

APPLICATION 9. CAPITAL IMPROVEMENTS ELEMENT AMENDMENTS

Amend the Capital Improvements Element as follows. Additions are denoted by underline; deletions by ~~strikethrough~~.

CHAPTER 9: CAPITAL IMPROVEMENTS ELEMENT

(Reference ~~§9J-5.016(3), F.A.C.~~)

§9-1: CAPITAL IMPROVEMENT GOALS, OBJECTIVES, AND IMPLEMENTING POLICIES. This section stipulates goals, objectives, and implementing policies for the Capital Improvements Element pursuant to §163.3177(3) (a), F.S., and ~~§9J-5.016(3), F.A.C.~~

Reason for Amendment: To reflect changes in Florida Statutes.

GOAL 9-1: MANAGEMENT OF CAPITAL IMPROVEMENTS. The City of Key West shall undertake actions necessary to adequately provide and protect needed public facilities within the City's jurisdiction in a manner which protects investments and existing facilities, maximizes the use of existing facilities, and promotes orderly compact growth and to develop aesthetically pleasing and desirable public spaces and connectivity generally, important to residents and visitors alike.

Reason for Amendment: To reflect community comments and consistency with the 2011 Strategic Plan.

OBJECTIVE 9-1.1: PROVISION OF CAPITAL IMPROVEMENT NEEDS. Based on the scheduled timeframe in ~~Table IX-3~~ the Capital Improvements Schedule, the City shall commit necessary resources for capital improvements needed to implement goals, objectives and policies of the Comprehensive Plan. The fiscal commitment is stipulated in ~~Table IX-3~~ the Capital Improvements Schedule and is predicated on the analysis of capital improvement needs within the ~~Traffic Circulation~~ Transportation, Public Facilities and Recreation and Open Space Elements together with adopted level of service standards ~~established and adopted pursuant to Policy 9-1.6.1 of the Capital Improvement element.~~ Capital improvements will be provided for purposes of correcting existing deficiencies, accommodating desired future growth, and replacing worn-out or obsolete facilities.

Monitoring Measure: Annual adoption of a financially feasible Capital Improvements Schedule.

Reason for Amendment: Update and include Monitoring Measure.

Policy 9-1.1.1: Intent of Capital Improvement Element. The City is committed to growth management which incorporates appropriate and sustainable fiscal management practices and procedures. The City shall consider the use of all legal and equitable fiscal

management techniques to achieve delivery of public services and facilities needed by existing and anticipated future populations. The capital improvement program presented herein identifies capital improvements needed by the existing population to satisfy levels of service standards incorporated within this Comprehensive Plan. The City shall consider performance standards as well as legal and equitable impact fees, where appropriate, to ensure that new developments provide in advance of development a sufficient level of public facilities and services (or fees in lieu thereof) in order to cover the costs of needed facilities and services, the demands for which are specifically attributable to such new development.

This element shall provide a basis for estimating fiscal impacts required by capital improvements included in the Comprehensive Plan. The capital improvements program and budgeting process provides an on-going process for continuing planning and review of the City's capital outlays, including their location, timing, estimated cost, relative priority, and potential funding sources. The capital improvement program and budget process is an advisory planning function. Capital outlays are fixed only by the City Commission.

Reason for Amendment: Update.

Policy 9-1.1.2: Capital Improvement Program. A capital improvement project is defined as a project that is self-contained and that will usually be constructed or purchased as a unit. A capital improvement generally includes only those items constructed or purchased that have a useful life extending beyond a ten year period following their acquisition, and usually involve a cost in excess of \$25,000 or involve the acquisition or disposal of land regardless of cost. Minor recurring annual expense items, including routine maintenance and repairs, are excluded. All projects that are to be financed from bond funds are included. Similarly, preliminary engineering studies for such infrastructure improvements as the design of improvements to the drainage system are generally itemized as capital expenditure items due to their significant cost and their impact on the capital improvement program.

The capital improvement program and budget is concerned with the assessment of need, assignment of priorities, and efficient allocation of the City's existing and potential fiscal resources for major community improvements or acquisitions over a five to ten year period. The fundamental purposes of the capital programming process are as follows:

1. To consolidate and coordinate all the various departmental requests by taxing district with the hope of reducing delays and coordinating individual improvement programs.
2. To establish a system of procedures and priorities by which each proposal can be evaluated in terms of public need, long range development plans, and short and long term fiscal management impacts.
3. To schedule future capital outlay projects pursuant to identified needs and priorities.

4. To set forth a financing program that identifies potential funding sources, including but not limited to ad valorem taxes/general obligation bonds; user fees/revenue of excise tax bonds; grant programs; equitable contributions or exactments; as well as performance standards and other components of growth management which may be used as a fiscal strategy for obtaining needed capital improvements in developing areas.
5. To coordinate joint projects involving participation by one or more local governments, as well as regional, state, or federal agencies.

Policy 9-1.1.3: Capital Improvement Program and Budget as a Plan Implementation Device. The capital improvements program shall be used for achieving orderly urban growth and development. By providing a planned and reasonably reliable schedule of public projects, the capital improvement program and budget shall provide a guide for both public and private capital investment decisions affecting community development patterns. The capital improvement programming and budgeting process is a primary tool for closely coordinating land use planning and fiscal management required to successfully carry out the Comprehensive Plan.

Policy 9-1.1.4: Availability and Scheduling of Capital Improvements. The City shall include within the five-year schedule of capital improvements contained within this Element all capital improvements which are identified in any of the respective elements of the City's Comprehensive Plan. Also, the capital improvement program and budgeting process shall be used to plan for needed infrastructure improvements to serve projects for which development orders were issued prior to plan adoption. The City shall also promote regulations enforcement as a means to ensure availability of such services as deemed appropriate.

Policy 9-1.1.5: Priorities in Allocating Capital Improvements. In allocating priorities for scheduling and funding capital improvement needs, the City shall assign highest priority to capital improvement projects in the five-year schedule of improvements which are designed to correct existing deficiencies.

Policy 9-1.1.6: Capital Improvement Project Evaluation Criteria. Proposed capital improvement projects shall be evaluated and ranked by the City Commission according to the following priority level guidelines:

"Level 1": Whether the project is financially feasible and:

- Protects public health and safety and natural resources of the area.
- Fulfills the City's legal commitment to provide facilities and services.
- Preserves or achieve full use of existing facilities.

