



CAPITAL IMPROVEMENTS ELEMENT

**CITY OF PALATKA
COMPREHENSIVE PLAN**

Adopted July 10th, 2008

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Summary

The City of Palatka is an incorporated municipality with an estimated 2005 population of 1,154 people in an area of 6.8 square miles. In 2006, ad valorem taxes totaled \$3,334,384, which was an increase of \$586, 692 from the previous year. The millage rate in 2006 was 8.65 per \$1,000 of assessed value. The total sum of revenues collected in fiscal year 2005-2006, including transfer funds and grants was \$16,606,748, or \$1,454.00 on a per capita basis. Total expenditure in the same fiscal year was \$14,664,146. The per capita expenditure for the City of Palatka was \$1,284.

Impact fees and special assessment districts are other sources of capital funds to build new or expand existing infrastructure. However, their use and magnitude must be carefully documented to prove that they will only pay for the immediate infrastructure costs generated by new or specific development and not for the general improvement of any previously existing deficiencies in the present infrastructure or service.

Therefore, though the City of Palatka must carefully evaluate the costs incurred from growth and in providing the increasing level of services that will be demanded, it is in a position to exercise several financial options that will permit growth to occur while maintaining the levels of service necessary to meet State concurrency standards.

Every year the Capital Improvements Element is updated with annual revisions to the Capital Improvements Program in accordance with State Statutes.

Introduction

A. Purpose

The Capital Improvement Element (CIE) of the Comprehensive Plan brings together all the capital improvements identified in the other elements in one neatly tied package, prioritized and with the price tag attached. It delineates the fiscal responsibilities of the public domain: in providing for needed public facilities to serve present and future residents, and for accepting new development into the City.

According to Rule 9J-5.003(12) the definition of Capital Improvement is:

"Capital Improvement" means physical assets constructed or purchased to provide, improve or replace a public facility and which are large scale and high in cost. The cost of a capital improvement is generally nonrecurring and may require multi-year financing. For the purpose of this rule, physical assets which have been identified as existing or projected needs in the individual comprehensive plan elements shall be considered capital improvements:

Also under Rule 9J-5.003(59) the definition of infrastructure is the following:

"Infrastructure" means those man-made structures which serve the common needs of the population, Such as: sewage disposal systems; potable water systems; potable water wells serving a system; solid waste disposal sites or retention areas; stormwater systems; utilities; piers; docks; wharves; breakwaters; bulkheads; seawalls; bulwarks; revetments; causeways; marinas; navigation channels; bridges and roadways.

Capital improvements included in this element are as outlined in the Comprehensive Plan under the following areas of concern: transportation, sanitary sewer, solid waste, drainage, potable water and recreation.

For the purposes of consideration in this element, the minimum capital expenditure or cost shall be \$ 15,000.

In this element, all new public infrastructure construction that is required to make up for past deficits and to handle new growth is evaluated and costed. The City will then be able to make the decisions to provide the public services, when needed, without having to fund new facilities on an emergency basis and with the knowledge that economic and residential growth will not be stifled by a lack of required public services.

As outlined in Rule 9J-5.016, "Capital Improvements Element", the purpose of this element is fivefold:

1. To evaluate the need for public facilities as identified in the other comprehensive plan elements and as identified in the applicable definitions for each type of public facility;
2. To estimate the cost of improvements for which the local government has fiscal responsibility;

3. To analyze the fiscal capability of the local government to finance construction improvements;
4. To adopt financial policies to guide the funding of improvements; and
5. To schedule the funding and construction of improvements in a manner necessary to ensure that capital improvements are provided when required based on the needs identified in the other comprehensive plan elements.

In addition, each element of the Comprehensive Plan is required to be internally consistent with each other plan element and also with the State Comprehensive Plan and the Northeast Florida Strategic Regional Policy Plan.

B. Concurrency Needs

Item 5 in the above outline is known as the "concurrency" requirement. According to 163.3177(10)(h) F.S. the Legislature has stated that:

"Public facilities and services needed to support development shall be available concurrent with the impacts of such development in accordance with s. 163.3180. In meeting this intent, public facility and service availability shall be deemed sufficient if the public facilities and services for a development are phased, or the development is phased, so that the public facilities and those related services which are deemed necessary by the local government to operate the facilities necessitated by that development are available concurrent with the impacts of the development. The public facilities and services, unless already available, are to be consistent with the capital improvements element of the local comprehensive plan as required by paragraph (3)(a) or guaranteed in an enforceable development agreement. This shall include development agreements pursuant to this chapter or in an agreement or a development order issued pursuant to chapter 380. Nothing herein shall be construed to require a local government to address services in its Capital Improvements Program or to limit a local government's ability to address any service in its Capital Improvements Program that it deems necessary."

In order to evaluate the availability of facilities and services required for future development each local government is charged with setting levels of service for public facilities in the Comprehensive Plan. Facility availability can then be measured against development needs to ensure that concurrency requirements are met.

C. Planning Response

The Capital Improvements Element is the element that is developed in order to guide the City's capital fund expenditures for a five year planning horizon. Its function is to foresee and provide for City of Palatka's needs in keeping with the ability of the City to fund new or improved facilities in a financially feasible environment. The capital budget produced under this element is required by law to be updated annually by the City, encouraging evaluation, consideration and funding of public facilities that will be major future expenses facing the City in time to plan for their cost and to alleviate the fiscal disruptions they could otherwise cause.

Inventory

A. Identified Capital Improvement Needs from Other Elements

The capital improvements included for construction in this section are only those identified as required by the various other elements of the Comprehensive Plan. Not included are other important public facilities such as those needed for fire and life safety, police and general government.

Improvements are included in this five-year capital improvements budget either as: those required at the present time to serve the needs of present City residents (deficits), or those capital facilities that will be needed to serve future City residents expected to move in during the planning period (concurrency).

B. Public Improvement Standards for Service

Level of Service Standards (LOSS) are mandated to be established, under section 163.3180, F.S., for sanitary sewer, solid waste, drainage, potable water, parks and recreation, schools, and traffic circulation.

Upon adoption of the Comprehensive Plan by the City, these Level of Service Standards must be shown to be met through a concurrency review before a permit or other development order may be issued. The method for achieving this is included in the "Procedures and Guidelines for a Concurrency Management System", and is a portion of this plan. Capital projects needed to ensure support facility and development concurrency will be evaluated annually and when financially feasible become part of the five (5) year schedule of capital expenditures in the Capital Improvement Program. This update of the CIP will be an annual amendment to the City's adopted comprehensive plan.

C. Sanitary Sewer

The City of Palatka owns and operates a municipal treatment plant and sewer system. There are five thousand two hundred thirty-five (5,235) total connections to the City's wastewater collection and transmission system. The City of Palatka has two thousand eight hundred seventy-six (2,876) connections to single family residences (SFR), nine hundred thirty (930) multi family connections and four hundred eighty-nine (489) City connections inside the City limits and, two hundred seventy-eight (278) SFR, and fifty (50) multi-family connections outside of the City. There are six hundred and one (601) non-residential sewer connections inside the City limits and eleven (11) outside of the City. It is estimated by the City that approximately ninety percent (90%) of the residential homes within its limits are currently connected to the centralized sewer system, with the remaining portion served by on-site septic tank/drainfield systems.

The plant is currently rated as a 3.0 MGD (million gallons per day) activated sludge wastewater treatment plant that discharges effluent to the St. Johns River. The Waste Water Treatment Plant (WWTP) also has tertiary filters and is permitted to generate 0.854 MGD of reuse water for the Palatka Municipal Golf Course. The City has plans to have the plant re-rated to 3.5 MGD. According to Florida Department of Environmental Protection (DEP), the facility is currently operating at ninety percent (90%) capacity. According to Projected Demand on the Sanitary Sewer System in Table D-2, the facility does appear to be operating near 90% capacity. The adopted Level of Service Standard (LOSS) is one hundred twenty five (125) gallons per capita per day (GCD) for residential customers and one hundred ten (110) gallons per acre per day

(GAD) for commercial/institutional/industrial customers. The Plant became operational on October 1, 1987.

