

CHAPTER SEVEN

CAPITAL IMPROVEMENTS ELEMENT

The Capital Improvements Element is the cornerstone of the Town of Greenwood Comprehensive Plan. It establishes the financial feasibility of the Plan to ensure the availability of public facilities and services concurrent with the impacts of new development. The Capital Improvements Element establishes a five-year Capital Improvements Plan (CIP) which includes the capital improvement needs necessary to implement the policies contained in the other elements of the Plan.

The Element and the CIP assess the ability of the Town to finance needed capital facilities. Since the Town has a limited tax base (one mil generated \$10,680.00 in revenue in the 2005-2006 fiscal year), its major sources of capital funding are state and federal grants and the issuance of revenue bonds. Therefore, it is critical that planning for capital facilities take into account the time necessary to prepare and submit grant applications and alternatives in the event grants are not funded.

There are no capital facilities anticipated by any other element of the Town's comprehensive plan. The following analysis reviews the current status of the capital facilities needed to meet the concurrency requirements of Part II, Chapter 163, Florida Statutes.

POTABLE WATER

The Town's adopted level of service for potable water is 155 gallons per capita per day. Its facilities consist of two wells permitted to a combined withdrawal capacity of 117,000 gallons per day on average, and a maximum permitted withdrawal capacity of 194,000 gallons per day. CIP Table 1 shows the average daily and peak day withdrawals from the wells for the months of January through December, 2006. The data indicate challenges to meet the established level of service for potable water over the planning horizon.

CIP Table 1		
Potable Water Produced; January-July 2006		
Month	Average Daily Withdrawals	Peak Day Withdrawal
January	81,000	108,000
February	71,250	88,000
March	81,000	106,000
April	92,500	115,000
May	90,800	110,000
June	107,900	130,000
July	100,450	130,000
August	88,710	105,000
September	88,600	126,000
October	89,516	121,000
November	90,400	110,000
December	96,000	128,000
Average	89,843	114,750

It should be noted that June and July were extremely dry months and usage may reflect unusual demand. The Town is in a predominately rural area where many people maintain kitchen gardens. The Town does not separately meter irrigation systems within its service area and the amount of demand to attribute to garden irrigation cannot be determined.

The Town currently has 289 water customers, one of which is a high use customer. The high use customer accounts for 3,350 average gallons per day. If this is deducted from the 89,843 system wide average gallons per day, the remaining 288 customers use approximately 86,500 gallons or 300 gallons per ERC per day. The average household size is 2.4 persons, thus the per capita consumption is approximately 125 gallons per day. By using the established level of service of 155 gallons per day the Town is able to insure that sufficient capacity remains to accommodate future growth.

There is capacity within the current permits for an additional average daily withdrawal of approximately 27,000 gallons. At the established level of service there is apparent capacity for 174 additional persons on the system. Assuming that the average household size remains constant through the planning period, there is sufficient apparent capacity for 73 additional residential units.

The data supporting the Future Land Use Element indicates that the projected permanent population for 2010 is an additional 172 persons, and that the projected residential unit need is 66 units. It appears that the ability to accommodate the projected demand through the five year planning horizon could be compromised by any unforeseen event impacting the facility. The Town is working with Florida Rural Water to prepare an application for modification of its consumptive use permit to increase the permitted average daily flows to address this potential deficiency.

The Town has begun several projects that improve delivery of potable water, but that are not related to level of service. For example, the Town has received a CDBG grant to fund the construction of an elevated water storage tank, and has funds on hand to complete the replacement of existing undersized potable water mains along SR 71 and SR 69. However, these improvements are not designed to increase capacity in the system, but rather to increase delivery capacity, primarily for purposes of fire protection and improved pressure.

SANITARY SEWER

The Town does not operate a central sewer system. In June, 2006, Florida Rural Water Association presented a study to determine whether it is feasible and desirable to enter into an interlocal agreement with the Town of Malone and potentially the Town of Bascom to create a regional sewer system. The study determined that the estimated cost per residential connection would be between \$16,750.00 and \$23,000.00. Each connection would be required to pay approximately \$6,800.00 and monthly bills would range from \$43.00 to \$60.00. The Town feels that these costs exceed the benefits the community would attain from participating in the proposed regional project unless grant funding is provided.

SOLID WASTE

The Town has adopted a level of service for solid waste of 3.3 pounds per capita per day. The Town currently operates a solid waste transfer station which is open to Town residents and property owners two days per week. There is no curbside collection available.