- Maintains compliance with plans of state agencies or the South Florida Water Management District that provide public facilities within the City of Key West.

"Level 2": Whether the project accomplishes the following:

- Increases efficiency of existing facilities.
- Prevents or reduces future improvement costs.
- Provides service to developed areas lacking full service or promotes in-fill development or redevelopment.

"Level 3": Whether the project:

- Represents a logical extension of facilities and services for new development in a manner consistent with Future Land Use Element goals, objectives and policies, including the Future Land Use Map.

OBJECTIVE 9-1.2: LIMITATION ON PUBLIC INVESTMENTS IN THE COASTAL HIGH HAZARD AREA. ~~Upon plan adoption of the Comprehensive Plan, the~~ The City shall continue to limit public expenditures that subsidize development permitted in coastal high-hazard areas to restoration or enhancement of natural resources. In addition, public funds for improved public facilities such as existing state and local roadways, central wastewater system improvements included in the capital improvements element, and water dependent structures such as beach accessways, piers, and beach renourishment activities may be permitted where approved by state and/or federal agencies having jurisdiction. These facilities are necessary to implement goals, objectives, and policies, of the traffic circulation, public facilities, coastal management, conservation, and recreation and open space elements of the Comprehensive Plan. Cross reference Policy 5-1.7.3. Any public subsidy of development in the coastal high hazard area shall only be approved where found to be needed to protect the health and safety.

Monitoring Measure: Capital expenditures in Coastal High Hazard Areas.

Reason for Amendment: Update and include Monitoring Measure.

Policy 9-1.2.1: Public Improvements in the Coastal Preservation Zone. The City of Key West shall not use public funds to subsidize development within the coastal high hazard area unless requisite federal, state and regional agencies have granted all necessary approvals. This provision shall not preclude infrastructure investments for purposes of improving water quality and sanitary conditions. Similarly, drainage improvements may be recommended as part of a proposed city-wide drainage improvement plan for purposes of managing stormwater runoff and improving water quality controls. No other infrastructure improvements shall be undertaken excepting facilities required to enhance shoreline access, resource restoration, or traffic improvements designed to promote and further public safety within developed high hazard areas.

OBJECTIVE 9-1.3: FUTURE DEVELOPMENTS TO BEAR COSTS OF THEIR RESPECTIVE INFRASTRUCTURE IMPACTS. ~~Upon adoption of the Comprehensive Plan future development shall be required to fund a pro rata share of all improvements the need for which is to be generated by proposed development.~~

~~Upon plan adoption~~ The City shall continue to maintain a concurrency management implementation system ~~shall be adopted~~ as part of the land development regulations which shall mandate that applicants for development or redevelopment shall be required to provide a pro rata share of all capital improvements the need for which shall be generated by the respective proposed developments or provide funds in lieu thereof. The concurrency management system shall ensure that such improvements are in place concurrent with the impacts of development and meet adopted minimum level of service standards. ~~The system is further described in Objectives 9-1.5 and 9-1.6 and Policy 9-1.5.1.~~

Monitoring Measure: Achievement of Level of Service standards.

Reason for Amendment: Update and include Monitoring Measure.

Policy 9-1.3.1: Ensuring Availability of Adequate Public Facilities and Assessing New Development a Pro Rata Share of Public Facility Costs. The City shall issue no development order or development permit for new development for which development orders were previously issued unless the concurrency management requirements cited in ~~Objective 9-1.5 and Policy 9-1.5.1~~ this Element have been satisfied pursuant to requirements of §9J-5.0055(2) F.A.C. The adequate facilities ordinance shall mandate that future applications for development shall pay a pro rata cost for public facility needs which shall be identified during the concurrency management assessment. As part of the concurrency management review process all applicants for development shall file an application which shall include a written evaluation of the impact of the anticipated development on the levels of services for the water and wastewater systems, solid waste system, drainage, recreation, and the ~~traffic circulation~~ transportation system. Prior to issuing a development order or permit the City shall ensure that provisions of concurrency management established in ~~Objectives 9-1.5 and 9-1.6 and Policy 9-1.5.1~~ this Element have been met. The developer's application shall demonstrate that the proposed development shall include all requisite improvements and that the improvements shall meet the concurrency management criteria of ~~Objectives 9-1.5 and 9-1.6~~ and be consistent with §9J-5.0055, F.A.C. The final point for determining concurrency must be prior to the issuance of a development order or permit which contains a specific plan for development, including the densities and intensities of use.

Reason for Amendment: Update.

OBJECTIVE 9-1.4: FISCAL RESOURCE MANAGEMENT. ~~Upon plan adoption the~~ The City shall continue to manage fiscal resources to ensure provision of needed capital improvements for previously issued development orders and for future development and

redevelopment. The City shall ~~develop~~ continue to utilize a concurrency management spread sheet which includes the designed capacity of public facility components, the available surplus capacity and formulas for assessing and allocating impacts and capacity to new development and redevelopment. The determination of available capacity shall include an assessment and consideration of infrastructure needs of developments approved prior to Plan adoption that have been and maintain valid plans and permits (~~Cross reference Policy 9-1.4.5~~).

Monitoring Measure: Achievement of Level of Service standards.

Reason for Amendment: Update and include Monitoring Measure.

Policy 9-1.4.1: Limitation on Indebtedness. In funding capital improvements, the City shall limit the maximum ratio of outstanding general obligation indebtedness to no greater than 1.3 percent of the property tax base. ~~The City shall limit the general obligation debt to \$680 per capita.~~ The City shall restrict the maximum ratio of total debt service to total revenue to a ratio of 80 percent. The City does not limit the use of revenue bonds as a percent of total debt. In fact, when financing capital expenditures the City prefers to use revenue bonds as opposed to general obligation bonds.

Reason for Amendment: Update.

Policy 9-1.4.2: Capital Improvements Program. ~~Upon plan adoption~~ The City shall continue to prepare and adopt a five-year capital improvement program and annual capital budget as part of its budgeting process.

Reason for Amendment: Update.

