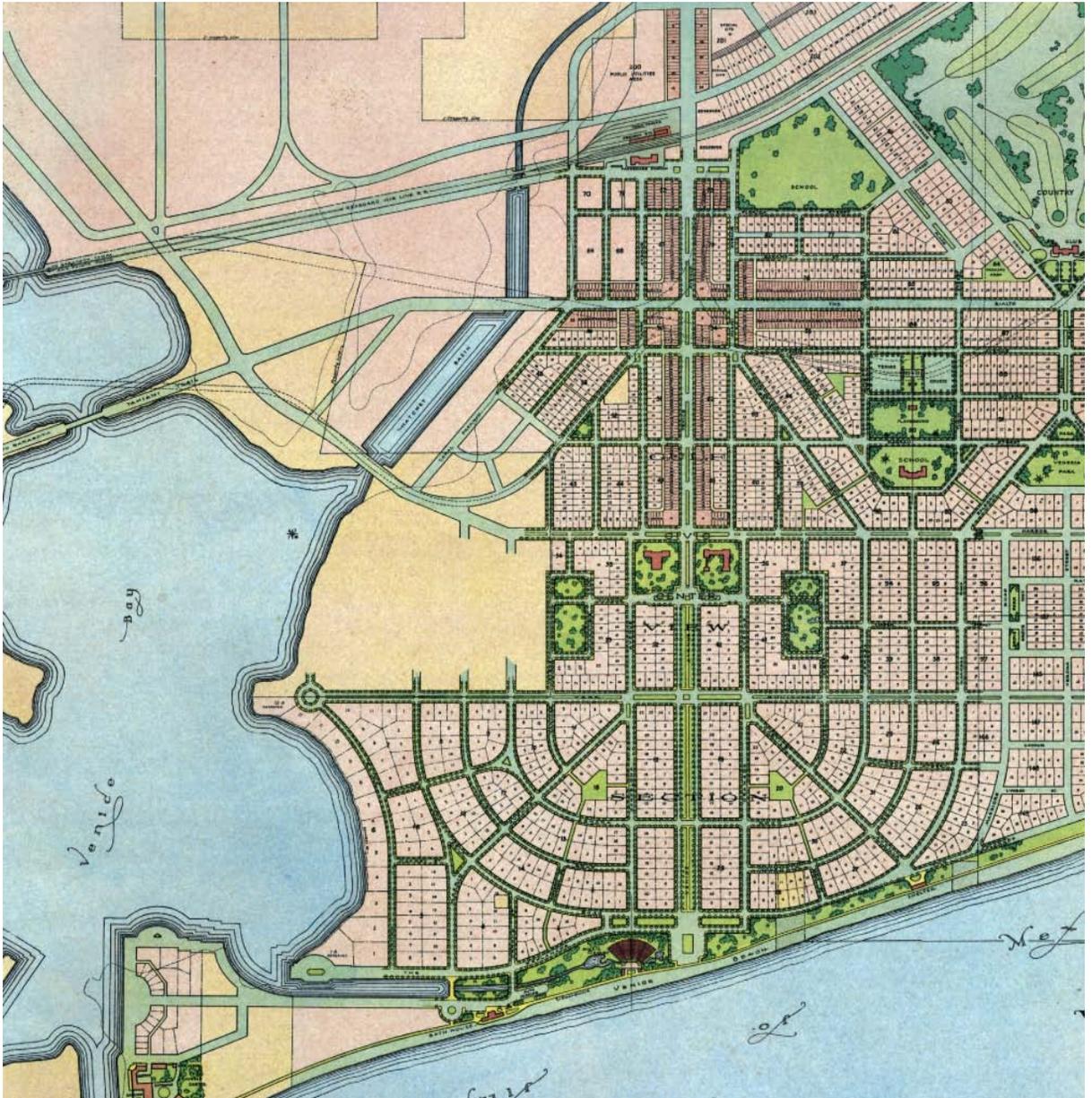


Chapter V



Plan Implementation



Capital Improvements Element

GOAL TO PROVIDE FOR THE FINANCIAL NEEDS OF A HIGHLY EFFECTIVE ORGANIZATION.

Objective 1 Pay as You Grow. Future development will pay for current and future impacts caused to the City's public services and infrastructure services.

