

CAPITAL IMPROVEMENTS



Table of Contents

- I. CAPITAL IMPROVEMENTS ELEMENT 3
 - Goal I.1. 3
 - Objective I.1.1. Capital Improvement Schedule 3
 - Objective I.1.2. Level of Service (LOS) Standards 4
 - Objective I.1.3. Prioritizing the Schedule of Capital Improvements 8
 - Objective I.1.4. Investment in the Coastal High Hazard Area (CHHA)..... 10
 - Objective I.1.5. Concurrency Management System 11
 - Objective I.1.6. New Development Paying Fair Share Cost..... 16
 - Objective I.1.7. Fiscal Responsibility 18

I. CAPITAL IMPROVEMENTS ELEMENT

Goal I.1.

The Board of County Commissioners shall ensure the orderly and efficient provision of the following facilities or services: sanitary sewer, potable water, solid waste, drainage, transportation, educational facilities, recreation / open space, police services, fire rescue services, and public buildings.

Objective I.1.1. Capital Improvement Schedule

Capital facilities to address deficiencies, if any, to accommodate desired future growth, and to maintain adopted level of service standards, shall be provided or constructed as indicated in the Five Year Schedule of Capital Improvements, or as otherwise funded.

Policies

- I.1.1.1. Capital facilities or improvements in the context of the Comprehensive Plan shall be defined as those public facilities or improvements (including land) that correct or improve level of service deficiencies or expand capacity to serve existing or projected needs identified in one or more of the Elements of this Plan.
- I.1.1.2. The County shall maintain an inventory of all deficient capital facilities, as well as an inventory of projected capital improvements requirements to satisfy deficiencies and meet projected demands.
- I.1.1.3. St Johns County Capital Improvement Element (CIE) and Capital Improvement Schedule (CIS) shall be updated as required by Florida Statutes. Funding not provided by the county (i.e., from a developer, other governmental agency, or funding pursuant to referendum) for the proposed capital improvements must be provided in the form of a developers agreement, proportionate share agreement, inter-local agreement, or other form of mitigation acceptable to St. Johns County.
- I.1.1.4. St. Johns County shall coordinate with the North Florida Transportation Planning Organization and other applicable governmental agencies prior to the adoption of the Capital Improvement Schedule.
- I.1.1.5. Consistently with the criteria of Policy I.1.3.1, obsolete or deteriorated public facilities will be replaced or repaired to maintain the adopted LOS standards.
- I.1.1.6. Through inter-local agreements, the County shall replace and /or consolidate public facilities and services in order to establish and maintain the most efficient and cost effective level of service.
- I.1.1.7. Within currently designated private franchise service areas the County shall support and encourage provision of utility services through publicly regulated regional systems.
- I.1.1.8. The County shall maintain a separate account designated for a planned improvement when accepting contributions from multiple applicants for said planned improvement.

Objective I.1.2. Level of Service (LOS) Standards

The County shall adopt Level of Service (LOS) standards to measure the adequacy of public facilities and services.

Policies

I.1.2.1. The LEVEL OF SERVICE (LOS) standards which the County shall ensure are provided for a new development, and which the County shall strive to meet where existing deficiencies are noted, shall be in accordance with the following criteria:

PUBLIC FACILITY CATEGORY	LOS STANDARD
(a) Sanitary Sewer	The minimum LOS for existing sanitary sewer facilities shall be established as 100 Gallons Per Capita Per Day (GCPD)
(b) Potable Water	The minimum LOS for existing central potable water facilities shall be established as 130 Gallons Per Capita Per Day (gpcd) for residential uses which do not utilize reclaimed water, and 104 gpcd for residential uses which utilize reclaimed water service. Non-Residential land uses, potable water will be evaluated in accordance with Schedule A: Water and Sewer Flow and ERC Factors by Use Type, as amended. Within the Utility Service Area for the City of St. Augustine or JEA utilities then the minimum LOS as adopted by that utility shall be required.
(c) Solid Waste	4 Pounds Per Capita Per Day (PCPD)
(d) Drainage Facilities	10 year frequency, 24 hour duration
(e) Parks and Open Space	
Neighborhood Park	2 acres per 1,000 residents
Community Park	3 acres per 1,000 residents
District Park	3 acres per 1,000 residents
Regional Park/Open Space	20 acres per 1,000 residents
(f) Transportation	

Florida State Highway System (SHS)

The motorized vehicle-mode LOS targets for the SHS during peak travel hours are LOS D in urbanized areas and LOS C outside of urbanized areas.