Solid Waste collected at the transfer station is then transferred to the Spring Hill land fill in northwest Jackson County. The land fill is operated by Waste Management and has sufficient capacity available or under planning to meet the Town's needs through the planning horizon.

TRAFFIC CIRCULATION

The transportation network within the Town consists of local roads, collector roads and arterial roads. The Town's adopted level of service for the transportation network is level of service "C." No road segments currently operate below the adopted level of service.

The Town recognizes that some of the local roads need to be resurfaced and that some are graded dirt roads. The Town contemplates a paving and repaving project for these local roads but acknowledges that these improvements are not level of service related.

The primary collector roads (SR 69 and CR 162) are maintained by the State of Florida, Department of Transportation and Jackson County respectively. The only arterial road within the Town (SR 71) is also maintained by the FDOT.

The Town will coordinate with the State and County to insure that levels of service for these road segments are maintained at level of service “C” through the planning horizon.

DRAINAGE

Pond #1 is located in the southwest quadrant of the Town and was constructed by the FDOT during redesign of SR 71. This facility provides surface water storage and attenuation for SR 71 and portions of the southwest quadrant of the town. Pond #2 provides surface water storage and attenuation for the northwest quadrant of the Town. The northeast quadrant and southeast quadrant are largely undeveloped and do not require storage or attenuation of surface water at this time.

Pond #2 has been in service for approximately 10 years and may require rehabilitation during the long-range (2020) planning horizon. There are some improvements needed to drainage of CR 162. Some of the drainage inlets may be undersized. The Town will evaluate these improvements to determine if they will improve level of service to these areas.

PARKS AND RECREATION

The Town is the beneficiary of significant recreation facilities that became available when the Jackson County School Board abandoned the old Greenwood School site. The Town currently operates playgrounds, tennis courts and ball fields at that location. The old gymnasium and portions of the education facilities remain on the site. However, they are unusable in their current condition.

The Towns adopted level of service for recreation facilities is two acres per 1000 population for community parks. The existing facility owned and operated by the Town is sufficient to meet the established level of service through the short term planning horizon (2012). Current population projections are provided in the data and analysis for the Future Land Use Element.

Jackson County operates regional parks located approximately five to ten miles from the Town. Marianna Caverns State Park is also within that distance. The Town will cooperate with the County in insuring that level of service standards adopted by the County for regional parks are maintained at the County’s adopted level of service.

SCHOOLS

The Town does not have any educational facilities located within its jurisdiction. One project proposed for the CIP is renovation of the old school cafeteria located on the Town’s property acquired from the school board when the Greenwood school was consolidated with Marianna’s schools. This facility could be used in the future for a library and community center, and could include space and facilities for adult and continuing education.

The Town does fall within the exemptions provided in the statute for educational facilities concurrency planning.

FINANCIAL FEASIBILITY

This section analyzes the Town's ability to fund the proposed capital improvement plan. The Town had unrestricted net assets of \$366,387.00 at the close of its 2005-2006 fiscal year. It has no long term debt. Approximately \$140,000.00 of unrestricted assets are invested in six month certificates of deposit. An additional \$45,000.00 is invested in a certificate of deposit for future repairs or expansions to the Town's potable water system

The Town's debt-free status and cash on hand has been sufficient to secure funding of the elevated water tank and to complete the State Road 71 water line upgrades. Future capital expenditures will be weighted against anticipated revenue to evaluate feasibility of debt-financing expansions to the capital facilities.

The Town evaluates its water rates every two years and implements increases as necessary to compensate for increased expenses. The 2006 audit noted an operating loss for the Town's water system that was solely the result of depreciation of capital assets. Net of depreciation, the Town's enterprise fund operated at a profit. The Town should implement fee increases to account for depreciation during each budget cycle.

MONITORING AND EVALUATION

The role of monitoring and evaluation is vital to the effectiveness of any planning program and particularly for the Capital Improvements Element of this comprehensive plan. The Town relies heavily on state and federal shared revenues and grants to provide capital facilities. New sources of local government revenues or changes in state and federal allocation of shared revenues and grants will have important implications for the financial feasibility of this plan. Therefore, the Capital Improvements Plan requires a continuous program for monitoring and evaluation. Pursuant to Chapter 163, F.S., this element will be reviewed on an annual basis to ensure that required fiscal resources are available to provide capital improvements needed to support adopted level of service standards.

The annual review will be the responsibility of the Local Planning Agency. The Local Planning Agency's findings and recommendations will be presented to the Town Council at a public meeting during the annual budget cycle. The annual review of the CIE will include the following considerations, and will include an examination of the considerations themselves to determine their continued appropriateness.