~~**Policy 9-1.4.3: Master Drainage Plan.** As part of the drainage improvement plan the City shall investigate the desirability of enacting a special drainage utility district as a mechanism for managing and funding needed drainage improvements through the year 2010. These improvement needs shall be identified in the drainage improvement plan.~~

~~Upon the completion of the stormwater management plan being undertaken in FY 1992-1993, the City shall amend the capital improvements program to include construction of required infrastructure improvements approved by the City Commission.~~

Reason for Amendment: Update – no longer applicable.

Policy 9-1.4.4: Grantsmanship. The City shall pursue available grants or private funds in order to finance the provision of needed capital improvements.

Policy 9-1.4.5: – Replacement and Renewal of Capital Facilities. ~~Upon plan adoption~~ The City shall continue to annually analyze public facility needs prior to adopting a capital improvement budget for the next fiscal year. The analysis shall include review of the public facilities and infrastructure improvement needs identified in the

Comprehensive Plan together with any new engineered assessment of infrastructure components in order to identify needed replacement or renewal of capital facilities.

~~The capital improvement schedule, Table IX-1 introduced in Policy 9-1.1 includes a major replacement item: the design and permitting of a deep well injection facility designed to replace the ocean outfall. This improvement is proposed to enhance long term water quality within near shore waters and around the reef tract. The sewer rehabilitation program, programmed in Table IX-1, has similar objectives of improving water quality and reducing saline infiltration and inflow.~~

~~The City shall annually prepare a fiscal management strategy which is directed toward ensuring that needed replacement or renewal of capital facilities are identified, prioritized, and scheduled in a manner consistent with the existing and projected fiscal resources of the City. Upon plan adoption, the concurrency management system shall be implemented through development regulations. The regulations shall establish time constraints for development approvals in order to ensure that available infrastructure system capacity (i.e., surplus capacity) is not held inactive for undetermined time intervals. The intent is to establish a concurrency management permitting system characterized by issuance of permits having well defined expiration dates for purposes of requiring reasonable progress toward completing duly approved plans. This approach is necessary to promote efficiency and prevent assignment of "ghost" capacities (i.e., unused capacities attributed to developments that due to mismanagement, changed market condition, or other reversals are unable to achieve reasonable progress in achieving approved plans).~~

Reason for Amendment: Update.

OBJECTIVE 9-1.5: CONCURRENCY MANAGEMENT. The City's concurrency management system stipulated herein is adopted with the Comprehensive Plan and shall continue to be utilized ~~implemented upon plan adoption.~~ Pursuant to Ch. 163, F.S., and §9J-5.0055 F.A.C., the City shall ensure that facilities and services needed to support development are available concurrent with the impacts of such development. ~~Upon plan adoption no~~ No development order or permit shall be issued which would result in a reduction of adopted levels of service. ~~The City's adopted level of service standards are cited in Policy 9-1.6.1.~~ The capital improvement schedule establishes the City's Plan of improvements, costs of public improvements and methods of funding required meeting existing deficiencies and maintaining the level of service standards in the future.

In order to ensure that future development maintains adopted level of service standards, the City shall issue no development order or permit for development unless the applicant provides narrative and graphic information demonstrating to the satisfaction of the City that adopted level of service standards for public facilities, including roads, water and wastewater services, drainage, solid waste, and recreation will be maintained and that improvement needs shall be planned in a manner that satisfies concurrency management ~~criteria of Objective 9-1.6.~~ Specific policies for managing development

orders and ensuring provision of concurrency facilities are cited in Objective 9-1.6 this Element.

~~The City's adopted level of service standards are cited in Policy 9-1.6.1. These standards shall be used as the standard level of service for concurrency management and shall be coordinated with entities having jurisdictional responsibility for such facilities.~~

~~The data inventory and analysis section of the traffic circulation, public facilities and recreation elements provides an assessment of existing and projected deficiencies in levels of service and establishes programmed capital expenditures required for public sector participation in meeting existing deficiencies. Regulatory measures including concurrency management have been adopted as a means for achieving private sector participation in ensuring maintenance of adequate levels of service during the short (1995) and long term (2010) planning period.~~

~~Upon plan adoption the City shall amend its land development regulations to include a program for implementing concurrency management. The regulations shall mandate that as part of the concurrency requirements:~~

- ~~o The necessary facilities and services shall be in place at the time a development permit is issued;~~
- ~~o A development permit is issued subject to the condition that the necessary facilities and services shall be in place when the impacts of the development occur; or~~
- ~~o The necessary facilities and services are guaranteed in an enforceable development agreement. An enforceable development agreement may include, but is not limited to development agreements pursuant to Section 163.3220 Florida Statutes or an agreement or development order issued pursuant to Chapter 380 Florida Statutes.~~

~~At a minimum, the latest point in the application process for the determination of concurrency is prior to the approval of a development order or permits which would authorize the commencement of construction or physical activity on the land. Development orders and permits approved prior to the actual authorization for the commencement of construction or physical activity on the land must be conditioned to provide that actual authorization of the final permit which will authorize the commencement of construction or physical activity will be contingent upon the availability of public facilities and services necessary to serve the proposed development.~~

Monitoring Measure: Achievement of Level of Service standards.

Reason for Amendment: Update and include Monitoring Measure.

Policy 9-1.5.1: Resolving Concurrency Issues. In order to implement §9J-5.0055 and Objective 9-1.5, the above measure, The City shall continue to require that all

developments requiring a development order as part of the review process (as defined in ~~§163.3164~~ including comprehensive plan amendments, rezoning amendments, subdivision approvals, site plan approvals, or building permit approvals) shall, at the time the subject application is filed, submit narrative and graphic information which demonstrates that all urban services needed by the proposed development can and will be provided concurrent with the new development.

