

## 8.0 Capital Improvements Element Supporting Documentation

### Capital Improvements

#### 8.1 Introduction

As described in Chapter 9J-5.016 of the Florida Administrative Code, the purpose of the Capital Improvements Element (CIE) is as follows:

provides guidance and policy related to the provision of public facilities and services. The public facilities and services are defined in this Element as central water and sewer infrastructure, stormwater infrastructure, solid waste and public school infrastructure and services, recreation and transportation related infrastructure. As discussed previously in the Future Land Use Element of this Plan, the provision of infrastructure is one of the most important functions of local government. These facilities and services are a necessary complement to economic development and the need for these facilities and services at certain levels is based on the general growth of the County. As such, decisions must be made regarding the construction, timing, extension, and increase in capacity of public facilities and services.

This goals, objectives and policies of this element include standards to ensure the availability of public facilities and services including the adequacy of those facilities to meet established acceptable levels of service. The CIE also has a key relationship to the Future Land Use Element, which is mandated and strengthened through the concurrency requirement stipulated in state regulatory policy. This requirement, simply stated, says that certain facilities and services must be available at their adopted service standard concurrent with the impacts of development. This mandates that decisions concerning the planning of capital improvements and land use correlate with each other. The CIE provides for the continued maintenance of the Concurrency Management System (CMS) to ensure that new development will have adequate infrastructure capacity and that the adopted LOS standards will be maintained.

#### 8.2 Santa Rosa County's Three Tiered Concurrency Management System (CMS)

The term concurrency indicates that necessary public facilities and services are available to maintain the adopted level of service standards when the impacts of development occur. Accordingly, the Concurrency Management System (CMS) involves the procedures or processes that the County utilizes to assure that development orders and permits are not issued unless the facilities and services deemed necessary are available concurrent with the impacts of development. More specifically, this system is implemented through the County's Concurrency Management regulations, which establish level of service (LOS) standards for five different types of public facilities and services, including sanitary sewer, potable water, solid waste, stormwater facilities, and public school facilities.

The County's current concurrency management system is described in the Table below. This system is provided for within the County's Comprehensive Plan and Land Development Code and is statutorily mandated within the Florida Statutes. However, local governments are left with some discretion in the crafting of implementing regulations and policy. Public school facilities, transportation systems (roads, public transit, walking and biking facilities), and parks are now optional concurrency items under state statute while water, sewer, solid waste, and stormwater are mandatory concurrency items. Santa Rosa

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County has opted out of public school concurrency for those developments not requiring a Future Land Use Map amendment. The County has also opted out of transportation concurrency entirely. However, amendments to the Comprehensive Plan Future Land Use Map must be accompanied by a traffic analysis. This traffic analysis must be provided by the applicant for large scale amendments (over 10 acres) and must identify potential roadway impacts caused by the development and any necessary improvements. The County has opted out of concurrency for parks and recreational facilities entirely as well. The following table (Table 8-1) summarizes current Land Development Code and Comprehensive Plan policies for central water and sewer, stormwater, and solid waste (Tier 2) for most commercial projects and residential plats. The three tiered system for Santa Rosa County, is also summarized by the following graphic (Figure 8-1). It should be noted that new single family residences requiring building permits are required to connect to a centralized water and/or sewer system if such service(s) are available (basically in front of new house), regardless of whether or not these houses are constructed on a platted or metes and bounds lot (Tier 1). Tier 3 as shown on Figure 8-1 represents developments requiring a large scale comprehensive Plan Future Land Use Map amendment.