All other roadways:

Rural Area	C
Transitioning Urban Area or Community	D
Urbanized Areas	D

Public transit facilities are exempt from transportation concurrency.

Exceptions to the standards adopted herein, which represent an adequate level of service standard for each of the listed segments, shall apply as follows:

Roadway Segment	Level of Service
US1 Wildwood Dr. to St. Aug. City Limits	E
CR 214 Holmes Blvd. to US 1	E
11 th Street SR A1A to A1A Beach Blvd.	C
16 th Street SR A1A to A1A Beach Blvd.	C
A Street SR A1A to A1A Beach Blvd.	C
Pope Road SR A1A to A1A Beach Blvd.	C

(g) Mass Transit

Transportation Disadvantaged Service 95,000 one-way trips / year

(h) Educational Facilities

The County shall coordinate with the School Board to ensure existing deficiencies and future needs are addressed consistent with the adopted level of service standards for public schools.

Consistent with the Inter-local Agreement, the uniform, district-wide level of service standards are initially set as 100% of the Permanent Florida Inventory of School House (FISH) Capacity based on the utilization rate as established by the State Requirements for Educational Facilities (SREF), effective August 2005.

Leased Relocatables shall be utilized to maintain the LOS when construction to increase capacity is planned and in process. The capacity

provided by Relocatables shall not exceed 20% of the Permanent FISH capacity and shall be used for a period not to exceed five years. Relocatables may also be used to accommodate special education programs as required by law.

It is the intent of the School District that new schools be designed and constructed based on the following design capacities:

New Elementary (K-5)	Design Capacity of 700
New Middle (6-8)	Design Capacity of 1000
New K-8 (for Middle School Phase-in)	Design Capacity of 1000
New High (9-12)	Design Capacity of 1500

The LOS for the above facilities – sanitary sewer, potable water, solid waste, drainage, open space / recreation, transportation, mass transit and educational facilities – shall be implemented through the County Concurrency Management System ("CMS") and shall be required to be met prior to the issuance of a development order or development permit. For the purposes of issuing a development order or permit, and to promote business and economic growth within St. Johns County, commercial, retail, industrial, and other non-residential development shall not be subject to the transportation concurrency requirements. For this provision, applicable site access improvements, turn lanes, signalization, and other site related improvements shall be required to be completed. Such site related improvements shall not be the obligation of St. Johns County.

The following additional LOS, established for other public facilities or services, shall be implemented through impact fee ordinances, shall not be implemented through the CMS, and shall not be required to be met prior to the County's issuance of development orders or development permits.

PUBLIC FACILITY OR SERVICE	LOS
Police Services	As established by the applicable impact fee ordinance, and its supportive methodology.
Fire Services	As established by the applicable impact fee ordinance, and its supportive methodology.
Public Buildings	As established by the applicable impact fee ordinance, and its supportive methodology.

- I.1.2.2. The County shall continually review the established LOS standards on the basis of consistency with local comprehensive planning activities, cost feasibility and effectiveness, relative magnitude and term of need, intergovernmental commitments, the ability to take advantage of capital improvements of the federal, state, and regional agencies, as well as overall budget impacts.
- I.1.2.3. The County shall coordinate with the North Florida Transportation Planning Organization (North Florida TPO), the Northeast Florida Regional Planning Council, and the Florida Department of Transportation in order to adequately address capacity problems on roads in St. Johns County.
- I.1.2.4. The School District, in coordination with the County, shall annually update the Total Revenue Summary and Project Schedules Tables reflecting the School District's Work Program, to ensure maintenance of a capital improvements program and to ensure level of service standards will continue to be achieved and maintained during the five year planning period.

Objective I.1.3. Prioritizing the Schedule of Capital Improvements

The County shall establish a system to prioritize the scheduling of capital improvements.

Policies

I.1.3.1. The scheduling of capital improvements in the capital improvement element shall be predicated on the following criteria to ensure ranking of the improvements in the appropriate order of their need:

(a) Priority A

- (1) Capital projects currently underway for which the county is fully committed, or which are so urgently needed that their implementation cannot be delayed.
- (2) Expansion of existing public facilities for which revenue bonds have been issued.
- (3) Capital improvements needed to protect public health and safety.

(b) Priority B

- (1) Capital improvements needed to correct existing deficiencies.
- (2) Capital improvements needed to replace or repair obsolete or worn-out facilities in order to maintain adopted LOS standards.

(c) Priority C

- (1) Capital improvements that will increase efficient use of existing public facilities.
- (2) Capital improvements that will promote redevelopment and/or in-fill development.