The following Level of Service Standards for sanitary sewer usage and waste water treatment have been established in the Public Facilities Element and shall be required for all new development:

1. Central Sanitary Sewer

Average design flow	Residential: 125 gallons per capita per day Commercial / Industrial / Institutional: 110 gallons per acre per day
Peak design flow	249 gallons per capita per day

2. Septic Tank Systems Standards

- a. Permits for septic tank systems and other onsite sewage treatment and disposal systems are issued by the Department of Health's County Health Departments. No septic tank shall be constructed within the City without Application Form DH4015 approval.
- b. Standards for septic tank systems and other onsite sewage treatment and disposal systems are found in 381.0065, Florida Statutes (FS) and Chapter 64E-6, Florida Administrative Code (FAC).

The City continues to enforce the policy that requires all property within 250 feet of a sewer line to be included in the collection system. Presently, there are an estimated 200 residential units still being served by septic tanks. As the opportunity presents itself, these few units will also be required to connect to the system.

According to the City Director of Public Works, of the eighty (80) miles of sewer mains that are maintained by the City, approximately sixty-two (62) miles required new lining or complete replacement.

D. Solid Waste

The City of Palatka owns and operates its municipal garbage collection service. A total of three thousand eight hundred and sixteen (3,816) residential dwelling units, including those of the Palatka Housing Authority, and seven hundred thirty (730) non-residential establishments are served by the municipal garbage collection service. The LOSS that the City of Palatka has set is 5.2 lbs., which has not been met. During 2006, the solid waste generation rate (land filled and recycled waste) for the City was approximately 8.9 pounds per day, based on the following calculations:

- a) $1,346 \text{ tons per month} \times 12 \text{ months} = 16,152 \text{ tons per year} / 365 \text{ days} = 44 \text{ tons per days or } 97,003 \text{ pounds per day.}$
- b) $97,003 \text{ pounds per day divided by } 11,183 \text{ people equals } 8.7 \text{ pounds per day.}$

Putnam County's adopted LOSS is 6.4 pounds per capita day. According to the City's Public Works Director, the City of Palatka has been successful in meeting its comprehensive plan policy of thirty percent (30%) reduction of solid waste generation through its municipal recycling program, in accordance with Chapter 403.706, FS. A thirty percent (30%) reduction of the 8.7 pounds per day solid waste generation equates to 6.11 pounds per day (see Table D-3), which is below the county's adopted level of service for solid waste.

In order to more accurately reflect the actual solid waste produced per capita, the City will amend the Comprehensive Plan to reflect a revised Level of Service Standard for solid waste of 6.4 lbs per day.

E. Storm Water Management

Palatka has an estimated three (3) miles of open ditches, which are located mainly in the northeast and northwest sections of Palatka. They are cleaned annually. Two of the ditches flow into the St. Johns River and the rest are spread out into a swampy area where the water is absorbed into the soil. Many of the man-made drainage facilities in the City of Palatka are closed conduits. For evaluating closed conduits and for designing closed conduits, a LOS design criteria is based on a design storm of 10-year frequency, 24-hour duration.

In June 1997, Hartman & Associates prepared the City of Palatka and the Ravine State Gardens Stormwater Quality Master Plan that identifies water flows, soil absorption rates, ground coverage, locations of known and projected drainage problems and a prioritized schedule based upon need and cost for correcting drainage deficiencies and meeting the needs of future development.

F. Potable Water Supply

Municipal Water System

The City of Palatka is served exclusively by the municipally-owned and operated R.C. Willis Water Treatment Plant. The R.C. Willis plant is a 4.0 MGD (million gallons per day) aeration and chlorination WTP. The facility has eight (8) production wells. According to the EPA Safe Drinking Water Information System, the WTP serves a population of 12,800 people. There are three thousand and two (3,002) Single Family Residence (SFR) connections, nine hundred thirty (930) multi-family unit connections and four hundred eighty-nine (489) housing authority connections within the city. In addition, there are seven hundred and one (701) SFR connections and fifty-eight (58) multi-family unit connections outside city limits. Using an average of 2.58 persons per household, this projects to approximately 13,364 people in the City and unincorporated areas that are served by the WTP. The WTP will be changing treatment processes from aeration with chlorination to ultrafiltration to improve water quality.

Based on current demand rates, the City has set Level of Service Standards to be met for potable water, which shall be as follows:

- (1) Residential potable water usage shall be calculated at a rate of 130 gallons per capita per day.
- (2) Commercial/Industrial potable water usage shall be calculated at a rate of 110 gallons per acre per day.

Private Water Wells

There are some areas of the City to which potable water distribution lines do not reach. Though development in these areas not served by central water will be discouraged, owners of property cannot be prohibited from building homes or commercial facilities. The water well construction permitting and contractor licensing program was delegated to the St. Johns River Water Management District by the Florida Department of Environmental Protection (DEP) in 1984. The District established construction standards and reporting requirements, by rule, to ensure that newly constructed water wells do not cause uncontrolled water flow or degrade the water quality. A private well will be permitted in accordance with the following requirements:

- a) Must be located more than 250 feet from a central water plant distribution line.
- b) In accordance with Rule 40C, Florida Administrative Code.

G. Natural Groundwater Aquifer Recharge

The Floridan Aquifer is the major source of fresh water for Palatka. Though population growth and land development can significantly impact recharge areas, these factors will not be a problem, since the City of Palatka is located in a low-lying area along the St Johns River where there is little or no recharge to the Floridan Aquifer.

However, as additional demand for water is placed on the Floridan Aquifer, saltwater intrusion into the aquifer may become a serious problem. The City shall use the Zoning Code and Subdivision Regulations to control the amount of surface area to be built upon, landscaping and buffer requirements to help hold back surface water runoff, and other requirements to help return surface water runoff to the aquifer. In addition, water conservation practices to preserve potable water resources shall be promoted and used by City residents and guests.

H. Recreation Facilities

Residents of the City of Palatka enjoy a variety of recreational resources. For the most part, these resources are shared by the City with the residents of the immediate surrounding unincorporated Putnam County. In turn, the county-funded regional recreation facility at State Roads 17 and 19 provides particular resource benefit to the residents of the City of Palatka. The available recreational facilities are found to be sufficient to support the needs of the residents of the City of Palatka and residents of the adjacent unincorporated area through the year 2020.

Level of Service Standards

The relationship of the current and projected Palatka populations has been correlated with available recreational facilities in order to identify need. To ensure that an adequate number of facilities are provided for the various age groups population who probably would use each type of facility, the population demand for each facility is based upon the total population groups that conceivably would use the facility. This population group demand, by the eight major recreational facility types chosen as representative by the City, is basis for the Level of Service Standards to be adopted.

a) Active Recreation Facilities

Table F-4 provides levels of service standards identified for the minimum number of facility types selected by the City of Palatka; the City is not limited to providing only these facilities, as other recreational facilities are available within the City service area. It should be noted that the City's golf course and privately held swimming pools are used by Putnam County residents and visitors to Palatka as are county boat ramps and other shared facilities.

b) Open-Space Recreation Facilities

The City of Palatka contains approximately 465 acres of land which may be categorized as open-space (note: includes wetlands, lakes, recreation & open space, etc). Based on the population projection of 11,323 in year 2010, the City will have a total of almost 2,000 square feet of open space per person, in addition to open space incorporated into private property, by 2010.

