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# CAPITAL IMPROVEMENTS ELEMENT

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## INTRODUCTION

The purpose of the Capital Improvements Element is to consider the need for and the location of public facilities in order to encourage the efficient use of such facilities and set forth:

1. A component that outlines principles for construction, extension, or increase in capacity of public facilities, as well as a component that outlines principles for correcting existing public facility deficiencies, which are necessary to implement the comprehensive plan. The components shall cover at least a year period.
2. Estimated public facility costs, including a delineation of when facilities will be needed, the general location of the facilities, and projected revenue sources to fund the facilities.
3. Standards to ensure the availability of public facilities and the adequacy of those facilities to meet established acceptable levels of service.
4. Standards for the management of debt.

The City maintains a minimum level of service for transportation, potable water and wastewater, solid waste, storm water management, and recreation and open space. The St. Lucie County School District maintains minimum level of service standards for public school facilities, in accordance with the adopted Interlocal Agreement. The Capital Improvement Program, annually compiled by the Office of Management and Budget, identifies and funds those projects for which the City is the service provider and which are required to maintain the minimum levels of service and satisfy other prioritization criteria. The Capital Improvement Element tables include the capital projects contained in the Capital Improvement Program. The finalized expenditure projections are compared to the projections of existing revenues to verify the fiscal feasibility of the plan.

Generally speaking, the City is the entity responsible for the funding of capital improvements in the areas of the City platted by the original developer, the General Development Corporation. New development is expected to fund the improvements and infrastructure needed to support the development. For capital improvements that are funded by the developer, financial feasibility is demonstrated through a development agreement, annexation agreement, other enforceable agreement, or binding condition of approval of a Development Order. These development agreements, annexation agreements, other enforceable agreements or binding conditions of approval of a Development Order shall be reflected in the schedule of capital improvements if the capital improvement is necessary to serve development within the five year schedule.

The schedule of capital improvements includes 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.

## **CAPITAL IMPROVEMENT NEEDS**

The following capital improvement projects are derived from the Transportation, Infrastructure, and Parks and Recreation Elements. Additional detail regarding these projects is included in the respective elements.

### *Transportation*

The City of Port St. Lucie maintains approximately 877 centerline miles of roadway. Transportation is coordinated with the County and regionally through the 2035 Regional Long Range Transportation Plan (RLRTP). Designated Strategic Intermodal System facilities in St. Lucie County include I-95, and the Florida's Turnpike.

In 2005, voters approved a \$165 million bond referendum to fund the design and construction of the Crosstown Parkway to provide for greater east-west connectivity. The Crosstown Parkway Extension includes the bridge crossing of the North Fork of the St. Lucie River (NFSLR) and it is currently in the permitting process. The Schedule of Capital Improvements includes expenditures for property acquisition for the FY12-FY16 period. The St. Lucie County TPO Transportation Improvement Program (TIP) for the same period includes capacity improvements for Midway Road, Crosstown Parkway, Marion Avenue, and Lennard Road.

The City has a sidewalk program to install sidewalks throughout the City based on a City Council approved priority list. Through the sidewalk program alone, the City has installed approximately 10.5 miles of sidewalk. The City is continuing to install more sidewalks in older GDC neighborhoods.

The Transportation Element provides information of existing and projected level of services standards, transportation improvement strategies, and long term transportation planning programs.

### *Potable Water*

The City of Port St. Lucie is the responsible entity for the potable water treatment facilities and distribution system. The facilities are managed and operated by the Port St. Lucie Utility Services District (PSLUSD). The PSLUSD owns and operates three water treatment facilities. Port St. Lucie adopted the 10-Year Water Supply Facilities Work Plan and the Water and Wastewater Master Plan in 2008 which will serve as the overall planning documents for potable water facilities. Major regional facilities include the Port St. Lucie Utility Systems Department, St. Lucie West Services Department and The Reserve. Approximately 15,000 homes have their own potable water wells.

There is sufficient capacity to serve Port St. Lucie residents in the short term and long term planning timeframes.

### *Wastewater*

Major regional facilities include the Port St. Lucie Utility Systems Department, St. Lucie West Services Department (private utility) and The Reserve (private utility.) Two package plants and private individual septic tanks also provide wastewater treatment.

The wastewater utility providers have sufficient capacity to serve City of Port St. Lucie residents in the short term and long term planning timeframes.

The wastewater capital improvements anticipated to occur within the next five years can be separated into two categories; namely, expansion or modification of existing facilities, and

construction of new facilities. Though the two cannot be uniquely separated, in general it can be said that the existing facilities will be expanded or modified to provide treatment sufficient to meet the demands of the remaining growth within the current Utility Service Areas (USAs).

#### *Solid Waste*

All solid waste including yard waste generated within the City is disposed of at the St. Lucie County Baling and Recycling Facility as per an interlocal agreement with the County.