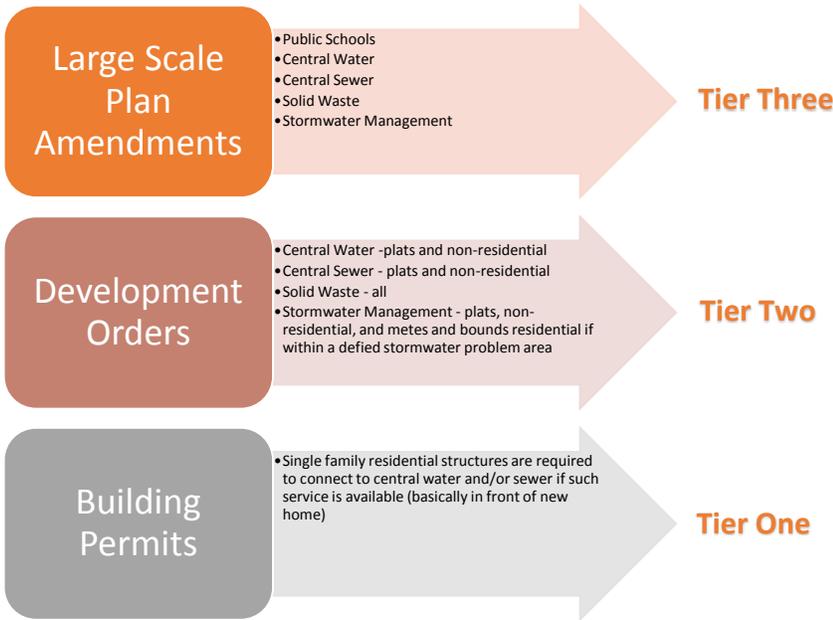
For example, if an applicant desired to change from the Agriculture (1 unit per 15 acres) category to the Agriculture Rural Residential category (1 unit per acre), a transportation study or impact analysis in lieu of meeting a concurrency test would be required, with any necessary improvements generated based on the level of development proposed and capacity available on the impacted roadways. This analysis is to be utilized by the Zoning Board and Board of County Commissioners in deliberation of the amendment request. A concurrency analysis would be required for public schools and conducted in cooperation with the Santa Rosa County School Board. Tier 3 developments are required to utilize the methodologies found in the adopted Interlocal Agreement for Schools which is included herein by reference.

**Table 8-1** Santa Rosa County Concurrency Management System (Tiers 2 and 3 Development Orders)

	<b>LOS (Utility) Requirement</b>	<b>Developer Requirement</b>
<b>Central Water</b>	100 gallons per capita per day	No linear extension requirement is in place but if central water is immediately available, platted subdivisions (excludes metes and bounds subdivisions) are required to connect and install according to engineering specifications. Metes and bounds subdivisions are only required to connect if there is an existing line in front of home.
<b>Central Sewer</b>	90 gallons per capita per day	For Platted subdivisions only (excluding metes and bounds subdivisions) – required to connect if sewer is located within ½ mile of the proposed project. Metes and bounds subdivisions are only required to connect if there is an existing line in front of home. Certain engineering standards also apply and the utility is required to refund the developer one half of the cost to install.
<b>Solid Waste</b>	6 lbs. per capita per day for all county residents	None – this relates to landfill and disposal capacity
<b>Stormwater</b>	(a) Retain the first inch of run-off; and (b) Drainage systems in areas with no positive drainage outlet shall be designed to include the retention of the twenty-four (24) hour, one hundred (100) year frequency storm with no offsite discharge. Except that, developments that provide a direct stormwater discharge to the Gulf of Mexico, Santa Rosa Sound, Escambia Bay, East Bay, Blackwater Bay, East River, Yellow River, and Blackwater	For platted subdivisions only (excluding metes and bounds subdivisions unless within a defined stormwater problem area)

	River may have reduced detention storage requirements.	
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**Figure 8-1: Santa Rosa County's Three Tiered Concurrency Management Approach**



**8.3 Relationship to Other Elements**

- 1) To evaluate the need for public facilities as identified in the other comprehensive plan elements and as defined in the applicable definitions for each type of public facility;
- 2) To estimate the cost of improvements for which the local government has fiscal responsibility;
- 3) To analyze the fiscal capability of the local government to finance and construct improvements;
- 4) To adopt financial policies to guide the funding of improvements and to schedule the funding and construction of improvements in a manner necessary to ensure that capital improvements are provided when required based on needs identified in the other comprehensive plan elements; and
- 5) To ensure that an adequate concurrency management system will be implemented by local governments through requirements included in the Capital Improvements Element.

