

CHAPTER 11

ST. LUCIE COUNTY COMPREHENSIVE PLAN UPDATE CAPITAL IMPROVEMENTS ELEMENT

Prepared by:

St. Lucie County
Board of County Commissioners

St. Lucie County
Department of Growth Management

ADOPTED - January 9, 1990
REVISED - March 4, 2002 (Ord. 02-008)
REVISED - January 6, 2004 (Compliance Agreement)

CAPITAL IMPROVEMENTS ELEMENT

TABLE OF CONTENTS

PURPOSE	11-1
RELATIONSHIP OF THE CIE TO THE OTHER ELEMENTS OF THE COMPREHENSIVE PLAN	11-1
Overview	11-2
How Capital Improvement Costs Were Estimated:	11-2
List of Needs	11-4
Adequacy of Public Education and Health Systems	11-4
Local Policies and Practices	11-5
County Policies and Practices.....	11-5
Other Agencies' Policies and Practices.....	11-6
ANALYSIS OF CAPITAL FACILITY NEEDS	11-8
Aviation.....	11-10
Corrections.....	11-11
Stormwater Management.....	11-12
Government Buildings.....	11-14
Libraries.....	11-17
Parks and Recreation.....	11-19
Potable Water.....	11-21
Sanitary Sewer	11-21
Solid Waste	11-21
Roads.....	11-22
Ports.....	11-23
FISCAL ANALYSIS	11-25
Financial History And Forecast:	11-25
Revenues Sources of St. Lucie County:.....	11-27
MILLAGE RATES, PROPERTY VALUES AND PROJECTIONS THROUGH TAX YEAR 2020:	11-33

MAJOR REVENUE SOURCES	11-36
GAS TAXES	11-41
EXPENDITURES	11-45
PROJECTION OF DEBT CAPACITY	11-49
MAJOR OUTSTANDING DEBTS	11-52
GOALS, OBJECTIVES AND POLICIES	11-56
APPENDIX A CONCURRENCY IMPLEMENTATION.....	11-93
APPENDIX B IMPLEMENTATION SCHEDULE.....	11-100

LIST OF TABLES

Table 11-1	A Summary of Repair/Replacement, Existing Deficiency and Future Need Cost, by Public Facility	11-10
Table 11-2	Revenues for St. Lucie County - Actual 1985/1998 Estimates 1999/2020	11-29
Table 11-3	St. Lucie County Millage Rates, Values and Projections/ 1985 - 2020	11-34
Table 11-4	Major Revenue Sources.....	11-38
Table 11-5	Road Tax Collection for St. Lucie County Actuals Through 1998 - Projections 1999/2020	11-43
Table 11-6	Expenditures for St. Lucie County Actual 1980 Through 1999, Estimates 2000 Through 2020	11-46
Table 11-7	Analysis of Revenues Available for St. Lucie County - Bond Capacity	11-51
Table 11-8	Current Major Debts of St. Lucie County Board of County Commissioners.....	11-53

LIST OF FIGURES

Figure 11-1	St. Lucie County Millage Rate History/ Countywide Millages.....	11-30
Figure 11-2	Comparison of Major Intergovernmental Revenues - FY 2000.....	11-30
Figure 11-3	St. Lucie County Sources of Revenue for General Use - FY 2000	11-31
Figure 11-4	Major Revenue Sources - FY 2000.....	11-39
Figure 11-5	Sources of Revenue for Transportation Program - FY 2000.....	11-44
Figure 11-6	General Government Expenditures.....	11-47
Figure 11-7	Public Safety/Law Enforcement Expenditures	11-47
Figure 11-8	Overall Distribution of Expenditures - FY 2000	11-47

Figure 11-9

Distribution of Debt FY 2000 11-55

ST. LUCIE COUNTY CAPITAL IMPROVEMENTS ELEMENT

PURPOSE

The purpose of the Capital Improvements Element (CIE) is to identify the need for, and program the provision of, all necessary public facilities which are required to maintain the highest possible quality of life for the citizens of St. Lucie County. This is to be done through ensuring the availability of all necessary public facilities at the time those facilities are needed as new development activities are completed.

The result of the process followed in developing the CIE is a demonstration that a reasonable, measurable, affordable plan to reduce, eliminate, or prevent facility deficiencies within a specified time has been established. For purposes of this Element, a *Capital Improvement* is defined as a substantial facility (land, building or major equipment) that costs at least \$25,000, which may be paid for or contracted for in phases, and which is required to meet the adopted level of service standards as set forth in the County's Comprehensive Plan. The Capital Improvements Element was developed to fulfill the requirements of Rule 9J-5.016 of the Florida Administrative Code.

RELATIONSHIP OF THE CIE TO THE OTHER ELEMENTS OF THE COMPREHENSIVE PLAN

The Capital Improvements Element summarizes the needed capital facilities as identified in the other elements of the County's Comprehensive Plan. These needs include those necessary to correct existing deficiencies in meeting level of service standards while providing for future needs. Deficiencies were determined by comparing the current facilities to the currently adopted/proposed level of service standard.

The CIE considers the cost of reducing, eliminating, or preventing deficiencies as well as the ability of the County to pay that cost. In 1990, the County's initial analysis of its needs showed that in most cases the demand for new facilities outstripped the County's ability to provide for them. Review of the County's fiscal position in FY 2000 indicates that there are still several areas where future needs cannot be met through the existing sources of revenue available to the County. Maintaining a financially feasible plan requires re-examination of the County's Levels of Service Standards, increases in the levels of current funding sources, identification of new funding sources, use of cost reduction measures, or a combination of two or more of these actions.

The sections of this element build on each other in a logical progression and consist of:

- an overview of capital needs, fiscal resources and local government practices concerning provision of capital improvements;
- analysis of capital facility needs and the County's fiscal ability to provide adequate capital improvements, based on historic and projected revenue and expenditure patterns;
- goals, objectives, and policies to guide decision-making about capital facilities, specific mechanisms are provided to monitor progress and allow for periodic corrections, and to provide for consistency among Comprehensive Plan elements; and

- an implementation strategy, including a five-year schedule of capital improvements and an outline of how the financing needs will be met.

Overview:

The County's Needs through FY 2005 were derived through several processes. First, those Comprehensive Plan elements dealing with specific facility improvements needed to meet the demands of both existing and future development were identified. Second, capital projects already planned for the County were considered as needed in order to maintain existing levels of service and to correct any existing deficiency. Third, existing deficiencies also were identified by comparing current inventories of various facility types to the level of service standards found in this comprehensive plan.

Future deficiencies occur when population growth triggers the need for additional facilities in order to maintain the locally adopted level of service standard for that facility type. An iterative process has been used to refine the level of service standards, project or equipment costs, and other factors to arrive at a schedule of needs which the County can afford to provide, based on available revenue sources. Needs beyond FY 2005 will be addressed during the annual review and update of the Capital Improvements Element.

There are three primary areas of capital needs which have been identified by this balancing process that the County needs to address. They are transportation, recreation and open space (park facilities) and solid waste. Road transportation needs were derived from FDOT transportation improvement programs, MPO data, and local knowledge and have been adjusted to funding availability. Recreation and open space needs were arrived at by comparing existing facilities to the existing adopted level of service standard. Solid Waste needs are based on projected needs for the maintaining the County's Solid Waste Program.

A number of localized projects recognized as needs by the County have been included in the Capital Improvement Program. Additionally, several studies are planned in various functional areas during the planning period which are expected to generate recommendations for additional capital facilities. These needs will be addressed in future updates of this element.

How Capital Improvement Costs Were Estimated:

Preliminary costs were developed for all areas of the Comprehensive Plan that called for needs improvements or specific construction projects. Transportation costs were derived from local historical cost data, from FDOT unit costs, and from cost estimates from various planning documents. Recreation and open space costs were developed from information supplied by the Parks and Recreation Department. Solid waste disposal costs were derived from the Public Works Department based on historical capital and operating data and known expansion needs. Drainage costs were obtained from the Public Works Department.

As described further in the Infrastructure Element, St. Lucie County presently provides limited water and wastewater services to three (3) areas of the County. The City of Port St. Lucie and the City of Ft. Pierce provide some limited utility services outside of their municipal limits, but for the most part these utilities limit their service areas to properties within their corporate boundaries. Because the County Commission does not provide any direct or indirect funding support to these municipal utility providers, the cost to provide their services to the unincorporated areas of the County are not included in this Capital Improvement Element. Funding for any such expansion is to be borne by the particular utility or individuals seeking to obtain those services.

Since 1994, the County has required that all solid waste generated by single family homes in the unincorporated areas of the County, east of the Turnpike/I-95 Corridor is subject to mandatory collection. The County does not operate this collection service and the cost of this service is not a part of any county budget or operation. The County has awarded a collection franchise to a private hauler and that hauler bills the individual homeowner based on data supplied by the County. The City of Port St. Lucie has a contract with St. Lucie County to dispose of the solid waste collected in the City at the St. Luce County Landfill. Ft. Pierce currently sends its solid waste to

the Okeechobee Regional Landfill in Okeechobee County.

Port facilities were costed by using best available cost estimates for the improvements cited in Appendix B. With the dissolution of the St. Lucie County Port and Airport Authority in 1999, the Board of County Commissioners has assumed all management and operational responsibility for the Port area. In 1999, the Port was added as a dependent Department of the Board of County Commissioners. Future cost estimates for improvements to the Port area will be provided as part of the Port Master Plan development referenced in Goal 2.8 of the Transportation Element. Upon the completion of this updated master plan, appropriate amendments will be made to the Capital Improvement Element.

Improvements at the St. Lucie County International Airport are based upon the level of planned improvements to this facility for only the current five year planning period (Through FY 2005). Further revisions to the Airport Needs Plan will be made following the completion of the pending master plan update for the St. Lucie County International Airport.

The County currently does not provide or directly support mass transit services in the county. Therefore, needs and costs for this functional are have not been addressed in this element.

List of Needs:

All needs fall into one of two categories. The first category reflects those existing needs, or the shortfall currently experienced in light of the communities desired level of service. The second category involves those further needs which are over and above the first group and are necessary to meet the level of service requirements identified as needed through 2005. The specific list of needs is provided in the Schedule of Improvements found in the Implementation Strategy Section (Appendix B) of this Element.

■ **Adequacy of Public Education and Health Systems**

Both the public education district and the health system are County-wide; however, the County itself does not have direct fiscal responsibility for these systems. In 1988, the County enacted an Educational Facilities Impact Fee in an effort to help the school district provide for new educational facilities needed by growth. There currently are 31 public schools (20 elementary, 6 middle, 5 high schools) and five (5) special purpose schools in the County. Over the next five year period (FY 2005) there are no new public education facilities planned for construction. Existing and new schools will be located in existing infrastructure service areas or designated expansion areas.

In 1990, the St. Lucie County Public Health Unit opened a branch center in the South County, in the Village Green Shopping Center. The St. Lucie County Public Health Unit has recently completed the construction of a new main public health unit office in the City of Port St. Lucie, relocating most administrative functions from their previous offices in Ft. Pierce. This office is intended to provide general public health services to the residents of the southern portion of the County. The Health Unit still maintains offices in Ft. Pierce to serve the northern areas of the County. No other significant expansion of the public health system is contemplated through 2005.