In order to establish an orderly review process, the City's ~~shall refine the~~ land development regulations ~~by shall continue to stipulating~~ specific narrative and/or graphic data and information required at the time an application for comprehensive plan amendment or zoning regulations amendment, subdivision or replat approval, site plan approval, or building permit approval is filed with the City. As a minimum, the information shall include the following:

- The specific land use(s) and the proposed density and/or intensity of the use(s);
- Estimated trips for the peak hour generated by the proposed land use(s) together with anticipated on- and off-site improvements necessitated to accommodate the traffic impacts generated by the development including, additional R/W, roadway improvements, additional paved laneage, traffic signalization, proposed methods for controlling access and egress, and other similar improvements;
- Planned improvements in potable water and/or wastewater systems required to establish and/or maintain adopted water and wastewater levels of service. System improvements and proposed funding resources required for implementing any improvements required to establish and/or maintain adopted potable water and wastewater system level of service standards.
- Conceptual plan for accommodating stormwater run-off and demonstrated evidence that the proposed drainage improvements shall accommodate stormwater run-off without adversely impacting natural systems or the City's adopted level of service for storm drainage;
- In cases where residential development is proposed, information shall be submitted describing plans for accommodating recreational demands generated by the development, including demonstrated evidence that the City's adopted level of service for recreation shall not be adversely impacted;
- Projected demand generated by the development on the solid waste disposal system and assurances that the City's adopted level of service for solid waste disposal shall not be adversely impacted;
- Other information which the City determines is necessary to assure that the concurrency requirement shall be satisfied without adversely impacting existing levels of service or the City's ability to adequately service anticipated developments which are consistent with adopted plans and policies of the City.

All such information submitted pursuant to this subsection shall incorporate proposed funding sources, including any identification of improvements which the applicant anticipates shall be funded by the City or other public or private entity other than the applicant.

Reason for Amendment: Update.

OBJECTIVE 9-1.6: REQUIRING DEVELOPMENT ORDERS AND PERMITS COMPLIANT WITH CONCURRENCY MANAGEMENT, LOS STANDARDS, AND CAPITAL IMPROVEMENT SCHEDULE. Decisions regarding the issuance of development orders, building permits, certificates of occupancy, and other applicable permits shall be consistent with goals, objectives, and policies of the respective Comprehensive Plan elements, the City's adopted land development regulations, and requirements for adequate public facilities meeting stated levels of service criteria. ~~Upon adoption of the Comprehensive Plan the City shall ensure that land use decisions and fiscal decisions are coordinated with the adopted schedule of capital improvements to maintain adopted level of service standards cited in Policy 9-1.6.1 and meet existing and future needs.~~

~~Upon adoption of the Comprehensive Plan the~~ The City shall continue to ensure that land use decisions and fiscal decisions are coordinated with the adopted schedule of capital improvements to maintain adopted level of service standards and meet existing and future needs. Prior to achieving plan approval and prior to receiving a building permit, any applicant for development shall be required to ensure that public facilities shall be available concurrent with the impacts of development as shall be determined based on the following criteria. An applicant/developer shall be issued a development order/permit only if the following criteria are met:

- 1 For potable water, sewer, solid waste and drainage, the following standards of ~~§9J-5.0055(2) (a), FAG~~ shall be met:
 - a. The necessary facilities and services are in place at the time the development order is issued;
 - b. The development order is issued subject to the condition that the certificate of occupancy will be issued only if the necessary facilities and services will be in place when the impacts of development occur;
 - c. The necessary facilities are under construction at the time a permit is issued; or
 - d. The necessary facilities and services are guaranteed in an enforceable development agreement that includes the provisions of sub-paragraph 1(a-c) of this Objective 9-1.6. An enforceable development agreement may include, but is not limited to, development agreements pursuant to section 163.3220, Florida Statutes, or an agreement or development order issued pursuant to Chapter 380, Florida Statutes. The agreement must guarantee that the necessary facilities and services will be in place when the impacts of the development occur.

2. For Parks and Recreation facilities the following standards of CH 163.3180 (2) (b), F.S. and ~~9J-5.0055(2) (b), FAG~~ shall be met by complying with sub-paragraph 1(a-d) of this Objective 9-1.6 or by ensuring that the following standards of ~~§9J-5.0055 (2) (b), FAG~~ shall be met:
 - a. At the time the development permit is issued, the necessary facilities and services are the subject of a binding executed contract which provides that parks and recreation facilities to serve new development shall be in place or under actual construction no later than one (1) year after issuance of a certificate of occupancy. However, the acreage for such facilities shall be dedicated or be acquired by the City prior to issuance of a certificate of occupancy or funds in the amount of the developer's fair share shall be committed prior to issuance by the City of a certificate of occupancy;
 - b. The necessary facilities and services are guaranteed in an enforceable development agreement which requires the commencement of the actual construction of the facilities or the provision of services within one year of the issuance of the applicable development permit. An enforceable development agreement may include, but is not limited to, development agreements pursuant to Section 163.3220, Florida Statutes, or an agreement or development order issued pursuant to Chapter 380, FS.

3. For Roads the following standards of CH. 163.3180(2) (c), F.S., and ~~§9J-5.0055(2) (c), FAG~~ shall be met by complying with sub-paragraph 1(a-d) or 2(a-b) of Objective 9-6.1 or by ensuring that the following standards of CH 163.3180(2) (c), F.S. and ~~§9J-5.0055 (2) (c), FAG~~ shall be met.

- a. At the time the development permit is issued, transportation facilities needed to serve new development shall be in place or under actual construction no more than three (3) years after issuance by the local government of a certificate of occupancy or its functional equivalent.
- b. In addition, in areas in which the City of Key West commits to provide the necessary public facilities and services in accordance with its five-year schedule of capital improvements, the concurrency requirement for roads may be met by the adoption and implementation of a concurrency management system based upon an adequate capital improvements program and schedule and adequate implementing regulations which, at a minimum, include the following provisions:
 - i. A capital improvements element and a five-year schedule of capital improvements which, in addition to meeting all of the other statutory and rule requirements, must be financially feasible. The capital improvements element and schedule of capital improvements may recognize and include transportation projects included in the first three years of the applicable adopted Florida Department of Transportation five-year work program.
 - ii. A five-year schedule of capital improvements which must include both necessary facilities to maintain the adopted level of service standards to serve the new development proposed to be permitted and the necessary facilities required to eliminate those portions of existing deficiencies which are a priority to be eliminated during the five-year period under the local government plan's schedule of capital improvements pursuant to Rule 9J-5.016(4) (a) 1, FAC.
 - iii. A realistic, financially feasible funding system based on currently available revenue sources which must be adequate to fund the public facilities required to serve the development authorized by the development order and development permit and which public facilities are included in the five-year schedule of capital improvements.
 - iv. A five-year schedule of capital improvements which must include the estimated date of commencement of actual construction and the estimated date of project completion.
 - v. A five-year schedule of capital improvements which must demonstrate that the actual construction of the road and the provision of services are scheduled to commence in or before the third year of the five-year schedule of capital improvements.
 - vi. A provision that a plan amendment would be required to eliminate, defer or delay construction of any road which is needed to maintain the adopted level of service standard and which is listed in the five-year schedule of improvements.
 - vii. A requirements that the local government must adopt local development regulations which, in conjunction with the capital improvements element, ensure that development orders and permits are issued in a manner that will

assure that the necessary public facilities and services will be available to accommodate the impact of that development.