The *Capital Improvements Element* is a guide for timely and efficient provision of public infrastructure, including water, sewer, drainage, traffic circulation, and parks and open space facilities. It uses sound

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~~fiscal policies to meet the County's needs for construction, acquisition or development of capital facilities necessary to eliminate existing deficiencies, accommodate future growth and to replace obsolete or worn-out facilities, including water, sewer, drainage, traffic circulation, and parks and open space facilities. A.~~

### **Organization of the Element**

~~The Capital Improvements Element is divided into four main headings which include the Introduction; Terms and Concepts; Existing Regulatory Framework; and Data and Analysis. The Introduction is followed by Terms and Concepts, which define terms utilized throughout this document. The Existing Regulatory Framework describes current state and local regulations. The Data and Analysis section on Existing Conditions identifies existing revenue sources and funding mechanisms, and discusses local policies and practices, the capital improvements program, impact fees, deficiencies, fiscal implications of deficiencies, and the County's ability to finance capital improvements.~~

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As the main financial tool of the *Comprehensive Plan*, the *Capital Improvements Element (CIE)* is dependent upon the other elements pertaining to public facilities for setting standards and needs upon which capital improvements are to be scheduled and funded. The other elements state these standards and needs in terms of levels of service. Projects should be given priority in the CIE based on the levels of service for each affected facility. Other criteria used by Santa Rosa County to evaluate capital projects are: elimination of future public hazards, elimination of any existing capacity deficits, the impact on the annual operating budget and the Capital Improvements program, locational needs based on projected growth patterns, the accommodation of new development and redevelopment demands, financial feasibility and the plans of the public and private utilities operating within the County, the Northwest Florida Water Management District, the water and sewer providers, the Florida Department of Transportation, and other state agencies that provide public services within the jurisdiction of Santa Rosa County.

The *Future Land Use Element* and its accompanying *Future Land Use Map* provides the blue print and the strategies for managing the County's future development.

Likewise, level of service (LOS) standards are contained in the *Transportation Element* to determine the type of roadway section(s) needed to support a proposed development. For the most part, the Florida Department of Transportation contributes funding to these improvements.

The *Infrastructure Element* (which consists of Natural Groundwater Aquifer Recharge, Potable Water, Wastewater, Stormwater Management and Solid Waste), is directly related to the Capital Improvements Element. The impacts of the existing and the proposed facilities (drainage, water supply, sanitary sewer and solid waste), must be concurrent with the development impacts and must be designed based on the adopted level of service standards. The County includes the cost of such services or manages development related contributions to the costs of such services by identifying these improvements in its *Five Year Capital Improvements Schedule*.

The *Recreation and Open Space Element* provides guidance on the development of recreational facilities within the County. This includes analysis of current facilities and policies related to needs.

The *Intergovernmental Coordination Element* provides opportunities to improve both within the County and outside the County coordination mechanisms to provide mutually needed services to support development.

## 8.4 Capital Improvements Programming

The capital improvements program is a blueprint for planning the County's capital expenditures and is one of the most important responsibilities of local government. It coordinates community planning, financial capacity and physical development. The basic elements utilized for capital improvements programming are the Five Year Schedule of Capital Improvements found within the Capital Improvements Element (Table 8-1), LOS analysis and the County's capital budget process.

### ~~15-3 EXISTING REGULATORY FRAMEWORK~~

~~Two major sets of regulations guide comprehensive planning in the State of Florida and, thus, describe the process for developing a Capital Improvements Element. Chapter 163, Part II of the Florida Statutes is the Local Government Comprehensive Planning and Land Development Regulation Act. Its purpose is to empower local governments with the ability to guide and control future development through local comprehensive planning programs. It requires that local governments consider the need for and the location of public facilities in order to encourage the efficient utilization of such facilities.~~

~~Rule 9J-5 of the Florida Administrative Code outlines the minimum criteria that must be included in the Capital Improvements Element and the Supporting Documentation. It is also used to determine consistency with the Strategic Regional Policy Plan, developed by the West Florida Regional Planning Council, and the State Comprehensive Plan.~~

#### Five Year Schedule

Florida Statute requires that the County Comprehensive Plan include a schedule of capital improvements which includes any publicly funded projects of federal, state, or local government, and which may include privately funded projects for which the local government has no fiscal responsibility. Projects necessary to ensure that any adopted level-of-service standards are achieved and maintained for the 5-year period must be identified as either funded or unfunded and given a level of priority for funding. The County's planned capital improvement process is implemented through the *Five Year Schedule of Capital Improvements* (see Table 8-1 of the Comprehensive Plan Policy Document). Capital improvement programming is an essential function of the Board of County Commissioners (BOCC). The *Five Year Schedule of Capital Improvements*

(See Table 8-1, Comprehensive Plan Policy Document), is reviewed and amended annually as part of the budget cycle and as part of the comprehensive planning process.