Total estimated remaining capacity of Class I Landfill is 15,598,190 cubic yards (per St. Lucie County Comprehensive Plan). At the current rate of use, the landfill will be able to meet demand for Class I waste until year 2047 based on the average generation rate of 5.10 pounds per capita per day. Total estimated capacity of the C & D Debris landfill is 1,646,624 pounds. At the current rate of use, the landfill will be able to meet demand for C & D Debris until year 2024 based on the average generation rate of 2.80 pounds per capita per day.

#### *Drainage*

Over the past ten years, the City has completed four comprehensive drainage studies using today's accepted and more conservative flood elevation protection levels rather than the permitted values. As a result of the studies, the City has completed three major stormwater construction projects. These projects include the C-24 Emergency Relief Canal, Southbend Equalization Pipes, and the C-23 Emergency Relief Canal. The City purchased property and create additional stormwater management areas within the eastern part of the City. This project, the Eastern Watershed Improvement Project (EWIP), provides additional storage capacity, improves flood protection levels, and improves water quality prior to discharge to Howard Creek.

Level of service standards for drainage reflect South Florida Water Management District (SFWMD) permit and rules.

#### *Parks*

At present, there are 828.32 acres of developed City recreation facilities and 1,520 acres of county and state owned public recreation land (Savannas Preserve State Park and the SLC Spruce Bluff and Oxbow Center natural areas) which qualify to meet the level of service requirements. Recreational facilities are now meeting the LOS standards and are largely sufficient to serve the citizens of the City, based on the adopted LOS standards and the projected population. In addition, the City has required the dedication of park and recreation land as part of the annexation agreements for the western annexed lands. The City also strives to ensure a park space is available throughout the City and within a reasonable walking or driving radius for Port St. Lucie residents.

#### *School Capacity*

The City of Port St. Lucie has signed the Interlocal Agreement for Public School Facility Planning which shall be used for school capacity planning, the School Concurrency Service Areas (SCSA), and land use planning. Public education is under the jurisdiction of the elected School Board of St. Lucie County. The public school system in St. Lucie County is based on a countywide district, encompassing all municipalities within the County and unincorporated area. The School District notifies the City of needs pertaining to onsite or offsite improvements to support new facilities or the proposed expansion or redevelopment of existing schools within the jurisdiction of the City. The Public School Facilities Element of this Plan further describes the roles and responsibilities of the City, County, and other municipalities and the School Board of St. Lucie County. As of the FY 11 Public School Facilities Work Plan, only the Treasure Coast

High School was slightly over capacity. This issue will be alleviated by the construction of a new high school. In addition, one K-8 school is planned in southwest Port St. Lucie in the five year planning period.

### **Public Health**

Both public health and public education in St. Lucie County are a function of the County. The public health system is under the jurisdiction of the elected St. Lucie County Board of Commissioners. To receive public health services, a City of Port St. Lucie resident may choose to go to any of the public health facilities located in the County. The St. Lucie Medical Center is a private facility that is located in the City of Port St. Lucie. Martin Memorial hospital is expected to build a facility in Tradition by 2014.

## **INVENTORY OF REVENUE SOURCES AND CAPITAL PROJECTS FUNDS**

Revenue for capital improvement projects in the City of Port St. Lucie are obtained from a number of sources. The primary revenue sources are the property tax (ad valorem), special assessments, impact fees, gas taxes, user fees, and debt financing. The City pursues federal, state, and regional funding for transportation and other infrastructure related projects. The City requires new development to fully fund the cost of facility improvements necessitated by the development in order to maintain adopted LOS standards. Revenue sources and capital project funds for the City of Port St. Lucie are listed below.

### **REVENUE SOURCES**

#### **A. Local Sources**

1. **Property Tax (Ad Valorem):** Property taxes are based on a millage rate (one mill is the equivalent of \$1 per \$1000 of assessed value of all real property and other tangible personal property. Revenues from ad valorem taxes may be used to fund operating expenses and capital improvements.
2. **Special Assessments:** Special assessments are levied against properties which directly benefit from the new service. For example, a water and sewer extension program to a specific area of the community can be financed through a special assessment on property owners within the area versus being funded through the general fund. Within the City of Port St. Lucie, special assessment districts are formed to fund water and sewer projects and major roadway and other improvement projects.
3. **Franchise Fees:** The City charges utilities which provide service to the City's residents a franchise fee. The utilities include the providers of water and sewer, gas, electric, telephone, and cable television.
4. **Impact Fees:** Impact fees are levied on new construction to cover the cost of providing capital facilities, but not operating costs, needed to serve the new development. The City levies city impact fees for roads, parks and recreation, law enforcement, and public buildings. The City collects county impact fees for schools, libraries, county law enforcement, and fire and emergency services.
5. **Other Taxes, Fees, and Charges:** This category includes revenues generated from licenses and permits, fines and forfeitures, interest, utilities and stormwater user fees and miscellaneous revenues and fees.