Perceived Future Needs

Though the following needs are not required to meet the level of service that will be adopted in the Comprehensive Plan, the City of Palatka has expressed a desire and a perceived need to rebuild or create the following facilities as grant opportunities or other funding may allow.

a) Riverfront Park Facilities

There is an existing partially developed site for a riverfront park on the St. Johns River. The City of Palatka wishes to expand and improve the use, capacity and utility of this downtown recreational facility by adding restrooms, walkways, a sprinkler system and other maintenance facilities.

I. Traffic Circulation

In order to develop and maintain a well balanced and integrated transportation system which provides for the safe, convenient, and efficient movement of people and goods at reasonable cost throughout the City of Palatka, upon plan adoption, the City shall provide for the following levels of service as the minimum standards for the operation of roadways in and through the City. The level of service may be modified as required by the jurisdictional State agency (FDOT), through a plan amendment in accordance with s. 163.3187, F.S.

The State-wide minimum acceptable operating level of service (LOS) standards for the State Highway System and City Street System shall be the base LOS standards listed herein, except for those conditions provided in subsections 1 and 2 below.

The City hereby adopts the following Levels of Service Standards for each listed facility type:

- a) Principal arterials – LOS C
- b) Collectors and minor arterials – LOS D
- c) Local city streets – LOS D

Any section of any roadway may operate at a level of service lower than the base LOS if capacity improvements, which will improve the LOS of said roadways to acceptable LOS standards, are scheduled within the first three years of the City's adopted Capital Improvements Plan or the FDOT 5-Year Plan, or a contract has been executed for completion of the improvement needed to assure attainment of the adopted LOS standard.

In order to maintain the Level of Service Standards, a five-year plan detailing City road work priorities shall be developed. In addition, with the cooperation of the Putnam County Public Works Department, traffic information for local streets may be obtained from the county's undertaking of a county-wide roadway inventory.

State Improvement Projects

The Florida Department of Transportation administers and is responsible for various State transportation programs including funding of transportation programs provided under federal law. The City of Palatka must work closely with FDOT to ensure that these State projects are constructed on schedule and the present LOS will be maintained or improved.

J. Public Education and Public Health Systems

Public Education

The Putnam County School District serves the entire geographic area of Putnam County, including the municipalities.

The school district is operated by an independently elected board and has independent taxing authority. Therefore, no school needs are included in the City's budget and any taxes levied to support schools are an independent ad valorem tax voted by an independent public agency.

However, by April of 2008, the City shall adopt into its Comprehensive Plan a School Facilities Element in accordance with State requirements.

Public Health

Public health facilities will be served by infrastructure as is deemed necessary by the independent State administering authorities to meet concurrency standards.

The State of Florida Department of Health operates an office in the City of Palatka. There is also the Family Medical and Dental Clinic that is federally funded. Each of these units are funded independently of the City of Palatka.

Health emergencies are handled by the local rescue unit and transported to the Putnam Community Hospital which is in the City. There are no definite plans for a new facility or additions to existing facilities to be constructed in Palatka. Therefore, public health system expansion will exert no measurable impact on the City's infrastructure.

K. Existing Revenue Sources and Funding Mechanisms

Purpose

In order to plan for an effective method to construct capital improvements so that an inordinate tax burden is not placed on the residents, it is first necessary to review financial resources available to the City of Palatka and the extent of their present usage. Exhibit 'E' to this Element is a comprehensive financial report for year ending September 30, 2006.

The following list is an inventory of all the major revenue sources that may be used by the City to supply capital improvement funding. Some of these sources may not be active at present, but they are available. The status of each revenue source and the amount of funds already being derived from it is described in the following paragraphs.

L. General Fund Revenue Sources

In order to use an accepted standard financial status reporting system to assess the various sources and amounts of funds used by the City, the "State of Florida Local Government Financial Report" published by The Department of Banking and Finance is the source of most data. This document is prepared annually from the annual financial reports required to be submitted by each local government after the close of its fiscal year to the Bureau of Local Government Finance. To assure that the data is used in a uniform manner every attempt is made to follow the definitions used in this document. If there is a deviation from this format it will be annotated.

Taxes

Taxes as defined in the annual financial reports are:

"Charges levied by a unit of local government against the income or wealth of a person, natural or corporate. A category of revenue indicating its type. This category is divided into five subcategories: Property taxes, sales and use taxes, franchise taxes, utility service taxes and other taxes."

1. Property Taxes

Ad valorem or property taxes are collected on the assessed value of all real "nonexempt" property and other tangible personal property in the City of Palatka. Taxes collected are based on an equal millage rate (one mill equals \$1.00 per \$1,000 or 0.1 cents per dollar) applied against the assessed value.

Depending on policies established by the City Commission, ad valorem tax revenues may be used to fund both operating budgets and capital projects; however there is a 10 mill cap on the amount of taxes that may be levied without express voter approval. State constitutional provisions exist that permit raising the millage rate above the 10-mill limit for debt service when approved by local referendum.

The needs of other independent taxing authorities depends on the same tax base and the effects of the actions of the major one, the local school district, must be reviewed when impacting this funding source. Both governmental units have independent taxing rights and do not have to consider the other's needs in setting their tax rate, but a dual impact can strongly affect taxpayer acceptance of tax increases.

2. Sales and Use Taxes

These taxes include revenues from "taxes imposed upon the sales or consumption of designated goods or services where such taxes are authorized." The major contributor in this category of taxes is the county local option tax. These funds all accrue directly to the City of Palatka.

3. Franchise Taxes

Franchise taxes or fees are "levied on a corporation or individual by the local government in return for granting a privilege, sanctioning a monopoly, or permitting the use of Public Property." These fees are collected on electrical, telephone and cable TV services.

4. Utility Service Taxes

Municipal Utility Service Taxes are taxes collected "by governments on the purchase of utility services within the boundaries of their jurisdiction." In the case of the City of Palatka taxes in this category are collected from Florida Power and Light Co., Southern Bell Telephone Co. and Texas Gas Co.

5. Other Taxes

Other taxes include those taxes collected that are not collected or reported on a State-wide basis, but are levied by the local community.

6. Licenses and Permits

These fees are collected for two purposes. The first purpose is to pay for the registration and inspection of business activities in the City. The second purpose is as an additional source of revenue for the City.

Building and other similar permits are required so that construction and related activities are inspected and monitored by the City to ensure compliance with the building and land development codes. The permit requirement also ensures that all permanent structures will be recorded for inclusion into the assessment records.

7. Intergovernmental Revenue

These funds come from many sources. They include revenues received from federal, State and local sources, which are collected through the State and then redistributed to the various counties and municipalities through the State Department of Revenue, Office of Revenue Accounting according to various formulas (usually based on population). The following taxes are included in this total.

8. Local Government Half-Cent Sales Tax

This tax fund shares "one-half of net additional taxes remitted by a sales tax dealer located within a city" or one-half of the fifth cent of the State sales tax. Both cities and counties share in the distribution of these funds based on separate formulas. Revenues generated by this fund for the City of Palatka is solely dependent upon the will of the State legislature and the procedures of the Department of Revenue.

9. Local Option Sales Tax Levies

The provisions of Chapter 87-548, Laws of Florida provide, in part, that a City may levy a one-half percent (1/2 cent) to 1 percent (1 cent) sales tax for a period up to 15 years, in all cities representing a majority of the county's population. This tax may be enacted when passed by the county or City commissioners and approved in a public referendum. Proceeds of this surtax may only be expended for fixed capital costs associated with infrastructure that has a life expectancy of five years or more.

10. County and Municipal Revenue Sharing

For municipalities, the source of funding is: eleven cents of the cigarette tax, the eighth cent of the motor fuel tax and 25 percent of the State alternative fuel decal user's fee. All these funds, except the cigarette funds must be used for transportation related expenditures, but may not be used for transportation operating costs. There is also a restriction on how many revenue sharing dollars may be bonded. Only the guaranteed portion of the funding distribution may be bonded.

