

Capital Improvements



CAPITAL IMPROVEMENTS ELEMENT DATA, INVENTORY & ANALYSIS

Introduction

The Capital Improvements Element (CIE) is required by Chapter 163 FS, to be included in the Comprehensive Plan. The purpose of the CIE is to coordinate the capital improvements identified in the other Comprehensive Plan elements with the fiscal capability of the City to ensure that the Comprehensive Plan is implemented. The Capital Improvements Element is also intended to support the Future Land Use Element.

It should be noted that in this Comprehensive Plan, the Capital Improvements Element and the Five Year Capital Improvements Plan is a development based element. Major improvements such as major roadway widenings expanded water or sewage treatment plants will not occur without a substantial development occurring, a major annexation or a major decision of the City's governing board. Regardless of the cause, any major capital expenditure will, at minimum, require an action of the Winter Park City Commission. When that annexation, major development approval or capacity facilities expansion action occurs, the resulting major capital improvement will be placed in the CIE, and the CIE will be amended to be consistent with the Commission action.

CAPITAL IMPROVEMENTS ELEMENT DATA REQUIREMENTS

This subsection presents an inventory of the public facility needs, existing revenue sources, and funding mechanisms as they apply to the City of Winter Park.

Public Facility Needs

The analyses in the other Comprehensive Plan elements have identified facility improvements needed to meet the demands of existing and future development. The following sections are categorized by element and contain an existing inventory of facilities, Level of Service standards and the projects needed to meet or exceed those standards.

Recreation & Open Space The City has adopted a level of service standard for total park land to maintain its high level of available park and recreation land.

The level of service standard for park and recreation land is:

- 10 acres per 1,000 population

To maintain the high level of park and recreation land provided, the City may propose acquisition projects. When they are approved by the City Commission, these capital acquisition projects will be shown in the Five Year Capital Improvements Plan. These acquisitions will be essential to permit the population growth projected in this Comprehensive Plan.

Solid Waste The City of Winter Park provides a comprehensive solid waste collection program for all City residents and businesses within the City limits. This program's collection and disposal services are provided by the City's franchisee. The City also has a recycling

program for residential customers. This service provides weekly pickup of newspapers, glass, plastic and aluminum.

Winter Park's solid waste responsibility is primarily one of collection and education concerning recycling and reducing the waste stream. Disposal is at Orange County or Seminole County landfill. The City of Winter Park has adopted a Level of Service standard based on pounds per capita per day.

The following standard has been adopted:

- 4.2 pounds of solid waste per capita per day

Potable Water The City of Winter Park operates a water utility that provides service throughout the entire City and beyond its limits over a 22 square mile area. The system has three water production facilities. Winter Park treats and distributes potable water throughout its service area and is responsible for maintaining a level of service necessary for normal water usage and peak demands. Therefore, level of service standards have been set on the basis of the average volume of water provided per capita per day and the peak daily gallons per capita.

The following level of service standards have been adopted:

- 150 gallons per capita per day average
- 225 gallons per capita per day peak usage

Sanitary Sewer. The City of Winter Park provides sanitary sewer service to the entire City as well as portions of the unincorporated areas in Orange County. The sanitary sewer service operated by Winter Park is divided physically into three distinct sub-systems, the West, East, and Central Districts, which are separated from each other by about one mile.

Sewage flows from these service areas are collected and pumped for treatment by other municipalities. Approximately 92.5 percent of the sewage flow receives treatment at facilities operated by the cities of Orlando and Altamonte Springs. Winter Park Utilities operates the Winter Park Estates Water Reclamation Plant which is permitted to provide secondary treatment for up to 750,000 gallons per day. However, due to spray irrigation site limitations, the Plant is currently limited to 615,000 gallons per day or 7.7 percent of total system sewer flows.

Level of Service is defined as the capacity per unit of demand for a public facility. The sanitary sewer or wastewater level of service is an indicator of the extent or degree of service provided by the wastewater facilities. The level of service is generally expressed in terms of gallons per capital per day.

The City has adopted the following level of service standard:

- 139 gallons per capita per day average
- 320 gallons per day per equivalent residential unit

Transportation Winter Park's location in the metropolitan area and the growth permitted outside the City has led to a situation where the State highways operate at levels of service D, E, and F and with volumes of traffic and traffic congestion that are not acceptable. Funding for improvements to the region's arterial highway system has not kept pace with the growth in traffic such that there is significant traffic congestion during commuting hours.