6. Borrowing/Debt Management: It may be necessary for the City to borrow money to fund long term capital improvements. Long term bond issues are the most common type of financing for capital improvements.
  - a. General Obligation Bonds – are bonds backed by the full faith and credit of the local government, and are required to be approved by voter referendum due to the implied or expressed pledge of ad valorem taxes. General obligation bonds offer lower interest rates than other bonds, as they are, in effect, secured by the taxing power of the local government. Capital improvements financed through general obligation bonds should benefit the municipality as a whole rather than particular areas or groups.
  - b. Revenue Bonds – are bonds financed by those directly benefiting from the capital improvement. Revenue obtained from the issuance of revenue bonds is generally used to finance publicly owned facilities. Charges collected from the users of these facilities are used to retire the bond obligations. Interest rates tend to be higher for revenue bonds than general obligation bonds. Issuance of the bonds may be approved by the City Council without voter referendum.

## **B. State and County Sources**

1. State Sources: The City depends on annual disbursements from the State to supplement its revenues. The City currently receives revenues from the Revenue Sharing Trust Fund, tobacco tax, half-cent sales tax, alcoholic beverage tax, and mobile home licenses.
2. Florida Department of Transportation (FDOT): The Traffic Signal Enhancement Program provides funding for maintaining traffic signals on the State system. The Local Agency Program Agreement (LAP) provides funding for FDOT projects that are turned over to the local government to implement through a certification program that ensures the local government has the training and expertise to do the work pursuant to State guidelines and laws.
3. Metropolitan Planning Organization (MPO) Transportation Improvement Plan (TIP): The St. Lucie County Transportation Organization (TPO) is a countywide agency that is responsible for transportation planning, programming, and financing of state and federal transportation funds for the three municipalities and unincorporated areas of St. Lucie County. The TPO prepares the TIP to identify and prioritize transportation improvement projects over a five-year period with the TPO metropolitan planning consistent with the TPO Long Range Transportation Plan.
4. County Sources: St. Lucie County shares with the City revenues from the county occupational license fee and the local option gas tax as well as the millage rate established through the Municipal Services Taxing Unit (MTSU) for parks.

## **C. Federal and State Grants and Loans.**

1. Community Development Block Grant (CDBG) Fund: federal entitlement block grant that is allocated to cities with a population over 50,000. The funding may be used for projects such as community service, infrastructure improvements, and housing for low income residents.
2. State Housing Initiative Program (SHIP): is used to assist low-income households

with down payment and rehabilitation housing costs.

3. St. Lucie River Issues Team (SLRIT): The St. Lucie River Issues Team comprises representatives of 17 different agencies and organizations that procure federal and state funding for small projects that help clean Treasure Coast waterways.
4. Federal Emergency Management Agency's (FEMA) Grants and Assistance Programs: funding sources include the Hazardous Mitigation Grant Program (HMGP), Pre-Disaster Mitigation Grant Program (PDM), Flood Mitigation Assistance (FMA), Emergency Management Preparedness Assistance (EMAP), and the Public Assistance Grant Program (PA).

#### **REVENUE AND EXPENSE PROJECTIONS**

The City pays for all current expenditures with current revenues and avoids budgetary procedures that balance current expenditures at the expense of meeting future years' revenues, or rolling over short-term debt. The City Charter authorizes the carrying forward of current year general fund balances into the following fiscal years' general fund budget.

**Table 9-1  
Revenue and Expense Projections  
FY 12-16**

	2011-12	2012-13	2013-14	2014-15	2015-16
<b>REVENUES &amp; SOURCES:</b>					
Millage Rate: Operating	4.5096	4.5096	4.5096	4.5096	4.5096
Voted Debt	1.2193	1.2193	1.2193	1.2193	1.2193
Property Taxes	\$ 35,335,774	\$ 35,335,774	\$ 35,335,774	\$ 35,335,774	\$ 35,335,774
Utility Tax @ 10% - Electricity	8,185,500	8,349,210	8,599,686	8,857,677	9,123,407
State Communications Service Tax	5,935,000	5,935,000	6,113,050	6,296,442	6,485,335
Franchise Fees	8,431,500	8,585,830	8,843,405	9,108,707	9,381,968
Licenses and Permits	3,405,581	3,507,748	3,612,981	3,721,370	3,833,011
Intergovernmental	44,336,787	43,450,051	42,581,050	41,729,429	40,894,841
Other (including int. inc. & bond proceeds)	147,808,526	198,182,712	165,611,830	220,548,540	214,951,452
Budgeted Cash Carryforward	155,524,030	128,405,437	137,929,544	114,699,638	86,799,605
Transfers In	16,752,892	16,752,892	16,752,892	21,452,892	23,702,892
<b>Total</b>	<b>\$ 425,715,591</b>	<b>\$ 448,504,655</b>	<b>\$ 425,380,212</b>	<b>\$ 461,750,469</b>	<b>\$ 430,508,285</b>
<b>EXPENDITURES:</b>					
Personal Services	\$ 80,583,076	\$ 80,583,076	\$ 80,583,076	\$ 84,209,314	\$ 87,998,734
Operating Expenses	88,961,938	88,931,772	90,625,947	92,348,106	94,098,425
Capital Outlay (including CIP)	27,762,678	39,276,841	35,989,838	90,581,088	55,776,088
Debt Services	83,249,570	84,914,561	86,612,853	90,943,495	92,762,365
Administrative Credit	(4,496,876)	(4,586,814)	(4,678,550)	(4,772,121)	(4,867,563)
Administrative Charge	4,496,876	4,586,814	4,678,550	4,772,121	4,867,563
Fund Transfers	16,752,892	16,868,860	16,868,860	16,868,860	16,868,860
Budgeted Contingency-Financial Policy	128,405,437	137,929,544	114,699,638	86,799,605	83,003,813
<b>Total</b>	<b>425,715,591</b>	<b>448,504,655</b>	<b>425,380,212</b>	<b>461,750,469</b>	<b>430,508,285</b>
<b>SURPLUS &lt;DEFICIT&gt;</b>	<b>\$ 0</b>	<b>\$ (0)</b>	<b>\$ 0</b>	<b>\$ 0</b>	<b>\$ 0</b>