viii. A provision that a monitoring system shall be adopted which enables the local government to determine whether it is adhering to the adopted level of service standards and its schedule of capital improvements and that the local government has a demonstrated capability of monitoring the availability of public facilities and services.

ix. A clear designation within the adopted comprehensive plan of those areas within which facilities and services will be provided by the local government with public funds in accordance with the five-year capital improvements schedule.

x. A provision that latest science and predictions for sea level rise and other climate change related issues are considered as part of the improvement.

xi. A provision that a procedure for life cycle cost analysis and green procurement standards be developed and considered as an element in the design of the improvement.

4. All new construction projects and renovations where the cost of construction is equal to or greater than 50% of the buildings replacement cost must meet at least LEED Silver, Green Globes Two Globes, Florida Green Building Coalition Silver, or other nationally recognized, high performance green building rating system. All renovations where the cost of construction is less than 50% of the buildings replacement cost must meet at least the lowest tier of LEED, Green Globes, Florida Green Building Coalition, or other nationally recognized, high performance green building rating system.

In determining the availability of services or facilities, a developer may propose and the City of Key West may approve developments in stages or phases so that facilities and services needed for each phase will be available in accordance with the standards required by CH 163.3180, F.S. and Rules 9J-5.0055(2) (a), (2) (b) and (2) (c), FAC [Herein stipulated in sub-paragraph (1-3)].

~~As stipulated in Objective 9-1.5, at a minimum the latest point in the application process for the determination of concurrency is prior to the approval of an application for a development order or permit which contains a specific plan for development, including the densities and intensities of development.~~

If any change in the Comprehensive Plan future land use map is proposed, no such amendment shall be approved until the impacts of proposed new land use activities on existing infrastructure as well as infrastructure included in the City's adopted capital improvement program have been identified and evaluated. The plan amendment shall be approved only if the projected impacts have been resolved through amendments to the capital improvements program or through an enforceable development agreement which ensures that any public facility needs generated by

the proposed change in land use shall be met concurrent with the impacts of development and that adopted level of service criteria shall be met.

~~Upon plan adoption the City shall ensure that land use decisions and decisions impacting public facilities and fiscal resources shall maintain adopted level of service standards and be directed toward meeting existing and future facility needs identified in the Comprehensive Plan. This activity shall be accomplished by implementing a concurrency management monitoring and evaluation system which shall include a spread sheet through which the City shall track infrastructure capacity, including available capacity for accommodating demand of new development (Cross reference Objective 9-1.4 and Policy 9-1.4.5).~~

Monitoring Measure: Issuance of development orders contingent upon the provision of facilities and services.

Reason for Amendment: Update and address the Climate Change Action Plan.

Policy 9-1.6.1: Level of Service Standards. The City shall use the following LOS standards in reviewing the impacts of new development and redevelopment upon public facilities. The City shall strive to overachieve by conserving more than the LOS standards, and by creating conservation LOS standards that public facilities will attain:

Sanitary Sewerage System Level of Service:

Residential Uses:	100 gallons per capita per day for permanent residents and 90 gallons per capita per day for seasonal residents
Non-Residential Uses:	660 gallons per acre per day

Treatment Standard:

The effluent concentrations for the City's Fleming Key Wastewater treatment facility shall comply with Florida Administrative Code Rule 17-6.180(1) (b) 1., as follows:

- a. The arithmetic mean of the BOD or TSS values for the effluent samples collected (whether grab or composite technique is used) during an annual period shall not exceed 20 mg/l.
- b. The arithmetic mean of BOD or TSS values for a minimum of four effluent samples each collected (whether grab or composite technique is used) on a separate day during a period of 30 consecutive days (monthly) shall not exceed 30 mg/l.
- c. The arithmetic mean of the BOD or TSS values for a minimum of two effluent samples each collected (whether grab or composite technique is used) on a separate day during a period of 7 consecutive days (weekly) shall not exceed 45 mg/l.
- d. Maximum permissible concentrations of BOD or TSS values in any effluent grab sample at any time shall not exceed 60 mg/l.

For the basic disinfection levels, Code Rule 17-6.180(1) (b) 4., the operational criteria shall comply with Florida Administrative Code Rule 17-6.180(1) (b) 4, using either MF or equivalent MPN methods as follows:

- a. The arithmetic mean of the monthly fecal coliform values (computed as per b., below) collected during an annual period, shall not exceed 200 per 100 ml of effluent sample.
- b. The geometric mean of the fecal coliform values for a minimum of ten effluent samples each collected on a separate day during a period of 30 consecutive days (monthly) shall not exceed 200 per 100 ml of sample.
- c. No more than ten percent of the samples collected during a period of 30 consecutive days shall exceed 400 fecal coliform values per 100 ml of sample.
- d. Any one sample shall not exceed 800 fecal coliform values per 100 ml of sample.

The City's Fleming Key wastewater treatment facility shall meet all water quality requirements of Chapter 17-3, Florida Administrative Code, including the chlorine residual standard. Dechlorination may be necessary should the chlorine residual in the effluent exceed the maximum limits at the end of the discharge pipe which would cause a violation of 17-3 standards. The wastewater treatment facility contains dechlorination facilities.

Level of Service for Wastewater Treatment Plant Effluent.

To help minimize the eutrophication of ocean waters by ocean outfall which contain nutrients, the wastewater treatment plant effluents shall not exceed the following nutrient levels on an average annual basis:

Total Nitrogen Concentration: 6 mg/l; and

Total Phosphorus Concentration: 4mg/l.

