 Development Orders – Land Use and Planning Coordination

Utilize development orders to ensure that future development projects address needed capital improvement concerns by granting, denying, or granting with conditions any proposed development application. Granted development orders shall be consistent with the 2010 Comprehensive Plan, meet all adopted LOS standards, provide needed public services and infrastructure systems, and adhere to established development approved requirements for:

- a. Zoning designation.
- b. Subdivision platting.
- c. Building permit.
- d. Site development plan.
- e. Other appropriate land use applications.

2.3 Proportionate Fair Share and Capital Improvement Scheduling

Utilize the city's long range planning and site and development processes to ensure that the development adheres to the city's adopted planning priorities as defined by the 2010 Comprehensive Plan including:

- a. Public service and infrastructure demands meet the city's adopted LOS standards.
- b. Development pays their proportionate fair share of the cost to provide public services and expand service and facility capacity.
- c. Funding for capital improvements is programmed as part of the city's adopted capital improvement program (CIP).

2.4 Developer Agreements

Utilize developer agreements to ensure private developers pay for impacts caused to the city's public service and infrastructure systems. Agreements shall identify how the development will assist the city finance, develop, and maintain existing and new facilities and services such as:

- a. Passive and active parks and public spaces.
- b. Potable water, sanitary sewer, stormwater, and solid waste facilities and infrastructure systems.
- c. School facilities and education services.
- d. Transportation infrastructure and service systems for biking, walking, mass transit, and driving.

2.5 Development Orders – Capital Improvement Programming

Issuance of development orders and permits shall be coordinated with the execution and implementation of the Capital Improvements Element as reflected in the Five-Year CIP.

2.6 Established Funding Sources

No new development may proceed that would impact the adopted level of service until the necessary funding has been programmed through the CIP, private financing, public-private development agreements, or other identified funding source.

2.7 Scheduled Capital Improvements Road Improvements

Future developments that impact a roadway schedule for improvements may be receive a development order provided the roadway meets the following criteria:

- a. The improvements are scheduled within the first three years of the adopted the adopted CIP.

- b. The improvements address all LOS needs and requirements.
- c. Deleting, delaying, or deferring those improvements are completed through a plan amendment.

Objective 3: Capital Improvement Financing Strategy

Execute a capital improvements financing strategy that maintains, constructs, and operates a public services and infrastructure system that:

- a. Implements the 2010 Comprehensive Plan's planning framework.
- b. Supports the city's fiscal and public service priorities.
- c. Accommodates the needs of current and future populations.
- d. Maintains and achieves adopted LOS standards.
- e. Meets existing service deficiencies.

Policies

3.1 Capital Improvements Annual Review

Execute an annual review of the West Melbourne's capital improvements strategy as part of the city's annual budget process. The review shall:

- a. Address the fiscal impact of capital improvement projects on revenue and expenditures.
- b. Update the fiscal assessment section of the Capital Improvements Element.
- c. Consider the effectiveness and implement of the city's capital funding mechanisms.
- d. Forecasted summary of revenues and expenditures for a five-year period.
- e. Projected debt service capacity including:
 - i. Projected revenue bond debt service as a percentage of total debt.
 - ii. Ratio of total debt to total revenue.
 - iii. Projection of operating cost considerations.

3.2 Capital Improvements Review Team

Utilize an interdepartmental capital improvements team to coordinate the city's public facility, land use and development, capital improvements, and budgetary practices. The team shall be responsible for:

- a. Planning for necessary capital improvement projects based on the city's fiscal capabilities, development needs, and public facility demands.
- b. Evaluating, ranking, and recommending capital improvement projects to be included on the CIP.
- c. Reporting their findings and recommendations to City Council for final approval.

3.3 Capital Improvements Criteria

The city's capital improvements review team shall utilize the following evaluation criteria to assess which projects ought to be included on its adopted CIP:

- a. Project description and location.
- b. Need to correct deficiency, repair or replace facility, and/or accommodate new growth.
- c. Projected estimated cost.
- d. Fiscal year to begin project.
- e. Revenue source.
- f. Priority ranking.