- (a) Any corrections, updates, and modifications concerning costs; revenue sources; acceptance of facilities pursuant to dedications which are consistent with the element; or the date of construction of any facility enumerated in the element.
- (b) The Capital Improvement Plan's consistency with the other elements and its support of the Future Land Use Element.

- (c) The current ability to provide public facilities and services within a particular service area in order to determine any need for provision of additional services.
- (d) The priority assignment of existing public facility deficiencies.
- (e) The progress in meeting any needs determined to be necessary to cure existing deficiencies.
- (f) The criteria used to evaluate capital improvement projects in order to ensure that projects are being ranked in their appropriate order of priority.
- (g) The effectiveness in maintaining the adopted LOS standards.
- (h) The effectiveness in reviewing the impacts of plans and programs of State agencies, the Water Management District, and any other agency that provides and/or regulates public facilities within the County's jurisdiction.
- (i) The impacts of special districts and any regional facility and service provisions upon the ability to maintain adopted LOS standards.
- (j) The ratio of outstanding general obligation indebtedness to annual revenues.
- (k) Efforts made to secure grants or private funds to finance the provisions of capital improvements.
- (l) The ability to transfer any unexpended account balances to the capital improvement account.
- (m) Capital improvements needed for the long range planning horizon, for possible acceleration to the Five Year CIP.

The Town will review its CIP annually and during the review of any land use decision to ensure that land use decisions do not compromise the implementation of the Capital Improvement Element's Goals, Policies and Objectives.

- (a) The Capital Improvements Element Plan (CIP) will be updated annually as part of the Town's budget cycle.
- (b) Land use decisions will be monitored for consistency with the Capital Improvements Plan and Future Land Use Element.
- (c) Maintaining the adopted LOS standards will function as the primary criteria for assessing the impact of new development on public facilities.

- (d) The Town will track facility demand and capacity availability as site plans and subdivision plats are submitted and will analyze potential impacts of the demand on capacity to ensure that levels of service are maintained.
- (e) To the greatest extent possible and where financially prudent, the Town's excess fund balances will be reserved for Capital Improvement Projects.

CAPITAL IMPROVEMENTS ELEMENT GOALS, OBJECTIVES, AND POLICIES

GOAL 1- The Town of Greenwood adopts the goal of providing adequate public facilities to all residents within the jurisdiction in a timely and efficient manner.

Objective 1.1 - Capital improvements will be programmed to correct existing deficiencies, accommodate future growth, and replace worn out or obsolete facilities, as indicated in the five-year CIP.

Policy 1.1.1 - The Local Planning Agency will evaluate and rank capital improvements projects proposed for inclusion in the Five-Year CIP on an annual basis.

Policy 1.1.2- Capital improvements projects will be prioritized and ranked according to the following set of criteria and associated points (the highest point total having the highest priority):

1. The project is needed to eliminate a proven or obvious hazard to the public health and safety (2 points);
2. The project is needed to fulfill a legal obligation by the Town (2 points);
3. The project is needed to eliminate existing capacity deficiency (2 points);
4. The project is needed to maintain adopted level of service standards (2 points);
5. The project is needed to comply with state or federal regulations (2 points);
6. The project is needed to preserve or replace an existing public facility (1 point);
7. The project is financially feasible (1 point);
8. The project is consistent with the plans of the state agencies and water management districts that regulate provision of public facilities within the Town's jurisdiction (1 point); and
9. The project will increase the economic base and quality of life of the Town's residents (1 point).

Policy 1.1.3 - The Town of Greenwood will manage its fiscal resources to ensure the availability of public facilities needed to serve developments for which development permits were issued prior to the adoption of the Comprehensive Plan. In particular, existing facilities and the capital improvements projects

identified in the five-year CIP shall provide the public facilities necessary to serve developments for which development orders were issued prior to the adoption of the Comprehensive Plan.

Policy 1.1.4 - Funding for infrastructure replacement and renewal shall be evaluated and allocated so as to minimize operating costs and maximize the life of infrastructure.

Objective 1.2 - The CIE analysis demonstrates that there are currently no capital facility needs derived from the other plan elements. The adopted land development regulations include adequate public facilities provisions that ensure that all land use decisions are consistent with the adopted level of service standards.