~~Although Impact Fee Ordinances have not been enacted in Santa Rosa County, they are a concurrency management and revenue option open to the BOCC. The purpose of an impact fee is to regulate land development to assure that new development bears a proportionate share of the costs of capital facilities necessary to accommodate such development.~~

## ~~A.2 Public Education and Public Health Systems~~

### ~~Public Schools~~

~~Within Santa Rosa County, there are currently thirteen elementary schools, two intermediate schools, seven middle schools, and six high schools. These schools are depicted on *Map 3-8, Future Land Use Map Series*. There are also several alternative, private, and charter schools in the county that are not under direct control of the School District. In addition, Jackson Pre-K, Locklin Technical Center and Pensacola Junior College/University of Florida Milton campus also serve the educational needs of the area.~~

~~The Santa Rosa County School Board is an independent authority and is not under the purview of Santa Rosa County. The boundary of the School Board is coterminous with the county boundary. In determining the proper location for new schools, service areas will vary based on the School Board's analysis of several factors including existing and emerging population centers and the geographic location with respect to transportation routes to lessen distance and time for student busing. Consequently, there are no fixed service area standards relative to the location of schools.~~

### ~~Hospitals~~

~~Santa Rosa Medical Center is the only hospital located in Santa Rosa County. The hospital is not County operated; however, it does serve the countywide population. *Map 3-9, Future Land Use Map Series*, identifies the hospital and other public facilities in the county. There are no plans for new hospital construction in Santa Rosa County.~~

## **8.5 Inventory of Existing Revenue Sources and Funding Mechanisms**

The County's capability to appropriate the needed revenue for capital improvements must be assessed from various revenue sources, including different types of taxes, fees, service charges, fines and forfeitures, special assessments, bonds, trust funds, and grants and loans. The adopted Santa Rosa County budget is the best source of information regarding existing revenues for the current fiscal year. However, the following graphic (Figure 8-2) provides information on the six general sources of revenue that the County utilizes.

Figure 8-2: General Sources of County Revenue

## Taxes

- Ad Valorem (Unrestricted)
- Franchise Fees (Unrestricted)
- Communication Service Tax (Unrestricted)
- Tourist Development Tax (Restricted)

## Fuel Tax

- Ninth-cent Sales Tax (Restricted)
- Local Option Fuel Tax (Restricted)
- Constitutional Fuel Tax (Restricted)
- County Fuel Tax (Restricted)

## Licenses and Permits

- Professional and Occupational Licenses (Unrestricted)
- Building Permits and Zoning Fees (Unrestricted)

## Charges for Services

- Court Fees (Restricted)
- E-911 Fees (Restricted)
- Engineering Fees (Unrestricted)
- Navarre Water Fees (Restricted)
- Hangar Lease Fees (Restricted)
- Landfill Fees (Restricted)

## Fines and Forfeits

- Intergovernmental Communications Program (Restricted)

## Miscellaneous

- Donations, Interest Earned, Sale of Surplus Equipment (Unrestricted)
- Impact Fees (Restricted)
- Special Assessment (Restricted)

The following graphic (Figure 8-3) depicts the current breakdown of County revenue sources with a description of each of these following.

