8. CAPITAL IMPROVEMENT ELEMENT Data, Inventory, and Analysis

INTRODUCTION

Level of service (LOS) standards are established within the Comprehensive Plan for the purpose of creating minimum acceptable standards for the provision of transportation, potable water, sanitary sewer, recreation, solid waste, drainage and public schools, whether such facilities are owned and operated by the City, another government, or a private entity.

The City recognizes that innovative and cost effective solutions to maintain or exceed its LOS standards can potentially be accomplished through implementation of public services rather than through reliance on capital improvements. These improvements include large scale and high cost physical assets constructed, installed or purchased to provide, improve, or replace public facilities. Examples of public services that could be implemented as a means to improve or maintain LOS include Transportation Demand Management (TDM) Programs (car pooling/van pooling, flexible work hours, etc.), water conservation programs (tiered price structure, education programs, etc.), or recycling programs. Effective and efficient use of public funds, preservation of natural resources, and protection of neighborhood and urban character may be better accomplished, in some situations, through public services rather than through capital improvements.

The Capital Improvement Element is divided into the following key components, including data regarding available funds for capital improvements and public services to support the LOS standards for:

- Transportation and Mobility
- Potable Water
- Sanitary Sewer
- Stormwater
- Recreation and Open Space
- Public School Facilities

This analysis section provides a strategy for maintaining adopted LOS standards and descriptions of programs to be implemented to ensure that the goals, objectives, and policies (GOPs) in the Comprehensive Plan will be achieved and maintained. Capital improvements to maintain LOS standards include projects that will eliminate existing deficiencies, repair or replace obsolete or worn out facilities, and provide adequate facilities for future growth available through FY2013/2014.

The Element also lists applicable state and regional goals and policies, and includes the goals, objectives, and policies. The demand for services and facilities is based on the projected population and land uses within the 2009 boundaries of the City. Potable water and sanitary sewer services are calculated differently and are based on the demands generated by their service areas, which extend beyond City boundaries.

DATA AND FINANCIAL ASSESSMENT ANALYSIS

Existing Revenue Sources and Funding Mechanisms

The existing revenue sources and funding mechanisms available to the City for capital improvements or public services are inventoried below. The City is not currently using all of these funding mechanisms, but they are potential revenue sources. Actual revenue sources are outlined in the Capital Improvements Plan (CIP). Below is a summary of funds that may be used for capital improvements or public services. Some revenue sources may be limited to specific purposes, pursuant to law.

General Fund Revenue Sources

The General Fund accounts for resources traditionally associated with government functions and services that are not required by law or by sound financial management to be accounted for in another fund. The existing major General Fund external funding sources are as follows:

- 1. Ad Valorem Taxes. These are taxes computed as a percentage of fair market value of locally assessed real estate and personal property (less any exclusions, differentials, exemptions and credits) expressed in mills, the amount per \$1,000 of assessed value. The 2010 millage rate levied by the City is 2.635 mills; the County rate is 13.184 mills, which includes the School Board and St. John's River Water Management District (SJRWMD); the County Fire/Rescue MSTU rate is 2.330 mills. These rates combine to make the total millage rate in Altamonte Springs 18.149 mills. The total taxable value of property within the City limits as of January 1, 2009 (to which the 2010 millage rate applies) was \$2,940,850,316 (please note that this value may change slightly pending final adjustments by the Property Adjustment Board).
- 2. Local Option Gas Tax. Local governments are authorized to levy a tax of up to 6 cents on every gallon of motor fuel sold in the county. Seminole County levies a fuel tax of six cents per gallon. Proceeds are shared between the County and cities within the County based on rolling five year expenditure efforts by each City. These expenditures are limited to the following:
 - Public transportation operations and maintenance;
 - Roadway and right-of-way maintenance and equipment and structures used primarily for the storage and maintenance of such equipment;
 - Roadway and right-of-way drainage;
 - Street lighting;
 - Traffic signs, traffic engineering, signalization, and pavement markings;
 - Bridge maintenance and operation; and
 - Debt service and current expenditures for transportation capital projects in the foregoing program areas, including construction or reconstruction of roads.
- 3. **Public (Utility) Services Tax.** Under Florida law municipalities are allowed to levy public service taxes on the purchase of electricity, metered natural gas, liquefied petroleum gas (metered or bottled), manufactured gas (metered or bottled), and water service. The maximum applicable rate is 10% of gross sales. The City levies a tax of 8% of gross sales.