Source: City of Port St. Lucie

**CAPITAL PROJECTS FUNDS**

The City has various funding sources for projects listed in the Schedule of Capital Improvements. They are as follows:

1. General Fund Capital Improvement Fund: The General CIP Fund is to account for the revenues and expenditures associated with general major capital improvements and acquisitions. The funding resources include general tax revenue, interest income, bond proceeds, and transfers from other funds. However under current revenue allocation, this fund did not receive any revenue for this budget year.
2. Road and Bridge Capital Improvement Fund: The Road and Bridge CIP is to account for the revenues and expenditures associated with major road and culvert improvements. The funding resources include the local option gas tax, impact fees, general tax revenue, grants and interest income.
3. Parks Impact Fee Capital Improvement Fund: Parks Impact Fee CIP is to account for specific revenues and expenditures associated with the acquisition of parks and major construction of capital parks improvements. The revenue source is the impact fee for parks and recreation levied on new residential development and interest income.
4. Parks Municipal Service Taxing Unit (MTSU) Capital Improvement Fund: The Parks MSTU CIP is to account for revenues received from the Interlocal Agreement between the City of Port St. Lucie and St. Lucie County for the city's proportionate share of a voter approved countywide MTSU to fund parks and recreation.

5. Stormwater Fund including Capital Improvement Schedule: The City's Stormwater Fund is set up as an enterprise fund from the revenues received from user fees with no subsidy provided from the general fund.
6. Utility Funds: The City of Port St. Lucie Utility Services Department operates as an Enterprise Fund. Capital projects for the publicly owned centralized water and water system are funded through the Utility CIP and the Water and Sewer Assessment Funds. The Water and Sewer Assessment Funds are for payment of the annual debt service on the bonds used for financing the water and sewer improvements in each of the special assessment districts. The annual assessment revenue collected from the residents is the source of these funds.
7. Crosstown Parkway Capital Improvement Fund: The Crosstown Parkway CIP Fund is to account for the revenues and expenditures associated with the acquisition of land and construction from the voter approved bond referendum to fund the design and construction of the Crosstown Parkway. One mill of the ad valorem tax is dedicated to retire debt.
8. SW Annexation Special Assessment District (SAD) Capital Improvement Fund: The SW Annexation SAD CIP is to account for the revenues and expenditures associated with the design and construction of the infrastructure needed to serve the three Developments of Regional Impact in the City's southwest annexation area. A special assessment is levied against property owners in the SW Annexation Area SAD. The SAD represents the developer contributions required by the SW Annexation Area Agreement.
9. Becker Road Capital Improvement Fund: The Becker Road CIP Fund is to account for the revenues and expenditures associated with the acquisition of land, design and construction of the widening of Becker Road. The revenue sources are general tax revenue and developer contributions required by the SW Annexation Area Agreement.

### **Debt Capacity and Obligations**

The City confines long term borrowing to those projects that cannot be financed with current revenues as the City attempts to keep the average maturity of general obligation bonds at or below 15 years. The primary rationale for becoming obligated for such facilities through indebtedness is that it spreads the cost of the facility over its useful life and thus is indeed paid for by those who are there to use it.

During fiscal year 2005, the City issued its first general obligation bonds. Ratings in 2010 were Aa2 from Moody's, AA- from Standard & Poor's, and AA- from Fitch. Obtaining an "Aa" category general obligation rating places the City in the top 30 rated cities in Florida. The City's non-ad valorem rating is also stable and the rating agencies have praised the City's tight financial controls and ability to maintain adequate reserves.

Total debt service for general obligation debt will not exceed 15 percent of total annual locally generated operating revenue.