■ **Local Policies and Practices**

St. Lucie County does not provide all services or have financial responsibility for all facilities development in the County. The following paragraphs summarize the different responsible parties.

■ **County Policies and Practices**

St. Lucie County historically has not been able to adequately fund a 5-year Schedule of Capital Improvements for all capital needs. Transportation improvements are scheduled on a five year basis, with funding reviewed annually. Appropriations for recreation improvements have been decided on an annual basis at the completion of the regular budget review process. Until the recent enactment of the county's *Investment for the Future* program, funding for all but maintenance activities has been essentially non-existent. With the *Investment for the Future* funding the County has been able to fund a limited capital improvement program. An overview of the methods used by the County to fund capital improvements is described in the section of this element entitled "Fiscal Analysis".

The County currently provides sewage collection, treatment and disposal, and potable water services to three (3) limited areas of the County. The City of Port St. Lucie and the City of Ft. Pierce provide some limited services outside of their municipal limits, but for the most part these utilities limit their services areas to properties within their corporate boundaries. Should unincorporated areas seek to obtain services from Ft. Pierce, they are required to annex into the municipality once their property is contiguous. If unincorporated areas seek service from Port St. Lucie they may pay a surcharge. Those areas served by the County with water and sewer services have been so serviced through the establishment of local special taxing districts for that purpose. No general tax funds have been used to develop, operate or maintain these systems. Future expansion of these systems will be done in a similar manner.

Solid waste collection is provided by private contract haulers and disposal facilities are provided by the County and funded through user fees. Currently, mass transit services are unavailable within the County and there are no current financially feasible plans to provide such facilities.

Historically not having developed a separate capital improvements program, and prior to 1990, the County did not have a formalized system of tying identified needs to the support of efficient land development through timing and location. This is a situation that has undergone significant change with the adoption of the 1990 Comprehensive Plan including the goals, objectives and policies within this element provide the criteria upon which capital improvement priorities are to be determined. The Land Use Element which represents a portrayal of the future physical fabric of this community in turn becomes the guide by which facility needs are scheduled for construction. As an example, the Transportation Element is shaped to serve the land use needs identified in the Land Use Element and in turn provides a portion of the overall project listing found in this element. The resulting road pattern serves the uses of land in location and in timing as phased in this element in a manner that puts individual facilities in place concurrent with the uses of land which generate the facilities need.

■ **Other Agencies' Policies and Practices**

The Board of County Commissioners serves as the ex-officio governing board of two dependent districts: the St. Lucie County Mosquito Control District and the Erosion Control District. There are other public entities located within the County, for which the County has no financial oversight responsibility. The major entities are listed below:

- St. Lucie County District School Board;
- St. Lucie County Fire District;
- City of Ft. Pierce;
- City of Port St. Lucie;
- Village of St. Lucie;
- Indian River Community College;
- St. Lucie County Health Department;
- North St. Lucie River Water Control District;
- Ft. Pierce Farms Water Control District;
- St. Lucie County Law Library Association;

- Elements of the Judicial System;
- Office of the Medical Examiner - 19th Judicial District of Florida;
- South Florida Water Management District.

The extension and timing of services provided by these agencies generally is governed by the availability of funds.

Two major State agencies influence the location and timing of certain capital projects in St. Lucie County: the Florida Department of Transportation and the South Florida Water Management District. The Florida Department of Transportation maintains a multi-year transportation improvement program, which is updated annually in coordination with the St. Lucie County Metropolitan Planning Organization (MPO). The Florida Department of Transportation does not fund road projects in coastal high hazard areas unless they are necessary for emergency evacuation and are included in local comprehensive plans. Since the MPO and County Community Development Department share staff, the working relationship is close and will permit constant monitoring of the effect of Department of Transportation proposals on the location and timing of development.

South Florida Water Management District issues permits for the consumptive use of water, well construction, and surface water management. Permits are issued only after public testimony is received at board meetings and public hearings. The District is conducting a feasibility study on one or more attenuation areas in the western portion of St. Lucie County. The County works closely with the District's designated staff liaison on local issues affecting the timing and location of development.

ANALYSIS OF CAPITAL FACILITY NEEDS

As required by Rule 9J-5.016(2)(b), a general analysis is provided below of the fiscal implications of the existing deficiencies and future needs for each type of public facility. Table 11-1 summarizes the cost breakdown among repairing or replacing existing facilities, remedying existing deficiencies, and meeting future needs for each type of capital facility. Based on the approved Five Year Capital Improvement program for the County included as part of the County's annual budget.

For the purpose of determining facility needs, the County in 1990 established under Policy 11.1.1.2, four classifications of public facilities. Used in conjunction with the adopted level of service standards for the various parts of the Comprehensive Plan, these classifications are to be a guide in determining the need for, and then the development of, any capital improvement projects that to meet the growth demands of the community. The classification of facilities is as follows::

- A. Category A Public Facilities are arterial and collector roads, mass transit, stormwater management, potable water, sanitary sewer, solid waste, and parks and recreation facilities used for concurrency and owned or operated by St. Lucie County, all of which are addressed in other elements of this Comprehensive Plan.
- B. Category B Public Facilities are libraries, corrections, courthouse, administration, mosquito control, Port of Ft. Pierce, and St. Lucie County International Airport as owned, operated or developed by St. Lucie County. Category B Public Facilities are not used for concurrency purposes as provided for in the Concurrency Management System.
- C. Category C Public Facilities are arterial and collector roads, mass transit, stormwater management, potable water, sanitary sewer, solid waste, and parks and recreation facilities used for concurrency and owned or operated by Federal, State or municipal governments, independent districts, and private organizations, all of which are addressed in other elements of this Comprehensive Plan.
- D. Category D Public Facilities are public health and public education facilities owned or operated by Federal, State, or municipal governments, independent districts, and private organizations. Category D Public Facilities are not used for concurrency purposes as provided for in the Concurrency Management System.

Relative priority of need among facility types has been indicated through the extent of improvements included in this section. At this time, the County is able to adequately fund all facilities, except transportation, that are needed to satisfy the minimum level of service requirements for the existing population. As long as it can afford to do so, the County intends to take advantage of various non-local revenue sources that can be earmarked for specific purposes to repair and improve existing facilities. Although this limits the usefulness of theoretical priorities among types of facilities this has over the past ten years been the only way that the County has been able to maintain a minimum Capital Improvement Program.

At such time as the revenue sources of the County are not sufficient to fund all identified capital facility needs, relative priority among facility types will be determined through the setting of levels of service in the various elements of this Comprehensive Plan. Non-LOS related facilities will have a lower priority than facilities for which levels of service are adopted.

The timing and location of capital improvements to public facilities as outlined in this element supports the Future Land Use Element and specifically Objective 1.1.5. This objective states that future development shall be directed to areas where provision of facilities can be ensured. A policy under this objective delineates an Urban Service Boundary, and another policy allows for amendment, by the Board of County Commissioners, of the boundary every two years.

The Urban Service Boundary corresponds to the densities and intensities shown on the Future Land Use Map. These densities and intensities have determined the

projects shown as attributable to future needs in the Schedule of Capital Improvements.

The capital facility needs identified in the various elements, as well as other needs known to the County, are described briefly below. Cost and scheduling of each improvement is shown in the Schedule of Capital Improvements. Revenue source for each type of capital facility is shown on the chart entitled "Projected Costs and Revenues". Facility needs are identified below, along with appropriate information regarding location, service area, purpose, and general characteristics of each improvement.

AVIATION

A specific level of service standard for the Category B Public Facilities, Airport, has not been established. Appendix B outlines a number of projects planned for the St. Lucie County International Airport over the period FY 00 through 05. As of the development of this Comprehensive Plan, the Board of County Commissioners for St. Lucie County is in the process of redeveloping a Comprehensive Capital Improvement Program for the St. Lucie County International Airport through the conducting of a complete update to the master plan for the airport. Upon the completion of that master plan update, the capital improvement element will be amended to reflect the approved plans and programs for the community.

Table 11-1					
A Summary of Repair/Replacement, Existing Deficiency and Future Need Cost, by Public Facility					
		repair/ replacement	existing deficiency	future needs	other
aviation		\$2,540,000	\$305,000	\$1,875,000	\$2,351,000
corrections					\$65,000
drainage					\$2,815,156
govt. buildings		\$955,000			\$386,000
libraries					\$10,000
mosquito control					\$28,000
parks & recreation		\$497,000		\$10,000	\$1,320,000
ports		t/b/d	t/b/d	t/b/d	t/b/d
roads					
los related				\$15,000,000	
non-los related		\$16,847,299		\$1,372,000	
sewer					
wastewater treatment/ reclaimed water		\$2,427,000		\$22,122,000	

Table 11-1					
A Summary of Repair/Replacement, Existing Deficiency and Future Need Cost, by Public Facility					
		repair/ replacement	existing deficiency	future needs	other
water		\$360,000		\$22,178,300	
erosion control		\$961,937		\$200,000	\$1,111,493
totals		\$24,588,236	\$305,000	\$62,757,300	\$8,086,649

CORRECTIONS

The level of service standard for the Category B Public Facilities, Corrections, shall be as follows:

0.004 beds per capita.

Using this level of service standard the following Table outlines the expected correctional facility needs through the year 2020.

CORRECTIONS SPACE NEEDS						
Year	Los Standard		Countywide Population	Min. # Beds Required	Beds Available *	Surplus/ Deficiency
2000	0.004		192695	771	848	77
2005	0.004		212000	848	848	0
2010	0.004		232000	928	848	(80)
2015	0.004		253250	1013	848	(165)

CORRECTIONS SPACE NEEDS					
Year	Los Standard	Countywide Population	Min. # Beds Required	Beds Available *	Surplus/ Deficiency
2020	0.004	274500	1098	848	(250)
			** 748 permanent beds 100 portable beds		

St. Lucie County was under court order to reduce overcrowding in the jail system in the early 80's. A new facility was constructed and occupied in 1987, with several expansions and additions to this facility having taking place since then, but, the jail is again approaching overcrowded conditions. The next phase of expansion at this facility will include the construction of a new 100 to 150 bed facility. No specific construction schedule for these facilities has been established, and therefore these facilities are not part of the current Five (5) Year Capital Improvement Program.

Corrections facilities are not pertinent to concurrency management, but they have been incorporated into this Capital Improvements Element for local information and to demonstrate the County's commitment to providing the necessary facilities to meet the needs of an increasing population.

STORMWATER MANAGEMENT

The levels of service standards for a Category A Public Facilities, Stormwater Management Systems and other major stormwater conveyance systems, shall be as follows:

STORMWATER MANAGEMENT MINIMUM LEVEL OF SERVICE STANDARDS			
Structure/Facility	DESIGN EVENT		
	10 yr., 24 hr.	10 yr., 72 hr.	100 yr., 72 hr.
Houses/Building	<FFE ¹	<FFE	<FFE
Evacuation Routes ²	1/2W ³	<0.5 ft.	<1.0 ft.
Arterial Roads ⁴	1/2W	<0.5 ft.	<1.0 ft.