(d) Priority D

- (1) Capital improvements that represent a logical extension of public facilities to accommodate projected new development.
- (2) Capital improvements needed to serve developments that were approved prior to the adoption of this Plan.

I.1.3.2. The County shall prioritize recreation and open space capital improvement expenditures in accordance with the following criteria:

- 1) completion of projects underway
- 2) correct existing deficiencies and rehabilitating facilities
- 3) address future needs

I.1.3.3. Every year, the County shall review the local capital improvements prioritizing

criteria, established by Policy I.1.3.1, on the basis of: consistency with local comprehensive planning activities; cost feasibility and effectiveness; relative magnitude and term of need; intergovernmental commitments; the ability to take advantage of capital improvements of federal, state, and regional agencies, as well as overall budget impacts.

Objective I.1.4. Investment in the Coastal High Hazard Area (CHHA)

The County shall limit public capital investment that subsidizes development in coastal high-hazard areas to those improvements included in the Coastal Management Element, and to those expenditures necessary for health and safety, hurricane evacuation, and which will facilitate the use of the natural open areas and recreation areas.

Policies

- I.1.4.1. The County shall limit public expenditures that subsidize development wherever possible in the coastal high hazard areas CHHA; but, where such public expenditures are found to be necessary, the county shall assess the appropriateness of public capital improvements in the CHHA as identified in the Coastal Management Element of this Plan.
- I.1.4.2. The County shall request and support state expenditures necessary to address or improve capacity deficiencies on roads or bridges necessary to support the effective Hurricane Evacuation Plan for the County, particularly in those areas, or with respect to those facilities, which are experiencing level of service deficiencies.

Objective I.1.5. Concurrency Management System

The County shall maintain a Concurrency Management System ("CMS") as part of the County's land development regulations which shall ensure that the impacts resulting from the County's issuance of development orders or development permits shall not result in a reduction in a level of service for affected public facilities below the applicable level of service standards established in Policy I.1.2.1 of this Plan.

Policies

I.1.5.1. The County shall maintain a CMS as part of its land development regulations. The CMS shall incorporate provisions which shall require the following public facilities to meet LOS standards prior to the issuance of a final development permit for residential development:

- transportation
- sanitary sewer
- solid waste
- drainage
- potable water
- parks and recreation;
- mass transit, if applicable; and
- educational facilities

The CMS shall not require that the LOS for the following public facilities or services be met prior to the issuance of a development order or development permit:

- police services
- fire services
- emergency medical services; and
- public buildings facilities.

I.1.5.2. The county shall continue to implement its CMS as adopted in the Land Development Code (LDC).

I.1.5.3. St. Johns County Land Development Code – CMS has been established to ensure the availability of applicable public facilities concurrently with the impacts of development:

(a) CATEGORY I CRITERIA: For sanitary sewer, potable water, solid waste, drainage, and educational facilities, at a minimum, a proposed project shall meet the following standards to satisfy the concurrency requirements:

- (1) A development order or permit is issued subject to the condition that, at the time of the issuance of a certificate of occupancy or its functional equivalent, the necessary facilities and services are in

place and available to serve the proposed development; or

- (2) At the time the development order or permit is issued, the necessary facilities and services are guaranteed in an enforceable development agreement, or proportionate share agreement, or other mitigation acceptable to St. Johns County.

(b) CATEGORY II CRITERIA: For parks and open space, at a minimum, a proposed project shall meet the following standards to satisfy the concurrency requirement:

- (1) At the time the development order or permit is issued, the necessary facilities and services are in place or under actual construction; or
- (2) A development order or permit is issued subject to the condition that, at the time of the issuance of a certificate of occupancy or its functional equivalent, the acreage for the necessary facilities and services to serve the proposed project is dedicated or acquired by the County, or funds in the amount of the developer's fair share are committed; and
 - (i) A development order or permit is issued subject to the conditions that the necessary facilities and services needed to serve the proposed project are scheduled to be in place or under actual construction not more than one year after the issuance of a certificate of occupancy or its functional equivalent as provided in the Five Year Schedule of Capital Improvements; or
 - (ii) At the time the development order or permit is issued, the necessary facilities and services are the subject of a binding executed agreement which requires the necessary facilities and services to serve the proposed project to be in place or under actual construction not more than one year after the issuance of a certificate of occupancy or its functional equivalent; or
 - (iii) At the time the development order or permit is issued the necessary facilities and services are guaranteed in an enforceable development agreement.