Originally enacted in 1972, this funding source has been modified over the years into separate funding distributions, they are: a "guaranteed entitlement," and "growth monies." However, "growth monies" may not be used for bonding purposes. This funding is totally dependent on the actions of the State legislature and in the case of City of Palatka less than 40 percent of the funds may be used for bonding purposes.

11. Municipal Financial Assistance Trust Fund

The amount of two cents of the cigarette tax is distributed on a monthly basis to municipalities through this fund. The distribution of funds is only allocated to those municipalities that are qualified to receive municipal sharing funds.

12. Other State Shared Revenue Sources

These funds consist of allocations by various formulas of the following taxes: beverage license tax, firefighter's supplemental compensation, insurance premium tax, mobile home license tax and the motor fuel tax refund.

13. Charges for Services

This revenue category includes all charges for current services, excluding revenues from Intergovernmental service funds. It includes revenues received for services performed, whether received from private individuals or other governmental units. Included are both general fund and enterprise fund revenues.

Enterprise funds are those charges that are made on a user basis for providing a municipal service. In effect, the City acts as a nonprofit business, neither subsidizing the client or overcharging for the service rendered. In the City of Palatka the major services under enterprise funding include: potable water, sewage treatment and solid waste pick-up, Kay Larkin Airport, and the Palatka Municipal Golf Course.

14. Fines and Forfeitures

Income from this source includes: revenues received from fines and penalties imposed for the commission of statutory offenses, and violation of lawful rules and regulations. Forfeits include revenues resulting from confiscation of deposits or bonds held as performance guarantees.

15. Miscellaneous Revenue

These funds are collected from a variety of sources. The major ones are: interest earnings, rents, and royalties, special assessments, compensation for the loss of fixed assets, contributions and donations, and other such miscellaneous.

16. Other Financing Sources

Monies included in this funding category are funds that are not true revenues. They are made up of such items as interfold transfers, contributions from other funds, and debt or borrowings proceeds.

M. Funding Mechanisms

Government Bonds

1. General Obligation Bonds

General obligation bonds are obligations secured by the full faith and credit of a governmental unit or payable from the proceeds of ad valorem taxes of a governmental unit. They are usually used to finance long-term capital improvements and are limited by the validation of sufficient funds to pay them before they are issued.

2. Revenue Bonds

Revenue bonds are any obligations issued by a unit of local government to pay the cost of a self-liquidating project or improvements thereof, or combination of one or more projects or improvements thereof, and payable from the earnings of such project and any other special funds authorized to be pledged as additional security. These facilities are usually enterprise fund projects.

3. Limited Revenue Bonds

Limited revenue bonds are obligations issued by a governmental unit to pay the cost of a project or improvement thereof, or combination of one or more projects or improvements thereof, and payable from the funds of a governmental unit, exclusive of ad valorem taxes, special assessments, or earnings from such projects or improvements.

4. Special Assessment Bonds

Special assessment bonds are bonds that provide for capital improvements and are paid in whole or in part by levying and collecting special assessments on the abutting, adjoining, contiguous, or other specially benefited property. The City does not have any outstanding special assessment bonds.

State Funds

1. Economic Development Transportation Road Trust Fund.

Administered by the Florida Department of Commerce, Division of Economic Development; this program offers local governments the opportunity to apply for funds on behalf of specific companies committed to expanding or locating operations within the applicant's jurisdiction. Funds are used for road construction and act as an inducement to such business expansion or location.

2. Florida Recreation Development Assistance Program.

This program offers funds to implement the outdoor recreation goals, objectives and priorities specified in the State's currently effective Comprehensive Outdoor Recreation Plan, Outdoor Recreation in Florida, 1987. It is the goal of the State of Florida to preserve and manage natural and cultural resources of high quality and diversity for their protection and enjoyment by Florida's residents and visitors. Both active and passive recreation uses are included in this program.

Funding can be for as much as two-thirds of project costs and is preferentially offered based on any of ten criteria such as, Areas of State Concern or water management.

3. Local Government Transportation Assistance Act.

This act was created under Chapter 85-180, Laws of Florida. It provides a means whereby local governments can contribute local revenues to State transportation projects. If they do so their funds are matched at the rate of 20 percent by the State. The local government must have also adopted a minimum of a four cent local option gas tax in order to participate. Eligible projects under this program include relocation of traffic signals, improvement of intersections, maintenance of State roads, acquisition of rights-of way and the addition of lanes. The city does not currently receive any funds through this source.

C. Federal Funds

1. Community Development Block Grants/Small Cities Program

This program offers federal block grants through the Florida Department of Community Affairs. It is funded through four categories including Housing, Neighborhood Revitalization, Commercial Revitalization and Economic Development. Funds are available to rehabilitate housing in blighted neighborhoods, upgrade community roads, water and sewer systems, and assist approved businesses on behalf of jurisdictions in creating jobs and stimulating economic development.

This program has State and federal guidelines to adhere to, including the provision that at least 51 percent of the funds must directly benefit low and moderate income individuals. At the present time DCA has not found the City of Palatka to be in the group most eligible for funding.

2. Community Facility Loans

Loans are made to eligible applicants to develop community facilities for public use in rural areas and towns of not more than 20,000 people. Eligible activities include the construction, expansion,

or improvement of facilities used for health care, public safety and public services. Land acquisition and operating equipment purchases are also eligible. It is administered through the U.S. Department of Agriculture. The City does not participate in this program.

Impact Fees

Impact fees are a funding method available to provide a source of revenue to be used to finance the capital costs of additional infrastructure needed to serve new growth. Impact fees are collected before a building or development is constructed to pay for the added burden of capital cost on the local infrastructure, with the acceptable purpose very narrowly defined in the courts. Through the use of impact fees present taxpayers are relieved of the burden of paying for new public facilities required to primarily serve new growth.

However, as a result of several court challenges the courts have placed the burden on the municipality of showing that the funds collected will be used to provide facilities that will directly serve those paying the impact fees. This is known as the "rational nexus test". Three tests must be satisfied to meet the legal requirements of the "rational nexus test":

- (1) The expansion of the facility and/or service must be necessary and must be caused by the development; and
- (2) The fees charged must be based on the capital costs of the new facility/service apportioned to the new residents; and
- (3) The fees must benefit those who pay. This means that the funds collected are specifically earmarked for a particular account.

Therefore, a new development can only be required to pay its fair share of the additional capital facility/service cost that is needed to serve it.

Impact fees can be assessed for almost any capital needs that may be required to serve new development. The greatest number of fees is for the provision basic public services including: road impacts, sewer expansion, water service, parks, fire protection, police protection and at times other services.

A fee formula to calculate the appropriate charge can be based on level of service data included in the Comprehensive Plan or can be independently calculated using other specific data. But, it must have a demonstrated rational connection to the amount and future expenditure of the fee collected. It must also be noted, that if there is no projected deficit in the adopted Level of Service, there is no legally supportable need to collect an impact fee, since existing infrastructure is projected to be adequate to supply the projected need throughout the planning period.

An impact fee can help keep taxes down for the City as a whole; however it must be designed with care, in a planning context, and tailored to meet the individual specific public capital need that is being considered.

Special Assessment District

Special assessments have historically been used to provide a means of financing capital improvements required by the present population. A special assessment is defined as:

"charges assessed against the property of some particular locality because that property derives some special benefit from the expenditure of the money collected by the

assessment, in addition to the general benefit accruing to all property or citizens."

A special assessment can only be used to pay for the special benefit a property derives from the expenditure of funds collected by the assessment. Indirect benefits to the public do not invalidate a special assessment. However, a special assessment cannot be imposed to pay for an improvement that benefits the general public.