Policy 1.2.1 - The following level of service standards are hereby adopted and will be maintained as growth occurs in Greenwood:

A. ROADWAYS:

Major arterials - LOS C for peak hour
Minor arterials and collectors - LOS C for peak hour

B. RECREATION AND PARKS:

Community Parks - 2 acres/1000 population

C. SOLID WASTE: 3.3 pounds per capita per day

D. POTABLE WATER: 155 gallons per capita per day

E. SANITARY SEWER:

Public Systems: 100 gallons per capita per day

Private On-Site Systems: On-site disposal systems shall meet or exceed the requirements set by the Florida Department of Health and Rehabilitative Services.

F. DRAINAGE:

Conveyance Systems - All drainage swales and ditches shall be designed to convey the runoff generated from a 25-year, 24-hour storm event.

On collector roads, culverts and cross-drains shall convey the runoff from a 10-year, 24-hour storm.

On local roads and internal subdivision roads, culverts and cross-drains shall be designed to convey the runoff from a 10-year, 24-hour storm.

Stormwater Management Systems - Stormwater management systems shall be designed to either retain on-site the runoff generated by a 25-year, 24-hour storm or detain and discharge the runoff from a 25-year, 24-hour storm at peak discharge rates which do not exceed pre-development rates. For development in all other land use districts, stormwater management systems shall be designed to either retain on-site the runoff generated by a 5-year, 24-hour storm or detain and discharge the runoff from a 5-year, 24-hour storm at peak discharge rates which do not exceed pre-development rates.

Water Quality: Water quality treatment shall be provided for runoff from the first one-inch of rainfall; or as an option, for projects or project sub-units with drainage areas of less than 100 acres, from the first one-half inch of runoff consistent with Chapters 17-25, FAC.

Objective 1.3 - Annual review of the Capital Improvements Element will be coordinated with the Town budget review process. The review will ensure that projected revenues will be sufficient to comply with the 5-year schedule of capital improvements.

Policy 1.3.1- The Town shall confine long-term borrowing to projects that are too expensive to be financed by current revenues.

Policy 1.3.2- Bond issues shall be structured to be amortized within a period not to exceed the useful life of the capital project.

Policy 1.3.3- Where possible, revenue, special assessment and other self-supporting bonds shall be used instead of general obligation bonds.

Policy 1.3.4- Total debt service for general obligation bonds will not exceed ten percent of net operating revenues.

Policy 1.3.5- Efforts shall be made to secure grants or private funds whenever available to finance the acquisition of capital improvements.

Policy 1.3.6- All proposed capital improvements will be reviewed for consistency with the comprehensive plan policies.

Policy 1.3.7- The capital improvements projects identified in the five-year schedule of improvements shall be included in the capital budget of the Town, to be adopted concurrently with the Town budget.

Objective 1.4 - Future development will bear a proportionate share of the cost of facility improvements necessitated by the development in order to maintain adopted level of service standards.

Policy 1.4.1- The Town shall evaluate the revenues that would be generated by "user-based" financing mechanisms, such as user fees and special assessments, to finance improvements generated by growth and will decide whether to institute

such financing mechanisms. If such financing mechanisms are not judged to be the most effective means of financing improvements, the Town will identify and use an alternative source of revenues for each capital project during its annual budget preparation.

Policy 1.4.2- The Town will evaluate the revenues that would be generated by a stormwater utility fee by 2008. If a pro rata share stormwater utility fee is deemed effective and will generate sufficient revenue, the Town will propose such a fee system by 2010. Otherwise, the Town will identify and use alternative sources of revenue to finance needed drainage improvements.

Objective 1.5 - As provided in the Land Development Regulations development orders will not be issued that result in the degradation of public services below adopted level of service standards.

Policy 1.5.1 - The Town shall not issue a development order or permit that result in a reduction below the adopted levels of service.

Policy 1.5.2 - The Town will continue to review the availability of public facilities concurrent with the impacts of development in processing proposals for site development or rezoning.

Policy 1.5.3 - If capital projects are needed to maintain the adopted level of service standards but are not available at the time the development order is issued, then the development order shall be conditioned upon the availability of those items at the time the impacts of development occur.

Policy 1.5.4- Prior to the issuance of any development order, the Town shall verify that all public facilities are available to serve development for which development orders were issued prior to the date of adoption of this plan. Development orders for future development shall not be issued unless the Town has demonstrated the following: (1) Compliance with the adopted Level-of-Service Standards in the Comprehensive Plan and (2) one or a combination of the following conditions exist: (a) necessary facilities and services are in place at the time that a development order or permit is issued; (b) a development order or permit is issued subject to the condition that a certificate of occupancy shall not be issued unless necessary facilities and services are in place; (c) necessary facilities are under construction at the time a development order or permit is issued; (d) for recreation or transportation facilities only, necessary facilities are the subject of a binding executed contract for the construction of the facilities at the time a development order or permit is issued which provides for the commencement of construction within one year of the issuance of the development order or permit and/or (e) necessary facilities and services are guaranteed in an enforceable development agreement, including but not limited to development agreements pursuant to Section 163.3220 or Chapter 380, Florida Statutes, which guarantees that the necessary facilities and services will be in place when the impacts of the development occur.