(c) CATEGORY III CRITERIA: For transportation facilities , at a minimum, a proposed residential project shall meet the following standards to satisfy the concurrency requirement, except as otherwise provided in this Policy:

- (1) At the time a development order or permit is issued, the necessary facilities and services are in place or under construction; or shall be met through mitigation, proportionate share or other method deemed acceptable by St. Johns County.
- (2) A development order or permit is issued subject to the conditions that the necessary facilities and services needed to serve the new development are scheduled to be in place or under actual construction not more than three years after issuance of a building permit or its functional equivalent. Transportation facilities that are financially secure or are included within the first three years of the adopted Florida Department of Transportation five-year work program satisfy this requirement.

The County shall maintain as allowed by Florida Statutes, a Capital Improvement Schedule, which may substantially retain its present format, including both beginning and ending dates and anticipated sources of funding for the individual capital improvements listed.

- (3) For the purpose of issuing a development order or permit, a proposed urban redevelopment project located within a defined and mapped Existing Urban Service Area as established in the local government comprehensive plan pursuant to Section 163.3164 (53), F.S., shall not be subject to the concurrency requirements for up to 110 percent of the transportation impact generated by the previously existing development. For the purposes of this provision, a previously existing development is the actual previous built use that was occupied and active within a time period established in the local government comprehensive plan.
 - (4) For the purposes of issuing a development order or permit, and to promote business and economic growth within St. Johns County, commercial, retail, industrial, and other non-residential development shall not be subject to the transportation concurrency requirements. For this provision, applicable site access improvements, turn lanes, signalization, and other site related improvements shall be required to be completed. Such site related improvements shall not be the obligation of St. Johns County.
- (d) **CATEGORY IV CRITERIA:** The County shall only issue a concurrency approval for a subdivision plat or site plan for residential development where:
- (1) The School District's findings indicate adequate school facilities will be in place or under actual construction in the affected concurrency service area (CSA) within three (3) years after the

issuance of the subdivision plat or site plan for each level of school; or

- (2) Adequate school facilities are available in an adjacent CSA or under actual construction within three (3) years and the impacts of development shall be shifted to that area. If capacity exists in more than one CSA or school within a CSA, the School District shall determine where the impact shall be shifted; or
- (3) The developer executes a legally binding commitment to provide mitigation proportionate to the demand for public school facilities to be created by the actual development of the property subject to the final plat or site plan.
- (4) In the event that there is not sufficient capacity in the affected concurrency service area or an adjacent concurrency service area, the developer shall also have the option to delay approval to a date when capacity and level of service can be assured.

I.1.5.4. For sanitary sewer, potable water, solid waste, and drainage the CMS shall require, at a minimum, that one of the Category I Criteria shall be met prior to the issuance of the development order or development permit. In addition, in accordance with Section 163.3180(2), F.S. adequate water supplies and potable water facilities shall be in place and available to serve new development no later than the issuance of a certificate of occupancy or its functional equivalent. Prior to approval of a building permit or its functional equivalent, the County shall consult with the applicable water supplier 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 or its functional equivalent.

I.1.5.5. For parks or recreation facilities, the CMS shall require, at a minimum, that one of the Category II Criteria shall be met prior to the issuance of the development order or development permit.

I.1.5.6. The County may allow a landowner to proceed with development of a specific parcel of land notwithstanding a failure of the development to satisfy transportation concurrency, when all the following factors are shown to exist:

- (a) The County's adopted Comprehensive Plan is in compliance; and
- (b) The proposed development would be consistent with the future land use designation for the specific property and with pertinent portions of the adopted County Comprehensive Plan; and
- (c) The County has adopted into its Comprehensive Plan a process for assessing, receiving, and applying a proportional fair share of the cost of providing the transportation facilities necessary to serve the proposed development through a binding commitment. The assessment shall bear a

direct relationship to the transportation impact that is generated by the proposed development; and

- (d) Transportation facilities adequate to serve the proposed development are financially secure or are included within the first three years of the adopted Florida Department of Transportation five-year work program.

I.1.5.7. A plan amendment, pursuant to applicable law, shall be required to eliminate, or delay the construction of any road , or mass transit facility or service listed in the Five Year Schedule of Capital Improvements which is necessary to maintain adopted levels of service.

I.1.5.8. The County shall implement monitoring system(s) which shall:

- (a) at least annually continue to update the available capacity for transportation, sanitary sewer, potable water, solid waste, drainage, parks and open space, mass transit (if applicable), and educational facilities; and
- (b) at least annually update the County's compliance with the scheduling contained in the Five Year Schedule of Capital Improvements. In addition, the monitoring system(s) may update the available capacity for police, fire, emergency medical, and public building facilities.