3.4 Capital Improvement Program

Adopt a CIP as part of the annual budgeting process. The CIP will coordinate the Capital Improvement Element annual review.

3.5 Five-Year Capital Improvements Program

Ensure that developments do exceed the city's ability to provide these improvements in accordance with the adopted LOS standards by establishing a CIP which identifies all capital improvement projects which the city will undertake. The CIP shall include projects which:

- a. Meet existing deficiencies and augment existing operations.
- b. Provide repair or replacement of existing facilities.
- c. Accommodate desired future growth.
- d. Address maintenance needs the result from future growth.

3.6 Capital Improvement Priorities

Each project on the adopted CIP shall be given a defined project priority. The city shall base the project's priority according to the following considerations:

- a. The Capital Improvements Criteria.
- b. Fiscal impact review completed as part of the annual budgeting process.
- c. Need to address LOS deficiencies through facility repair or replacement.

3.7 Potable Water Improvements Funding Priorities

The following procedures shall be used to pursue adequate funding for potable water capital projects:

- a. Maintain a reserve account restricted for potable water related capital projects.
- b. A portion of funds collected from the Water Reserve Enterprise Fund shall be reserved to complete potable water capital projects.
- c. Cash restricted due to bond and grant covenants will be budgeted in accordance with the terms of the covenants.
- d. Capitalized repairs of existing infrastructure will be paid from the funds restricted by debt covenants and current revenues. Debt will not be issued to finance capitalized repairs.
- e. The City may use long term capital lease payments on lease purchases for capital projects identified within this Element, provided adequate debt service requirements are provided.

Objective 4: Fiscal Management

Meet the service demands, fiscal priorities, and operational needs of the city through proactive fiscal management. Issues to evaluate and monitor include work plan and service demands, developer contributions, cost centers, revenue generators, cost controls, and debt management.

Policies

4.1 New and Increased Revenue Generation

Identify opportunities for generating new or increased revenues for the city's operations and capital improvement work plan. Potential revenue generation opportunities include:

- a. User fees for special purpose or additional services.
- b. Grants and other such resources.

4.2 Impact Fees Reviews

Continually review the city's impact fees, or similar mechanisms, to ensure development pays a proportionate share of the capital facility and capacity improvements costs needed to address the demands generated by future development projects. Consider creating fees for public facilities, services, and infrastructure systems not yet charged.

4.3 Fiscal Impact Analysis

Require all future develop projects to complete a fiscal impact analysis of any proposed development projects that are regional impacting in order ensure the project will not unduly impact the city's public services, infrastructure systems, or financial well-being. The analysis will determine the impact of the development on the city's:

- a. Fiscal operations and capital improvement budgeting priorities.
- b. Maintenance budget for public facilities.
- c. Public facility and infrastructure system capacity.
- d. LOS standard for public facilities and infrastructure systems.

4.4 User Pays Financing Strategies

Utilize user pays financing strategies to the maximum extent practical in order to ensure that users are responsible for the services they utilize. User pay strategies include:

- a. User charges and fees.
- b. Special assessments.
- c. Contribution in lieu of payment.

4.5 Equitable Cost Participation

Implement the city's adopted equitable cost participation guidelines through the development review process for water and sewer utilities, and other facilities. The guidelines shall be applied wherever development necessitates improvements to public facilities and examples of equitable cost mechanisms that could be used to equally share the costs of improvements are:

- a. Reimbursement agreements for water and sewer utilities.
- b. Pre-annexation agreements.
- c. Easement agreements.

4.6 Funding Mechanism Assessments

Ensure that development bears a proportionate share of needed facility improvements both now and in the future by regularly evaluating:

- a. Whether present fee levies are adequate to address the impacts of inflation.
- b. Whether the city needs to appropriate new impact fees.
- c. Whether capacity fees, user charges, special benefit assessment, or taxing districts, and other capital financing mechanisms are adequately and fairly meeting the fiscal demands placed on the city by new development.