- 4. **Communications Services Tax.** A county or municipality may levy a local communications services tax on the retail sales of all voice, data, audio, video or any other information or signals, including cable services that are transmitted by any medium. The City levies a 5.94% tax on these sales.
- 5. Local Business Tax (formerly Occupational License Tax). The local business tax represents the fees charged and the method by which local government authority grants the privilege of engaging in or managing any business, profession, and occupation within its jurisdiction. Cities may levy a business tax, and the tax proceeds are considered general revenue for the local government. The City levies a business tax in accordance with an approved fee schedule found in Chapter 19 of the City's Code of Ordinances.
- 6. **Franchises Fees.** The City imposes a fee on utility providers for the grant of a franchise to use the City's roads and rights-of-way to conduct utility business. The City imposes franchise fee of 6% of gross revenues on the sale of electricity, 9.82% on the sale of natural gas, and 20% on the sale of commercial refuse disposal services.
- 7. **Municipal Revenue Sharing.** The Florida Revenue Sharing Act of 1972 was a major attempt by the Legislature to ensure a minimum level of revenue parity across units of local government. This Act created the Revenue Sharing Trust Fund for Municipalities. The Trust Fund receives 1.3409% of statewide sales and use tax collections, 12.5% of the state alternative fuel user decal fee collections, and the net collections from the one-cent municipal fuel tax. An allocation formula serves as the basis for the distribution of these revenues to each municipality.
- 8. Local Government Half-Cent Sales Tax. This program was created in 1982 and generates the largest amount of revenue for local governments among the state-shared revenue sources currently authorized by the Legislature. Sales tax revenue is allocated to counties and municipalities that meet strict eligibility requirements for the primary purpose of providing relief from ad valorem and utility taxes in addition to providing counties and municipalities with revenues for local programs. Chapter 218, F.S., describes the levy, distribution and use restrictions associated with the local government half-cent sales tax.

Other Current Revenue Sources

In addition to the General Fund, the City has a number of other funds which provide money for capital improvements financed through various specific revenue sources. These other revenue sources include:

- 1. **Charges for Services.** Some services and products provided by the City require a charge or fee to compensate the cost to provide them. Most notably this includes fees for potable water, reclaimed water, wastewater disposal services, residential refuse disposal services, stormwater services, and parks and recreation services.
- 2. **Tax Increment Financing.** The City has established a community redevelopment area (CRA) for the Central Business District to address transportation blight within the redevelopment area. Capital improvements within the CRA are funded from revenue generated through tax increment financing.
- 3. **Local Government Infrastructure Surtax.** Florida counties may levy an additional sales tax at the rate of 0.5 or one percent to finance, plan, and construct infrastructure. The

levy is subject to approval by voters in a countywide referendum. Seminole County voters approved a referendum in September 2001 to continue the levy of a one-cent sales tax. An interlocal agreement between the City, other municipalities in Seminole County, and the County determines improvements for which the funds will be earmarked. Within the City of Altamonte Springs, these funds are pledged primarily for transportation improvements. This one-cent option sales tax has been levied for a 10-year period and expires December 31, 2011.

- 4. **Impact Fees.** Impact fees are imposed by the City on new development to offset the costs of new or expanded capital facilities, such as roads, police, and parks necessitated by said development. Currently, the City imposes impact fees for police, roads, parks and recreation.
- 5. **Other Sources.** The City also receives revenue from other sources such as investment earnings, sales of fixed assets, judgments and fines, violations of local ordinances, and contributions and donations from private sources.

Other Special Funding Sources

- Special Assessments. Special assessments may be levied against those who directly benefit from a new service or facility. Funds collected from such assessments are used to finance the service or facility benefiting a special group, need, or area. Historically, the City has rarely used special assessment financing.
- 2. **Debt.** Under both federal and state law the City has the authority to issue both short-term and long-term debt. The City has never issued any short-term debt. However, the City has on various occasions issued long-term municipal bonds to finance capital improvements. Currently, the City's only long-term debt obligations consist of a single bank note. This note was issued in 2004 to retire the Community Redevelopment Agency tax increment bonds, series 1994 in their entirety. As of September 30, 2009, the balance owed totaled \$1,531,659. Annual principal and interest payments total approximately \$469,000 for the next three years (2010 through 2012). A final payment of \$234,096 is due in 2013. The City has no other short-term or long-term debt obligations.

Federal and State Grants

The City has actively pursued grants from the state and federal government in past years, and will continue to do so as opportunities are identified.

FUNDS AVAILABLE FOR CAPITAL IMPROVEMENTS AND PUBLIC SERVICES

Five-Year Capital Improvements Program. The Five-Year Capital Improvements Program (CIP) is located in Table 8.1, of the Capital Improvement Element Goals, Objectives, and Policies. The Program identifies revenues and expenditures for the upcoming five-year planning period, and provides the projected fund balances by project type. Revenues, combined with existing fund balances, are adequate to support the projects identified, except for the Transportation Impact Fee category. The projections for the Impact Fee-related revenues and expenditures will be re-evaluated each year and adjustments made as warranted. There are also three projects in the Community Redevelopment Agency's list of expenditures which rely upon additional partner funding by FDOT or Seminole County. These three projects are the

SR 436 intersection improvements, SR 436 pedestrian overpass, and Wymore Road widening. When accounting for the City's share, these projects are being adequately funded.

PUBLIC FACILITY LOS ANALYSIS

Adopted LOS Standards

The following describes the adopted LOS standards for each public facility type in the City.

Recreation LOS Standards:

Recreational Land - 3.37 acres per 1,000 population.