STORMWATER MANAGEMENT MINIMUM LEVEL OF SERVICE STANDARDS			
	DESIGN EVENT		
Structure/Facility	10 yr., 24 hr.	10 yr., 72 hr.	100 yr., 72 hr.
Other Roads ⁵	<0.5 ft.	<0.75 ft.	<1.5 ft.

1	Peak flood stages less than first (finished) floor elevation based on available data.
2	Evacuation routes as defined by the County and the Treasure Coast Regional Planning Council
3	Flooding limited to each side of the road such that . of the roadway width (W) or one travel lane is not flooded.
4	Roads with four or more travel lanes, or roads that are only access to a respective area/development (secondary evacuation routes).
5	Other roads which are not critical for evacuation, but which will be used to estimate encroachment on FFEs.

In June of 1997, the Board of County Commissioners adopted the Stormwater Management Municipal Service Taxing Unit (MSTU) as part of the County Investment for the Future Program. The mission of the County Stormwater Management Program is: to manage County Stormwater systems to prevent flooding and property damage and to protect water quality for the safety and enjoyment of the citizens of St. Lucie County and the preservation of the environment and enhancement of wildlife habitat.

This MSTU allows the County to levy an annual ad valorem assessment in the unincorporated areas of the County, with the funds generated to be used solely for providing stormwater management services.

Appendix B, outlines the planned stormwater improvement projects to be constructed with these MSTU funds through FY 2005.

GOVERNMENT BUILDINGS

Government buildings will not be taken into account for concurrency purposes, but the County's planned expenditures for new buildings are of local interest and are related to the County's capacity to support new development. The projects shown in the Schedule of Capital Improvements indicate that the County has considered future growth needs by planning for expansion of existing facilities to meet the new population demands.

The standard for level of service for Category B Public Facilities, Courthouse, shall be as follows:

.839 square feet per capita

Using this level of service standard the following Table outlines the expected Public Facilities, Courthouse facility needs through the year 2020.

JUDICIAL/COURTHOUSE SPACE NEEDS						
Year	LOS Standard		Countywide Population	Min. SF (gross) Required	SF (gross) Provided/ Available *	Surplus/ Deficiency
2000	0.839		192695	161671	178704	17033
2005	0.839		212000	177868	178704	836
2010	0.839		232000	194648	178704	(15944)
2015	0.839		253250	212476	178704	(33773)
2020	0.839		274500	230305	178704	(51602)

The standard for level of service for Category B Public Facilities, Administrative and Maintenance, shall be as follows:

1.253 square feet per capita

Using this level of service standard the following Table outlines the expected Public Facilities, Administrative and Maintenance facility needs through the year 2020.

ADMINISTRATIVE AND MAINTENANCE SPACE NEEDS

Year	LOS Standard	Countywide Population	Min. SF (gross) Required Beds Reqsified	SF (gross) Provided Available	Surplus/ Deficiency
2000	1.253	192695	241447	247455	6008
2005	1.253	212000	265636	247455	(18181)
2010	1.253	232000	290696	247455	(43241)
2015	1.253	253250	317322	247455	(69867)
2020	1.253	274500	343948	247455	(96493)

Since government buildings are not described in any other element of the Comprehensive Plan, the rationale behind each project is explained below, in the order in which the projects occur in the Schedule of Capital Improvements.

COURTHOUSE EXPANSION. The original St. Lucie County Courthouse was built in the early 60's and. The expansion will provide ten courtrooms, jury rooms, hearing rooms, law library and judges chambers. In 1991 the county completed an expansion to this facility that provided for ten new courtrooms, jury rooms, hearing rooms, law library and judges chambers. A three story parking garage was constructed as well to provide parking in the area.

Additional court space has been determined to be needed and will be located at both the existing downtown Ft. Pierce Courthouse Complex and at the South County Courthouse Annex.

ROAD & BRIDGE COMPOUND. The County now occupies a site for the County Road Compound which also includes the automobile service station, building maintenance operations, and mosquito control operations. The site cannot be physically expanded due to it's location. Planning has begun for the eventual relocation of portions of the activities located at the compound but any relocation is a minimum of five (5) to six (6) years out (2005/2006) and is not included as part of the five year budget process.

LIBRARIES

The standards for level of service for Category B Public Facilities, Libraries, shall be as follows:

.525 square feet of library per capita; and,
1.45 books per capita.

Using this level of service standard the following Table outlines the expected Library Buildings/Books needs through the year 2020.

LIBRARY BUILDINGS SPACE NEEDS						
Year	LOS Standard		Countywide Population	Min. SF (gross) Required	SF (gross) Provided Available	Surplus/ Deficiency
2000	.525		192695	101165	115000	10975
2005	.525		212000	111300	115000	3700
2010	.525		232000	121800	115000	(6800)
2015	.525		253250	132956	115000	(17956)
2020	.525		274500	144113	155000	(29113)

LIBRARY BOOKS NEEDS						
Year	LOS Standard		Countywide Population	Min. # Books Required	# Books Provided Available *	Surplus/ Deficiency
2000	1.45		198143	287307	317251	29944
2005	1.45		212000	307400	317251	9851
2010	1.45		232000	336400	317251	(19149)
2015	1.45		253250	367213	317251	(49962)
2020	1.45		274500	398025	317251	(80774)

The library projects included in the Schedule of Capital Improvements consist of these items:

Books. Book needs system-wide were calculated according to a formula shown in Policy 11.1.1.21. At present (June 2001), gross book needs on a system basis have been determined to meet the minimum LOS standard for this Category B facility..

Expanded Library Facilities:

South County Service Area (south of Midway Road): Through the planning period of this Comprehensive Plan, the St. Lucie County Library System is proposed to be expanded to include two (2) new facilities in the Port St. Lucie Area and expansion/renovations to two of the existing three (3) County facilities in the City. These new facilities would be located at a site the County currently owns in the vicinity of Southern Oaks Middle School. The second would be at site yet to be determined in the southwestern part of Port St. Lucie. No specific construction schedule for either facility has been established, and therefore neither facility is part of the current Five (5) Year Capital Improvement Program.

During this same planning period, it is proposed that the existing St. Lucie County Library Branches on Prima Vista Boulevard and on Morningside Boulevard be renovated/expanded to meet increasing service demands. The Port St. Lucie Branch (River Park) is to be renovated in FY 2001. No other specific construction schedule for expanding either facility has been established, and therefore neither facility is part of the current Five (5) Year Capital Improvement Program.

Central County Service Area (St. Lucie Boulevard to Midway Road): Through the planning period of this Comprehensive Plan, the St. Lucie County Library System is proposing to expand the existing library system in the central county by one new facility, Ft. Pierce Beach Beach, and to provide for an expansion to one of the existing facilities in northwest Ft. Pierce, the Zora Neale Hurston Branch.

North County Service Area (north of St. Lucie Boulevard): Through the planning period of this Comprehensive Plan, the St. Lucie County Library System is proposing to no new or expanded facilities in the areas north of St. Lucie Boulevard.

PARKS AND RECREATION

The standards for level of service for Category A Public Facilities, County Parks and Recreation, shall be as follows: Recreation facilities (i.e., buildings and improvements) are included in the cost of park land.

- A. Regional/metropolitan = 5 acres per 1,000 population County-wide.
- B. Community park land = 5 acres per 1,000 population in the unincorporated area.

Using this level of service standard the following Table outlines the expected Parks needs through the year 2020.

REGIONAL/METROPOLITAN PARKS NEEDS					
Year	LOS Standard	Countywide Population	Min. Acres (gross) Required	Acres (gross) Provided/ Available *	Surplus/ Deficiency
2000	.005	192695	963	14767	13804
2005	.005	212000	1060	14767	13707

REGIONAL/METROPOLITAN PARKS NEEDS						
Year	LOS Standard		Countywide Population	Min. Acres (gross) Required	Acres (gross) Provided/ Available *	Surplus/ Deficiency
2010	.005		232000	1160	14767	13607
2015	.005		253250	1266	14767	13501
2020	.005		274500	1373	14767	13395

* acreage total Includes Environmental Significant Lands sites

COMMUNITY PARKS NEEDS						
Year	LOS Standard		Countywide Population	Min. Acres (gross) Required	Acres (gross) Provided/ Available *	Surplus/ Deficiency
2000	.005		67765	339	427	88
2005	.005		72764	364	427	63
2010	.005		77400	387	427	40
2015	.005		83205	416	427	11
2020	.005		89445	447	427	(20)

* acreage total Includes Beach Access and Beach Parks

As of the development of this Comprehensive Plan (June 2001), the Board of County Commissioners for St Lucie County is the process of redeveloping a Comprehensive Capital Improvement Program for the County Parks and Recreation System. Upon the completion of that program, the capital improvement element will be amended to reflect the approved plans and programs for the community.

POTABLE WATER

The standard for level of service for Category A Public Facilities, County Potable Water Systems, shall be:

88 gallons per capita per day.

As detailed in the Potable Water Sub-element, the County provides only limited potable water facilities. A master plan study has been programmed to meet the ongoing needs of comprehensive planning and to provide guidance in the acquisition and/or construction of potable water facilities. Future Plan amendments are expected as a result of the study, but the County will provide potable water capital facilities only to the extent that offsetting user fees can be imposed.

SANITARY SEWER

The level of service standards for sanitary sewer systems other than those owned and operated by Ft. Pierce Utilities Authority, in the unincorporated area of the County shall be 100 gallons per day per capita. The Holiday Pines Utility operates at a level of service for sanitary sewer at 280 gallons per each equivalent residential connection. Upon completion of the Sanitary Sewer Master Plan, any necessary change in the level of service standard will be made through a Comprehensive Plan Amendment.

As explained in detail in the Sanitary Sewer Sub-element of this plan, the County provides only limited sanitary sewer facilities. A master plan study has been programmed to meet the need for comprehensive planning and to provide information needed for making decisions about acquiring and/or constructing sewer systems. Based on the study, plan amendments will be proposed. Like potable water facilities, sanitary sewer facilities will be provided by the County only to the extent that user charges support those facilities. The net effect of the addition of County-owned water and sewer facilities on the financial feasibility of the Capital Improvements Element should be zero.

SOLID WASTE

The level of service standard for Category A Public Facilities, Solid Waste, shall be:

- A. 9.31 pounds of solid waste per capita County-wide per day at the landfill;
- B. Seven (7) years of landfill lined cell disposal capacity at current fill rates;
- C. Thirty years of landfill raw land capacity at current fill rates.

The County currently operates the only a solid waste disposal facility in the community. Therefore, all items listed under the capital facilities budget in Appendix B pertain to the County's one active landfill on Glades Cut-off Road near the Florida Turnpike. The service area for all solid waste improvements is the entire County, excluding the City of Ft. Pierce.