- Policy 1.1 Development Orders. Issuance of development orders and permits shall be coordinated with the execution and implementation of the Capital Improvements Element as reflected in the Five-year Capital Improvements Schedule (CIS).
- Policy 1.2 Private Development Contributions. Each development project will bear the proportional cost of providing services and public infrastructure systems necessitated by the development. Such costs include but are not limited to:
- A. Public safety services such as fire and police i.e. staffing, equipment, and facilities.
 - B. Transportation network such as roads, urban trails, transit facilities, sidewalks, bike-pedestrian facilities and shelters, and streetscape systems.
 - C. Construction of passive and active public park and space resources such as sport fields and facilities, walking trails, open fields, community centers, playgrounds, picnic areas, and courtyards.
 - D. Extension of public potable water, wastewater, stormwater, solid waste, and other public infrastructure systems.
 - E. Maintenance of all public facility services and infrastructure systems constructed as part of private development projects.
- Policy 1.3 Established Funding Sources. No new development may proceed that would impact the adopted level of service until the necessary funding has been programmed through the CIS, private financing, public-private development agreements, or independent special-purpose units of government.



City of Venice

Comprehensive Plan

- Policy 1.4 Developer Agreements. Utilize developer agreements to ensure private developers pay for impacts caused to the City's public service and infrastructure systems. Agreements shall be utilized to finance, develop, acquire, construct, expand, and maintain existing and new facilities and services including:
- A. Passive and active parks and public spaces.
 - B. Potable water, waste water, stormwater, and solid waste facilities and infrastructure systems.
 - C. School facilities and education services.
 - D. Emergency management systems and facilities for police, fire, and ambulatory services.
 - E. Transportation infrastructure and service systems for biking, walking, mass transit, and driving.

Objective 2 Service Standards Implementation. Provide a safe, effective, environmentally sensitive, and financially sound public service and infrastructure system by ensuring:

- A. Established level of service standards are appropriately funded and maintained through the City's CIS and Proportionate Fair Share Program.**
- B. Future development pays a proportionate share of the costs of capital facility capacity needed for future development needs and LOS standards.**
- C. Facility improvements and capacity increases are coordinated with the City's fiscal planning and budgeting processes.**

- Policy 2.1 Level of Service Standards. Implement the following Level of Service Standards established within the comprehensive plan:
- A. Parks and Public Spaces. 7 acres of dedicated or designated parks or public spaces for each 1,000 functional population. Parks and public spaces shall be created based on the needs of the community and the surrounding community and shall be located with a ¼ mile of the neighborhood area.
 - B. Potable Water. LOS of 152 gpd/ERU based on average annual flow and a Peak LOS of 227 gpd/ERU based on maximum daily flow.
 - C. Wastewater. LOS of 123 gpd/ERU based on average annual flow and a Peak LOS of 244 gpd/ERU based on maximum daily flow.
 - D. Stormwater. The post-development runoff may not exceed pre-development runoff for a 24-hour, 25-year storm event.
 - E. Solid Waste. A collection and capacity of 6.8 pounds per day; and collection of residential solid waste shall occur at least weekly.



City of Venice

Comprehensive Plan

- F. Schools. Achieve school concurrency standards as established within the School Concurrency and Facilities Element.
- G. Emergency Services. Achieve emergency management standards established within the Emergency Management Element.
- H. Roadways. Achieve transportation standards established within the Transportation and Infrastructure Service Standards Element.

- Policy 2.2 Concurrency Management LOS Evaluations. The City shall continue to utilize the Concurrency Management System as provided within the City of Venice Code of Ordinances, to ensure all proposed developments meet adopted level of service standards prior to the issuance of a development order or certificate of concurrency in accordance with Section 163.3180(2)(a), (b), and (c), F.S.
- Policy 2.3 Concurrency Management Outcomes. If the adopted LOS standards is not achieved, the City shall take one of the following actions:
- A. Develop a proportionate fair share agreement, or other mechanism to create to additional capacity.
 - B. Limit development in the affected area until the capacity is available.
 - C. Deny additional development permits.
- Policy 2.4 Level of Service Fiscal Planning. In instances where new public services and infrastructure systems have been identified as necessary to maintain the City's LOS standards, no new development may be permitted until such time that a Proportionate Fair-Share Agreement is executed as required by the Proportionate Fair-Share Ordinance or the necessary improvements are programmed as part of the CIS.
- A. Basic improvements necessary to meet existing demand and needs of the City's public service and infrastructure system may be constructed as part of the City's CIS.
- Policy 2.5 Concurrency Requirements. For sanitary sewer, solid waste, stormwater management and potable water facilities, the following standards shall be met to satisfy concurrency requirements:
- A. The issuance of a development order or permit is 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, including potable water supply, are in place and available to serve the new development; or
 - B. At the time the development order is issued, the necessary facilities and services, including potable water supply, must be guaranteed in an