**Table 9-2  
Debt Service Projections**

<b>September 30,</b>	<b>Principal</b>	<b>Interest</b>	<b>Total</b>
2011	10,885,000	27,011,042	37,896,042
2012	14,870,000	26,551,577	41,421,577
2013	16,100,000	25,949,997	42,049,997
2014	17,960,000	25,244,680	43,204,680
2015	20,380,000	24,559,624	44,939,624
2016	25,745,000	23,506,628	49,251,628
2017	27,305,000	22,306,306	49,611,306
2018	29,210,000	20,970,021	50,180,021
2019	25,595,000	19,507,927	45,102,927
2020	27,145,000	18,197,508	45,342,508
2021	29,475,000	16,825,641	46,300,641
2022	25,825,000	15,328,524	41,153,524
2023	27,255,000	14,730,909	41,985,909
2024	22,150,000	12,724,979	34,874,979
2025	23,260,000	11,608,581	34,868,581
2026	24,070,000	10,442,690	34,512,690
2027	18,730,000	9,363,076	28,093,076
2028	13,650,000	8,363,612	22,013,612
2029	14,360,000	7,662,048	22,022,048
2030	15,110,000	6,919,676	22,029,676
2031	15,905,000	6,138,148	22,043,148
2032	13,965,000	5,315,152	19,280,152
2033	14,710,000	4,587,274	19,297,274
2034	15,475,000	3,834,526	19,309,526
2035	16,280,000	3,042,050	19,322,050
2036	7,970,000	2,207,750	10,177,750
2037	8,380,000	1,809,250	10,189,250
2038	8,810,000	1,390,250	10,200,250
2039	9,260,000	949,750	10,209,750
2040	9,735,000	486,750	10,221,750
<b>TOTAL</b>	<b>\$549,570,000</b>	<b>\$377,535,946</b>	<b>\$927,105,946</b>

Source: City of Port St. Lucie, 2010 Annual CAFR

## **MONITORING AND EVALUATION**

The role of monitoring and evaluation is vital to the effectiveness of any planning program and particularly for the CIE. This is largely because the City's revenue and expenditure streams are subject to fluctuations in the market and economy. It is the behavior of these streams which will be used to predict fiscal trends in order to maintain the City's adopted level of service for public facilities. Modifications to update the 5-year Capital Improvements Schedule will be completed by ordinance on an annual basis and may not be deemed to be amendments to the Local Comprehensive Plan. The annual review will include the following considerations in order to determine their continued appropriateness:

- Any corrections, updates, and modifications concerning costs; revenue sources; acceptance of facilities pursuant to dedications which are consistent with the element; or the date of construction of any facility enumerated in the element;
- The CIE's consistency with the other elements and its support of the Future Land Use Element;
- The criteria used to evaluate capital improvement projects in order to ensure that projects are being ranked in their appropriate order of priority;
- The City's effectiveness in maintaining the adopted LOS standards;
- The City's effectiveness in reviewing the impacts of plans and programs of state agencies, other entities and the water management district that provide public facilities within the City's jurisdiction;
- Assessing new developments their pro rata share of improvement costs which they generate;
- The ratio of outstanding indebtedness to the property tax base;
- Efforts made to secure grants or private funds, whenever available, to finance the provision of capital improvements;
- The criteria used to evaluate proposed plan amendments and requests for new development or redevelopment; and,
- Capital improvements needed for the latter part of the planning period, for inclusion in the 5-Year Schedule of Improvements.

## **IMPLEMENTATION**

The 5-Year Schedule of Improvements is the mechanism by which the City can effectively stage the timing, location, projected cost, and revenue sources for the capital improvements derived from the other Comprehensive Plan elements in support of the Future Land Use Element. The City's annual CIP incorporates those improvements as scheduled for appropriation in the City's 5-Year Schedule of Improvements. The 5-Year Schedule of Improvements has been used to document the economic feasibility of the City's Comprehensive Plan, based upon the preceding sections of this element.

The following criteria are applied for determining the need for capital improvements:

- Regard for the Urban Service Area and provision of facilities in the most efficient and compact manner so as to discourage the proliferation of urban sprawl;

- Anticipated demand through growth;
- Coordination of County plans with those of State agencies and water management districts, school district, and other outside agencies;
- Demand for improvements created by facility breakdown or by life expectancy of the facility; and,
- Maintenance of level of service standards.

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## GOALS, OBJECTIVES, AND POLICIES

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GOAL 9.1: THE CITY SHALL UNDERTAKE ACTIONS TO ADEQUATELY PROVIDE NEEDED PUBLIC FACILITIES FOR BOTH EXISTING AND FUTURE RESIDENTS IN A TIMELY AND EFFICIENT MANNER CONSISTENT WITH AVAILABLE RESOURCES THAT WILL PROMOTE ORDERLY GROWTH.

*Objective 9.1.1: Capital improvements shall be provided as required on an annual basis to correct existing deficiencies, to accommodate projected future growth and to replace obsolete and worn-out facilities in accordance with the adopted Capital Improvement Program.*

Policy 9.1.1.1: The City shall include in its 5-Year Capital Improvement Program all projects identified in other Comprehensive Plan elements determined to be of relatively large scale and high cost (\$100,000 or greater); all capital improvements with costs \$35,000 or greater shall be included in the City's 5-Year capital improvement program and budget.

Policy 9.1.1.2: The City Council shall continue to evaluate and rank in order of priority projects proposed for inclusion in the 5-Year Schedule of Improvements.