ROADS

The level of service standard for Category A Public Facilities, Roads shall be as follows:

Level of Service Standards for Urban and Non-Urban Roadways in St. Lucie County					
Facility Type		AADT	Peak Hour /Peak Direction	Inside a Transportation Concurrency Management Area	Constrained /Backlogged Facility
Non-State roadway (local)		C	D	D	Maintain
Non-State roadway (major city/county road)		C	D	E	Maintain
Non-State roadway (arterial)		D	E	E	Maintain
Interstate/ FIHS (rural)					
	Limited Access/ Freeway	B	B	B	Maintain
	Controlled Access	B	B	B	Maintain
Interstate/ FIHS (urban)					
	Limited Access/	D/E	D/E	D/E	Maintain

Level of Service Standards for Urban and Non-Urban Roadways in St. Lucie County					
Facility Type		AADT	Peak Hour /Peak Direction	Inside a Transportation Concurrency Management Area	Constrained /Backlogged Facility
	Freeway				n
	Controlled Access	D	D	E	Maintain
Other State Roads					
	Multi-lane (Rural/Urban)	B/D	D/E	Δ*	Δ*
	Two lane	C/D	D/E	Δ*	Δ*
* Transportation System Management and Transportation Demand Management measures will be used to maintain and improve traffic flow.					

This element describes road, bridge, and intersection improvements that are necessary to meet adopted level of service standards, as well as other improvements that consist of necessary repairs and expansion projects to meet existing and future needs. Appendix C represents a summary table of the County's road network and its expected LOS activity based upon the MPO's approved 2025 cost feasible plan.

PORTS:

As of the development of this Comprehensive Plan (June 2001), the Board of County Commissioners for St Lucie County is the process of redeveloping a Comprehensive Master Plan for the Port of Ft. Pierce. Upon the completion of that revised master Plan, the capital improvement element will be amended to reflect the approved plans and programs for the community.

Some of these types of public facilities, including corrections, courthouse, administrative buildings, libraries, and mosquito control, are included in this element for public information and are not required by Rule 9J-5. However, the current level of service provided by each type of facility is included in this element as useful local information. These levels of service do not pertain to concurrency management requirements.

FISCAL ANALYSIS

Financial History And Forecast:

The history and forecast of the financial status of St. Lucie County spans a period from 1980 through 2020. The history was extracted from the annual audit reports which are presented each year as provided by State Statute. The forecast was developed by using the history of the County's land valuations and trends of other revenues received from other sources. The expenses were derived by using the historical data and predicting the completion time of projects now in process. The data presented is based on a constant growth factor that may not be effected by minor fluctuations in the economy of the area. St. Lucie County depends greatly on the tourist, agriculture and construction industries for creating a solid economic environment. As the County grows, this may not always be the situation.

It is anticipated that over the next several years, it will be very hard to keep the millage rate below the ten mill cap. The growth in land valuation is the key to keeping the millage rates at the current level. The level of expenditures have been controlled by the maximum amount millage which the Board of County Commissioners are able to levy. It should be noted that at no time does the aggregate millage rate ever exceed 9.5 mills.

An optional element of St. Lucie County's Comprehensive Plan, the Economic Development Element, addresses the general economic issues currently facing St. Lucie County and identifies potential future economic issues and opportunities that community should address in order to provide for a diversified economic base and to provide for adequate revenues to meet our community needs. Although this is not a required element, economic development is considered to be critical to the planning of St. Lucie County's future if the county is to seek means other than simple increase in residential land valuations to support the required community services. A plan that provides direction for the future will: assist local government and property owners/developers in informed investment decision-making; diversify and promote a more sustainable tax base; protect the integrity of real estate investments; protect against overbuilding and urban sprawl; protect against unnecessary losses of resource land; protect against losses of open space and natural systems; stimulate job growth in the targeted industries such as aerospace/engineering, marine, biotech/medical, pharmaceutical, agricultural, aquaculture, electronics, tourism, as well as cultural and arts industries; and improve global competitiveness. The Economic Development Element recognizes that St. Lucie County needs to act in coordination with neighboring municipalities and private enterprise, because of the economic relationships that exist between geographic areas and the private sector.

Revenues Sources of St. Lucie County:

St. Lucie County depends upon a number of sources for funding its operations. Table 11-2 provides a breakdown of this funding indicating amounts by source. It provides both a historical view of what actually happened back through 1985, as well as annual projections through the year 2020. The following paragraphs provide specific information related to each of the funding sources listed in Table 11-2:

(1) TAXES, AD VALOREM:

St. Lucie County collected \$68,339,054 million in ad valorem taxes during the fiscal year ending September 30, 1998. This amount represents 8.745 mills for operating and .4407 mills for voted debt. Unique to St. Lucie County is the fact that the County has a separate Fire Control District which levies its own millage. The Fire Board has the ability to levy up to 3.000 mills. In 1993, the County obtained an opinion from the State that recognized the Fire Board as an independent special taxing district; thus allowing the County Commission to no longer include the Fire Board millage as part of the general county wide millage.

(2) LICENSES AND PERMITS:

These sources of revenues are continually being reviewed by the County. The fees which produce the largest volume of revenue are the fees and permits charged for new construction. The County also receives funds from Occupational Licenses collected by the Tax Collector.

(3) INTER-GOVERNMENTAL:

The largest source of revenue other than ad valorem taxes is inter-governmental revenues. The two largest sources are the One-Half Cent Sales Tax and State Revenue Sharing. The balance of revenues received consists of Race Track Tax, Insurance Agent Fees, Beverage Licenses and County Gas Tax. The remaining gas taxes are not included in this column due to the fact that those taxes are used primarily for capital expansion. (NOTE: In 1986, the drop in revenue was caused by a \$2.0 million allocation of One-Half Cent Sales Tax collections to road construction.)

(4) CHARGES FOR SERVICES:

Primarily, this revenue is derived from the sale of items, user fees at recreational areas and library related fees.

(5) FINES AND FORFEITURES:

This source of revenue continues to grow each year with the increase of the population and traffic. The fine collection, which is the duty of the Clerk of Court, generates the majority of the revenue. The balance of the revenue is bond forfeitures collected by the Sheriff and Clerk of Court.

(6) INTEREST AND MISCELLANEOUS:

The St. Lucie County Finance Department invests surplus funds for the Board of County Commissioners. This has been an unpredictable source of revenue due to the economic changes in interest rates. The balance of the revenue is mostly from the concession sales and donations made to the County to improve public areas (i.e. recreation, library books, etc.).

Table 11-2 Revenues for St. Lucie County - Actual 1985/1998 Estimates 1999/2020

Figure 11-1

St. Lucie County Millage Rate History/ Countywide Millages

Figure 11-2

Comparison of Major Intergovernmental Revenues - FY 2000

Figure 11-3

St. Lucie County Sources of Revenue for General Use - FY 2000

(7) TOTALS:

The total of all revenues used for operating expenses of St. Lucie County is shown in Table 11-2.

MILLAGE RATES, PROPERTY VALUES AND PROJECTIONS THROUGH TAX YEAR 2020:

Ad valorem taxes have been and will continue to be the most significant source of funding for St. Lucie County. Table 11-3 provides a description of how actual taxes levied are derived from the ad valorem tax base. Similar to the earlier table in this section, it provides not only a historical perspective of this tax source back to the year 1980, it also includes annual projections through the year 2020. The following paragraphs provide specific information related to each of the column headings found on Table 11-3:

(1) TAX YEAR:

The tax roll that is completed each year is the basis of the values used for the subsequent budget year. (Example: Tax Year 1988 is basis for budget year beginning October 1988 and ending September 1989, or budget year 1989.)

(2) FINAL GROSS TAXABLE VALUE:

This column is the taxable value used to calculate the levy of ad valorem taxes.

(3) COUNTYWIDE MILLAGE:

This column is the millage rate applied to all properties in the County, regardless of whether they are located in an incorporated municipal area or not.

(4) UNINCORPORATED AREA MILLAGE:

This column is the millage rate applied only to those properties in the unincorporated area of the County.

(5) VOTED DEBT MILLAGE:

This column is the millage rate applied to all properties in the County, regardless of whether they are located in an incorporated municipal area or not, that has been approved through local voter referendum.

(6) TOTAL ANNUAL MILLAGE:

This column is the calculated millage to produce the total collections.

(7) CALCULATED VALUE OF ONE MILL:

This column is the calculated value of one mill divided by \$1,000 and the final gross taxable values shown in column one.

(8) TOTAL COLLECTIONS:

Total amount of ad valorem taxes to be collected for all County operating expenses, capital outlay and debt service.

(9) DEBT SERVICE:

Amount of the voted debt service needed to make annual payments.

Table 11-3 St. Lucie County Millage Rates, Values and Projections/ 1985 - 2020

MAJOR REVENUE SOURCES

The County has a number of major revenue sources that are derived outside of any direct tax levies or fees that it collects. Table 11-4 provides a breakdown of the monies included within this category. It also provides a historical insight as to the impact of these monies upon County operations as well as provides a projection of the amounts that might be anticipated from these sources through the life of this plan. The following paragraphs provide a general description of these funding sources:

(1) STATE REVENUE SHARING:

The State distributes a portion of the intangible personal property taxes, and one cent of the cigarette tax to the Counties each year.

(2) RACE TRACK TAX:

This is a guaranteed amount established by Florida Statute for counties that do not generate enough tax through para-mutual betting taxes. It is unlikely that St. Lucie County will receive more than this amount for a number of years.

(3) ONE-HALF CENT SALES TAX:

This tax is the largest source of a single non-ad valorem tax for St. Lucie County. The entire amount can be used for debt service and the potential for growth is good. In 1983, the tax was established to give relief to the property owners and after a number of years, the restrictions on the millage increases have gradually decreased. Presently, there are no restrictions on the use of the revenue and its relationship with the County millage.

(4) ELECTRIC FRANCHISE FEES:

This is a license fee assessed to all retail utility providers for the use of public rights-of-way for the transmission of electrical services in the unincorporated areas of the County. These funds are to be used for the County's *Investment for the Future Program*.

(5) CABLE FRANCHISE FEES:

This is a license fee assessed to all cable television providers for the use of public rights-of-way for the transmission of cable television services in the unincorporated areas of the County. These funds are to be used for the County's *Investment for the Future Program*.

(6) IMPACT FEES:

This is a generalized estimate of all impact fee collections in the unincorporated areas of the county. The growth of this source of revenue is unpredictable because the economy of the State and Nation effects the construction industry easily. This revenue cannot be used to pledge for repayment of debt because of it not being a constant source of funds.

Table 11-4 Major Revenue Sources

Figure 11-4

Major Revenue Sources - FY 2000

(5) TOTAL MAJOR REVENUES: A total of the major revenue sources is shown in Figure 11-4

GAS TAXES

Roads represent the single largest infrastructure investment made by St. Lucie County and based upon the information contained within the Capital Improvements Element, that will remain true. There are a number of revenues derived from motor fuel taxes, as well as impact fees that are tied directly to this system. Table 11-5 provides a breakdown of these funding sources and amounts giving again a historical perspective as well as an indication of what can be anticipated through the year 2020, which is the time horizon of this plan. The following paragraphs provide a description of each of these funding sources as listed in Table 11-5:

(1) AND (2) CONSTITUTIONAL GAS TAX:

Distribution of this gas tax is done in two parts, a 20% and 80% portion. Several counties have pledged one of these portions to bond repayment. St. Lucie County has no outstanding bond issues for road construction. All of the funds collected from this revenue source are directed towards operations and maintenance programs.