Potable Water LOS Standards:

a. Potable Water Per Capita LOS:

<u> </u>	Price 200:	
City Service	Average Daily Flow	
Potable Water	135 gpcd	

b. Potable Water Use:

Land Uses	Average Daily Flow	Peak Daily Flow
Commercial	175 GPD per 1,000 sq. ft.	260 GPD per 1,000 sq. ft.
Office	150 GPD per 1,000 sq. ft.	255 GPD per 1,000 sq. ft.
Industrial	25 GPD per 1,000 sq. ft.	40 GPD per 1,000 sq. ft.
Hotel/Motel	175 GPD per room	300 GPD per room
Single Family Residential	300 GPD per unit	560 GPD per unit
Multifamily Residential	135 GPD per unit	225 GPD per unit
Public Education Facilities ⁽¹⁾	15 GPD per student	25 gals/day/student

Note: (1) The public education standards are estimated from current use records.

c. Fire Safety Pressure Flow. In order to ensure that adequate fire flow is available, the potable water system shall be designed and maintained to provide a minimum pressure of 150 pounds per square inch.

Wastewater LOS Standards:

a. Wastewater Per Capita Use:

City Service	Average Daily Flow	
Sanitary Sewer	105 gpcd	

b. Wastewater Flow:

Land Uses	Average Daily Flow	Peak Daily Flow
Commercial	175 GPD per 1,000 sq. ft.	265 GPD per 1,000 sq. ft.
Office	150 GPD per 1,000 sq. ft.	225 GPD per 1,000 sq. ft.
Industrial	25 GPD per 1,000 sq. ft.	40 GPD per 1,000 sq. ft.

Land Uses	Average Daily Flow	Peak Daily Flow
Hotel/Motel	175 GPD per room	260 GPD per room
Single Family Residential	300 GPD per unit	450 GPD per unit
Multifamily Residential	135 GPD per unit	200 GPD per unit
Public Education Facilities ⁽¹⁾	8 GPD per student	15 GPD per student

Note: (1) The public education standards are estimated from current use records.

Solid Waste LOS Standards:

Dianning Davied	LOS Standard (per capita demand)	
Planning Period	Seminole County Landfill at Osceola Road	Central Transfer Station
2010 to 2030	4.2	4.3

Stormwater LOS Standards:

- a. The lowest floor elevation of a habitable structure must be at least one foot above the 100-year, Base Flood Elevation (BFE) flood plain as set by the Federal Emergency Management Agency Federal Emergency Management Act (FEMA). In areas designated as flood hazard areas but where a BFE has not been established by FEMA, a flood study by a Florida registered Professional Engineer and accepted by the City is required to determine the 100-year flood plain. No portion of any structure which reduces the storage capacity of the flood hazard area may be constructed within the limits of the flood hazard area unless equal replacement storage volume is provided by acceptable stormwater construction techniques. No construction shall result in a rise in floodways established by FEMA.
- b. Sites shall conform to the following design standards:

Development Type	Standard		
Landlocke	Landlocked drainage basin-primary system design standard		
New Development	Retain the difference in pre-development versus post-development run-off volume during the 100-year, 24-hour storm event and the St. John's River Water Management District (SJRWMD) criteria for water quality treatment, independent of project size.		
Redevelopment	Retain the difference in pre-development versus post- development run-off volume during the 100-year, 24-hour storm event and the SJRWMD criteria for water quality treatment, independent of project size.		
Infill Development	Retain the difference in pre-development versus post- development run-off volume during the 25-year, 6-hour storm event and the SJRWMD criteria for water quality treatment, independent of project size.		

Development Type	Standard
Landlock	ed drainage basin-primary system design standard
Positive Outfall	(Riverine) drainage basis-primary system design standard
New Development	Detain the difference in pre-development versus post- development runoff volume and rate of the 10-year, 3-hour storm event and the SJRWMD criteria for water quantity and quality, independent of project size.
Redevelopment	Detain the difference in pre-development versus post- development runoff volume and rate of the 10-year, 3-hour storm event and the SJRWMD criteria for water quantity and quality, independent of project size.
Infill Development	Detain the difference in pre-development versus post- development runoff volume and rate of the 10-year, 3-hour storm event and the SJRWMD criteria for water quantity and quality, independent of project size.

For secondary system such as roads and storm sewer systems, the design storm shall be the 10-year storm event, using the "Rational method."

- c. Flooding of major arterial roadways shall be limited to one-half of the outer travel lane width using peak intensity for the 10-year storm.
- d. Flooding of local streets shall be limited from exceeding one- inch above the crown of the road.
- e. Local streets shall not flood to such an extent that they become impassable to emergency vehicles.
- f. Any existing structure with a first floor elevation below the 100-year floor elevation will be treated as a nonconforming use.
- g. Any new development will be built in such a manner that the development will not exceed the downstream capacity for rate and volume for the storm events listed above.
- h. Discharge to natural water bodies shall be consistent with state standards as stated in Rule 62.302.560, Florida Administrative Code (FAC), and the National Pollution Discharge Elimination System (NPDES) Stormwater Standards.