City of Venice

Comprehensive Plan

enforceable development agreement, pursuant to Section 163.3220-3243, F.S.

Policy 2.6 Concurrency. The City shall continue to utilize the Concurrency Management System as provided within the City of Venice Code of Ordinances to ensure the requirements for concurrency are met for parks and recreation facilities, transportation facilities and school facilities.

Objective 3 **Capital Improvements System.** Utilize the Capital Improvements System for construction of public services, capital facilities, and infrastructure systems needed to:

- A. Implement the Comprehensive Plan Update's planning framework.
- B. Accommodate the needs of current and future populations.
- C. Maintain and achieve adopted level of service (LOS) standards.
- D. Meet existing service deficiencies by replacing obsolete or worn-out facilities.

Policy 3.1 Capital Improvement System. Manage the fiscal budgeting and delivery of public services by coordinating the following components of the Capital Improvement System:

- A. Capital Improvement Element (CIE): The Capital Improvement Element prioritizes the capital improvements needed to implement the Comprehensive Plan Update planning framework and established LOS. The CIE coordinates the City's planning framework and LOS with the City exists and planning public services, facilities, and infrastructure systems; work plan schedules; and fiscal demands, costs, and funding sources.
- B. Capital Improvement Schedule (CIS): The Capital Improvement Schedule provides the financial foundation necessary to implement capital improvements needed to implement the Comprehensive Plan and achieve and maintain adopted LOS. The CIS guides the development of public facilities and infrastructure systems over a five-year period. The CIS is structured according to the City's planning priorities, estimated project costs, and availability of funding resources. Since the CIS includes only those items necessary to achieve and maintain the comprehensive plan planning framework and LOS, it does not include all items found within the City-wide CIP.
- C. Capital Improvement Program (CIP): The Capital Improvement Program plans for the provision of City-wide capital budgeting needs. The capital budget deals with projects for the construction, renovation, improvement, acquisition of any facilities, buildings, structures, land, or land rights. The plan identifies the development schedule for all



City of Venice

Comprehensive Plan

capital projects, related expenditures, and financing needs proposed within the City. Note: Since the CIP is a comprehensive, city-wide capital budgeting tool, there are items in the CIP that will not be included within the comprehensive plan CIS.

D. Annual Budget: Supports the day-to-day operations of the City for a single fiscal year. It includes all planned services and programs, their expenditure requirements and revenue estimates to support the stated level of activity.

Policy 3.2 Five-year Capital Improvements Program. The City will implement the CIE by ensuring consistency with the execution and management of the annual budget and five-year CIS.

A. The City is responsible for ensuring the financial feasibility of all public facility and infrastructure system projects identified by the CIS.

Policy 3.3 CIS Coordination with Land Use Decisions. The CIS shall be coordinated with the City's site and development processes to ensure that land use decisions correspond to construction of capital improvements, public facility and infrastructure capacity, and adopted LOS standards.

A. All site and development projects must be financially feasible and must have identified funding sources.

B. Projects that will impact the adopted LOS must have funding established through private financing, public-private development agreements, or independent special-purpose units of government.

C. Projects scheduled for the first three years of the five-year CIS must have committed funding sources.

Policy 3.4 CIS Coordination with Fiscal Planning and Budgeting. The CIS shall be coordinated with the City's fiscal planning and annual budgeting processes. As part of this process, the City shall ensure that the CIS:

A. Includes all capital improvements that are large scale and high in cost.

B. Forecasts capital improvement needs and construction projects for a five-year schedule.

C. Annually updated based on the City's annual budget, current fiscal capacity and projected five-year capital needs and demands.