Traditionally, a special assessment differs from a user charge in that it is used to:

- (1). Defray the cost of a capital improvement rather than pay for the provision of a service;
- (2). Confer a benefit at a particular point in time rather than a continuing one; and
- (3). Create a direct obligation against the realty benefited.

Special assessment districts are usually created to provide a specific special benefit or benefits, and taxes may only be levied against benefited real property at a rate of assessment based on the special benefit accruing to the property from the improvements, in accord with State enabling legislation.

Each district must be defined with specific boundaries, and may collect funds to be put to a dedicated purpose, such as: street paving, lighting, police service, fire/rescue service, water, sewer or other services.

These districts address the perceived need for present residents who desire the service or improvement. The critical difference between a special assessment district tax and an impact fee is that special assessment taxes are collected from present residents and property owners, while impact fees are collected before development is allowed to begin or the prospective resident has moved in.

There are three Tax Increment Finance Districts that are governed by one Community Redevelopment Agency. The CRA is comprised of the City Commission, the Main Street Manager, and the President of Downtown Palatka, Inc. The Mayor is the Chairperson of the CRA. The three TIF districts are: (1) the boundaries of the South Historic District; (2) the boundaries of the North Historic District; and (3) the boundaries of the Downtown Redevelopment District.

Summary

Ad valorem taxes for the City of Palatka in the 2005-2006 fiscal year are reported to be \$3,334,384 or about 38.7 percent of the general fund revenue stream. The unit wide millage rate was 8.65, very close to the 10 mill legal limit. Therefore, increases in this tax rate would be a difficult source for partial funding of future capital improvements. Funding from the collection of sales and use taxes in the 2005-2006 fiscal year is the sum of \$330,358. This amount is 4 percent of the general fund revenue.

Local Option Sales Tax Levies

Collections for this tax were \$859,390 for fiscal year 2005-2006. This represents approximately 10 percent of the General fund revenue.

Utility Service Taxes

Funds collected from these sources are \$879,316 in the 2005-2006 fiscal year or 10.2 percent of the general fund revenues.

Communications Service Tax

Funds collected from the Communications Service Tax were \$624,999 for fiscal year 2005-2006. This represents approximately 7 percent of the general fund revenue.

Business Tax Receipts and Permits

Fee collections in this group were \$180,196 for fiscal year 2005-2006. This accounts for 2.1 percent of the City's general fund revenue.

Analysis

An analysis of the City's present financial situation and operating conditions is a necessary precondition to determine the amount of funding available for improvements included in the comprehensive plan and their impact on the tax burden to the community. Possible alternate sources of financing will be examined for benefits and drawbacks to their use.

A. Public Facility Construction Determinants

Currently, the City of Palatka has determined the timing and/or location of new or additional facilities by considering the amount of monies available for such construction, mandated State or federal facilities, and then caring for the most important problem areas on a popular demand basis.

B. Fiscal Improvements Costs

The needed public facility improvements identified in the other elements of this Comprehensive Plan have been compiled in a single Capital Improvements Plan that runs for a five year period starting in fiscal year 2007-2008.

Sanitary Sewer

Sanitary sewer usage is and will be within the capacity of the plant and will continue to be so through 2020 at the proposed level of service and estimated population increase. Therefore, the present system will support the future land use plan for the entire planning period and there will be no additional capital improvements needed unless the City wishes to make a major commitment to upgrade the collection system. This work may become necessary during the second five-year phase of the plan. However, as the Capital Improvements Plan and budget is updated present growth and future projections will have to be reviewed to ensure that plant capacity and collection capability will be on-line when it is required.

Solid Waste

The solid waste disposal facility is a landfill operated by Putnam County. The City of Palatka will cooperate with the county in formulating, promulgating and operating refuse source separation

and recycling programs as may be required to meet State mandates. At this time there is no known infrastructure that will be required to service this need in the City of Palatka during the planning period.

Storm Water Drainage

Though there are some storm drainage problems apparent in the older sections of the City, enough information will not be available to determine any additional costs of providing proper storm drainage in the city until an engineering study is completed and cost estimates are compiled. This study is to be completed during the first planning period and costs and funding can then be assigned in the capital improvements budget.

Potable Water

The potable water supply system has recently been upgraded and has over twice as much capacity as is being presently used. As a result of this work there is an ample supply of potable water to serve projected growth through 2020. However, there is a need for replacement and looping of portions of the circulation system. This work will primarily be done by the maintenance crews in the course of their normal operations.

Natural Groundwater Aquifer Recharge

There are no aquifer recharge issues that can be solved through the use of capital spending for infrastructure at this time. If such items become apparent they can be addressed in a future capital budget.

Recreation

The five-year C.I.P contains capital improvements for recreation and open space. The adopted LOSS for recreation and open space are expected to be maintained through 2020.

Traffic Circulation

As presently constituted, the costs associated for the portion of these projects that will be funded by the City of Palatka will not have a major effect on the tax impact and have been accepted for inclusion in the appropriate annual budget as shown on the Capital Improvements Plan.

C. Capital Improvements Costs

All the capital improvement work items, as identified in the Comprehensive Plan, are outlined in Table H-1, The Capital Improvements Program, along with implementation phasing and the annual budgeted costs. A further explanation of each cost estimate is contained in the element from which the work item was drawn.

D. Public Educational Facilities

The construction and operation of public education facilities is outside the purview of the City of Palatka Commissioners. An independently elected County School Board with independent taxing and budgeting authority operates the public education system. No school board projects that will affect the city's infrastructure are presently announced or proposed for construction.

E. Public Health Care Facilities

The operation of public health care facilities is not the responsibility of the City of Palatka. This area of endeavor is the province of county and State agencies. The only possible project that may be operated within the city at an unknown future date is small enough so that it will not have a noticeable impact on the infrastructure.

F. Coordination with Land Development

The City of Palatka is largely developed. It is envisioned in the Land Use Element that most of the additional growth within the time frame of the planning period will occur in the western portion of the City. Other residential growth will occur as infilling throughout the rest of the City.

The timing and location of capital improvements to public facilities to support efficient land development is unimportant in a largely developed setting such as the City of Palatka. All capital improvements envisioned to be upgraded will either serve the entire city or replace existing deficits and therefore, cannot be used to guide or control land development.

G. Capital Improvements Financing

Ad valorem taxes for the City of Palatka in the 2005-2006 fiscal year are reported to be \$3,334,384 or about 38.7 percent of the general fund revenue stream. The unit wide millage rate was 8.65, very close to the 10 mill legal limit. Therefore, increases in this tax rate would be a difficult source for partial funding of future capital improvements. Funding from the collection of sales and use taxes in the 2005-2006 fiscal year is the sum of \$330,358. This amount is 4 percent of the general fund revenue.

Local Option Sales Tax Levies

Collections for this tax were \$859,390 for fiscal year 2005-2006. This represents approximately 10 percent of the General fund revenue.

Utility Service Taxes

Funds collected from these sources are \$879,316 in the 2005-2006 fiscal year or 10.2 percent of the general fund revenues.

Communications Service Tax

Funds collected from the Communications Service Tax were \$624,999 for fiscal year 2005-2006. This represents approximately 7 percent of the general fund revenue.

Business Tax Receipts and Permits

Fee collections in this group were \$180,196 for fiscal year 2005-2006. This accounts for 2.1 percent of the City's general fund revenue.

Local Option "Infrastructure" Sales Tax

Under Section 212.055 F.S. Putnam County is authorized to levy a discretionary sales surtax, subject to voter approval in a county-wide referendum.

While this is a county authorized tax, funds would also flow to the City of Palatka for the authorized purposes.

Expenditures made from the proceeds of this tax may only be used for land acquisition, construction and associated costs of infrastructure or capital costs for the improvement of public facilities which have a life expectancy of five years or more. Proceeds may not be used to replace user fees or to reduce ad valorem taxes and may be pledged only once per year.