(3) LOCAL OPTION GAS TAX / 1-6 cent :

The State has given authority to the County to levy up to six cents a gallon on gasoline sold in the County. The proceeds of the tax is distributed to the three cities and the County, based on a formula agreed on in an interlocal agreement.

(4) LOCAL OPTION GAS TAX / 9th cent :

The State has given authority to the County to levy a one cent a gallon tax on gasoline sold in the County. The proceeds of the tax are retained by the county and used for maintenance purposes.

(5) LOCAL OPTION GAS TAX / 1-5 cent :

The State has given authority to the County to levy up to five cents a gallon on gasoline sold in the County. The proceeds of the tax is distributed to the three (3) cities and the County, based on a formula agreed on in an interlocal agreement.

(6) COUNTY GAS TAX:

Presently, this source of revenue is being used to maintain the road system of the County. An additional one cent can be levied through voter approval, which has not been sought from the citizens to date.

(7) MOTOR FUEL REBATE

(To be inserted)

H. TOTAL GAS TAXES:

The total of all revenue sources that are required to be used for road construction and maintenance is shown in Figure 11-5.

Table 11-5 Road Tax Collection for St. Lucie County
Actuals Through 1998 - Projections 1999/2020

Figure 11-5

Sources of Revenue for Transportation Program - FY 2000

EXPENDITURES

The previous discussion reviewed the various funding or income sources currently utilized by St. Lucie County. This section discusses how those monies are allocated to meet the County's needs. The expenses are provided in Table 11-6 from a historical perspective back to 1980 and have been projected through the life of this plan. The following paragraphs provide a general discussion of the expenditure categories provided in Table 11-6:

(1) GENERAL GOVERNMENT:

The expenses accumulated in this column are for the legislative, administrative, legal, financial, comprehensive planning and general maintenance functions. Due to the additional facilities to be constructed during the next few years, the need for additional staffing will increase the cost of operating. Maintenance of existing facilities will continue to be necessary in order to keep areas clean, safe and up to current building codes.

(2) PUBLIC SAFETY:

The majority of the expenses in this category are for financial support of the St. Lucie County Sheriff's operations, including the Correctional System. Other activities in this category are for the Youth Hall, Central Communications (911), and Emergency Management.

(3) PHYSICAL ENVIRONMENT:

The main activity of expense in this category is St. Lucie County's cooperative effort with IFAS to supply technical agricultural support to this industry. The department also provides training to citizens with regard to gardening, nutrition and 4-H programs.

(4) TRANSPORTATION:

Funds in this column would be used to support the operations of such matters as roadway improvement, transit support, pedestrian enhancements and other similar transportation improvements. This column includes the personnel and general maintenance costs of these functions, but not the cost of new capital construction and expansion of such facilities.

(5) ECONOMIC ENVIRONMENT:

The Board of County Commissioners have been supporting economic development in the county through support of the Chamber of Commerce, the St. Lucie County Economic Development Council and formation of an Economic Development Division within the Community Development Department.

Table 11-6 Expenditures for St. Lucie County
Actual 1980 Through 1999, Estimates 2000 Through 2020

Figure 11-6

General Government Expenditures

Figure 11-7

Public Safety/Law Enforcement Expenditures

Figure 11-6

Overall Distribution of Expenditures - FY 2000

(6) HUMAN SERVICES:

The County is required to participate in Medicaid and Medicare programs with the State and Federal governments. The County has provided a hospital indigent program for a number of years and recently with the Health Care Responsibility Act and State/County Share Program, the potential for increased expenses is possible. The County also funds the St. Lucie County Health Department, Indian River Community Mental Health Clinic and various non-profit organizations that provide help to the indigent, elderly, abused and animal control.

(7) CULTURE/RECREATION:

St. Lucie County operates a number of beach accesses, recreational areas, a civic center and sports complexes throughout the County. The expenses in this column are for staff, maintenance and general operating costs of the facilities. A number of the activities have user fees and as the expansion of certain facilities occur, this practice may be expanded.

(8) DEBT SERVICE:

This column identifies the total amount of outstanding debt service to be retired over the planning period through 2020. Table 11-6 identifies in greater detail the specific debt service obligations to be retired and the schedule for their retirement.

(9) CAPITAL OUTLAY:

This column represents the cost of equipment replacement and additions, minor expansion of facilities and furnishing for buildings.

(10) TOTALS:

This is the total of all operating expenses, debt service and capital items that are used in the normal operations and maintenance of facilities. This does not include any major building or facility construction.

PROJECTION OF DEBT CAPACITY

One of the ways in which capital needs are provided is through debt. The primary rationale for becoming obligated for such facilities through indebtedness is that it spreads the cost of the facility over its useful life and thus is indeed paid for by those who are there to use it. St. Lucie County has historically used debt for providing capital facilities and it is quite likely to do so in the future. A key factor in determining how debt can be factored into the provision of necessary infrastructure is to examine the County's capacity to handle debt. Table 11-7 on the next page provides a projection beginning in 1990 through the year 2020 of the County's capacity for debt. The following paragraphs provide a general description of each of the revenue sources identified in Table 11-7 which can be directly obligated to the retirement of debt:

(1) GENERAL BONDABLE REVENUES:

This column is the total of revenues which can be used as collateral to issue bonds for the County. The main sources are the State Revenue Sharing, Half-Cent Sales Tax, Race Track Tax and Fines & Forfeitures. Refer to Table 11-7 for more information about these revenues.

(2) NON-AD VALOREM COVERAGE:

This column represents the amount of revenues that are to be held in reserve /escrow in order to insure adequate coverage of any ones years outstanding debt service.

(3) EXCESS GENERAL BONDABLE REVENUES:

This column represents the amount of funds that are in excess of any required reserves that could potentially be bonded out for general government purposes.

(4) GENERAL REVENUE BOND CAPACITY:

This column represents the maximum amount bonding capacity that the County may be expected to have based upon anticipated revenues.

(5) BONDABLE GAS TAX:

Table 11-7 includes additional information on the types of gas taxes available for road construction.

(6) GAS TAX COVERAGE:

This column represents the amount of revenues that are to be held in reserve /escrow in order to insure adequate coverage of any one years outstanding debt service.

(7) EXCESS GAS TAX COVERAGE:

This column represents the amount of funds that are in excess of any required reserves that could potentially be bonded out for transportation related purposes.

(8) GAS TAX BOND CAPACITY:

This column represents the maximum amount bonding capacity that the County may be expected to have based upon anticipated revenues.

(9) INTEREST RATE:

This column represents the anticipated interest rates to be paid on any bonds that may be issued in these time periods. This column is used to determine the amount of funds necessary to cover debt service obligations.

Table 11-7 Analysis of Revenues Available for St. Lucie County - Bond Capacity

MAJOR OUTSTANDING DEBTS

In order to provide needed capital facilities, the County in the past has utilized bonded indebtedness as a funding mechanism. In order to complete this discussion of revenues, expenditures and capacity for debt, it is important to know the nature of existing debt. Table 11-8 provides a breakdown of the various current bond issue obligations of the County by annual payment and interest costs.

Table 11-8 Current Major Debts of St. Lucie County Board of County Commissioners

Figure 11-9

Distribution of Debt FY 2000

GOALS, OBJECTIVES AND POLICIES

The following Comprehensive Plan Goals, Objectives, and Policies are modifications of the portions of the Element as adopted in 1990. The numbering system is consistent with the 1990 plan.

**COASTAL MANAGEMENT ELEMENT
GOALS, OBJECTIVES AND POLICIES**

GOAL 11.1: TO PROVIDE PUBLIC FACILITIES NECESSARY TO ACHIEVE AND MAINTAIN ADOPTED LEVEL OF SERVICE STANDARDS CONCURRENT WITH DEMAND THROUGH FISCALLY SOUND CAPITAL IMPROVEMENT PROGRAMMING AND BUDGETING.

Objective 11.1.1: Define types of public facilities, establish standards for level of service for each type of public facility, and determine what capital improvements are needed in order to achieve and maintain standards (as well as to repair or replace existing public facilities).

Policy 11.1.1.1: Public facilities means the capital improvements and systems of each of the following: arterial and collector roads, mass transit, stormwater management, potable water, sanitary sewer, solid waste, parks and recreation, libraries, jails, courthouse facilities, administrative facilities, mosquito control, Port of Ft. Pierce, St. Lucie County International Airport, public education and public health facilities and shall include land, structures, the initial furnishings and equipment, design, permitting, and construction costs. Other "capital" costs, such as motor vehicles and motorized equipment, computers and office equipment, office furnishings, and small tools are considered in the County's annual budget, but such items are not "public facilities" for the purposes of this Comprehensive Plan, or the issuance of development orders.

Policy 11.1.1.2: The County shall establish standards for levels of service for four categories of public facilities, as follows:

- A. **Category A Public Facilities** are arterial and collector roads, mass transit, stormwater management, potable water, sanitary sewer, solid waste, and parks and recreation facilities used for concurrency and owned or operated by St. Lucie County, all of which are addressed in other elements of this Comprehensive Plan.
- B. **Category B Public Facilities** are libraries, corrections, courthouse, administration, mosquito control, Port of Ft. Pierce, and St. Lucie County International Airport as owned, operated or developed by St. Lucie County. Category B Public Facilities are not used for concurrency purposes as provided for in the Concurrency Management System.
- C. **Category C Public Facilities** are arterial and collector roads, mass transit, stormwater management, potable water, sanitary sewer, solid waste, and parks and recreation facilities used for concurrency and owned or operated by Federal, State or municipal governments, independent districts, and private organizations, all of which are addressed in other elements of this Comprehensive Plan.
- D. **Category D Public Facilities** are public health and public education facilities owned or operated by Federal, State, or municipal governments, independent districts, and private organizations. Category D Public Facilities are not used for concurrency purposes as provided for in the Concurrency Management System.

Policy The quantity of public facilities necessary to eliminate existing deficiencies and to meet the needs of future growth shall be determined for every type

**COASTAL MANAGEMENT ELEMENT
GOALS, OBJECTIVES AND POLICIES**

11.1.1.3: of public facility by the following calculation:

$$Q = (S \times D) - E.$$

Where: **Q** is the quantity of public facility needed,
S is the standard for level of service,
D is the demand, such as the population, and
E is the inventory of existing facilities.

The calculation will be used for existing demand in order to determine existing deficiencies. The calculation will be used for projected demand in order to determine needs of future growth. The estimates of projected demand will account for demand that is likely to occur from previously issued development orders as well as future growth. Public facilities to serve demand from previously issued development orders shall be included in "D" (demand) in the preceding calculation.

Policy 11.1.1.4: The public facility formula will be used for current demand in order to determine existing deficiencies. The public facility formula will be used for projected demand in order to determine needs of future growth. The estimates of projected demand will account for demand that is likely to occur from previously issued development orders as well as future growth.

Policy 11.1.1.5: Demand that is likely to occur from previously issued development orders will be addressed by the County "reserving" capacity of public facilities for development orders that were issued by the County prior to the adoption of this Comprehensive Plan and that are determined to have vested rights for purposes of the concurrency management system.