D. Includes all capital projects needed to maintain and achieve LOS standards.

Policy 3.5 CIS Programs and Projects. Programs and projects identified in the five-year CIS will be prioritized and implemented according to the following practices:



City of Venice

Comprehensive Plan

- A. Programs and projects scheduled for the first, second, and third years are those necessary for immediate implementation and construction. These programs and projects shall have identified funding sources required for maintenance and achievement of LOS standards.
- B. Programs and projects scheduled for the fourth and fifth years are those planned for future implementation and construction. These programs and projects may be moved ahead in the schedule, moved back, or removed as deemed necessary by the City in its annual update of the CIS.

- Policy 3.6 Scheduling of Development Orders. The City shall manage its fiscal resources to ensure that capital improvements needed because of previously issued development orders and future development orders are provided in accordance with the Five-Year CIS.
- Policy 3.7 Capital Improvements Schedule Updates. The City shall annually review and update the projects scheduled within the CIS based on the following criteria:
- A. Is the project needed to protect the public health and safety; fulfill the City's legal commitments; or provide full use of existing facilities?
 - B. Does the project improve existing facilities; mitigate future improvement costs; provide services to developed areas; or promote infill development?
 - C. Is the City capable of maintaining the facility on an on-going basis?
- Policy 3.8 Proportionate Fair Share. All developments that lack the necessary capacity to satisfy the City's Concurrency Management System, including applicable services, infrastructure, and facilities maintained by other government entities, must adhere to the City's Proportionate Fair Share Program.
- Policy 3.9 Programmed Development Projects. All City development projects funded through the Proportionate Fair Share Program shall be included in the CIS as a revenue stream.
- A. The City shall conduct annual reviews of the CIS in order to ensure that proportional share contributions are addressed appropriately.
- Policy 3.10 Programmed Transportation Improvements. During the City's annual updates of the CIS, the City shall amend Map TRANS-1, Future Traffic Circulation Plan, of the Transportation Infrastructure & Service Standards Element as necessary. The updates shall include publicly programmed



City of Venice

Comprehensive Plan

and privately planned needed roadways and reflect proportionate fair share contributions.

A. Programmed roadway improvements are those listed in the City or County five-year CIS or State Transportation Improvement Program (STIP).

Policy 3.11 Five-Year Schedule of Capital Improvements Implementation. The City will continue to adopt a Five-Year Capital Improvement Schedule (CIS) as part of the annual budgeting process. The CIS will be coordinated with the annual review of the Capital Improvements Element.

Policy 3.12 Airport Capital Improvements. Utilize the Venice Municipal Airport Master Plan to prioritize capital improvements.

Policy 3.13 Grant Opportunities. Identify and pursue grant opportunities to improve airport facilities and operations including those sponsored by the FAA and FDOT.

Objective 4 Fiscal Planning. Provide for the financial demand and operational needs of the City through effective and proactive fiscal planning. Issues to consider include work plan and service demands, cost centers, revenue generators, and debt management.

Policy 4.1 Revenue Generation. Identify opportunities for generating revenues for the City's operations and work plan efforts. Potential revenue generation opportunities include:
A. User fees for special purpose or additional services.
B. Use of public facilities and properties for private events.
C. Grants and other such resources.

Policy 4.2 Impact Fees Reviews. Continually review the City's impact fees, or similar mechanisms, to ensure new development pays a proportionate share of the capital facility and capacity improvements costs needed to address the demands generated by new development.
A. Consider creating fees for public facilities, services, and infrastructure systems not yet charged.

Policy 4.3 Coordinated Work Efforts. Maximize financial resources and improve operational and work project efficiencies by coordinating public service and infrastructure system work efforts. Examples of such coordinated enhancements include:



City of Venice

Comprehensive Plan

- A. Street projects that include utility, stormwater, sidewalk, and streetscape enhancements.
- B. Utility projects that include community parks, sidewalks, stormwater, and road enhancements.
- C. Stormwater projects that include roads, utility, and sidewalk improvements.

Policy 4.4 Coastal High Hazard Area Expenditures. Public expenditures in the coastal high-hazard area are to be limited to work efforts necessary to protect the health, welfare, and safety of the public and natural environment including:

- A. Flood control and hazard mitigation programs.
- B. Natural resource restoration/preservation.
- C. Maintenance of existing utilities and services.
- D. Expansion of public beach and gulf front access.
- E. Purchase of public lands.