This tax is known as the Local Government Infrastructure Surtax and it permits the local government to levy a 1/2 percent (one-half cent) or 1 percent (one cent) sales tax for periods of up to 15 years. The surtax can only be enacted by ordinance passed by the County Board of Commissioners and approved by a majority of voters in a referendum.

Funds from this surtax must be distributed, either pursuant to an interlocal agreement or according to the Local Government Half-cent Sales Tax Formula.

If enacted, this surtax can be a dedicated funding source to help pay for the capital costs of infrastructure that is and will be needed by both Putnam County and the county's municipalities. Also, these funds can be applied on a county-wide basis without regard to a benefit district.

Conclusions

Future population growth, the needs it creates, infrastructure requirements, funding sources and the probable impacts on the City of Palatka have all been addressed in this element.

Revenues from all sources have increased to keep pace with expenses with the exception of intergovernmental revenues. They have dropped in the last five years in real dollars (after inflation factors are eliminated) and probably will continue to do so.

Expenditures have increased at a comparable rate to revenues, but have been held down at the expense of reducing the proportion of the budget spent on general government and transportation. Also, funding for the human services category has been substantially reduced to make the City's budget balance.

This means that the physical infrastructure must be neglected or maintained at a reduced rate and the funds previously used for capital purposes transferred to operating accounts so that the budget can be kept down and new taxes will not be necessary. However, this only postpones the day when the budget imbalance must be faced and, by then, a crumbling and defunct infrastructure must be rebuilt. The goals and objectives for the City of Palatka should encourage both new residential and commercial development at a rate that can be absorbed with a minimum of need for construction of new infrastructure.

Table H-1
2007-2012 Capital Improvement Program

Table H-2
Public School Facilities Capital Improvement Projects 2007-08 Thru 2011-12

(included at end of CIE Goals, Objectives & Policies as adoptables)



**CAPITAL IMPROVEMENTS ELEMENT
Goals, Objectives and Policies**

**CITY OF PALATKA
COMPREHENSIVE PLAN**

Adopted July 10th, 2008

Prepared by: Northeast Florida Regional Council
6850 Belfort Oaks Place
Jacksonville, Florida 32216
(904) 279-0880

CAPITAL IMPROVEMENTS ELEMENT GOALS, OBJECTIVES, AND POLICIES

Goal H.1

9J-5.016(3)(a)

To provide the necessary capital facilities to meet current infrastructure deficiencies and to accommodate future growth concurrent with demonstrated infrastructure needs in a timely and fiscally sound manner.

Objective H.1.1

9J-5.016(3)(b)1

By 2010 the City shall develop and annually maintain a list of inefficient, worn-out or obsolete facilities that may become infrastructure deficiencies requiring upgrading or replacement before the year. This list shall be updated annually and provided as part of the budget process. .

Policy H.1.1.1

9J-5.016(3)(c)(1) a and b

Review all current deficiencies reported in the Comprehensive Plan and identify facility needs.

Policy H.1.1.2

9J-5.016(3)(c)(1) a and b

Include all identified facility needs found in the Five Year Schedule of Improvements and the Public School Facilities Capital Improvement Projects for Fiscal Years 2007-08 thru 2011-2012.

Policy H.1.1.3

9J-5.016(3)(c)1 and 3

City departments shall review capital facilities annually to determine the extent of effective economic life remaining in each facility. By December 31, 2008, the remaining economic life for each capital facility shall be included in the Capital Improvements Program. The economic life shall be included as a field within a spreadsheet or database and shall be provided to the City Manager prior to adoption of the C.I.P. by the City Commission.

Policy H.1.1.4

9J-5.016(3)(c)1 and 3

City departments shall review outmoded and other economically inefficient public facilities for inclusion in new proposed infrastructure. The City Departments shall provide a list of these facilities and necessary infrastructure improvements in a manner consistent with Rule 9J-5.016(3)(c)1.a. through g., and 9J-5.016(3)(c)3., F.A.C., to the City Manager annually prior to the adoption of the C.I.P. by the City Commission.

Policy H.1.1.5

9J-5.016(3)(c)1.a and b

Review all current deficiencies reported in the Comprehensive Plan and identify facility needs.

Policy H.1.1.6

9J-5.016(3)(c)1.a and b

Include all identified facility needs found in the Five Year Schedule of Improvements.

Objective H.1.2 9J-5.016(3)(c)1.d and e

Upon Plan adoption, the City shall maintain and annually update a five year capital budget detailing the timing and expenditures necessary for each new or to be renovated public facility, ranked by priority of need, with funding sources available for debt service.

Policy H.1.2.1 9J-5.016(3)(c)1.d and e

Review and rank need for new and additional public infrastructure as detailed in the Comprehensive Plan with the advice of the City department heads and public advisory groups annually in accordance with the requirements of Policy H.1.3.1 and the following criteria:

- a. elimination of public hazards;
- b. elimination of existing capacity deficits;
- c. locational needs based on projected growth patterns;
- d. accommodation of new development and redevelopment; and
- e. financial feasibility.

The CIE and annual budget update shall be adopted at the same public hearing.

Policy H.1.2.2 9J-5.016(3)(c)1.c and f

Review projects with each department and appropriate consultants or other sources to provide best construction cost and time estimates for each proposed facility annually.

Policy H.1.2.3 9J-5.016(3)(c)1.g

Review projects and facilities that will serve needs identified in future plans of the St. Johns River Water Management District and other State agencies that may provide public facilities within the City. By December 1, 2008, the City shall include a survey of qualifying projects from outside agencies within the City's Capital Improvements Program.

Policy H.1.2.4 9J-5.016(3)(c)7

Include adoption of a Five Year Capital Budget with an annually updated Five Year Schedule of Improvements at the time of the adoption of the annual governmental budget of the City of Palatka.

Policy H.1.2.5 9J-5.016(3)(c)2.a

There shall be no limitation placed on the use of revenue bonds as a percentage of the total public debt of the City of Palatka.

Policy H.1.2.6 9J-5.016(3)(c)2.b

The maximum debt service that may be outstanding for capital improvement bonds in any given year shall not exceed the total of: twenty (20) percent of the general fund revenues and fifty (50) percent of the total enterprise fund revenues as estimated to be collected by the City in that year. Providing, however, that debt incurred by an enterprise fund will not be measured against the noted general fund ratio. Providing further that non-enterprise fund debt will not be measured against the enterprise fund ratio.

Policy H.1.2.7 9J-5.016(3)(c)2.c

The ratio of outstanding capital improvement bonded indebtedness shall not exceed twenty (20) percent of the total non-exempt real property just value (ad valorem tax base) of the City.

Policy H.1.2.8 9J-5.016(3)(c)9

The City shall ensure that the fiscal policies are directing expenditures for capital improvements that recognize the policies of the other comprehensive plan elements, such as those policies that identify the adopted Level of Service Standards, and those policies dealing with public transit and workforce housing.

Goal H.2 9J-5.016(3)(a)

Coordinate land use decisions with projected new or improved public facilities, including schools, to maintain the required level of service.

Objective H.2.1 9J-5.016(3)(b)5

Upon plan adoption, all new development shall be provided with infrastructure to meet or exceed the adopted Level of Service Standards as stated in the Comprehensive Plan, concurrent with the needs of development.

Policy H.2.1.1 9J-5.016(3)(c)6

Review land use decision impacts and timing against existing and future facilities as proposed in the Capital Improvements Program and the Public School Facilities Capital Improvement Projects for FY 2007-08 thru 2011-12 (adopted as part of this Comprehensive Plan: see Table H-2) for maintenance of the adopted Level of Service Standards.