Policy 9.1.1.3: Proposed capital improvement projects will be evaluated and ranked in the following order of priority:

- a. Replacement of obsolete or worn out facilities, including repair, remodeling or renovation of facilities that contribute to achieving and/or maintaining levels of service.
- b. New facilities that reduce or eliminate existing deficiencies in levels of service.
- c. New facilities and improvements to existing public facilities that eliminate public hazards not otherwise eliminated by improvements prioritized according to a. and b. above.
- d. New or expanded facilities that provide the adopted levels of service for new development and redevelopment during the next five fiscal years, as updated by the annual review of the CIE. The City may acquire land or right-of-way in advance of the need to develop a facility for new development.
- e. Improvements to existing facilities and new facilities that significantly reduce the operating costs of achieving and/or maintaining levels of service.
- f. All facilities scheduled for construction or improvement in accordance with this policy shall be evaluated to identify any plans of State agencies or the South Florida Water Management District that affect, or will be affected by the proposed capital improvement.

*Objective 9.1.2: Future development shall bear 100% of the cost of facility improvements necessitated by the development in order to maintain adopted LOS standards.*

Policy 9.1.2.1: The availability of public facilities shall be determined and measured using the following LOS standards for the required public facility classifications:

### LEVEL OF SERVICE STANDARD

#### A. TRAFFIC

**MINIMUM LEVEL OF SERVICE STANDARDS**

<b>Facility Type (Non SIS)</b>	<b>LOS Standard</b>
Collector	D
Minor Arterial (Urban)	E*
Primary Arterial (Urban)	E*
State Highway (Urban)	D
Limited Access Facility (Urban)	D

(Level of service for roadways shall be determined based on peak hour traffic conditions.)

**LEVEL OF SERVICE STANDARDS**

<b>Facility Type</b>	<b>Standards</b>
Backlogged Facilities	maintain & improve
Constrained Facilities	maintain*

\*Transportation System Management and Transportation Demand Management measures will be used to maintain and improve traffic flow.

<b>Facility Type</b>	<b>Peak Hour</b>
Non-State Roadway (local)	D
Non-State Roadway (Major City/County)	D
Non-State Roadway (arterial)	E
<b>Intrastate FIHS (rural)</b>	
Limited Access	B
Controlled Access	B
<b>Intrastate FIHS (Urban)</b>	
Limited Access	C(D)
Controlled Access	C
<b>Other State Roads</b>	
Multi-lane (Rural/Urban)	
Rural	B
Urban	D
Two-lane (Rural/Urban)	
Rural	C
Urban	D

[Table to be struck]

<b>SIS Roadway Corridors</b>	<b>Roadway Segment</b>	<b>LOS Standard</b>
I-95	Martin County Line to Gatlin Boulevard	C
I-95	Gatlin Boulevard to St. Lucie Boulevard	C
I-95	St. Lucie Boulevard to Midway Road	C
Florida's Turnpike	Martin County Line to Becker Road	C
Florida's Turnpike	Becker Road to Port St. Lucie Boulevard	C
Florida's Turnpike	Port St. Lucie Boulevard to SR 70/ Okeechobee Rd	C

Collector \_\_\_\_\_ LOS D  
 \_\_\_\_\_ Minor urban arterial \_\_\_\_\_ LOS E\*

Primary urban arterial	LOS E*
State highway urban	LOS D
Limited access urban facility	LOS D
Constrained facility	maintain*
Backlogged facility	maintain & improve*

\*Transportation Demand Management (TDM) and Transportation Systems Management (TSM) measures will be implemented to improve traffic flow conditions without adding two or more lanes.

## B. POTABLE WATER

The level of service standard adopted for potable water facilities is as follows:

For residential uses, single and multi family, the following level of service standards shall apply:

Port St. Lucie Utility System Department-115 gallons per capita per day (GPCD)

St. Lucie West Services District-85 gallons per capita per day (GPCD)

For non-residential uses, the following level of service standards shall apply:

1. ~~Single and Multi Family, All Planning Areas, 100 gallons/capita/day.~~
- 2-1. Commercial, 125 gallons per day per 1000 square feet
- 3-2. Hotel/Motel, 112.5 gallons per day per room
- 4-3. Industrial, 150 gallons per day per 1000 square feet
- 5-4. Office/School/Institutional, 120 gallons per day per 1000 square feet

The level of service standard for the provision of water treatment for development in areas outside of existing Utility Service Areas (USA's) shall be based on verification and acceptance of an approved water well by the County Health Department.

## C. SANITARY SEWER

The level of service standard adopted for sanitary sewer facilities is 85% of the Potable Water LOS.

The level of service for sewage treatment for development in areas outside of existing Utility Service Areas (USA's) shall be based on verification and acceptance of an approved septic system by the County Health Department.

## D. SOLID WASTE

The level of service standard adopted for solid waste facilities is 5.10 pounds/capita/day.

Disposal:	Citywide	3.25 pounds per capita per day
Collection:	Residential	twice weekly
	Commercial	by contract

## E. DRAINAGE

The level of service adopted for stormwater management facilities for existing surface water management systems shall be as shown in the South Florida Water Management District (SFWMD) permit governing said system. Systems without a permit shall be as shown in SFWMD rules in effect at the time of the system's original construction.