Policy 4.5 Revenue Bonds. Rates will be set, as a minimum, to ensure the ratio of revenue to debt service meets the City's bond indenture requirement of 1.2/1. The City goal will be to maintain a minimum ratio of revenue to debt service of 1.6/1 to ensure debt coverage in times of revenue fluctuations attributable to weather or other causes and to ensure a balanced pay-as-you-go Capital Improvement Plan.

Policy 4.6 Enterprise and Special Revenue Funds. Annually review all fees, costs, and expenditures to continually ensure the City's public services and infrastructure systems are properly funded. The following funds are utilized to pay for the City's public service and infrastructure system improvements:

- A. Potable Water: Utilities Fund (Enterprise Fund).
- B. Reclaimed Water: Utilities Fund (Enterprise Fund).
- C. Wastewater: Utilities Fund (Enterprise Fund).
- D. Stormwater Management: Stormwater Fund (Enterprise Fund).
- E. Solid Waste Services: Solid Waste Fund (Enterprise Fund).
- F. Airport: Airport Fund (Enterprise Fund).
- G. Building: Building Fees Fund (Special Revenue Fund).

Policy 4.7 Alternative Funding Sources. The City shall continue to identify and secure alternative funding sources for the execution of capital improvement projects. Such funding includes, but is not limited to, grants, low interest loans, private funds, and developer contributions.



City of Venice

Comprehensive Plan

Policy 4.8 Debt Service Limitations. In evaluating debt capacity, general-purpose annual debt service payments should generally not exceed 10% of General Fund revenues, and in no case should they exceed 15%.

Objective 5 Public School Facilities. The City of Venice shall ensure that future needs are addressed consistent with the adopted level of service standards for public schools with input from Sarasota County School Board, Sarasota County, Cities of North Port and Sarasota, and Town of Longboat Key.

Policy 5.1 School Level of Service Standards. Consistent with the Amended Interlocal Agreement for Public School Facility Planning, the LOS standards shall be applied consistently by all the local governments within Sarasota County and by the School Board district-wide to all schools of the same type. However, within designated concurrency service areas for identified backlog facilities interim standards shall apply. The level of service standards within these designated areas, over the period covered by the 10-year schedule of improvements, will be improved to the district-wide standard. The level-of service standards are initially set as follows:

| Type of School | Level of Service (LOS) Standard |
|-----------------|--|
| Elementary | Initial standard: 115% of permanent program capacity. By Year 2012 elementary schools, with the exception of backlogged facilities, will achieve 105% of permanent program capacity. By Year 2017 all elementary school backlogged facilities will achieve 105% of permanent program capacity. |
| Middle | Initial standard: 100% of permanent program capacity. By Year 2012 all middle schools, with the exception of backlogged facilities, will achieve 100% of permanent program capacity. By Year 2017 all middle school backlogged facilities will achieve 100% of permanent program capacity. |
| High | Initial standard: 105% of permanent program capacity. By Year 2012 all high schools, with the exception of backlogged facilities, will achieve 100% of permanent program capacity. |
| Special Purpose | 100% of total program capacity includes relocatables. |

Policy 5.2 Development Contributions. The City of Venice shall ensure that future development pays its share of the costs of capital facility capacity needed to accommodate new development and to assist in maintaining adopted level of service standards, via impact fees and other legally available and appropriate methods in development conditions.



City of Venice

Comprehensive Plan

Policy 5.3 Capital Facilities Planning Coordination. The City of Venice hereby incorporates by reference the Sarasota School District Five-Year Capital Facilities Plan, dated October 2, 2009, that includes school capacity sufficient to meet anticipated student demands projected by the City and other local governments based upon identified improvements over the short-term and long-term planning periods, in consultation with the School Board's projections of student enrollment, based on the adopted level of service standards.

The School Board, in coordination with the City of Venice shall annually update its Five-Year Capital Facilities Plan, to ensure maintenance of a financially feasible capital improvements program and to ensure level of service standards will continue to be achieved and maintained during the planning period.

Policy 5.4 CIP Annual Updates. The City of Venice will update its Capital Improvements Schedule on an annual basis to incorporate by reference the upcoming Sarasota School District Five-Year Capital Facilities Plan. The City of Venice and Sarasota County School Board will coordinate during updates or amendments to the City's Comprehensive Plan and updates or amendments to long-range plans for School Board facilities.