Policy H.2.1.2 9J-5.016(3)(c)6

The City of Palatka shall not issue a building permit or other development order until the designated City official certifies that required public facilities and services will be provided concurrent with the impact of development or that infrastructure and services are in place consistent with the requirements of FAC 9J-5.0055.

Policy H.2.1.3 9J-5.016(3)(c)8

Require the developer/builder to provide funds to upgrade or expand existing City facilities or to construct new facilities for donation to the City in order to maintain the adopted Level of Service Standards as provided in the Comprehensive Plan.

Policy H.2.1.4

The City of Palatka hereby adopts LOSS for Schools of 100% based on permanent FISH capacity for *all* school types (Elementary, Middle, High).

Goal H.3 9J-5.016(3)(a)

Require future development to pay their fair share of the costs of providing public infrastructure at the levels of service included in the Comprehensive Plan.

Objective H.3 9J-5.016(3)(b)4

By August 1, 2008, the City shall adopt Land Development Regulations for

transportation proportionate fair share fees to ensure that the adopted Level of Service Standards are maintained.

Policy H.3.1.1 9J-5.016(3)(c)8

The City shall incorporate into the Land Development Regulations a Transportation Proportionate Fair Share Program by August 1, 2008. The City shall maintain adopted Level of Service Standards through maintaining a “financially feasible” Capital Improvements Program in accordance with State Statute, which shall be updated annually.

Policy H.3.1.2

The City shall require new development orders and development permits to undergo concurrency review by each agency or department having responsibility for the impacted facility(s) prior to the issuance of development orders, permits or certificates of occupancy pursuant to the Comprehensive Plan.

Policy H.3.1.3

A development order or permit will be issued subject to the conditions that the necessary transportation facilities are scheduled to be in place or under actual construction not more than three (3) years after issuance of a Certificate of Occupancy or its functional equivalent as provided in the adopted local government five-year schedule of capital improvements. The schedule of capital improvements may recognize and include transportation projects included in the first three years of the applicable, adopted Florida Department of Transportation five year work program.

Policy H.3.1.4

By December 1, 2008, and every five years thereafter, the City shall produce with help from the County, the School Board, the St. Johns River Water Management District, and the Florida Department of Transportation an “Impact Fee Analysis Study” that assess whether additional impact fees are necessary.

Goal H.4 9J-5.016(3)(a)

Monitor, review and upgrade annually, Level of Service Standards as contained in the Comprehensive Plan to maintain and improve the quality of life for the Citizens of Palatka.

Objective H.4.1 9J-5.016(3)(b)3 and 5

Public or private infrastructure serving all areas of the City shall meet or exceed the required levels of service.

Policy H.4.1.1 9J-5.016(3)(c)6

Require developers of new subdivisions or commercial construction to prove that the adopted Level of Service Standards will be available concurrent with development impact before a development order is issued.

Policy H.4.1.2

The City shall maintain a list of private infrastructure providers, which shall provide to the City an annual update of the facilities they maintain.

Objective H.4.2 9J-5.016(3)(a)

Upon Plan adoption, all new and existing construction shall include plans for infrastructure in order to meet: (1) the Level of Service Standards, and (2) Rule 9J-5.0055(2)(a)1 through 4; (b)1,2, and (c).

Policy H.4.2.1

The City shall require new development orders and development permits to undergo concurrency review by each agency or department having responsibility for the impacted facility(s) prior to the issuance of development orders, permits or Certificates of Occupancy pursuant to the Comprehensive Plan. Through concurrency review, the City shall ensure that sanitary sewer, solid waste, drainage, adequate water supplies, and potable water facilities shall be in place and available to serve new development no later than the issuance by the City of a Certificate of Occupancy or its functional equivalent.

Policy H.4.2.2

For sanitary sewer, solid waste, drainage, and potable water facilities, at a minimum, the City 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 new 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, pursuant to Section 163.3220, F.S., or an agreement or development order issued pursuant to Chapter 380, F.S., to be in place and available to serve new development at the time of the issuance of a certificate of occupancy or its functional equivalent.

Policy H.4.2.3 9J-5.016(3)(b)5

Upon plan adoption, the following Level of Service Standards for sanitary sewer usage and wastewater treatment shall be required. for all new development:

1. Central Sanitary Sewer System

Average design flow	Residential: 125 gallons per capita per day Commercial / Industrial / Institutional: 110 gallons per acre per day
Peak design flow	249 gallons per capita per day
Water Quality	Discharge water quality of wastewater treatment plants shall meet the requirements of Chapter 17-600, section .300 and .400 and meet the minimum treatment standards of 17-600.420, F.A.C.

2. Septic Tank Systems Standards

- a) No on-site sewage disposal system shall be installed until an "On-site Sewage Disposal System Construction Permit" (HRS-H Form 4016) has been obtained from the Department of Health and Rehabilitative Services. Septic tank sanitary sewage systems shall not be constructed until an application form HRS 4016 is submitted and a construction permit is issued.
- b) The sizing and location of septic tank sanitary sewer disposal systems shall be in accordance with Chapter 10D-6, sections .044 through .046(f), FAC and s.381.272, F.S.
- c) Site evaluation for the location of septic tanks shall meet the site evaluation criteria specified in Chapters 100-6.047 and 17-600, Part 1, FAC.

Policy H.4.2.4 9J-5.016(3)(c)4

The City of Palatka shall not issue a building permit or other development order in any case where the above standards for sanitary sewer and wastewater treatment levels of service are not met.

Policy H.4.2.5 9J-5.016(3)(c)4, 5 and 6

The City shall require that: (a) new residential subdivisions, new industrial development, and new commercial development with a gross leased floor area of greater than 5,000 square feet connect to the City's sanitary sewer system when they are within 1,320 feet of either (1) an existing sewer line, or (2) a sewer line that will be in place or under actual construction within three (3) years of final development approval, providing that the site is accessible to the sewer line by public right-of-way; or (b) New single-family homes and commercial development that are not located within a subdivision subject to criteria (a) above shall be required to connect to the City's sanitary sewer system when they are within 250 feet of either (1) an existing sewer line, or (2) a sewer line that will be in place or under actual construction within three (3) years of final development approval, providing that the site is accessible to the sewer line by public right-of-way.

Policy H.4.2.6 9J-5.016(3)(b)5

The county shall enforce Level of Service (LOS) standards against which the adequacy and deficiencies of infrastructure facilities shall be measured for the purposes of concurrency management. The City shall continue to participate in its joint agreement with the county concerning cooperative recycling, and shall reduce its solid waste by 30 percent consistent with State Statute.

Policy H.4.2.7 9J-5.016(3)(b)5

Upon plan adoption, the Level of Service Standards to be met for stormwater drainage and treatment shall be as required by the various jurisdictional State and federal agencies. In any event the design LOS standards shall not be less than the following:

<u>Drainage Facility</u>	<u>Design Storm</u>
Water quality	Minimum criteria for surface water quality shall meet the standards of 17-302.500, F.A.C.
Wetland Stormwater Discharge	Permits for wetland stormwater discharge shall follow FAX 17-25.042
Stormwater Discharge Facilities	Permits for construction of new stormwater discharge facilities shall follow FAC 17-25.040
Closed Conduit	10 year frequency, 24-hour duration; IDF curve Zone 5 DOT Drainage Manual 1987
Open channel	25 year frequency, 24-hour duration; IDF curve Zone 5 DOT Drainage Manual 1987
Retention / Detention	Shall meet DER Stormwater Drainage Rule 17-25 (retain the first inch of stormwater for drainage basins over 100 acres; the first one-half inch of stormwater for drainage basins under 100 acres).

The standards stated above shall pertain to all new development and redevelopment without exception. The exemption regarding project size thresholds provided in Rule 17-25.040 F.A.C. does not apply for concurrency determinations.