Private sewage treatment facilities shall provide no less than tertiary level of treatment defined as nutrient stripping meeting a standard of no more than 1.5 parts per million of total phosphorus as the average over two (2) consecutive quarters and no more than five parts per million (5 ppm) of total nitrogen content. The permit-holder shall monitor and test effluent and submit reports to the City Commission documenting that these nutrient stripping standards are being met. If these treatment standards are not met for two (2) consecutive quarters, the subject permit shall come before the City Commission for review and possible revocation. Monitoring and testing standards shall be conducted as required by Chapter 17-601.100 through 17-601.900, F.A.C.

Potable Water Level of Service:

	<u>Residential</u>	<u>Non-Residential</u>
1990-1995	95 gal/capita/day	660 gal/acre/day
1996-2010	93 <u>100</u> gal/capita/day	650 gal/acre/day

Solid Waste Disposal Level of Service:

1991-1993 Level of Service (lb/capita/day)

Land Use	<u>Total Waste Generation</u>	<u>WTE Facility Capacity</u>
Residential	3.8	2.93
Non-Residential	9.1	7.00

1994-2010 Level of Service (lb/capita/day)

Land Use	<u>Total Waste Generation</u>	<u>WTE Facility Capacity</u>	<u>Recyclable Waste Generation</u>
Residential	2.66	2.05	0.5
Non-Residential	6.37	4.90	0.25

The City shall not approve development applications unless the City demonstrates that sufficient capacity is available to accommodate projected solid waste disposal needs for all existing and approved development for a period of three (3) years. ~~As part of the remedial plan amendment the City shall include an executed copy of the contract for accommodating haul out and landfill needs covering a five year period with an option to renew for five additional years. The City's contract with Chambers shall provide a reserve capacity for 50,000 tons per year or 299.40 cubic yards of landfill at the Berman Road Landfill in Okeechobee County. The landfill is comprised of 345 acres with an adjacent 2,000 acres under ownership by Chambers for landfill expansion.~~

Drainage:

The Drainage level of service standard below will be applicable to all types of development. Where two or more standards impact a specific development, the most restrictive standard shall apply:

- a. Post development runoff shall not exceed the pre-development runoff rate for a 25-year storm event, up to and including an event with a 24 hour duration.
- b. Stormwater treatment and disposal facilities shall be designed to meet the design and performance standards established in Chapter ~~47-25~~ 62-25 , Section 25.025, FAC, with treatment of the runoff from the first one inch of rainfall on-site to meet the water quality standards required by Chapter ~~17-302~~, Section ~~17-302.500~~ 62-302, 862-302.500, FAC. Stormwater facilities which directly discharge into "Outstanding Florida Waters" (OFW) shall provide an additional treatment pursuant to Section ~~47-25.025~~ 62-25.025 (9), FAC.

- c. Stormwater facilities must be designed so as to not degrade the receiving water body below the minimum conditions necessary to assure the suitability of water for the designated use of its classification as established in Chapter 17-302 62-302, FAC.

In order to ensure that these levels of service standards are maintained, upon plan adoption the City of Key West shall develop a concurrency management implementation system pursuant to 9J-5.0055, FAC. which shall prescribe methodologies for determining available capacity and demand, including appropriate peak demand coefficient for each facility and for the type of development proposed.

Recreation Standards for Facilities:

See Table IX-1.6.1(1) which is adopted as the level of service standard for recreation facilities.

**TABLE IX-1
LEVEL OF SERVICE STANDARDS FOR RECREATION SITES
City of Key West
1990**

Park Facility	Location	1,000 Population	Population Served	Desirable Park Area (Ac)	Facilities
Neighborhood Park	Neighborhood areas, adjacent to elementary school when feasible	2.5 acres	up to 5,000	Minimum of 2.5 acres	Plan apparatus areas, recreation building, sports fields, paved multi-purpose courts, senior citizens area, picnic area, open or free play area, and landscaping.
Community Park	Serves residents of a group of neighborhoods, adjacent to Jr. or Sr. High school when feasible	2.5 acres	up to 25,000	Minimum of 10 acres	All the facilities found in a neighborhood park plus facilities to service the entire family. Pools, softball/baseball fields, tennis courts, play areas, picnic area, passive and active recreation areas, multi-purpose courts,

					and recreation building.
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— SOURCE: Adapted from "Outdoor Recreation in Florida," Florida Department of Natural Resources, 1987, p. 101.

— NOTE: Service area is City limit boundary.

— PREPARED BY: Solin and Associates, Inc., 1990.

The minimum acceptable Level of Service standard for recreation and open space facilities in the City of Key West shall be: five acres of recreation and open space per 1,000 permanent residents, and; the following radius standard:

Recreation Facilities Radius Standard:

<u>Park Type</u>	<u>Acreage</u>	<u>Service Radius</u>
<u>Urban Open Spaces</u>	<u>0 – 2.5</u>	<u>5 minute walk; .25 miles</u>
<u>Neighborhood</u>	<u>2.5 – 10</u>	<u>10 minute walk; .5 miles</u>
<u>Community</u>	<u>10 – 30</u>	<u>10 minute drive; 3 miles</u>

Urban Open Space is understood to mean those areas designated in the City which are between 0 and 2.5 acres and typically contain landscaped areas but have limited or no facilities or other improvement. These areas could include pocket parks and community gardens. The recreational use of these sites is limited by their location and/or size. These sites serve to preserve the aesthetic quality of an area or to intersperse congested urban environments with aesthetically pleasing buffer areas, as well as some limited recreational benefits. Some open space areas may serve as linear, pocket parks, while other areas are parkways, boulevard medians, plazas, malls, courthouse squares and promenades.

Neighborhood Parks are understood to mean those designated areas that are “walk-to” facilities where residents may walk or bicycle to the park within a given neighborhood. Areas for diverse recreational activities which may include, but are not limited to, field games, court games, sports fields, playground apparatus area, picnic area, landscaping and community gardens or senior citizen areas. The Neighborhood Park is a place where neighbors and their families go to meet.

Community Parks are understood to mean an area that provides a diverse range of recreational and leisure activities or provides very specific active recreation facilities for all individuals and families. Facilities and activities may include, but are not limited to athletic fields, swimming pools, community gardens, gymnasiums, performing and community centers, wildlife trails. These facilities are designed to meet the recreation needs of the entire community.