~~1. The level of service adopted for stormwater management facilities for existing platted development and surface water management systems in Planning Areas 1-7 is the 3-year frequency, storm event.~~

~~2. The level of service standard adopted for stormwater management facilities in Planning Areas 1-7 (not included above) and in Planning Area 8, St. Lucie West, is the 25-year frequency storm event.~~

## F. PARKS AND RECREATION

Developed Public Parks or Recreation Facilities 5.0 acres/1000 population

## G. PUBLIC SCHOOLS

1. LOS Standards for High, Middle, and Elementary Schools and for Title 1 Schools, ~~[9J-5.025(3) (c) (7) F.A.C.]~~ The uniform, district-wide LOS standards shall be 100% of permanent program capacity for elementary, middle, and high schools and for Title 1 Schools. The Florida Inventory of School Houses (FISH) capacity shall be adjusted by the ST. LUCIE COUNTY SCHOOL BOARD annually to account for measurable programmatic changes. [Definition]

2. LOS Standards for Title 1 Schools ~~[9J-5.025(3) (c) (7) F.A.C.]~~ The uniform district-wide LOS standards shall be 100% of permanent FISH capacity for Title 1 Schools.

Policy 9.1.2.2: The City will continue to ~~adopt appropriate legislation to ensure that future development will bear 100% of the costs of facilities necessitated by the development in order to maintain adopted LOS standards.~~

~~Policy 9.1.2.2: The City will continue to ensure that future development will bear 100% of the costs of facilities necessitated by the development in order to maintain adopted LOS standards.~~

Policy 9.1.2.3: To ensure that facilities and services needed to support development are available concurrent with the impacts of such development, the City of Port St. Lucie has adopted a Concurrency Management System. Prior to the issuance of a development order or development permit, the Concurrency Management System shall ensure that the adopted levels of service standards required for transportation facilities, potable water, sanitary sewer, solid waste, drainage, parks and recreation shall be maintained. The following are the minimum requirements for concurrency:

For potable water, sewer, solid waste, and drainage:

1. The necessary facilities and services are in place and available to serve new development; 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 necessary facilities and services are in place and available to serve the new development; or
3. The necessary facilities and services are guaranteed in an enforceable development agreement that requires the necessary facilities and services to be in place and

available to serve the new development at the time of the issuance of a certificate of occupancy or its functional equivalent. Such enforceable development agreement may include, but is not limited to, a development agreement pursuant to Section 163.3220, F.S., or an agreement or development order issued pursuant to Chapter 380, F.S.

For parks and recreation:

1. The necessary facilities and services are in place or under actual construction; or
2. The necessary facilities and services are the subject of a binding executed contract which provides for the commencement of the actual construction of the required facilities or the provision of services within one year of the issuance of a certificate of occupancy or its functional equivalent; or
3. 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 a certificate of occupancy or its functional equivalent. An enforceable development agreement may include, but is not limited to, development agreements pursuant to Section 163.3220, F.S., or an agreement or development order issued pursuant to Chapter 380, F.S.

For transportation facilities:

1. The necessary facilities and services are in place or under actual construction; or
2. The necessary facilities and services are the subject of a binding executed agreement which requires the necessary facilities and services to serve the new development to be in place or under actual construction no more than three years after the issuance of a certificate of occupancy or its functional equivalent; or
3. The necessary facilities and services are guaranteed in an enforceable development agreement which requires the necessary facilities and services to serve the new development to be in place or under actual construction not more than three years after the issuance of a certificate of occupancy or its functional equivalent. An enforceable development agreement may include, but is not limited to, development agreements pursuant to Section 163.3220, F.S., or an agreement or development order issued pursuant to Chapter 380, F.S.

*Objective 9.1.3: The City shall coordinate the management of its fiscal resources and land use decisions to ensure the provision of needed capital improvements as identified on an annual basis in the City's Capital Improvements Program for previously issued development orders and for future development in order to maintain adopted LOS standards.*

Policy 9.1.3.1: The City shall continue the review and approval process of the CIE and the Capital Improvements Program and Budget.

Policy 9.1.3.2: The City shall adopt a Capital Improvement Budget at the same time it adopts an Annual Operating Budget. The Capital Budget shall include those projects as specified in the policies of the other Comprehensive Plan elements necessary to maintain the adopted levels of service.

Policy 9.1.3.3: The City will maintain and update annually a long-range financial forecasting system that will include projections of revenues, expenditures, and financing of capital improvements.

Policy 9.1.3.4: The City shall pursue grants, private funds, and public/private partnerships, to finance capital improvements.

Policy 9.1.3.5: The City shall address all identified options and recommendations as a means to insure economic feasibility through the capital improvement process and program.

Policy 9.1.3.6: The City will assess new developments their pro rata share of improvement costs which based on the demand those said developments generate.

Policy 9.1.3.67: Through the concurrency management system the City shall manage its fiscal resources to insure the provision of needed capital improvements for previously issued development orders.

Policy 9.1.3.78: The City will continue to maintain an adequate facilities ordinance to ensure that public facilities and services will meet the adopted levels of service and will be available concurrent with the impact of development.