Policy H.4.2.8 9J-5.016(3)(c)4

The City of Palatka shall not issue a building permit or other development order in any case where the above standards for the stormwater drainage levels of service are not met.

Policy H.4.2.9 9J-5.016(3)(c)4

The City shall ensure that the continuation of current drainage and stormwater service and the extension of services into the future meets the needs of the residents of the City of Palatka. The City shall not issue a final building permit, development order or final plat approval where the Level of Service Standards are not met.

Policy H.4.2.10 9J-5.016(3)(c)4

Reserved

Tennis Courts	1 Court	2,000
Swimming Pools	1 Pool	25,000
Hiking (miles)	1 Mile	6,750
Picnic Areas (Tables)	1 Table	6,000

Policy H.4.2.14

The City of Palatka shall not issue a building permit or other development order in any case where the above standards for the recreational levels of service are not met, unless:

- a. The park and recreation facilities are in place or under actual construction not more than one year after issuance of a Certificate of Occupancy or its functional equivalent as provided in the adopted local government 5-year schedule of capital improvements; or
- b. At the time the development order or permit is issued, the necessary park and recreation facilities are mandated through a binding executed agreement which requires the necessary recreation facilities to be in place or under actual construction not more than one year after issuance of a Certificate of Occupancy or its functional equivalent; or
- c. At the time the development order or permit is issued, the necessary park and recreation facilities are guaranteed in an enforceable development agreement, pursuant to Section 163.3220, F.S., or an agreement or development order issued pursuant to Chapter 380, F.S., to be in place or under actual construction not more than one year after issuance of a certificate of occupancy or its functional equivalent. [Section 163.3180(2)(b), F.S.]

Policy H.4.2.15

Upon plan adoption, the Level of Service Standards to be met for the City roadway system shall be as stated in this objective. The level of service may be modified as required by the jurisdictional State agency (FDOT), through a plan amendment in accordance with s 163.3187 F.S.

The State-wide minimum acceptable operating Level of Service Standards (LOSS) for the State Highway System and City Street System shall be the base LOSS standards listed herein.

The City hereby adopts the following Levels of Service for each listed facility type:

- a) principal arterials - LOS C
- b) collectors and minor arterials -LOS D
- c) local city streets - LOS D

The City shall implement a concurrency tracking and monitoring system, which shall be used to analyze the impacts of a proposed development in relation to the available roadway capacity and Level of Service Standards.

A development order or permit will be issued subject to the conditions that the necessary transportation facilities are scheduled to be in place or under actual construction not more than three (3) years after issuance of a Certificate of Occupancy or its functional equivalent as provided in the adopted local government five-year schedule of capital improvements. The schedule of capital improvements may recognize and include transportation projects included in the first three years of the applicable, adopted Florida Department of Transportation five year work program.

Policy H.4.2.16

The City of Palatka shall not issue a building permit or other development order in any case where the above standards for the levels of service on State roadways within the City are not met.

Implementation

The five year schedule of capital improvements required for identification as the program to be adopted to ensure that the goals, objectives and policies established in the capital improvements element are met or exceeded is contained in Table H-1, Capital Improvements Plan - Fiscal Years 2007-2008 to 2011-2012. It contains the project description, location, determination of consistency, and projected costs and revenue sources needed to construct the project.

The schedule will be the basis for the annual capital improvement program that will be adopted by ordinance. As the capital improvements element is updated each year projects will be considered for inclusion or deletion from the program. The data for this assessment will be reviewed by a City staff committee annually.

Projects, expenditures and funding sources are included in Table H-1 for fiscal years 2007-2008 to 2011-2012. Since the schedule of improvements will be projected ahead a minimum of five years, there will always be ample lead time to assure that projects can be constructed in time to be in operation concurrent with demonstrated public needs. Therefore, the minimum standards for Level of Service will be maintained.

Comprehensive Planning Process

The Local Government Comprehensive Plan and the status of required implementation procedures and the effect on goal attainment are critical to the support and success of Florida's integrated growth management process. Implementation procedures will help to determine whether plans are being carried out, and goal attainment procedures will help to determine if the plans are having the desired effect.

The local government planning process in Florida is intended to be a continuous and ongoing process. In light of this, Rule 9J-5.005(7) requires that each comprehensive plan contain a section identifying the procedures to be followed in preparation of the required five year evaluation and appraisal reports. These procedures are commonly called the Monitoring and Evaluation Report (MER). The MER according to Rule 9J-5.005(7) must address the following:

A. Citizens Participation:

Public participation procedures, also known as citizens participation procedures have been developed and adopted by the City of Palatka. They are the responsibility of both the City Commission and the Planning Board. These procedures include the following:

1. Provisions to assure that real property owners are put on notice, through advertisement in a newspaper of general circulation in the area or the method adopted by the local government, of official actions that will affect the use of their property;
2. Provisions for notice to keep the general public informed;
3. Provisions to assure that there are opportunities for the public to provide written comments;
4. Provisions to assure that the required public hearings are held; and
5. Provisions to assure the consideration of and response to public comments.

The 9J-5 Rule also encourages local governments to make executive summaries of the comprehensive plan available to the general public and release information at regular intervals to keep its citizenry apprised of planning activities.

B. Updating appropriate data and measurable objectives:

Baseline data which can be quantified will be updated every five years as required by the Local Government Comprehensive Planning and Land Development Regulation Act. In addition, those objectives which can be measured will be evaluated and updated to reflect what should be done for the next 5 year planning period and for the long term period also.

C. Accomplishments of the Goals, Objectives, and Policies:

All of the goals, objectives, and policies will be reviewed to determine how successfully each has been accomplished during the five year planning period.

D. Obstacles or Problems:

All of the goals, objectives, and policies will be reviewed to determine if they should be modified, or if additional ones are needed to correct discovered problems.

E. Ensuring continuous monitoring and evaluation:

Continuous monitoring and evaluation of the plan during the five year planning period will be accomplished primarily through the annual review of the Capital Improvements Element. Pursuant to Chapter 163.3177(3)(b) F.S., the Capital Improvements Element must be reviewed annually by the local government and shall be modified as necessary to meet changing conditions. This review will be the most logical means of achieving a required and effective monitoring and evaluation of the plan.

Some of the policies included in the goals and objectives of the Capital Improvement Element that call for an annual monitoring and evaluation of the Plan are as follows:

Policy H.1.3.1

9J-5.016(3)(c)1.d and e

Review and rank need for new and additional public infrastructure as detailed in Comprehensive Plan with the advice of the City department heads and public advisory groups annually in accordance with the requirements of Policy 0.1.3.1 and the following criteria:

- a. elimination of public hazards;
- b. elimination of existing capacity deficits;
- c. locational needs based on projected growth patterns;
- d. accommodation of new development and redevelopment; and
- e. financial feasibility.

The CIE and the annual budget update shall be adopted at the same public hearing.

Policy H.1.2.4

9J-5.016(3)(c)7

Include adoption of a Five Year Capital Budget with an annually updated Five Year Schedule of Improvements at the time of the adoption of the annual governmental budget of the City of Palatka.

Policy H.2.1.1

9J-5.016(3)(c)6

Review land use decision impacts and timing against existing and future facilities as proposed in the Capital Improvements schedule for maintenance of the adopted Level of Service Standards.

Policy H.2.1.2

9J-5.016(3)(c)6

The City of Palatka shall not issue a building permit or other development order until the designated City official certifies that required public facilities and services will be provided concurrent with the impact of development or that infrastructure and services are in place consistent with the requirements of FAC 9J-5.0055;

In addition, certain key goals and measurable objectives will be selected by the Palatka Planning Board as key indicators for annual monitoring.

Data will be collected by the building department which will facilitate the monitoring and evaluation of these key indicators. Input from citizens, City staff, Planning Board members, and City Commission members will also be used as a means of continuous monitoring and evaluation.