Roadway LOS Standards:

- a. Collector Roadways. The following LOS standards apply to minor and major collector roads.
 - i. *Minor Collectors*. All "minor collectors" shall operate at LOS "E" or better on a peak hour, peak direction (PHPD) basis.

- ii. City Major Collectors: All City "major collectors" shall operate at LOS "E" or better on a PHPD basis.
- iii. County Major Collectors. All County-classified "major collectors" shall operate at LOS "E" or better on a PHPD basis.
- b. Arterial Roads. The following LOS standards apply to arterial roads and freeways.
 - i. City Arterial Roads. No City roadways are designated as "arterials." An amendment to the Comprehensive Plan must occur prior to designating a City road as an "arterial" facility. LOS standards for City arterials shall be established at such time.
 - ii. County Minor Arterials. All County classified "minor arterials" shall operate at LOS "E" or better on a PHPD basis.
 - iii. State Minor Arterials. All State classified "minor arterials" shall operate at LOS "E" or better on a PHPD basis.
 - iv. State Principal Arterials. All State principal arterials shall operate at LOS "E" or better on a PHPD basis.
 - v. Freeways. Interstate 4, a state-classified principal arterial, currently operates with only general use lanes; however, plans include improving I-4 to include general use and special use lanes. I-4 shall operate at LOS "E" for its general use lanes and LOS "E" for its special use lanes, when operational.
- c. Special Provisions. In recognition that the City is in the process of transitioning from a largely single occupant vehicle mode to a multi-modal system, the following special provisions will be considered in quantifying the acceptable service volumes at the associated LOS on roadways within the City:
 - i. Service Volumes at LOS "E". Generalized PHPD Service Volumes identified in the most recent FDOT Q/LOS Handbook shall provide the initial service volumes. If determined appropriate by the City, more specific service volumes can be calculated using acceptable software. When identifying existing conditions, Seminole County travel time runs are an acceptable method for identifying actual LOS.
 - ii. Minimum/Maximum Acceptable Key Input Values (K, D, g/C). The minimum/maximum acceptable key input values for K, D and g/C (as defined in the most recent FDOT Q/LOS Handbook) for determining service volumes shall be the most recently measured values at the location being evaluated. Values for future conditions shall be determined by City Growth Management staff.

Public School LOS Standards:

School Type	2008-2012	Beginning 2013
Elementary and Middle	100% of Permanent FISH	100% of Permanent FISH
High School CSA	110% of Permanent FISH	100% of Permanent FISH

CSA -Concurrency Service Area

FISH -Florida Inventory of School Houses

LOS ANALYSIS

Using the above adopted LOS standards, the following analysis provides the current status and needs for public facilities, by type. The City is currently meeting most of its LOS standards, but capital improvement projects will be needed to meet projected growth and facilities that are projected to be deficient. Each facility type is described below and provides a summary of planned capital improvements.

1. *Transportation.* Significant expenditures for transportation facility improvements are identified in the Five-Year CIP. These improvements include new roadways, intersection improvements, traffic circulation improvements and pedestrian improvements. The City will continue to monitor existing and potential transportation needs and address those issues.

Wymore Road will be widened. The CIP identifies the addition of a turn lane at the intersection of Palm Springs Drive and Central Parkway to improve traffic flow. Multiple Intersection improvements for SR 436 are contained in the CIP from several funding sources.

Numerous additional transportation improvement projects are identified in the CIP. Many of these projects are intended to maintain adequate levels of service as the City continues to grow. Additionally, the City has established mobility strategies which include improved pedestrian and bicycle facilities, revised parking facilities to enhance and support pedestrian and bicycle facilities, a transportation demand management program, and enhanced transit facilities including the FlexBus to address transportation needs. The City will continue to coordinate with Seminole County and other applicable agencies regarding transportation projects within the City.

- Stormwater Drainage. The City of Altamonte Springs is meeting its adopted LOS standards for stormwater drainage. The Five-Year CIP identifies projects in order to maintain adequate drainage throughout the City. The current 2009/2010 CIP includes the following stormwater-related projects:
 - Lake Orienta stormwater pump station and pipeline to connect to Cranes Roost stormwater transmission main
 - Extension of Cranes Roost stormwater transmission main from Little Wekiva River to WTP #4 site
- 3. *Potable Water/Wastewater.* The City owns and operates five water treatment plants. WTP #'s 2, 4, and 5 are currently active and the following projects are contained within the CIP:
 - a. Installation of a fourth high service pump at WTP #2 and WTP #5.
 - b. Upgrades to the Regional Water Reclamation Facility (RWRF).

c. Projects regarding treatment and transmission to treatment facilities, and reclamation projects.

These projects will provide adequate water supply to the City as growth continues. The WTP #1 ceased operations in 1993, and plant # 3 was converted to use a supplemental water supply for the City's reclaimed water system that same year. Ten wells are used by the City to supply 7.02 mgd of groundwater to residents. The City has identified numerous other projects, including reuse projects, water reclamation and pipe replacement/relocation within the CIP to continually maintain LOS standards regarding potable water and wastewater.