Winter Park, by itself, cannot solve the existing transportation infrastructure deficit or finance the roadway capacity needed in the future since the bulk of the City's traffic originates elsewhere. The solution lies in funding for improvements to alternative arterial highways outside Winter Park such as to Interstate 4 (I-4) and SR 436, or in alternative forms of transportation such as commuter rail. Many of the State arterial highways in Winter Park were previously classified by Florida DOT as constrained facilities, and are currently classified by the City as constrained. This means there is prohibitive economic and social cost to improve the facilities. These constrained facilities include portions of US 17-92, SR 426, Fairbanks Avenue, and Lee Road. The Transportation Element establishes policies that set Levels of Service for transportation facilities within the City.

Drainage/Stormwater Management The City of Winter Park, as an existing developed community, already has in place an extensive and adequate stormwater drainage system. That drainage system serves to insure that the City does not experience problems with street flooding or the flooding of private properties during the rainfall events that are typical to Central Florida. The City adopted a drainage facility level of service standard for new development or redevelopment that requires design of drainage facilities and low impact development techniques to eliminate or minimize stormwater runoff discharges to be consistent with State requirements.

There are two types of capital improvements that are necessary to maintain and enhance the current drainage level of service experienced in the City. One component is the ongoing capital expense in the repair and maintenance of the existing drainage system. The other component is drainage improvement projects that retrofit the existing system to incorporate stormwater management facilities providing for the retention and/or treatment of stormwater prior to its discharge into the lakes of the City or the few isolated areas where stormwater may reach a drainage well. In order to fund these capital maintenance and improvements projects, the City has enacted a stormwater utility fee that provides an ongoing source of revenue for both operations and capital improvements. The five year capital improvements plan of the City works to implement the stormwater improvement projects that will retrofit the City's existing drainage system to incorporate the standards for retention and treatment that are in effect for all new development and redevelopment.

Public Education & Health Systems

Public Education The Orange County School Board administrates the public education system in Winter Park. They operate five school facilities in the City. The Winter Park Adult Vocational Center, located in the northwest corner of the City, serves adults over the age of 16 with a wide variety of educational and vocational programs. The Winter Park 9th Grade Center is located in the south central section of Winter Park. Brookshire Elementary School is located

in the southeast section of Winter Park. Winter Park High School is also located in the southeast section of the City. Lakemont Elementary School is located in the east section of Winter Park. The Orange County School Board has no facility expansion plans in Winter Park that would require the use of new land; expansions and/or improvements would occur only on existing sites. The Board has not expressed the need for new or improved facilities within Winter Park that would impact the provision of facilities and infrastructure in the City.

Fiscal Implications of Existing Infrastructure Deficiencies & Future Needs

The previous section outlined the current status of the infrastructure components of the City's operations which are required to have adopted level of service standards and concurrency regulations applied to them. The previous section also summarized the nature of future capital improvement needs. This section is intended to outline the fiscal implications of both any existing deficiencies with respect to the adopted levels of service and future expenditures necessary to maintain those adopted levels of service. In other words, this section is intended to describe the ability of the City to finance needed capital improvements.

Recreation & Open Space There is no existing deficiency in meeting this adopted level of service standard. There will be capital acquisitions or improvements necessary due to future growth to meet the LOS standard. The required dedications of park land from new subdivisions and the park impact fee revenue will complement the City's ability to stay above the adopted LOS standard.

Solid Waste There is no existing deficiency in meeting this adopted level of service standard.

Potable Water There is no existing deficiency in meeting this adopted level of service standard. New development pays all of the cost of water main extensions or expansions necessary to serve that growth and development. The City's water impact fees and water utility operating revenue currently finances the capital improvements to the water production plants and water distribution system.

Sanitary Sewer There is no existing deficiency in meeting this adopted level of service standard. The City will be able to permit new development and growth which needs sewer capacity throughout the time horizon of this Comprehensive Plan.

Transportation The Transportation Element outlines the existing and future transportation operating conditions on the transportation network.

Drainage/Stormwater Management Most communities in Florida have stormwater management regulations that require new development to provide stormwater retention facilities that meet the State standards. However, most do not address the retrofit of existing developed properties or require retrofit to these standards when properties undergo renovations. Winter Park's more restrictive regulations will work overtime as the City redevelops to reduce the amount of stormwater that reaches the City's drainage system.

These stormwater retention retrofit projects, as well as those for new development, also provide increasing opportunities for aquifer recharge.

The City of Winter Park is committed to the retrofit of the drainage system as part of the Save our Lakes program that seeks to reduce the stormwater quality impacts on our lakes. The City will purchase land, construct stormwater retention facilities, utilize new technologies, such as alum treatment when feasible, all in the pursuit of this goal. The City's stormwater utility fee will likely need to be raised over time in order to better finance operational costs and capital improvements.

Inventory of Existing Revenue Sources

In order to assess the ability of Winter Park to finance capital improvements, the existing and potential funding sources and funding mechanisms are inventoried below.

General Fund Revenue Sources The General Fund serves to account for resources traditionally associated with government functions and services that are not required by law or by sound financial management to be accounted for in another fund.