The County requires persons with legitimate and substantial vested rights to continue development in good faith in order to reserve capacity of public facilities. The County will not reserve capacity of public facilities for previously issued development orders that do not have vested rights for purposes of concurrency management, and/or which do not continue development in good faith.

Policy 11.1.1.6: There are three circumstances in which the standards for levels of service are not the exclusive determinant of need for a public facility:

- A. Calculated needs for public facilities in coastal high hazard areas are subject to all limits and conditions in the Conservation and Coastal Management and Future Land Use Elements of this Plan (see Policy 11.1.5.1).
- B. Replacement of obsolete or worn out facilities, and repair, remodeling and renovation, will be determined by the Board of County Commissioners upon the recommendation of the County Administrator.
- C. Public facilities that provide levels of service in excess of the standards adopted in this Plan may be constructed or acquired at any time as long as both conditions 1) and 2) and at least one of the conditions 3) through 5) are met:

- 1) the facility does not make financially infeasible any public facility of the same type that is needed to achieve or maintain the standards for levels of service adopted in this Plan,
- 2) the facility does not contradict, limit or alter the achievement of the overall goals, objectives and policies of this Plan,
- 3) the excess capacity is an integral part of a capital improvement that is needed to achieve or maintain standards for levels of service,
- 4) the excess capacity provides economies of scale making it less expensive than a comparable amount of capacity if acquired at a later date,
- 5) the asset acquired is land that is environmentally sensitive, or designated by the County as necessary for conservation, recreation or protection of high hazard coastal areas.

Policy 11.1.1.7: Any public facility that is determined to be needed as a result of the factors listed in Policy 11.1.1.6 shall be included in the regular Schedule of Capital Improvements contained in this Capital Improvements Element. All capital improvements projects for such public facilities shall be approved in the same manner as the projects that are identified according to the public facility formula described in Policy 11.1.1.3.

Policy 11.1.1.8: The determination of location of improvements to expand public facilities will take into consideration projected growth patterns. Where applicable, public facility improvements will be coordinated with the capital facility plans of any other governmental entity providing public facilities within St. Lucie County.

Policy 11.1.1.9: All public facility improvements that are based on achieving and maintaining a standard for levels of service adopted in this Comprehensive Plan are included in the financially feasible Schedule of Capital Improvements contained in this Capital Improvements Element. The relative priorities among types of public facilities (i.e., roads, drainage, aviation, etc.) are established by adjusting the standards for levels of service and the available revenues until the resulting public facilities needs became financially feasible.

Legal restrictions on the use of many revenue sources limit the extent to which types of facilities may be prioritized because they do not compete for the same revenues. During each annual prioritization process, no further prioritization among types of public facilities in the Schedule of Capital Improvements are financially feasible, programmed for improvement, and will be completed according to the Schedule. Each year, however, prioritization among types of facilities is redetermined by reaffirming or revising standards for level of service within the constraints of available restricted revenues.

Policy 11.1.1.10: The following public facility improvements within a facility type are to be considered in the following order of priority, as determined by the Board of County Commissioners:

- A. Replacement of obsolete or worn out facilities, including repair, remodeling and renovation of facilities that contribute to achieving and/or maintaining levels of service.
- B. New facilities that reduce or eliminate existing deficiencies in levels of service.
- C. New public facilities, and improvements to existing public facilities, that eliminate public hazards not otherwise eliminated by improvements prioritized according to Subsections a or b, above.
- D. New or expanded facilities that provide the adopted levels of service for new development and redevelopment during the next five fiscal years, as updated by the annual review of this Capital Improvements Element. St. Lucie County may acquire land or right-of-way in advance of the need to develop a facility for new development. The location of facilities constructed pursuant to this Subsection shall conform to the Future Land Use Element, and specific project locations shall serve projected growth areas within the allowable land use categories.
- E. Improvements to existing facilities, and new facilities that significantly reduce the operating cost of achieving and/or maintaining levels of service.
- F. New facilities that exceed the adopted levels of service for new growth during the next five fiscal years by either:
 - 1) providing excess public facility capacity that may be needed by future growth beyond the next five fiscal years, or
 - 2) providing higher quality public facilities than are contemplated in the County's normal design criteria for such facilities.
- G. Facilities not described in Subsections A through E, above, but which the County is obligated to complete, provided that such obligation is evidenced by a written agreement the County executed prior to July 31, 1990.
- I. Project evaluation may also involve additional criteria that are unique to each type of public facility, as described in other elements of this Comprehensive Plan.

Policy
11.1.1.11

St. Lucie County adopts the following roadway level of service standards for application within the unincorporated areas of St. Lucie County, as set forth in Table 11-10, and Table 2-4:

see attached

Policy 11.1.1.12: When any County arterial or collector road or segment of such a road is determined to be operating one level of service below its adopted standard, the County shall exercise one of the following.

- A. Enter into a contract that will result in the addition of capacity to the facility within six months of the determination that the facility is operating below its level of service standard, and delay issuance of development orders until the contract has been executed;
- B. Enter into an enforceable development agreement that specifies that new development will provide for the upgraded facility;
- C. Amend the Comprehensive Plan to lower the level of service at the next opportunity; or
- D. Not issue any development permits in the impacted area.

The purpose of providing for the temporary operation below the adopted level of service is to provide a reasonable period of time to restore the level of service through appropriate improvements to roads that are forecast to operate at the adopted level of service, but which may unexpectedly operate at a lower level of service. All development orders issued pursuant to this policy shall be conditioned on the attainment of the adopted level of service. However, this policy shall not impair the County's right to refuse to issue a development order pursuant to this policy if the Board of County Commissioners determines that the resultant lower level of service caused by the proposed development order would constitute a threat to public health or safety.

Policy 11.1.1.13: The standards for levels of service for Category A Public Facilities, Mass Transit, shall be as follows:

No mass transit level of service has been established although the need has been recognized for various areas of the county. When mass transit service becomes feasible and prior to its becoming available in the County, the level of service will be set by plan amendment.

Policy 11.1.1.14: The standards for levels of service for Category A Public Facilities, County Stormwater Management Systems and other major stormwater conveyance systems, shall be the 10 year/1 day storm event.

STORMWATER MANAGEMENT
MINIMUM LEVEL OF SERVICE STANDARDS

	<u>DESIGN EVENT</u>		
Structure/Facility	10 yr., 24 hr.	10 yr., 72 hr.	100 yr., 72 hr.
Houses/Building	<FFE ¹	<FFE	<FFE

Evacuation Routes ²	$1/2W^3$	<0.5 ft.	<1.0 ft.	
Arterial Roads ⁴	$1/2W$	<0.5 ft.	<1.0 ft.	
Other Roads ⁵	<0.5 ft.	<0.75 ft.	<1.5 ft.	1 Peak flood stages less than first
(finished) floor elevation based on available data.				

- 2 Evacuation routes as defined by the County and the Treasure Coast Regional Planning Council
- 3 Flooding limited to each side of the road such that . of the roadway width (W) or one travel lane is not flooded.
- 4 Roads with four or more travel lanes, or roads that are only access to a respective area/development (secondary evacuation routes).
- 5 Other roads which are not critical for evacuation, but which will be used to estimate encroachment on FFEs.

Policy 11.1.1.15: The standard for level of service for Category A Public Facilities, County Potable Water Systems, shall be 88 gallons per capita per day.

Policy 11.1.1.16: The standard for level of service for those areas of the unincorporated County served by sanitary sewer systems owned by Ft. Pierce Utilities Authority shall be 130 gallons per capita per day.

Policy 11.1.1.17: The standards for level of service for Category A Public Facilities, County Solid Waste, shall be as follows:

- A. 9.31 pounds of solid waste per capita County-wide per day at the landfill.
- B. Seven years of permitted landfill disposal capacity at current fill rates.
- C. Thirty years of landfill raw land capacity at current fill rates.

Policy 11.1.1.18: The standards for level of service for Category A Public Facilities, County Parks and Recreation, shall be as follows: Recreation facilities (i.e., buildings and improvements) are included in the cost of park land.

- A. Regional/metropolitan = 5 acres per 1,000 population County-wide.
- B. Community park land = 5 acres per 1,000 population in the unincorporated area.

Policy 11.1.1.19: The standard for level of service for community parks will be applied in increments of 10 acre parks.

Policy 11.1.1.20: The standards for level of service for Category B Public Facilities, Libraries, shall be as follows:
.525 square feet of library per capita; and,
1.45 books per capita.

Policy 11.1.1.21: The standard for level of service for Category B Public Facilities, Corrections, shall be as follows:
0.004 beds per capita.

Policy 11.1.1.22: The standard for level of service for Category B Public Facilities, Courthouse, shall be as follows:
.839 square feet per capita

Policy 11.1.1.23: The standard for level of service for Category B Public Facilities, Administrative and Maintenance, shall be as follows:
1.253 square feet per capita

Policy 11.1.1.24: A specific standard for level of service for Category B Public Facilities, Mosquito Control, has not been determined, but specific capital improvements have been included within the capital needs listing in order that the listing be comprehensive.

Policy 11.1.1.25: A specific standard for level of service for Category B Public Facilities, Airport, has not been determined. The capital improvement projects included within the capital facilities needs listing are shown in order that the listing be comprehensive. Future Airport Capital Projects will be identified as part of the updated Airport Master Plan to be completed in accord with Objective 2.2.1 of the Transportation Element.

Policy 11.1.1.26: A specific standard for level of service for Category B Public Facilities, Port of Ft. Pierce, has not been determined. The capital improvement projects included within the capital facilities needs listing relate to channel maintenance and are shown in order that the listing be comprehensive. Future Airport Capital Projects will be identified as part of the updated Airport Master Plan to be completed in accord with Objective 2.2.1 of the Transportation Element.

Policy 11.1.1.27: The County shall continue to require new development to meet level of service standards for both on and off -site improvements, including local streets, water and sewer connection lines, stormwater management facilities, and open space.

Policy 11.1.1.28: The standards for, peak direction, peak hour level of service for Category C Public Facilities, Federal and State Roads, shall be as follows:

- A. In coordination with FDOT, the following facilities shall be classified as backlogged/constrained facilities and shall increase no more than five (5) percent in peak hour, peak direction traffic volume through the end of the fiscal year (FY) indicated for improvement, and then be maintained at level of service "D" peak season, peak hour or better thereafter:

ROADWAY	SEGMENT	F/Y IMPROVEMENT PLANNED
No. US #1	Orange Ave. - North A-1-A	None
So. US #1	Orange Ave. - Edwards Rd.	None
So. US #1	Edwards Rd. - Midway Rd.	None
So. US #1	Midway Rd. - Prima Vista Blvd.	05/06
Kings Hwy.	Okeechobee Rd. - No. US #1	None

Objective 11.1.2: Provide needed public facilities that are within the ability of the County to fund the facilities from County revenues, development's proportionate share and contributions and grants or gifts from other sources.

Policy 11.1.2.1: The estimated costs of all needed capital improvements shall not exceed conservative estimates of revenues from sources that are available to the County pursuant to or not precluded by current statutes, and which have not been rejected by referendum, if a referendum is required to enact a source of revenue.