I.1.5.9. St. Johns County hereby adopts by reference each year, the St. Johns County School Board shall annually update the Work Plan, reflecting the School District's Work Plan, to ensure maintenance of a capital improvements program and to ensure level of service standards will continue to be achieved and maintained during the five year planning period. Each year the capital improvements plan will be evaluated to ensure that it meets these standards.

I.1.5.10. The County adopts by reference into its Comprehensive Plan the St. Johns County Water Supply Facilities Work Plan, (2019-2030) in its entirety, as amended. The County shall select projects from the North Florida Regional Water Supply Plan and incorporate the projects into the Water Supply Facilities Work Plan for implementation in the first 5 years of the Work Plan.

Objective I.1.6. New Development Paying Fair Share Cost

Future development in St. Johns County shall pay its fair share cost of new infrastructure and facility improvements necessary to maintain adopted LOS standards.

Policies

- I.1.6.1. Consistent with applicable law, the County shall continue to assess impact fees for the following public facilities or services: transportation, parks and open space, educational facilities, police services, fire rescue services, and public buildings.
- I.1.6.2. St. Johns County may assess impact fees on new development to cover the fair share costs of capital improvements needed in accordance with adopted infrastructure levels of service.
- I.1.6.3. The County shall continue to use performance bonding of project-related utility or traffic circulation improvements necessary to accommodate the development of vacant parcels or substantial redevelopment of existing properties.
- I.1.6.4. The County shall continue to use its procedure for determining on a site-by-site basis the preference for actual construction of adjacent off-site road improvements in lieu of impact fee payments.
- I.1.6.5. Consistent with applicable law, the County shall continue to require mandatory dedications as a condition of plat approval.
- I.1.6.6. The County shall ensure that future development pays a proportionate share of the costs of capital facility capacity needed to accommodate new development and to assist in maintaining adopted level of service standards, via impact fees and other legally available and appropriate methods in development conditions.
- I.1.6.7. Impact fees shall be used to fund anticipated capital improvement needs resulting from new development and shall not be used to fund existing deficiencies or to provide maintenance or existing facilities.
- I.1.6.8. The Nocatee Development of Regional Impact, as amended, is authorized by the County to utilize the standards and guidelines set forth in the Statute to satisfy the County's transportation concurrency requirements by payment of a proportionate share contribution is as stated in the Nocatee Development of Regional Impact Development Order, Special Condition No. 25 entitled Transportation Resource Impacts. (See Ordinance No. 2001-18, as amended)
- I.1.6.9. The World Commerce Center Development of Regional Impact, as amended, is authorized by the County to utilize the standards and guidelines set forth in the Statute to satisfy the County's transportation concurrency requirements by payment of a proportionate share contribution is as stated in the World Commerce Center Development of Regional Impact Development Order, Special Condition 23, entitled Transportation Resource Impacts. (See Ordinance No. 2003-71, as amended)
- I.1.6.10. The Twin Creeks Development of Regional Impact, as amended, is authorized by the County to utilize the standards and guidelines set forth in the Statute to satisfy the County's transportation concurrency requirements by payment of a

proportionate share contribution is as stated in the Twin Creeks Development of Regional Impact Development Order, Special Condition 25, entitled Transportation. (See Ordinance No. 2005-67, as amended)

Objective I.1.7. Fiscal Responsibility

The county shall manage its fiscal resources to ensure the provision of needed capital improvements for previously issued development orders and for future development and redevelopment orders.

Policies

- I.1.7.1. The County shall consider a range of revenue estimates and project cost projections based on varying assumptions with regard to the local property tax base, shared tax revenues, inflation, contingency costs, and the level and sources of shared project funding commitment by other jurisdictions.
- I.1.7.2. The Office of Management and Budget (OMB) shall prepare annual estimates of anticipated proceeds from the state revenue sharing sources.
- I.1.7.3. The County shall adopt guidelines which set apportionment criteria for transportation generated revenues relative to operations, maintenance, and a capital improvement after debt service has been met.
- I.1.7.4. The County shall continue to adopt a 5-year capital improvement program and annual capital budget as part of its budgeting process.
- I.1.7.5. The County shall make expenditures for capital improvements consistently with other Plan elements, and with the capital spending priorities established in Policy I.1.3.1.
- I.1.7.6. The County shall ensure that its vehicle fleet is used efficiently and is energy efficient by analyzing work priorities, standardizing the size, type, and number of vehicles as may be necessary to meet functional requirements and, where possible, rotate between high and low utilization and work areas to maximize vehicle life/cost per mile/reliability, energy conservation, and reduction of harmful emissions.