Transportation Standards:

**MINIMUM LOS STANDARD
PEAK HOUR**

Roadway Facilities	Segment	1991-92	1993-2010
State Urban Principal Arterials		C	D
U.S. 1	N. Roosevelt Blvd.	C	D
	Truman Ave.	C	E
	Whitehead St.	C	E
County Urban Minor Arterials		D	D
County Urban Collectors		D	D
City Urban Collectors		D	D

The Level of Service (LOS) determination of thresholds shall be calculated using the best available methodology. The City hereby adopts the following peak hour roadway level of service standards based on functional classification (for U.S. 1, the LOS shall be assessed based on a peak direction analysis of the highest 15 minute period of the 100th highest hourly volume of the year, or K100):

<u>Roadway Facilities</u>	<u>Segment</u>	<u>Min LOS Standard Peak Hour</u>
<u>State Urban Principal Arterials</u>		<u>C (1)</u>
<u>U.S. 1</u>	<u>N. Roosevelt Blvd.</u>	<u>C (1)</u>
	<u>Truman Ave</u>	<u>Physically Constrained (1)</u>
	<u>Whitehead St.</u>	<u>Physically Constrained (1)</u>
<u>County Urban Minor Arterials</u>		<u>D</u>
<u>County Urban Collectors</u>		<u>D</u>
<u>City Urban Collectors</u>		<u>D</u>

- (1) Due to physical constraints that would make U.S. 1 improvements cost prohibitive, the segments from Eisenhower Drive to Whitehead Street and from Truman Avenue to Fleming Street, are designated as constrained. These segments have an existing operating condition below the LOS C standard. Constrained facilities level of service shall be C plus five (5) percent.

Reason for Amendment: Update and reflect recommend changes to Level of Service standards.

Policy 9-1.6.2: Adequate Facilities Ordinance. The City shall issue no development order or development permit for new development for which development orders were previously issued unless the concurrency management requirements cited in ~~Objective 9-1.5 and Policy 9-1.5.1~~ have been satisfied pursuant to requirements of ~~§9J-5.0055 (2) F.A.C Statute.~~

The adequate facilities ordinance shall mandate that future applications for development shall include a written evaluation of the impact of the anticipated development on the levels of services for the water and wastewater systems, solid waste system, drainage, recreation, and the traffic circulation system. Prior to issuing a development order or permit the City shall ensure that provisions of concurrency management established in Objective 9-1.5 and Policy 9-1.5.1 have been met. The developer's application shall demonstrate that the proposed development shall include all requisite improvements and that the improvements shall be in place concurrent with the impacts of development as defined in and pursuant to Objective 9-1.5 and consistent with §9J-5.0055, F.A.C. The final point for determining concurrency must be prior to the issuance of a development order or permit which contains a specific plan for development, including the densities and intensities of use.

Reason for Amendment: Update.

Policy 9-1.6.3: Evaluation Criteria for Comprehensive Plan Amendments and Development. Proposed Comprehensive Plan amendments and requests for new development or redevelopment shall be evaluated according to the following guidelines:

- a. Does the proposed action contribute to a condition of public hazard as described in the Public Facilities and/or Coastal Management Elements;
- b. Does the proposed action exacerbate any existing condition of public facility capacity deficits, as described in the Transportation Circulation, Public Facilities, and/or Recreation and Open Space Elements;
- c. Does the proposed action generate public facility demands that may be accommodated by capacity increases planned in the Five-Year Schedule of Improvements;
- d. Does the proposed action conform with the future land uses designated on the Future Land Use Map within the Future Land Use Element;
- e. Does the proposed action comply with and accommodate public facility demands based on the adopted level of service standards contained herein;
- f. If the proposed action requires that any public facilities be provided by the City, there shall be a demonstration of financial feasibility; and
- g. Does the proposed action impact facility plans of any State agencies or facility plans of the South Florida Water Management District.

- h. Does the proposed action have adverse impacts on natural and environmental resources, including near shore waters, the reef tracts, and marine resources.
- i. Does the proposed action have adverse impacts on air quality, by greatly increasing levels of greenhouse gasses?

Reason for Amendment: Update.

§9-2: IMPLEMENTING CAPITAL IMPROVEMENTS. This section stipulates a five year schedule of Capital Improvements together with criteria for monitoring and evaluating the Capital Improvements Element.

Policy 9-2.1: Five Year Schedule of Improvements. ~~Table IX-4:~~ The "Five Year Schedule of Improvements," contained herein, establishes the estimated projected cost, and potential revenue sources for each of the Capital Improvement needs identified within the respective comprehensive plan elements and the City's adopted budget. These programs are scheduled in order to ensure that the goals, objectives, and policies established in the capital improvements element shall be met.

Reason for Amendment: Update.

§9-3: MONITORING AND EVALUATING THE CAPITAL IMPROVEMENTS ELEMENT. The Capital Improvements element shall be reviewed on an annual basis in order to ensure that the required fiscal resources are available to provide adequate public facilities needed to support future land use consistent with adopted level of service standards. The annual review of the Capital Improvements Element shall be the responsibility of the Planning Board. Findings and recommendations of the Planning Board shall be considered by the City Commission at a public meeting. At such time the City Commission shall take action as it deems necessary in order to refine/update the Capital Improvements Element.

The monitoring and evaluation procedure shall incorporate the following considerations:

1. **Data Update and Refinements.** Determine if any corrections, updates, and/or modifications should be undertaken, such considerations shall include, but not necessarily be limited to, the following:
 - Estimated costs
 - Revenue sources
 - Recently constructed capital improvements
 - Dedications
 - Scheduled dates of improvements projects
2. **Consistency Review.** Determine whether changes to the Capital Improvements Element are necessary in order to maintain consistency with other elements of the Comprehensive Plan.
3. **Implications of Scheduled Master Plans.** The five-year schedule of improvements shall be updated as necessary in order to reflect new projects identified in ~~the proposed~~

~~various on-going improvement plans and studies for drainage and traffic circulation improvements.~~