- 4. *Solid Waste.* The LOS standards for solid waste in the City from 2010 through 2030are the following:
 - a. 4.2 pounds/capita/day (Seminole County Landfill)
 - b. 4.3 pounds/capita/day (Central Transfer Station)

The City's public works department is responsible for solid waste issues and provides services for solid waste pick up including yardwaste and recycling. The City coordinates with Seminole County and solid waste are deposited at County landfills.

- 5. Recreation and Open Space. The City of Altamonte Springs is currently providing more recreation and open space than required by the adopted Recreation and Open Space LOS standard. The City is projected to continue to do so throughout the long-term planning period. The adopted LOS is 3.37 acres per 1,000 people. The City currently has approximately 4.7 acres per 1,000 people. Based on projected population growth, by 2030 the City will still be providing facilities in excess of the adopted LOS, with approximately four acres per 1,000 people.
- 6. Public Schools. Major public education facilities within the City of Altamonte Springs include Lake Brantley High School and three elementary schools: Lake Orienta Elementary, Forest City Elementary, and Spring Lake Elementary. Altamonte Springs Elementary School is located in an unincorporated area immediately north of the City on Palm Springs Drive, and Teague Middle School is located in an unincorporated area adjacent to the southwest quadrant of the City. The Seminole County School Board has indicated that no new schools are proposed within the City of Altamonte Springs at this time. New schools constructed to meet school population growth throughout the County will be placed in areas outside the City. The City has capacity within its water and sewer systems to serve the schools.

The City of Altamonte Springs and Seminole County entered into an interlocal agreement in 2007, amended in January 2008, for public school facility planning and school concurrency. The adopted LOS standard for elementary and middle schools is 100 percent of permanent capacity pursuant to the Florida Inventory of School Houses (FISH). The adopted LOS standard is 110 percent of permanent FISH capacity for high schools, which will be reduced to 100 percent beginning in 2013.

In March 2008, the Florida Department of Community Affairs (DCA) found the 2007 Interlocal Agreement for Public School Facility Planning and School Concurrency, as amended in January 2008, which was entered into by Seminole County, Altamonte Springs, Casselberry, Lake Mary, Longwood, Oviedo, Sanford, Winter Springs and the Seminole

County School Board to be consistent with Section 163.31777(2) and (3), F.S. In April 2008, the DCA issued a notice of intent (NOI) to find the City's school concurrency comprehensive plan amendments in compliance.

According to the 2009-2010 Five-Year Capital Improvements Plan approved by the Seminole County School Board on September 8, 2009 there are no projects planned in the 2009 – 2010 Capital Improvements Plan & Budget to accommodate growth. This is due to recent trends in the ten-year Capital Outlay Full Time Equivalency (COFTE) student enrollment projections, which demonstrate that there is most likely no need for middle or high school capacity in the next five years.

CAPITAL IMPROVEMENTS AND LOS STRATEGY

This subsection presents an analysis of the fiscal implications of the identified capital improvement and public service needs within the City of Altamonte Springs.

The Comprehensive Plan establishes a strategy to maintain or exceed the City's LOS standards. For most communities this strategy typically focuses on the planning and funding of infrastructure improvements. The City recognizes that innovative and cost effective solutions to maintain or exceed adopted LOS standards, in some but not all cases, can potentially be accomplished through implementation of public services rather than through reliance on capital improvements. The City embraces an LOS strategy that comprises four components:

- Innovative integration of land use and transportation;
- Practices available to Altamonte Springs to guide capital improvements;
- Capital improvements that involve large-scale and high-cost physical assets;
- Public services that involve City, County, State, or other agency programs that promote the
 maximization of existing facilities, public transportation, conservation of water and other
 resources, recreation programs and open space protection, or other similar activities while
 reducing demand for automobile transportation, potable water, sanitary sewer, solid waste,
 stormwater, and public school facilities.
- Integration of Land Use and Transportation. Data, inventory and analysis within the Multi-Modal Transportation Element demonstrates that LOS standards cannot be maintained on segments of major thoroughfares within the City, particularly SR 436 and SR 434. The City actively promotes all modes of transportation within the City and offers incentives for the use of bicycle and pedestrian facilities. As growth and development occur through year 2030, congestion on roadways is anticipated to escalate. Adding lanes of traffic to create additional capacity will require the destruction of commercial and office buildings, reducing the City's economic base and employment opportunities. As an alternative to widening roads for additional lane capacity, land use and transportation planning has been integrated, particularly within the City's Activity Centers, to create opportunities for transit, to promote development and site design that encourages the use of transit and walking, and to establish land use patterns that concentrate higher density development at strategic locations making transit and walking more convenient and efficient activities. The City has implemented a Transportation Concurrency Exception Area (TCEA), and will monitor development and implementation of mobility strategies. It should also be noted that, in 2009 through Senate Bill 360, the Florida Legislature expanded the TCEA to be citywide. A FlexBus system is currently under design and is anticipated to be a major factor in improving mobility throughout the City.