- A. Ad Valorem Taxes** Most commonly referred to as property taxes, these are taxes levied upon the value of real property and other tangible personal property. These taxes are based on a millage rate adopted by the City Commission. One mill is the equivalent of one dollar per one thousand dollars of assessed value. The Orange County Commission, Orange County School Board and St. Johns Water Management District also levy ad valorem taxes on property owners in Winter Park. As such, only about one-fourth of the total property tax bill paid by Winter Park property owners is revenue to by the City. The Orange County Tax Appraisers Office establishes the value of property throughout the County. Revenue from ad valorem taxes may be used to fund both operating and capital improvement projects.
- B. Franchise Fees & Utility Taxes** Municipalities may negotiate an annual franchise fee to be paid by private utilities to operate a utility or provide a service within the City. These franchise fees are typically in return for the privilege of using City streets and easements for conveyance of their product. Winter Park has annual franchise fee arrangements with Progress Energy, Orlando Utilities Commission, Winter Park Scenic Boat Tours and Waste Management. Municipalities may also levy a tax on the purchase of utilities. Winter Park collects utility tax on the purchase of electric power, water, gas, fuel oil and propane. In addition, there is a communications services tax on telephone and cable services.
- C. Licenses & Permits** Most cities charge fees for the issuance of licenses and permits. The general purpose is to recoup the expense of regulating business and construction to conformance with City codes. The most common of these are occupational licenses and building permits.
- D. Fines & Forfeitures** These include fines as penalties for the violation of codes such as parking tickets, forfeitures of money or property seized from criminal activities and penalties rendered by criminal courts.

- E. Intergovernmental Revenue** These are revenues distributed to Winter Park from other governmental bodies such as the Federal, State or County government. Winter Park does not receive any regular federal revenue support except in the form of individual grant projects or indirectly through subsequent distribution by the State or County. Revenues collected by the State and shared with local governments include sales tax, revenue sharing, alcoholic beverage licenses, and local option gas tax. Revenues collected by the County and shared with Winter Park include occupational licenses.
- F. Stormwater Utility** These are revenues generated by the City's stormwater utility that are separately accounted for in order to restrict their use to stormwater drainage system maintenance and stormwater improvement projects.
- G. Community Redevelopment Agency** Tax increment revenue in the Community Redevelopment Area (CRA) are used to fund various capital improvements as well as social programs to address concerns identified in the CRA plan.

Enterprise Funds These funds are used to account for activities funded through user fees.

- A. Water and Sewer** These are the revenues collected from the City's potable water and sanitary sewer utilities. These revenues include the monthly user charges plus water and sewer connection fee revenue.
- B. Electric Service** These are the revenues collected from the City's distribution utility. This system was acquired from Progress Energy Florida in June 2005. Revenues include monthly user charges.
- C. Golf Course Fees** These are revenues generated primarily from greens fees and memberships. They are segregated in an effort to make this a self-supporting operation.

CONCURRENCY MANAGEMENT SYSTEM

Introduction

In order to ensure that facilities and services needed to support development are available concurrent with the demands for and impacts of such development, Winter Park has adopted a concurrency management system. This concurrency management system is a part of the City's Land Development Code. Thereafter, prior to the issuance of any building permit or development order, the concurrency management system regulations will require that the adopted level of service standards be achieved or maintained for the public facilities of transportation, potable water, sanitary sewer, solid waste, drainage, schools and parks and recreation. If this is not the case, the building permits or development orders will not be issued until such time as those adopted levels of service are achieved or maintained so that the public facilities necessary for growth and development will be available concurrently with the need for those public facilities. The City will utilize its capital improvements plan to organize a financially feasible plan to achieve and maintain the adopted level of service standards for these public facilities or the City will require the development generating the

need for such facilities to provide the funding or construction. Otherwise, the City will impose and enforce a development moratorium until those service standards are achieved.

Concurrency Monitoring System

Implementation of a concurrency management system requires that the City continually monitor the existing levels of service so that available facility or service capacity can be known by City officials, property owners and the citizenry. One component of this concurrency monitoring system is updating and maintaining accurate records on facility usage so that the available capacity or deficiency can be measured and actions undertaken accordingly.

Winter Park is a substantially developed community and the City performs annual updates of population, building permits, traffic counts, and facility or service usage. The updated data allows the City to gauge and plan for the timing of necessary public facility improvements. While all building permits and development orders are subject to concurrency management system requirements, all development proposals reviewed by the Planning and Zoning Board and/or City Commission similarly undergo a staff review for concurrency. Thus, all developments of over 10 residential units or over 10,000 square feet of non-residential construction that are subject to City Commission review will also be evaluated based on their impacts upon public facility capacity or deficiency.