- ~~4. **Priority of Scheduled Improvements.** The cited improvement plans for traffic circulation and drainage shall assess existing deficiencies and recommend a schedule of priorities for public improvements.~~
5. **Capital Improvement Evaluation Criteria.** Annually, the Finance Director and the City Planner shall review the criteria used to evaluate capital improvement projects in order to ensure that the projects are being ranked in their appropriate order of priority and incorporate any needed changes in order to upgrade and facilitate the evaluation process.
6. **Level of Service Standards.** Annually, the Finance Director and City Planner shall evaluate the City's effectiveness in maintaining the adopted level of service standards and recommend any needed action to address problem areas.
7. **County, State and Regional Improvement Programs.** The City Planner shall annually review the effectiveness of program coordination in resolving multi-jurisdictional issues surrounding the plans and programs of County, State and Regional agencies, as well as private entities that provide public facilities within the City's jurisdiction.
8. **Private Sector Improvements, Dedications or Fees in Lieu Thereof.** The City Planner shall evaluate the effectiveness of provisions requiring mandatory dedications or fees in lieu thereof, as well as progress toward incorporating other programs for assessing new development a pro-rata share of the improvement costs generated by the respective developments.
9. **Impact of Other Jurisdictions in Maintaining Level of Service Standards.** The City Planner shall coordinate with the City Engineer in evaluating the success and failure of intergovernmental coordination in achieving an areawide approach to achieving central water and wastewater systems, areawide transportation improvements, as well as drainage improvements, which may be required to maintain levels of service standards.
10. **Outstanding Indebtedness.** Annually the City Manager's Office shall evaluate the ratio of outstanding indebtedness to the property tax base.
11. **Grantsmanship.** The City Planner shall evaluate efforts made to secure available grants or private funds in order to finance the provision of capital improvements.
12. **Fiscal Management.** The City Planner shall evaluate the City's progress in finding effective funding mechanisms for promoting road and drainage improvements as well as other capital improvement needs identified in the scheduled drainage, traffic circulation, water, solid waste master plan and wastewater improvement plans.
13. **Evaluation Criteria.** The City Planner shall evaluate the usefulness of criteria used to evaluate plan amendments as well as requests for new development/redevelopment.

14. **Update Schedule of Improvements.** The City Planner shall review the City's success in implementing the five-year capital improvement program and refine the schedule to include any new projects required to support any development during the latter part of the five-year schedule.
15. **Climate Change Preparation:** The City Planner and City Engineer shall review the latest science and predictions for sea level rise and other climate change related issues and recommend any needed action to address currently scheduled or future projects.
16. **Sustainability:** The City Planner shall review the effectiveness of the element in meeting the City's greenhouse emissions reduction goals.

Reason for Amendment: Update and address the Climate Change Action Plan.

§9-4: IMPLEMENTING THE WATER SUPPLY PLAN AND INTERGOVERNMENTAL COORDINATION FOR WATER SUPPLY

Objective 9-4.1. Concurrency Management Procedures. Appropriate mechanisms will be developed and adopted with the FCAA and South Florida Water Management District in order to assure that adequate water supplies are available to all water users. Prior to approval of a building permit or its functional equivalent, the City shall consult with the FCAA to determine whether adequate water supplies to serve the new development will be available no later than the anticipated date of issuance of a certificate of occupancy. Furthermore, the City will be responsible for monitoring the availability of water supplies for all water users and for implementing a system that links water supplies to the permitting of new development.

Monitoring Measure: Achievement of Potable Water Level of Service Standard.

Reason for Amendment: To address the Water Supply Plan.

Policy 9-4.1.1 Coordination of Land Use and Water Service and Deliver Systems. The City will ensure the financial feasibility of the public water infrastructure system by coordinating its land development practices with the FCAA water service production and delivery systems.

Reason for Amendment: To address the Water Supply Plan.

Policy 9-4.1.2 Intergovernmental Procedures with FCAA. The City shall provide monthly data to the FCAA, or as required by such entity, to track the amount of water to be allocated for new use.

Reason for Amendment: To address the Water Supply Plan.

Policy 9-4.1.3 Capital Improvement Schedules of Other Agencies. The City shall incorporate capital improvements affecting City levels of service by referencing the Capital Improvements Schedules of the FCAA (2011/2012 through 2015/2016), state agencies and

other units of government providing services but not having regulatory authority over the use of land into its 5-year Schedule of Capital Improvements (Fiscal Years 2011/2012 through 2015/2016). The City Schedule shall be maintained and updated annually.

Reason for Amendment: To address the Water Supply Plan.

**TABLE IX-1
RECREATIONAL STANDARDS FOR FACILITIES
City of Key West**

FACILITY	STANDARD
Tennis Courts	1 Court per 7,500 pop.
Racquetball/Handball Courts	1 Court per 10,000 pop.
Basketball Courts	1 Court per 5,000 pop.
Softball/Baseball Diamond	1 Diamond per 4,500 pop.
Swimming Pool	1 Pool per 45,000 pop.
Golf Course	1 18-hole Course per 50,000 pop.
Boat Ramps	1 Ramp per 9,500 pop.
Football/Soccer Field	1 Field per 11,000 pop.
Bocci Courts	1 Court per 9,500 pop.

NOTE:

———— (1) This level of service standard is substantially below the State's recommended minimum standard. However, the City has year-round swimming facilities available at public beaches.

SOURCE: ——— Adapted from "Outdoor Recreation in Florida," Florida Department of Natural Resources, 1987, p. 99.

PREPARED BY: Solin and Associates, Inc., June 1991

**TABLE IX-2
LEVEL OF SERVICE STANDARDS FOR RECREATIONAL SITES
City of Key West**

Park Facility	Location	1,000 Population	Population Served	Desirable Park Area (Ac)	Facilities
Neighborhood Park	Neighborhood areas, adjacent to	2.5 acres	up to 5,000	Minimum of 2.5 acres	Play apparatus areas, recreation

	elementary school when feasible				building, sports fields, paved multi-purpose courts, senior citizens area, picnic area, open or free play area and landscaping.
Community Park	Serves residents of a group of neighborhoods, adjacent to Jr. or Sr. High school when feasible	2.5 acres	up to 25,000	Minimum of 10 acres	All the facilities found in a neighborhood park plus facilities to service the entire family. Pools, softball/baseball fields, tennis courts, play areas, picnic area, passive and active recreation areas, multi-purpose courts, and recreation building.

SOURCE: Adapted from "Outdoor Recreation in Florida," Florida Department of Natural Resources, 1987, p. 101.

NOTE: Service area is limited to the City limit boundary.

PREPARED BY: Solin and Associates, Inc., 1990.

Reason for Amendment: Update.