The following planning activities, programs or public services identified in and supported by the Comprehensive Plan can help alleviate long-term demands on the roadway system. They also can reduce the need to widen roads to accommodate more travel lanes:

- 1. Future Land Use Element. The Future Land Use Element integrates multi-modal transportation and land use challenges by supporting the following planning techniques, programs, or public services:
 - a. Activity Centers. Four Activity Centers concentrate higher intensity development at strategic locations where crossroads of major arterial roads and highway systems intersect. Diverse land uses types are allowed within each activity center to create places where people can live, work and play within a walking environment. Minimum required development intensities are intended to assure that population and employment concentrations support efficient transit service. Transit hubs and intermodal transfer facilities are allowed and promoted within Activity Centers.
 - b. Pedestrian- and Transit-oriented Development. The Future Land Use Element supports development and site design that encourages people to walk or to use transit. Design standards within the Land Development Code will continue to be enforced and further the City's efforts for site designs that create linkages between buildings, from buildings to public sidewalk and transit stops, and from residential areas to public places. Such site design considerations address pedestrian and transit amenities, building orientation, and pedestrian pathways from building entrances to public sidewalks and transit stops.
 - c. Residential Densities Supporting Transit. Multi-family residential development is directed toward areas adjacent to or within Activity Centers, and areas adjacent to or within reasonable walking distance of major transportation corridors where transit service currently exists or is more likely to occur in the future. To support efficient transit services, multi-family development must comply with minimum density standards. These minimum standards are intended to make transit more convenient and accessible to population concentrations.
- 2. *Multi-Modal Transportation Element.* The Multi-Modal Transportation Element promotes the following planning techniques, programs, or public services:
 - a. Mobility Management Program. The City reviews its mobility management system to reflect any changes in land use (including changes in jobs/housing balance, employment densities and population densities) and assess the conditions for the City's multi-modal transportation system (including automobile LOS, transit service, bicycle and pedestrian facilities).
 - b. Link Local and Regional Transit Systems. More efficient transit service can be provided if local transit systems are connected to regional transit systems serving the Orlando and Daytona metropolitan areas. Transit hubs or regional intermodal transit centers will be placed within each Activity Center where the Future Land Use Element concentrates higher intensity development. When the

FlexBus system becomes operational, it will provide stops through a demandresponse system.

- c. Elimination of Pedestrian Impediments. Pedestrian connections between residential areas to Activity Centers or commercial areas are often cut-off by major arterial roadways, and tend to discourage walking with their high traffic volumes and speeds on roads such as SR 436 and SR 434. Connections to land uses divided by these roads can be accomplished through pedestrian crossing features. The Multi-Modal Transportation Element assists with the creation of improved pedestrian connections between land uses, including linkages across major thoroughfares.
- d. Roadway LOS Standards. The City has established relatively low roadway LOS standards in an effort to encourage travel modes other than the single occupant vehicle. All roadway LOS standards are based on peak hour, peak direction (PHPD) traffic volumes.

Minor Collectors	LOS "E"
City Major Collectors	LOS "E"
County Major Collectors	LOS "E"
County Minor Arterial	LOS "E"
State Minor Arterials	LOS "E"
State Principals Arterials	LOS "E"
Freeway (I-4) General Use Lanes	LOS "E"
Freeway (I-4) Special Use Lanes	LOS "E"

- B. Programs and Policy to Guide LOS Capital Improvements. Current local practices that guide the timing and location of construction, extension, or increases in capacity of each public facility system are noted below.
 - LOS Standards. LOS standards are an indicator of the extent or degree of service provided by, or proposed by a facility based on and related to the operational characteristics of the facility. LOS indicates the capacity per unit of demand of each public facility.

LOS standards for public facilities addressed by local governments in their comprehensive plans are established to ensure that adequate facility capacity will be maintained and available for future development. LOS standards affect the timing and location of development by encouraging development in areas where facilities have excess capacity and not permitting development unless needed facilities and services are provided. Such provision and development may occur in a phased sequence over time.

Recommended LOS standards are listed in the next section and are based on an analysis of infrastructure systems contained in the Multi-Modal Transportation, Infrastructure, Recreation, Open Space and Public School Facilities Elements of the Comprehensive Plan.

The following table summarizes the adopted LOS standards in the City and compares that with current LOS levels and short and long-term LOS projections in

2015 and 2030. Numerous transportation projects are identified in the CIP, and along with implementation of the adopted LOS standards, are projected to meet the short and long-term LOS standards. The CIP identifies planned projects by the City, as well as the Regional MPO.

Table 8.1 LOS Projections

LOS Projections				
Public Facility	Adopted LOS	Current LOS	Short Term (2015)	Long Term (2030)
Roads	Please see section d. under PUBLIC FACILITY LOS ANALYSIS	With the implementation of currently programmed improvements, all roads operate at an acceptable LOS	Roads are projected to operate at acceptable levels	Roads are projected to operate at acceptable levels
Solid Waste	Seminole County Landfill (Osceola Road) and: 4.2 pounds/ capita/day; Central Transfer Station: 4.3 pounds/ capita/day	Same	Same	Same
Potable Water	135 gpcd	117 gpcd	117 gpcd	117 gpcd
Wastewater	105 gpcd	102 gpcd	102 gpcd	102 gpcd
Stormwater	Please see e. in Section III	Same	Same	Same
Recreation and Open Space ¹	3.37 acres per 1,000 persons	4.7 acres per 1,000 persons	4.22 acres per 1,000 persons	3.96 acres per 1,000 persons
Public	Elementary and Middle School: 100% of permanent FISH capacity	Below 100% capacity	Below 100% capacity	Below 100% capacity
Schools ²	High School: 110% of permanent FISH capacity, 100% beginning in 2013	Below 110% capacity	Below 100% capacity	Below 100% capacity

- 1- LOS based on existing Recreation and Open Space and estimated population.
- 2- Source: Seminole County School Board, 2009.