Policy 1.5.5 - The Town shall enforce Concurrency Management provisions in the revised land development regulations to ensure that, at the time a development order or permit is issued, adequate facility capacity is available, consistent with the criteria established in Policy 1.5.4 and based upon the application of the Level-of-Service Standards to the proposed development. Development orders approved prior to the actual authorization for the commencement of construction or physical activity on the land shall be conditioned to provide that actual authorization of the final development permit which shall authorize the commencement of construction or physical activity on the land shall be contingent upon the availability of public facilities and services necessary to serve the proposed development consistent with the criteria established in Policy 1.5.4. In all cases, a test for concurrency will occur prior to the approval of an application for a development order or permit which contains a specific plan for development, including densities and intensities of use.

Policy 1.5.6- Proposed Comprehensive Plan amendments and requests for new development or redevelopment shall be evaluated to determine whether the proposed action conforms to future land uses as shown on the Future Land Use Map of the Future Land Use Element and public facility capacity is available.

Policy 1.5.7- A plan amendment shall be required to eliminate, defer, or delay construction of any facility needed to maintain the adopted level of service and which is listed in the five year Capital Improvement Plan.

Goal 2: The Town will insure that adequate public facilities are available to meet the adopted level of service standards

Objective 2.1: The Town will implement the Capital Improvement Plan attached as CIP Table 2.

Policy 2.1.1: The Town will identify possible sources for funding un-funded projects during each budget cycle.

Policy 2.1.2: Applications for grants will be submitted by the applicable deadlines to insure funding for the fiscal year targeted for project completion.

Policy 2.1.3: In the event funding is unavailable through the fiscal year identified for a projects completion, the project will be deferred until funding is obtained.

Policy 2.1.4: In the event that development is proposed within the Town that could potentially accelerate the need for additional facilities, the Town will require developer contributions to offset the costs of providing those services.

Policy 2.1.5: The Capital Improvement Plan will be implemented in accordance with the Five Year Schedule of Capital Improvements attached as CIP Table 3.

CIP Table 2				
Town of Greenwood				
Capital Improvement Plan				
Capital Improvements Related to Capacity				
NONE				
Capital Improvements not Related to Capacity				
Fiscal Year	Project	Approximate Cost	Funding Source	Funding Secured
2007-2008	Water line upgrades Hwy 71 (from Albernathy Street to existing main)	\$34,000.00	Funds on hand	Yes
2008-2009	Water line upgrades Hwy 69 from Town limits to SR 71	\$100,000.00	Rural Development grants/loans;	No
2007-2008	Elevated Water Tank	\$650,000.00	CDBG	Yes
2009-2010	Road Improvements: Peanut, Davis and Tulsa Streets	Unknown	Gas tax revenues	No
2009-2010	Recreation Facilities Improvements-Town Park	\$50,000.00	FRDAP	No
2009-2010	Drainage Improvements Northwest Quadrant of Town	Unknown	NFWFMD, legislative appropriations	No
2010-2012	Convert Greenwood Cafeteria to multi-use facility (library, community center)	\$750,000.00	Private donations, grants, legislative appropriations	No
2007-2008	Evaluate alternatives to increase available water supply	\$10,000.00	Funds on hand	Yes

CIP Table 3 Town of Greenwood Five Year Schedule of Capital Improvements 2007-2012							
Project Name	Funding Source		2007-2008	2008-2009	2009-2010	2010-2011	2011-2012
	Town	Other					
Water line upgrades Hwy 71 (from Albernathy Street to existing main)	\$34,000.00		\$34,000.00				
Water line upgrades Hwy 69 from Town limits to SR 71	\$40,000.00	\$60,000.00		\$100,000.00			
Elevated Water Tank		\$600,000.00		\$600,000.00			
Recreation Facilities Improvements-Town Park		\$50,000.00				\$50,000.00	
Convert Greenwood Cafeteria to multi-use facility (library, community center)		\$750,000.00				\$400,000.00	\$350,000.00
Evaluate alternatives to increase available water supply	\$10,000.00		\$10,000.00				
Total by Year			\$44,000.00	\$700,000.00		\$450,000.00	\$350,000.00