4.7 Capital Improvements Trust Fund

The Capital Improvements Trust Fund will be a potential source of revenue for capital improvement projects as determined by the Finance Department, the Capital Improvements Review Team, and approved in the annual budgeting process.

4.8 Water and Sewer Enterprise Fund

The Water and Sewer Enterprise Fund will provide capital improvement revenue and bonding capacity for the expansion of the water and sewer system as identified in the Public Facilities Element and Capital Improvements Element.

4.9 Transportation Improvement Program

The city shall ensure the financial feasibility of the transportation infrastructure system and achieve adopted LOS standards within a five-year planning horizon by adopting, by reference, the Space Coast Transportation Planning Organization five-year work program, titled the “Transportation Improvement Program” (TIP), as amended. The TIP, as amended each year part of the Space Coast Transportation Organization’s budget, includes planned facilities for Brevard County and Florida Department of Transportation and funding sources to ensure a financially feasible capital improvements program and make certain the LOS standards will be achieved in the five-year period.

4.10 Water Management Improvements

The city shall ensure the financial feasibility of the water management infrastructure system and achieve adopted LOS standards within a five-year planning horizon by adopting, by reference, the St. Johns River Water Management District five-year work program, as amended. The five-year program is adopted by the St. Johns River Water Management District as part of its annual budget and includes planned facilities and funding sources.

4.11 Alternative Capital Improvement Financing

Evaluate, identify, and secure alternative funding sources for the execution of capital improvement projects. Alternative funding includes, but is not limited to, grants, low interest loans, private funds, and developer contributions.

Objective 5: Public School Facilities

Ensure that future needs of the city’s public school facilities are maintained and operated consistent with the adopted level of service standards for public schools in coordination with the Brevard County School System.

Policies

5.1 Capital Facilities Plan

As part of the annual Capital Improvement Element update, the City of West Melbourne has adopted as part of its Capital Improvements Element, the Brevard County School District five-year work program, as amended, as part of the School District annual budget, including planned facilities and funding sources to ensure a financially feasible capital improvements program and to ensure the level of service standards will be achieved in the five-year period.

5.2 Proportionate Share

The city shall coordinate with the School Board as provided in the adopted interlocal agreement 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 level of service standards via impact fees and other legally available and appropriate methods.

Objective 6: Public Facility and Capital Improvement Planning Coordination

Coordinate the planning, operations, and financing of the community's public service and infrastructure system with the city's local, regional, and state intergovernmental partners including Brevard County, State of Florida, and St John's River Water Management District.

Policies

6.1 Intergovernmental Coordination Meetings

On an annual basis, the city will participate in a minimum of four intergovernmental meetings which address the provision of public facilities.

6.2 County-wide Cooperation

The city will appoint representatives as needed to participate in all intergovernmental activities pertaining to local government public facility issues in Brevard County.

6.3 Multi-jurisdictional Issues

The city staff, City Council, and the Planning and Zoning Board will work closely to address multi-jurisdictional issues concerning the funding of public services.

6.4 Transportation Improvement Program

The city shall coordinate with the Space Coast Transportation Planning Organization to adopt its five-year work program, titled the "Transportation Improvement Program" (TIP), as amended, to ensure the financial feasibility of the transportation system and maintenance of LOS standards. The TIP is amended each year part of the Space Coast Transportation Organization's budget and includes planned facilities for Brevard County and Florida Department of Transportation and funding sources.

6.5 Water Management Improvements

The city shall coordinate with the St. Johns River Water Management District on the adoption and implementation of its five-year work program, as amended, to ensure the financial feasibility of the water management infrastructure system and maintenance of LOS standards. The five-year work program is adopted by the St. Johns River Water Management District as part of its annual budget and includes planned facilities and funding sources.