2. Capital Improvements Program. A CIP is a schedule for capital expenditures incurred each year over a fixed period of years to meet anticipated capital needs. It sets forth each capital project or other contemplated expenditures the City plans to undertake and presents estimates of the resources needed to finance the project. The annual budget includes the capital improvement program, and its contents. The CIP must be consistent with this element of the Comprehensive Plan. The capital improvement program must reflect the goals, objectives, and policies of the element and its implementation strategies, including the Five-Year CIP.

The capital improvement program appearing within the annual budget may be more inclusive than this element, as it lists infrastructure improvements for government services and programs not addressed within the Comprehensive Plan. The Five-Year CIP identifies only those improvements or programs that will cost more than \$25,000.

The Five-Year CIP is provided in Table 8.1 of the Goals, Objectives, and Policies. It lists, by fiscal year, the improvements and public services associated with maintaining adopted LOS.

- 3. Impact Fees. Impact fees are imposed by many local governments on new development to offset the costs of new capital facilities necessitated by that development. Local governments may use this financing technique as one strategy for implementing the Capital Improvement Element. Chapter 163, F.S., includes impact fees as an innovative technique that may be integrated into the land development regulations. Currently, the City collects impact fees to raise revenue for police, transportation, parks and recreation, and solid waste.
- 4. Concurrency Management. Concurrency management controls the timing and location of development by conditioning development approval upon a showing that sufficient facilities and services are present or will be provided in order to maintain adopted LOS standards. Concurrency may make development approval contingent on the local government's ability to provide facilities and services or may require the development to furnish facilities and services in order to maintain adopted LOS standards.

Typically, concurrency is applied during the development approval process to condition zoning, or subdivision approval on demonstrated compliance with the ordinance. Concurrency may also function at the building permit stage, where it controls development in areas that are already approved but not yet built out, such as preplatted lands. The City has adopted a concurrency management ordinance and has a concurrency management system in place. The concurrency management program would need modifications in the event of revisions to LOS standards for public facilities.

- 5. Annual Concurrency Review. The City shall annually review the concurrency implementation strategies that are incorporated in this Element:
 - LOS standards that are phased to reflect the City's financial ability to increase public facility capacity, and resulting LOS, from year to year. LOS standards may be phased to specific fiscal years in order to provide clear, unambiguous standards for the issuance of development orders.

- LOS standards are applied within appropriate context according to the service area. Water and sewer services areas extend beyond the City's boundaries. LOS standards provided outside the City may also be subject to agreements with other local governments and utility providers.
- LOS standards are applied according to the timing of the impacts of development on public facilities. Final development orders are issued subject to the availability of water, sewer, drainage, and solid waste facilities as part of issuing a final development order, and other public facilities (i.e., roads and parks) must be available as outlined in *Objective 8-1.3.3*. Preliminary development orders can be issued subject to public facility capacity, but the capacity determination expires unless the applicant provides financial assurances to the City and obtains subsequent development orders before the expiration of the initial development order. As an alternative, the determination of public facility capacity for preliminary development orders can be waived with an agreement that a capacity determination must be made prior to issuance of any final development order for the subject property. Such waiver specifically precludes the acquisition of rights to a final development order as a result of the issuance of the preliminary development order.
- Public facility capital improvements are prioritized among competing applications for the same amount of facility capacity according to the criteria in *Policy 8-1.1.9*. If any applications have to be deferred to a future fiscal year because of insufficient capacity of public facilities during the current fiscal year, the applications to be deferred will be selected on the basis of rational criteria.
- 6. Capacity of Public Facilities for Development Orders Issued Prior to Adoption of the Plan. The City will "reserve" capacity of public facilities for development orders and permits that were issued by the City prior to the adoption of this Comprehensive Plan.

The City will recognize legitimate and substantial vested development rights obtained with some previously issued development orders or permits. The City will identify properties that have vested development rights pursuant to Article XV, Vested Development Rights, and the land development regulations. Properties not identified by the City as having vested development rights may petition for a determination of such rights.

The City will reserve capacity of public facilities to serve the needs of properties with vested development rights. In the event that there is not sufficient capacity to serve the vested properties, the City will create a "lien" on future capacity of public facilities in order to serve the vested property at the adopted LOS standard before allowing non-vested property to use future public facility capacity. In such circumstances, the vested development will be allowed to commence in order to avoid a "taking" of the vested rights.