<b>Table 15-4</b>			
<b>Inventory of Revenue Sources &amp; Amount Generated—General Fund</b>			
<b>Unincorporated Santa Rosa County</b>			
Revenue Source	FY99/00	FY00/04	FY04/02 <i>(as of 7/15/02)</i>
<b>Taxes &amp; Franchise Fees</b>			
<i>Ad-Valorem Taxes</i>	\$8,143,179	\$8,901,359	\$9,534,260
<i>Tax Deed Sales</i>	\$36,559	\$82,744	\$47,500
<i>Cable Franchise Fee</i>	\$541,507	\$606,108	\$0
<i>Communication Service Tax</i>	\$0	\$0	\$522,500
<b>SUBTOTAL</b>	<b>\$8,721,245</b>	<b>\$9,590,211</b>	<b>\$10,104,260</b>
<b>Licenses and Permits</b>			
<i>Professional &amp; Occupational Licenses</i>	\$132,184	\$173,323	\$142,500
<i>Building Permits</i>	\$1,166,317	\$1,150,309	\$1,045,000
<i>Zoning</i>	\$119,962	\$121,411	\$142,500
<b>SUBTOTAL</b>	<b>\$1,418,463</b>	<b>\$1,445,043</b>	<b>\$1,330,000</b>
<b>Intergovernmental Revenues</b>			
<i>Federal Grants</i>	\$151,007	\$797,683	\$344,422
<i>State Grants</i>	\$737,420	\$1,519,095	\$2,204,044
<i>State Shared Revenue</i>	\$6,992,389	\$7,004,992	\$6,933,110
<b>SUBTOTAL</b>	<b>\$7,880,816</b>	<b>\$9,321,770</b>	<b>\$9,481,576</b>
<i>Charges for Services</i>	\$667,018	\$592,111	\$211,280
<i>Fines and Forfeits</i>	\$181,987	\$174,500	\$142,500
<b>Miscellaneous Revenue</b>			
<i>Interest Earnings</i>	\$322,780	\$249,480	\$313,500
<i>Rent and Royalties</i>	\$157,267	\$161,344	\$142,500
<i>Contributions/Donations</i>	\$15,118	\$258,342	\$4,750
<i>Other</i>	\$350,953	\$470,206	\$14,250
<b>SUBTOTAL</b>	<b>\$846,118</b>	<b>\$1,142,372</b>	<b>\$475,000</b>
<b>TOTAL REVENUES</b>	<b>\$19,715,647</b>	<b>\$22,266,007</b>	<b>\$21,744,616</b>

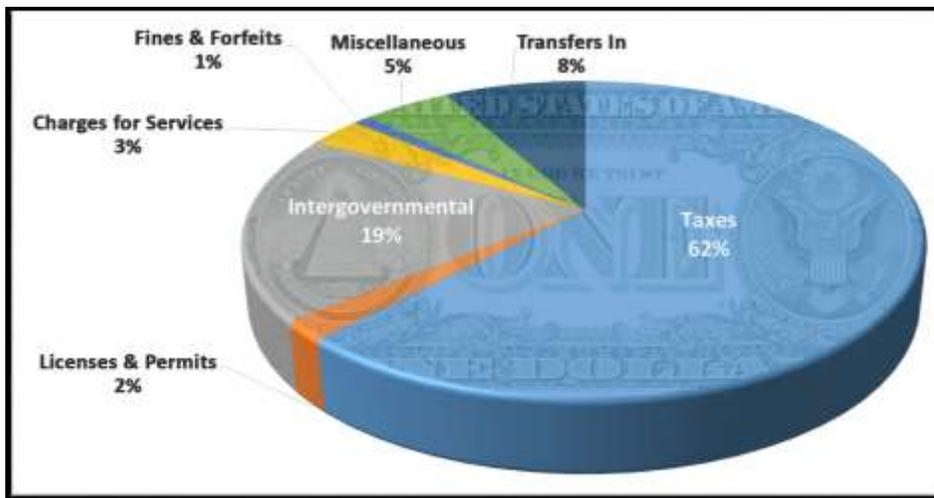
**Table 15-3**

Combined Statement of Revenue and Expenditure for Selected Fund Types  
 Unincorporated Santa Rosa County—Fiscal Year Ended September 30, 2008