Policy 9.1.3.89: Proposed plan amendments and requests for new development shall be evaluated according to the following guidelines as to whether the proposed action would:

- a. Contribute to a condition of public hazard as described in the Infrastructure and Coastal Management Elements;
- b. Exacerbate any existing condition of public facility deficits as described in the Traffic Circulation, Infrastructure and Recreation and Open Space Elements;
- c. Generate public facility demands that may be accommodated by capacity increases planned in the 5-year Schedule of Capital Improvements;
- d. Conform with future land uses as shown on the Future Land Use Map;
- e. If public facilities are developer provided, accommodate public facility demands based upon adopted LOS standards;
- f. If public facilities are provided by the City, demonstrate financial feasibility subject to this element; and,
- g. Affect State agencies' and the South Florida Water Management District's facilities plans.

Policy 9.1.3.910: To ensure the provision of adequate public facilities that are fiscally neutral and avoid inequitable burdens on parties outside of the New Community Development (NCD) District, public infrastructure requirements for developments within a NCD District, or any sub-Districts, shall be funded and maintained by Community Development Districts in accordance with Chapter 190 F.S. As an alternative, the City shall establish a dependent special assessment district within a NCD District, or any sub-Districts, or similar financing entity to provide for construction and maintenance of public infrastructure within a NCD District, or any sub-District, which is not financed or maintained by a Community Development District.

Policy 9.1.3.1011: The City shall adopt and implement the City of Port St. Lucie Public School Facilities Element in accordance with the adopted Interlocal Agreement between the City and the St. Lucie County School District. The City hereby incorporates by reference the St. Lucie County School Board's Five-Year Work Plan, approved by the School Board as amended on October 1, 2008. This document includes school capacity sufficient to meet anticipated student demands projected by the county and municipalities, in consultation with the St. Lucie County

School Board's projections for student enrollment, based on the adopted level of service (LOS) standards for the public schools. The Five-Year Capital Improvements Plan ensures the level of service (LOS) standards for public schools are achieved and maintained within the period of covered by the five year schedule.

Policy 9.1.3.12: The City may require all annexation applications provide a fiscal impact analysis and an analysis of public infrastructure needs and funding sources.

*Objective 9.1.4: The City shall manage its debt in a manner to retain the integrity of its fiscal resources and assure financial feasibility.*

Policy 9.1.4.1: The City will confine long-term borrowing to capital improvements or projects that cannot be financed from current revenues.

Policy 9.1.4.2: When the City finances capital projects by issuing bonds, it will pay back the bonds within a period not to exceed the expected useful life of the project.

Policy 9.1.4.3: The City will try to keep the average maturity of general obligation bonds at or below 15 years.

Policy 9.1.4.4: On all debt-financed projects, the City will attempt to make a down payment of at least 10 percent of total projects costs from current revenues.

Policy 9.1.4.5: Total debt service for general obligation debt will not exceed 15 percent of total annual locally generated operating revenue.

Policy 9.1.4.76: The City will not use long-term debt for current operations.

**Goal 9.2: Community facilities development will strive to go beyond meeting the basic needs of Port St Lucie residents to meeting their needs for cultural enrichment and community identity.**

Objective 9.2.1: The City shall undertake to provide a network of accessible parks and greenways to meet the residents' passive and active recreational needs.

Objective 9.2.2: The City should strive to provide cultural facilities that enhance the lives of Port St. Lucie residents and help define Port St. Lucie's unique cultural identity.

Policy 9.2.2.1: The City should work with development interests to identify a desirable site for a major cultural facility in the City in the western annexation area.

Goal 9.2  
relocated  
from  
Western  
Annexation  
Sub-Element

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## **WESTERN ANNEXATION SUB-ELEMENT**

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### **GOALS, OBJECTIVES, POLICIES**

Note: all goals, objectives, and policies are new except where noted.

~~Policy 9.2.2.3: Policy A.1.1.4: Table A2 is the adopted 20-year plan for roadways for the Western Study Area. These roadways will be built as development occurs in the study area that would impact these corridors, and will be financed or constructed by developers as part of the development approval process.~~

~~Goal 9.2: Community facilities development will strive to go beyond meeting the basic needs of Port St Lucie residents to meeting their needs for cultural enrichment and community identity.~~

~~Objective 9.2.1 — The City shall undertake to provide a network of accessible parks and greenways to meet the residents' passive and active recreational needs.~~

~~Objective 9.2.2 — The City shall strive to provide cultural facilities that enhance the lives of Port St. Lucie residents and help define Port St. Lucie's unique cultural identity.~~

~~Policy 9.2.2.1 — The City shall work with development interests to identify a desirable site for a major cultural facility in the City west of I-95.~~

~~Policy 9.2.2.2 — The City shall work with other parties to help incubate a non-profit that can oversee the development of a major cultural facility for Port St. Lucie.~~

**SCHEDULE OF CAPITAL IMPROVEMENTS**

The following tables show the Capital Improvements for the FY 11-FY 16 period.