The City intends to require vested properties to commence development and to "continue in good faith" in order to maintain the "reservation" of capacity of public facilities which are provided by the City. The City also intends to evaluate

the timing and estimated density/intensity of vested properties in order to phase the reservation of capacity to meet the probable needs of such properties. Experience indicates that many vested development orders and permits are not used to maximum allowable uses, densities or intensities, or reach such development limits over extended periods of time.

The City finds that it is not necessary to automatically "reserve" capacity of public facilities for non-vested development orders issued prior to the adoption of the plan. Such development orders should be subject to the concurrency requirement. The City finds that the population forecasts that are the basis for this plan are a reasonable prediction of the absorption rate for development, and that the capital facilities that are planned to serve the forecast development are available for that absorption rate. Reserving public facility capacity for non-vested previously issued development orders would deny new applicants access to public facilities, and would arbitrarily enhance the value of dormant development orders and permits.

- Seven-Year Evaluation. Local governments are required to adopt an evaluation and appraisal report of the Comprehensive Plan every seven years. The intent of the report is to assess the local government's progress in implementing the local government's comprehensive plan. The required evaluation and appraisal report shall address the implementation of the goals, objectives and policies of the Comprehensive Plan.
- 8. Mandatory Dedications or Fees In Lieu Of. The City can require, as a condition to a development approval, that the developers dedicate a certain portion of the land in the development to be used for public purposes such as roads, parks and schools. Dedication may be made to the governing body or to a private group such as a homeowners association, based on the purpose and function of the public facility or improvement.
- 9. User Charges. User charges are designed to recoup the costs of public facilities or services by charging those who benefit from them. They are employed in many areas of local government service. The technique may be applied to potable water usage, sanitary sewer fees, solid waste services, recreation, and parking. As a tool for affecting the pace and pattern of development, user charges may be designed to vary for the quantity and location of the service provided. Thus, charges could be greater for providing services further distances from urban areas.
- 10. Security for Improvement(s). The City will require a security for improvement(s) that is not in place at the time a final development order or a building permit is issued.
- 11. Annual Budget. The annual budget shall include in its capital appropriations all projects in the Five-Year CIP that are planned for expenditure during the next fiscal year.

STATE POLICY PLAN CONSISTENCY

The following Goals and Policies are excerpted from the State Comprehensive Plan (SCP) verbatim. The policy numbers refer to specific SCP policies and, therefore, may appear out of sequence. This information provides guidance in the formulation of Goals, Objectives, and Policies of this element.

GOAL 20 -- FLORIDA GOVERNMENTS SHALL ECONOMICALLY AND EFFICIENTLY PROVIDE THE AMOUNT AND QUALITY OF SERVICES REQUIRED BY THE PUBLIC

Policy 1 - Encourage greater cooperation between, among, and within all levels of Florida government through the use of appropriate interlocal agreements and mutual participation for mutual benefit.

Policy 5 - Eliminate needless duplication of, and promote cooperation in, governmental activities between, among, and within state, regional, county, city, and other governmental units.

Policy 8 - Replace multiple, small scale, economically inefficient local public facilities with regional facilities where they are proven to be more economical, particularly in terms of energy efficiency, and yet can retain the quality of service expected by the public.

Policy 9 - Encourage greater efficiency and economy at all levels of government through adoption and implementation of effective records management, information management, and evaluation procedures.

REGIONAL POLICY PLAN CONSISTENCY

As part of their compliance review, the Department of Community Affairs (DCA) will review local government comprehensive plans for consistency with the Strategic Regional Policy Plan (SRPP) prepared by the East Central Florida Regional Planning Council (ECFRPC). The ECFRPC also reviews the Plan and makes a consistency recommendation to DCA. This consistency recommendation is based on the relationship of the City's Plan to the SRPP as a whole.

In order to assist the City in developing goals, objectives and policies for the Capital Improvement Element that are consistent with the SRPP, the SRPP was analyzed to determine which of its policies were applicable to the City. The SRPP policies generally applicable to this Element are shown below. To the extent reasonable, the Element should be consistent with as many of these policies as possible.

The required objectives from Rule 9J-5, F.A.C., are shown in bold type and reproduced verbatim with the associated ECFRPC policy number following. The policies are summarized enough to give a sense of the subject matter. The policy number refers to a specific SRPP policy and may therefore appear out of sequence.

The list should not be considered as complete or the final authority of the applicability to the Capital Improvement Element. The ECFRPC's review of the Plan will identify which of its policies are believed to be applicable to this Element. The DCA has the final authority to determine the City's compliance with the Strategic Regional Policy Plan. The Plan must also be consistent with the required policies found in Rule 9J-5.016 (c), F.A.C.

SRPP Sections	Policies
Economic Development	n/a
Emergency Management	n/a

SRPP Sections	Policies
Housing	n/a
Natural Resources	n/a
Transportation	n/a
Land Use	n/a
Public Facilities	7.1, 7.3, 7.4, 7.5, 7.6, 7.8, 7.9, 7.10, 7.11, 7.12, 7.13

The CIP table is included in the Goals, Objectives and Policies of the Capital Improvement Element.