Policy 5.5 Deficiency and Backlogged Facility Priorities. Sarasota County adopts the 10-year long term schedule of improvements for the purpose of correcting existing deficiencies and setting priorities for addressing backlogged facilities within the designated concurrency service areas. The long term schedule includes capital improvements and revenues sufficient to meet the anticipated demands for backlogged facilities within the 10 year period. The long term schedule improves interim levels of service for backlogged facilities and ensures the district-wide standards are achieved by 2017. The long-term schedule will be updated, by December 1st of each year, in conjunction with the annual update to the Sarasota School District Five-Year Capital Facilities Plan.

Policy 5.6 Existing School Deficiencies and Future Needs. The City of Venice's strategy, in coordination with the School Board, for correcting existing deficiencies and addressing future needs includes:

- A. Implementation of a financially feasible Five-Year Capital Facilities Plan to ensure level of service standards are achieved and maintained.
- B. Implementation of interim level of service standards within designated concurrency service areas with identified backlogged facilities in conjunction with a long-term (10-year) schedule of improvements to



City of Venice

Comprehensive Plan

correct deficiencies and improve level of service to the district-wide standards.

- C. Identification of adequate sites for funded and planned schools.
- D. Expansion of revenues for school construction from updated impact fees.

Objective 6 Capital Improvement Schedule and Maintenance Partnerships.

The City shall continue to coordinate with intergovernmental partners entities including Sarasota County, State of Florida, and United States Federal Government in the financing and maintenance of the City's public service and infrastructure systems.

- Policy 6.1 Impact Fee Coordination. The city shall continue to annually coordinate with Sarasota County on the collection of impact fees to finance capital improvements with the Venice area. Such improvements may include transportation, parks, libraries, and other public facilities.
- Policy 6.2 Capital Improvement Coordination. The City shall coordinate the annual review of its CIE with the Sarasota County CIE to ensure the consistency of project development and timing.
- Policy 6.3 Local Infrastructure Surtax. The City shall coordinate the continued application of the penny sales tax revenue to fund capital improvements.
- Policy 6.4 Coordinated Infrastructure and Facility Capital Improvements. The City shall coordinate development, expansion, maintenance, and financial feasibility of public services and infrastructure systems with local, regional, state, and federal partner agencies. Such efforts, as appropriate, shall include:
 - A. Parks and public spaces.
 - B. Library systems.
 - C. Utility systems (potable water, wastewater, stormwater, and solid waste).
 - D. Schools and educational services.
 - E. Emergency management services.
 - F. Transportation systems including roadways, urban trails, bikeways, sidewalks, waterways, and transit resources.



Objective 7: JPA/ILSBA Planning Areas. Ensure the coordinated and efficient provision of infrastructure as set forth in the Joint Planning and Interlocal Service Boundary Agreement (JPA/ISLBA) between the City of Venice and Sarasota County.

- Policy 7.1 JPA/ILSBA Planning Areas Service Delivery. The City shall work to ensure the efficient provision of public services and infrastructure in the areas established through the JPA/ILSBA. Prior to annexation, necessary public improvements and associated fiscal responsibility to meet adopted LOS standards shall be identified. Proposed annexation petitions must evaluate and address, at a minimum, the list of potential deficiencies set forth in the Analysis of Cumulative Impacts found in the Supplemental Data and Analysis, Volume II, dated October 2010.
- Policy 7.2 JPA/ILSBA Planning Area Concurrency Reviews. Within the JPA/ILSBA Planning Areas the City and County, will coordinate concurrency reviews based on the local comprehensive plans, land development regulations, and other methodologies to ensure impacts of mutual concern related to public facilities and financial feasibility.
- Policy 7.3 JPA/ILSBA Facility Partnerships. Within the JPA/ILSBA Planning Areas, the City and Sarasota County will collaborate on the location and delivery of public facilities and services. Through this collaboration, the City and County will consider opportunities for infrastructure and public service partnerships including:
- A. System interconnections.
 - B. Facility co-location.
 - C. Joint financing.
 - D. Project construction.
- Policy 7.4 JPA/ILSBA Infrastructure Connections. As development projects are approved within the JPA/ILSBA Planning Areas, they shall connect to utilities as provided for in the JPA/ILSBA.