	Fund Types					Total (Memorandum Only)
	General	Road & Bridge	Electric Franchise Fee	Disaster	Other Governmental Funds	
<b>Revenue</b>						
Taxes	50,850,673	8,603,335	5,224,408	--	1,128,324	65,806,740
Licenses & Permits	1,630,515	--	--	--	--	1,630,515
Intergovernmental Revenue	10,788,817	5,765,426	--	1,374,500	10,849,582	28,778,325
Charges for Services	3,508,650	229,350	--	--	1,548,674	5,286,674
Fines & Forfeitures	274,498	--	--	--	89,664	364,162
Miscellaneous Revenue	2,134,606	493,006	60,589	5,453	8,258,658	10,952,312
<b>Total Revenue</b>	<b>\$69,187,759</b>	<b>\$15,091,117</b>	<b>\$5,284,997</b>	<b>\$1,379,953</b>	<b>\$21,874,902</b>	<b>\$112,818,728</b>
<b>Expenditure</b>						
General Government	18,759,826	--	--	--	1,078,045	19,837,871
Public Safety	36,736,952	--	--	273,024	7,585,584	44,595,560
Physical Environment	1,100,067	30,000	--	--	1,246,770	2,376,837
Transportation	1,157,456	15,100,969	--	--	3,982,095	20,240,520
Economic Environment	134,602	--	125,000	--	6,171,741	6,431,343
Human Services	3,892,722	--	--	--	220,094	4,112,816
Culture and Recreation	2,881,695	--	--	--	61,462	2,943,157
Capital outlay	--	--	--	--	3,160,826	3,160,826
Debt Service	--	--	--	--	2,504,473	2,504,473
<b>Total Expenditure</b>	<b>\$64,663,320</b>	<b>\$15,130,969</b>	<b>\$125,000</b>	<b>\$273,024</b>	<b>\$26,011,090</b>	<b>\$106,203,403</b>
Excess (deficiency) of Revenue over Expenditure	\$4,524,439	\$(39,852)	\$5,159,997	\$1,106,929	\$(4,136,188)	\$6,615,325
<b>Other financing Sources (uses)</b>						
Operating Transfers, In	590,692	1,281,291	--	--	4,954,910	6,826,893
Operating Transfers, Out	(534,717)	--	(3,392,541)	--	(2,899,635)	(6,826,893)
New Debt Issuance	--	--	--	--	3,012,232	3,012,232
<b>Total Other Financing Sources (uses)</b>	<b>\$55,975</b>	<b>\$1,281,291</b>	<b>\$(3,392,541)</b>	<b>\$-</b>	<b>\$6,067,507</b>	<b>\$3,012,232</b>

Excess (deficiency) of Revenue and Other Sources over Expenditure and Other Uses	-\$4,580,414	-\$1,241,439	-\$1,767,456	-\$1,106,929	-\$931,319	-\$9,627,557
Fund Balance—October 1, 2007	-\$9,068,609	-\$8,830,909	-\$6,855,612	\$(4,110,708)	-\$21,057,734	-\$41,702,156
Change in reserve for inventory	-\$3,024	-\$76,624	-\$-	-\$-	-\$-	-\$79,648
Fund Balance—October 1, 2007	-\$13,652,047	-\$10,148,972	-\$8,623,068	\$(3,003,779)	-\$21,989,053	-\$51,409,364

SOURCE: Santa Rosa County General Purpose Financial Statements for Fiscal Year Ended September 30, 2008



Source: Santa Rosa County FY 2015-16 Budget

## Taxes

Property taxes are based on a millage rate (one mill is the equivalent of \$1 per \$1,000 of assessed value or 0.1%) which is applied to the total taxable value of real property and other tangible personal property. Revenue from ad valorem taxes may be used to fund both operating costs and capital projects. As the major sources of revenue for the County, taxes on the average amounted to nearly 62 percent of unincorporated Santa Rosa County's annual revenue for the years 2014. In 2014, ad valorem taxes (at a millage rate of 6.972) accounted for 40 percent of all General Fund revenue and about 93 percent of all taxes collected. The millage rate has since been reduced to 6.6175 mills.

Sales and use taxes, franchise taxes and utility taxes have represented about 3% of General Fund revenue since 1999. Other tax revenues currently available to the County generally are not restricted by use. These revenues may be pledged to cover all or a portion of bonded indebtedness as long as the use of funds satisfies the restrictions as specified by use.

### **Licenses and Permits**

This category includes professional and occupational licenses, building permits and other licenses.

### **Intergovernmental Revenues**

All local governments in the State of Florida depend on annual disbursements from the state to supplement operating and capital budget revenues. These funds are consolidated under "Intergovernmental Revenues" and are:

- a) generated locally, but collected and later returned by state agencies to the County;
- b) adopted as a local option tax or license fee, collected and returned by the state; or
- c) shared by the state or federal government in the form of grants to local government, but originate from state or federal government in general

Amounts available from these sources may vary from year to year depending on legislative actions and the actual amount of retail sales for consumer generated revenues.

### **Charges for Services**

These charges are derived from the operation of government services. These include, among others, sales of maps and publications, utility fees, zoning fees, recreational fees and fees for special events as well as fire protection services and ambulance fees.

### **Fines and Forfeitures**

Generally, court fines make up most of the revenues in this category. Less than one percent of General Fund revenues could be attributed to this source since 1999.

### **Miscellaneous Sources of Revenue**

Examples are income received as interest from various sources, special assessments, sale by the County of public property, rental income, and all private donations (real estate, gifts, donations, etc.) to the County. Currently, this amounted to 5 percent of General Fund revenues.