Policy 11.1.2.3: The County will allocate the costs of new public facilities on the basis of the benefits received by existing and future residents so that current residents will not subsidize new development.

Policy 11.1.2.4: A. Future development
 Future development shall pay for 100% of the capital improvements needed to address the impact of such development. Future

development's proportion of the cost of capital improvements needed to address the impact of such development shall be determined, in part, by the County's impact fee ordinances and supporting studies, which shall include credits for other payments by future development. Impact fees, enterprise fund user charges, connection fees, and other user fees paid by new development shall be reviewed every two years to assure that provision of capital improvements needed to address the impact of future development will not increase ad valorem tax rates. Upon completion of construction, "future" development becomes "present" development, and shall contribute to paying the costs of the replacement of obsolete or worn out facilities as described in subsection B below.

Future development's payments may take the form of, but are not limited to, voluntary contributions for the benefit of any public facility, impact fees, capacity fees, dedications of land, provision of public facilities, and future payments of user fees, special assessments and taxes. Future development shall not pay impact fees for the portion of any capital improvements that reduces or eliminates existing deficiencies.

B. Existing development

Existing development shall pay for the capital improvements to facilities that reduce or eliminate existing deficiencies, and some or all of the replacement of obsolete or worn out facilities.

Existing development's payments may take the form of user fees, special assessments, and taxes.

Policy 11.1.2.5: Both existing and future development may have part of their costs paid by grants, entitlements or provision of public facilities from other levels of government and independent districts.

Policy 11.1.2.6: Capital improvements may be financed, and debt shall be managed as follows:

- A. Public facilities financed by County enterprise funds (i.e., automated services, potable water, sanitary sewer and solid waste) shall be financed by:
 - 1) Debt to be repaid by user fees and charges for enterprise services, or
 - 2) Current assets (i.e., reserves, surpluses and current revenue), or
 - 3) A combination of debt and current assets.
- B. The financing of the capital cost of public facilities with non-enterprise funds (i.e., roads, stormwater management and parks) shall be from current revenue, equity or debt, or a combination of current revenue, equity and debt, whichever may be most cost effective and consistent

with prudent asset and liability management, given the useful life of the assets to be financed and efficient use of the County's debt capacity.

- C. All development orders issued by the County which require public facilities that will be financed by debt shall be conditioned on the issuance of the debt, or the substitution of a comparable amount of non-debt revenues.

Policy 11.1.2.7: The County shall not provide a public facility, nor shall it accept the provision of a public facility by others, if the County is unable to pay for the subsequent annual operating and maintenance costs of the facility.

Policy 11.1.2.8: The County shall not provide a public facility, nor shall it accept the provision of a public facility by others, if the County is unable to pay for the subsequent annual operating and maintenance costs of the facility.

Policy 11.1.2.9: In the event that sources of revenue listed under the heading "Costs and Revenues by Type of Public Facility" of this Element require voter approval in a local referendum that has not been held, or a referendum is held and is unsuccessful, this Comprehensive Plan will be amended to include one or more new revenue sources which shall not increase the county's existing debt. Alternatively, this Comprehensive Plan may be amended to adjust for the lack of revenues, in any of the following ways:

1. Increase the use of other sources of revenue.
2. Reduce the standard for levels of service for one or more public facilities.
3. Decrease the cost, and therefore the quality, of some types of public facilities while retaining the quantity of the facilities that is inherent in the standard for levels of service.
4. A combination of the above alternatives.

Policy 11.1.2.10: All development orders issued by the County which require Category A public facilities that will be financed by sources of revenue which require voter approval in a local referendum that is yet to be held shall be conditioned on the referendum being approved, or the substitution of other sources of revenue to ensure that facilities are provided concurrent with need.

Policy 11.1.2.11: Recognizing that future funding opportunities may be less than or greater than originally anticipated and that overall the County will operate within a constrained financial setting, the first priority for allocation of monies for capital purposes is for the maintenance of the County's present facilities so as to ensure proper protection of the investments in such facilities.

- Objective 11.1.3:** **Within the County's financial capability, provide needed capital improvements for repair or replacement of obsolete or worn out facilities, eliminating existing deficiencies, and meeting the needs of future development and redevelopment caused by previously issued and new development orders.**
- Policy 11.1.3.1: The County shall provide, or arrange for others to provide, the public facilities listed in the Schedule of Capital Improvements of this Capital Improvements Element.
- Policy 11.1.3.2: Pursuant to Section 163.3187, Florida Statutes, the Schedule of Capital Improvements may be amended two times during any calendar year, and as allowed for emergencies, developments of regional impact, and certain small scale development activities.
- Policy 11.1.3.4: Pursuant to Section 163.3177, Florida Statutes, the Schedule of Capital Improvements may be adjusted by ordinance not deemed to be an amendment to the Comprehensive Plan for corrections, updates, and modifications concerning costs; revenue sources; acceptance of facilities pursuant to dedications which are consistent with the plan; or the date of construction of any facility enumerated in the Schedule of Capital Improvements.
- Policy 11.1.3.5: The County shall adopt a capital budget as part of the annual budgeting process that includes all the capital improvements projects listed in the Schedule of Capital Improvements for expenditure during the appropriate fiscal year, except that the County may omit from its annual budget any capital improvements for which a binding agreement has been executed with another party to provide the same project in the same fiscal year. The County may also include in the capital appropriations of its annual budget additional public facility projects that conform to Policy 11.1.1.10.E.
- Policy 11.1.3.6: The impacts of development on public facilities within St. Lucie County are found to occur at the same time as development authorized by a final development order. The Board defines final development order as a building permit, conditional use approval, Board of Adjustment approval, or any other development order which has an immediate and continuing impact upon the infrastructure. The County shall determine, prior to the issuance of final development orders, whether or not there is sufficient capacity of Category A and Category C public facilities to meet the standards for levels of service for existing population and the proposed development concurrent with the proposed development.
- Policy 11.1.3.7: A preliminary development order is defined as a DRI Development approval, zoning approval, preliminary plat approval, preliminary development plan approval, Plan amendment approval, preliminary Planned Unit Development approval, or any other development order other than a final development order and for which there are not found to be any impacts of development.
- Policy 11.1.3.8: The standards for levels of service of Category A and Category C public facilities shall be applied to the issuance of development orders on the following geographical basis:

- A. Public facilities which serve the entire County shall achieve and maintain the standard for levels of service on a County-wide basis. No development order shall be issued in any part of unincorporated St. Lucie County if the standard for levels of service is not achieved and maintained throughout the County for the following public facilities:
 - 1) Solid Waste
 - 2) Regional Parks

- B. Public facilities which serve less than the entire County shall achieve and maintain the standard for levels of service within their assigned service area as defined by the Board of County Commissioners. No development order shall be issued in an assigned service area or impact area if the standards for levels of service are not achieved throughout the assigned service area or impact area for the following public facilities:
 - 1) Arterial and Collector Roads: In order to achieve and maintain the level of service standards as adopted in the Transportation Element, developments shall address the mitigation of all potential project impacts on the roadway network in their traffic circulation plans.
 - 2) Stormwater Management Systems:
 - Drainage Sub-Basin
 - 3) Potable Water Systems:
 - Treatment Plant Service Area
 - 4) Sanitary Sewer Systems:
 - Treatment Plant Service Area
 - 5) District Parks and Recreational Facilities:
 - Planning Area

Objective 11.1.4: Coordinate land use decisions and available or projected fiscal resources with a schedule of capital improvements that maintains adopted level of service standards and meets existing and future facility needs.

Policy 11.1.4.1: All Category A public facility capital improvements shall be consistent with the goals, objectives and policies of the appropriate elements of this Comprehensive Plan.

Policy 11.1.4.2: The County shall integrate its land use planning and decisions with its plans for public facility capital improvements by using the policies listed in this section of the Capital Improvements Element. The location of, and level of service provided by projects in the Schedule of Capital Improvements shall maintain adopted standards For levels of service for existing and future development in a manner and location consistent with the Future Land Use Element of this Comprehensive Plan. Individual land use decisions shall be consistent with the Comprehensive Plan and the ability of the County to provide and maintain level of service.

Policy 11.1.4.3: The County shall amend its land development regulations to provide for a system of review of various applications for development orders which applications, if granted, would impact the levels of service of Category A and Category C public facilities as defined in Policy 11.1.1.2. Such system of review shall assure that no final development order shall be issued which results in a reduction in the levels of service identified in Policies 11.1.1.12 through 11.1.1.35. The land development regulations shall address the following, at a minimum, in determining whether a development order can be issued.

- A. No final development order shall be issued by the County unless there shall be sufficient capacity of Category A and Category C public facilities to meet the standards for levels of service for the existing and committed development and for the proposed development according to the following deadlines:
 - 1) Prior to the issuance of a building permit for the following public facilities:
 - (a) Potable water.
 - (b) Sanitary sewer.
 - (c) Solid waste.
 - 2) Prior to the issuance of the building permit, assurance as to the completion for the following public facilities within the next twelve months must be provided:
 - (a) Arterial and collector roads.
 - (b) Storm water management.
- B. The capacity of Category A and Category C public facilities shall be determined for preliminary development orders according to one of the following:
 - 1) The applicant may request a determination of such capacity as part of the review and approval of the preliminary development order provided that:
 - (a) The determination that such capacity is available shall apply only to specific uses, densities, and intensities based on information provided by the applicant, and included in the development order, and
 - (b) The determination that such capacity is available shall be valid for development that is completed within a period:

- (1) not to exceed two years, or
 - (2) any period of time acceptable to the County and the applicant, provided that the period of time is explicitly set forth in a binding development agreement as authorized by Florida Statutes, and the applicant provides one or more of the following assurances, acceptable to the County in form and amount, to guarantee the applicant's pro rata share of the County's financial obligation for public facilities which are constructed by the County for the benefit of the subject property:
 - [a] performance bond,
 - [b] irrevocable letter of credit,
 - [c] prepayment of impact fees,
 - [d] prepayment of capacity (i.e., prepayment of capacity connection charges), or
 - [e] formation of a Community Development District pursuant to Chapter 190, Florida Statutes.
- (c) Whenever an applicant's pro rata share of a public facility is less than the full cost of the facility, the County shall do one of the following:
- (1) contract with the applicant for the full cost of the facility, including terms regarding reimbursement of the applicant for costs in excess of the applicant's pro rata share, or
 - (2) obtain assurances similar to those in subsection (b)[2] from other sources, or
 - (3) amend this Comprehensive Plan to modify the adopted standard for the level of service so as to reduce the required facility to equal the applicant's needs.
- (d) Pursuant to a and b, above, no further determination of capacity for the subject property as required by Policy 11.1.3.6 shall be required prior to the expiration of the determination of capacity for the preliminary development order, except that any change in the density, intensity or land use that requires additional public facilities or capacity is subject to review and approval or denial by the County. The determination of capacity for the preliminary development order shall be considered a reservation of capacity until the end of the time periods specified in Policy 11.1.4.3.(B)(1)(b) above, or until the County is notified in writing by the applicant that the project will not be undertaken during those time periods and that the applicant voluntarily yields the reserved capacity. Public facility capacity that is determined to be available pursuant to this subsection shall be reserved on behalf of the preliminary development order in such a manner as to prevent the overuse or over commitment of the same public facility capacity.
- 2) Notwithstanding the procedures outlined in Policy 11.1.4.3.(B)(1), all approvals at the preliminary development order stage shall include a condition that the final development order containing a specific plan for development, including the densities and intensities of development, will not be issued unless public services and facilities exist or are assured to be available to meet or exceed the level of service standards concurrent with the impacts of development.
 - 3) The applicant may elect to request approval of a preliminary development order without a determination of capacity of Category A and Category C public facilities provided that any such order is issued subject to requirements in the applicable land development regulation or to specific conditions contained in the preliminary development order that:

- (a) Final development orders for the subject property are subject to a determination of capacity of Category A and Category C public facilities, as required by Policy 11.1.3.6, and
- (b) No rights to obtain final development orders, nor any other rights to develop the subject property have been granted or implied by the County's approval of the preliminary development order without determining the capacity of public facilities.
- (c) Applicants for development orders may offer to provide public facilities at the applicant's own expense in order to ensure sufficient capacity of Category A and Category C public facilities, as determined according to Paragraphs a and b, above. Development orders may be issued subject to the provision of public facilities by the applicant subject to both of the following requirements:
 - (1) The County and the applicant enter into an enforceable development agreement which shall provide, at a minimum, a schedule for construction of the public facilities and mechanisms for monitoring to insure that the public facilities are completed concurrent with the impacts of the development, or the development will not be allowed to proceed.
 - (2) The public facilities are contained in the Schedule of Capital Improvements of the Comprehensive Plan.
- (d) If public facilities are provided at an applicant's own expense, as allowed in sub- paragraph (c) above, the facility shall not be provided later than the fiscal year for which that facility was programmed in the Schedule of Capital Improvements.

Policy 11.1.4.4: Impact fee ordinances shall require the same standard for the level of service as is required by Policies 11.1.1.12 through 11.1.1.35.

Policy 11.1.4.5: The annual budget shall include in its capital appropriations all projects in the Schedule of Capital Improvements that are planned for expenditure during the next fiscal year.

Policy 11.1.4.6: The County's annual multi-year Capital Improvement Program (CIP) shall be prepared in conjunction with the annual review and update of the Capital Improvements Element. The CIP shall contain all of the projects listed in the Schedule of Capital Improvements of the updated version of the Capital Improvements Element.

Policy 11.1.4.7: The Capital Improvements Element shall be reviewed and updated annually. Beginning in April of each year, the element shall be updated in conjunction with the County's budget process and the release of the official population estimates and projections by the Bureau of Economic and Business Research (BEBR) of the University of Florida. The update shall include:

- A. Revision of population projections to reflect both the official projections from B.E.B.R. and formally adopted local estimates prepared by the Community Development Department,
- B. Update of inventory of public facilities,

- C. Update of costs of public facilities,
- D. Update of Public Facilities Requirements analysis (actual levels of service compared to adopted standards),
- E. Update of revenue forecasts,
- F. Revision and development of capital improvement projects for the next five fiscal years,
- G. Update of analysis of financial capacity, and
- H. Update of analysis of any pending public education and public health facility impacts on infrastructure

Policy
11.1.4.8:

The County shall establish and maintain a Concurrency Implementation and Monitoring System. The System shall consist of the following components:

- A. Annual report on the capacity and levels of service of public facilities compared to the standards for levels of service adopted in Policies 11.1.1.12 through 11.1.1.35. This report will function as a public information source to summarize the actual capacity of public facilities, and forecast the capacity of public facilities for each of the five succeeding fiscal years. The forecast shall include an updated Schedule of Capital Improvements. The annual report shall also summarize and forecast capacities and levels of service for comparison to the standards adopted in Policies 11.1.1.12 through 11.1.1.35, but such portion of the annual report shall be for information purposes only and shall not pertain to the issuance of development orders by the County.
- B. Public Facility Capacity Review. The County shall use the procedures specified in Policy 11.1.4.3, above, to enforce the requirements of Policies 11.1.3.6 through 11.1.3.8, and to assure that public facilities and services needed to support development are available concurrent with the impacts of such developments. A separate record shall be maintained during each fiscal year to indicate the cumulative impacts of all development orders approved during the fiscal year- to-date on the capacity of public facilities as set forth in the most recent annual report on capacity and levels of service of public facilities. The land development regulations of the County shall provide that applications for development orders that are denied because of insufficient capacity of public facilities may be resubmitted after a time period to be specified in the land development regulations. Such time period is in lieu of, and not in addition to, other minimum waiting periods imposed on applications for development orders that are denied for reasons other than lack of capacity of public facilities. Land development regulations shall require that development commence within a specified time after a development order is issued, or the development order shall expire, subject to reasonable extensions of time based on criteria included in the regulations. The land development regulations also shall provide for the County to reserve capacity for approved final development orders for a specified period of time.
- C. Review of Changes in Planned Capacity of Public Facilities. The County shall review each amendment to this Capital Improvement Element, in particular any changes in standards for levels of service and changes in the Schedule of Capital Improvements, in order to enforce the requirements of Policy 11.1.3.5.
- D. Concurrency Implementation Strategies. The County shall annually review the concurrency implementation policies that are incorporated in this Capital Improvements Element:
 - (1) Standards for levels of service are phased to specific fiscal years in order to provide clear, unambiguous standards for issuance of development

- orders. (See Policies 11.1.1.12 through 11.1.1.35.)
- (2) Standards for levels of service are applied within appropriate geographical areas of the County. Standards for County-wide public facilities are applied to development orders based on levels of service throughout the County. Standards for public facilities that serve less than the entire County are applied to development orders on the basis of levels of service within assigned service areas. (See Policy 11.1.3.8.)
 - (3) Standards for levels of service are applied according to the timing of the impacts of development on public facilities. Final development orders, which impact public facilities in a matter of months, are issued subject to the availability of water, sewer, and solid waste facilities prior to the issuance of the building permit, and other public facilities (i.e., roads, parks, and drainage) must be available within twelve months of the issuance of the building permit. Preliminary development orders can be issued subject to public facility capacity, but the capacity determination expires in two years. 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 a waiver specifically precludes the acquisition of rights to a final development order as a result of the issuance of the preliminary development order. (See Policies 11.1.3.6 and 11.1.3.7.)
 - (4) Levels of service are compared to adopted standards on an annual basis. Annual monitoring is used, rather than case-by-case monitoring, for the following reasons: a) annual monitoring corresponds to annual expenditures for capital improvements during the County's fiscal year; b) annual monitoring covers seasonal variations in levels of service; and c) case-by-case monitoring would require applicants for development orders or the County to conduct costly, time-consuming research which would often be partially redundant of prior research, or involve disparate methodologies and produce inconsistent results.
 - (5) Public facility capital improvements are prioritized among competing applications for the same amount of facility capacity according to the criteria in Policy 11.1.1.10. 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 as determined by the Board of County Commissioners.

COASTAL HIGH HAZARD AREAS

Objective 11.1.5: **The County shall protect the coastline and avoid loss of life and property in coastal areas by minimizing land development and public facilities in coastal high hazard areas.**

Policy 11.1.5.1: Publicly funded infrastructure shall not be constructed within the Coastal High Hazard Area unless the expenditure is for:

- A. Restoration or enhancement of natural resources or public access;
- B. Land application of treated effluent disposal (irrigation) on public and private open spaces;
- C. Flood-proofing water and sanitary sewage facilities;
- D. The development or improvement of a facility which will serve a crucial need by ameliorating the evacuation time of residents of the County;
- E. Reconstruction of seawalls that are essential to the protection of existing public facilities or infrastructure;
- F. The retrofitting of stormwater management facilities for water quality enhancement of stormwater runoff; or
- G. Port facilities.

TABLE 11-10/ 2-4 Level of Service Standards for Urban and Non-Urban Roadways in St. Lucie County					
Facility Type		Peak Hour /Peak Direction		Inside a Transportation Concurrency Management Area ¹	Constrained /Backlogged Facility
Non-State roadway (local)		D		D	Maintain ³
Non-State roadway (major city/county road)		D		E	Maintain ³
Non-State roadway (arterial)		E		E	Maintain ³

**TABLE 11-10/ 2-4
Level of Service Standards for Urban
and Non-Urban Roadways in St. Lucie County**

Facility Type		Peak Hour /Peak Direction	Inside a Transportation Concurrency Management Area ¹	Constrained /Backlogged Facility
Intrastate/ FIHS (rural)				
	Limited Access/ Freeway	B	n/a	Maintain ³
	Controlled Access	B	n/a	Maintain ³
Intrastate/ FIHS (urban)				
	Limited Access/ Freeway	C (D)	D (E)	Maintain ³
	Controlled Access	C	E	Maintain ³
Other State Roads				
Multi-lane (Rural/Urban)				
	rural	B	n/a ²	n/a
	urban	D		Maintain ³
Two lane (Rural/Urban)				
	rural	C	n/a ²	n/a
	urban	D	<u>0</u>	Maintain ³

**TABLE 11-10/ 2-4
Level of Service Standards for Urban
and Non-Urban Roadways in St. Lucie County**

Facility Type	Peak Hour /Peak Direction	Inside a Transportation Concurrency Management Area ¹	Constrained /Backlogged Facility
<p>() Level of Service Standard inside of parentheses apply to general use lanes only when exclusive through lanes exist</p> <p>1. Transportation Concurrency Management Areas are geographically compact areas designated in local government comprehensive plans where intensive development exists or is planned in a manner that will ensure an adequate level of mobility and further the achievement of identified important state planning goals and policies, including discouraging the proliferation of urban sprawl, encouraging the revitalization of existing downtowns and designated redevelopment areas protecting natural resources, protecting historic resources, maximizing the efficient use of existing public facilities, and promoting public transit, bicycling, walking and other alternatives to the single occupant automobile. Transportation concurrency management areas may be established in a comprehensive plan in accordance with Rule 9J-5, Florida Administrative Code.</p> <p>2. * means the level of service standard will be set in a transportation mobility element that meets the requirements of Rule 9J -5.0057.</p> <p>3. Maintain means continuing operating conditions at a level such that significant degradation does not occur based on conditions existing at the time of local government comprehensive plan adoption. For roadways in rural areas, transitioning urbanized areas, urban areas or communities, significant degradation means (1) an increase in average annual daily traffic volume of 5 percent below the speed, of the adopted LOS standard. For roadways in urbanized areas, for 100th highest hour of 5 percent below the speed, of the adopted LOS standard. For roadways in urbanized areas, for roadways parallel to exclusive transit facilities, or for intrastate roadways in transportation concurrency management areas, significant degradation means (1) an increase in average annual daily traffic volume of 10 percent above the maximum service volume, or (2) a reduction in operating speed for the peak directions in the 100th highest hour of 10 percent below the speed, of the adopted LOS standard. For other state roads in transportation concurrency management areas, significant degradation means that amount defined in the transportation mobility element. For constrained roadways meeting or exceeding the level of service standards, maintain does not apply until the roadway is operating below the applicable minimum level of service standard.</p> <p>N/A Information not available</p>			