

TO: City Plan Board

Item Number: 7

**FROM: Planning & Development Services Department
Staff**

DATE: October 25, 2012

**SUBJECT: Petition PB-12-114 CPA. City Plan Board. Amend the City of Gainesville
Comprehensive Plan Capital Improvements Element for the Evaluation and
Appraisal Process.**

Recommendation

Approve Petition PB-12-114 CPA.

Description

The purpose of this petition is to amend the Gainesville Comprehensive Plan for the Evaluation and Appraisal process. The Capital Improvements Element (CIE) was substantially updated by Ordinance 110925 on September 6, 2012. In the process of preparing updates of other elements of the Comprehensive Plan, staff has identified additional changes that should be made to the CIE for compliance with Chapter Law 2011-139. These changes include addition of a policy regarding transportation level of service (new Policy 1.2.2), deletion of a policy (1.3.6) regarding mitigation of transportation impacts, and addition of a policy (new Policy 1.2.7) regarding concurrency requirements for public school facilities.

New Policy 1.2.2 is needed to make it clear that the adopted level of service for transportation is solely for planning purposes and not for applying transportation concurrency. Transportation concurrency is now optional and Transportation Concurrency Exception Areas (TCEAs) were stricken in Chapter Law 2011-139. As part of the Evaluation and Appraisal update of the Comprehensive Plan, the City Commission directed staff to rescind transportation concurrency and replace the TCEA with a citywide transportation mobility program (Legistar 120284).

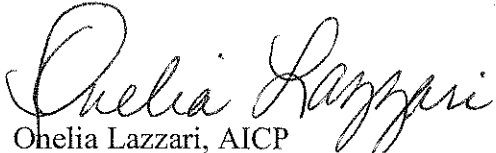
Policy 1.3.6 is proposed for deletion because it is related to transportation concurrency, which is being rescinded. New Policy 1.2.7 is needed due to statutory changes regarding concurrency requirements for public school facilities that were made by the Florida Legislature in 2011. Other changes include but are not limited to deletion of Policy 1.1.11 due to redundancy with Policy 1.1.4 and the elimination of proportionate fair-share from Florida Statutes, and changes within old Policy 1.2.5 (renumbered as 1.2.1) regarding the Transportation Element and the to-be-stricken Concurrency Management Element.

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The proposed amendments to the Goals, Objectives, and Policies of the Capital Improvements Element are attached, as Appendix A. Additions are underlined and deletions are shown as stricken.

Appendix B contains a copy of Section 163.3180, Florida Statutes, which pertains to concurrency. This is provided for reference because various proposed changes to the CIE pertain to concurrency.

Respectfully Submitted,


Ohelia Lazzari, AICP
Principal Planner

Prepared by: 
Dean Mimms, AICP
Lead Planner

List of Appendices

Appendix A –Updated Capital Improvements Element of City of Gainesville Comprehensive Plan

Exhibit A-1 Updated Capital Improvements Element

Appendix B – Statutory Section on Concurrency

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Appendix A - Updated Capital Improvements Element of City of Gainesville Comprehensive Plan

Exhibit A-1 Updated Capital Improvements Element

CAPITAL IMPROVEMENTS ELEMENT

GOAL 1

TO PROVIDE AND MAINTAIN, IN A TIMELY FASHION, ADEQUATE, EFFICIENT, RELIABLE, EQUITABLE AND ENVIRONMENTALLY SOUND PUBLIC FACILITIES THAT ARE FINANCIALLY FEASIBLE.

Objective 1.1

The City shall use, in its biennial budget process, the 5-Year Schedule of Capital Improvements to set funding levels for the provision, renewal or replacement of public facilities necessary to meet and maintain the adopted Level of Service (LOS) standards for existing and future populations.

Policies

1.1.1

The Capital Improvements Element shall only include facility expenditure information for the facility types with adopted LOS standards (Transportation Mobility, Potable Water, Water Supply, Wastewater, Recreation, Public Schools Facilities and Stormwater Management). Existing and projected facility needs identified in those Elements are included in this Element. Other capital expenditures are listed in the biennial budget and the City's 5-Year Capital Improvement Plan or Gainesville Regional Utilities' (GRU) 6-Year Capital Improvement Plan.

1.1.2

The Capital Improvements Element shall define a capital improvement as land, non-structural improvements to land and structures (including the costs for design, permitting, construction, furnishings and equipment) with a unit cost of \$25,000 or more. The improvement shall have an expected life of at least 2 years.

1.1.3

The City shall schedule and fund City capital projects shown in the 5-Year Schedule of Capital Improvements included in this Element.

1.1.4

The City shall annually review and update the Capital Improvements Element and 5-Year Schedule of Capital Improvements during the regular budget planning and adoption process.

1.1.5

The City and GRU shall continue their policies of annually including capital projects and capital equipment as part of their adopted budgets.

1.1.6

The City's Capital Improvements Element shall be considered a component of the City's overall Capital Improvements Program (CIP) in the annual budget appropriations and the 5-Year Capital Improvement Plan (5-YR CIP) and items listed in the CIP and 5-YR CIP shall reflect the priorities and needs set in the Capital Improvements Element.

1.1.7

The Potable Water and Wastewater sections of the City's Capital Improvements Element shall be considered a subset of GRU's capital budget and 6-Year Capital Improvements Plan (6-YR CIP), and the capital budget and 6-YR CIP shall reflect the priorities and needs set in the Capital Improvements Element.

1.1.8

The Capital Improvements Element and 5-Year Schedule of Improvements shall reflect the policies and needs set in other Elements of the Comprehensive Plan.

1.1.9

The City shall replace or renew capital facilities required to maintain adopted LOS standards when deemed necessary by prudent engineering and utility practices. These improvements shall be included in the 5-Year Schedule of Capital Improvements.

1.1.10

The City shall evaluate all annexation proposals to determine its ability to provide facilities at adopted LOS standards for the residents in the area(s) to be annexed.

~~1.1.11~~

~~The City's Capital Improvements Element 5-Year Schedule of Improvements shall be reviewed annually and updated as necessary to reflect proportionate fair share contributions.~~

1.1.11~~2~~

The 5-Year Schedule of Capital Improvements shall identify projects necessary to ensure that any adopted LOS standards are achieved and maintained for the 5-year period. The projects shall be identified as either funded or unfunded and given a level of priority for funding.

1.1.12~~3~~

The City incorporates, by reference, the Alachua County School District Board "5-Year District Facilities Work Program" as updated annually by October 1 of each year per the requirements of Florida Statutes. The "5-Year District Facilities Work Program" for Alachua County is posted and annually updated on the websites of the: Florida Department of Education Office of Educational Facilities and Alachua County School Board School Facilities, Maintenance, Planning and Construction Department.

Objective 1.2

The City shall continue to ensure the provisions of services and facilities needed to meet and maintain the LOS standards adopted in this Plan.

Policies

1.2.15

The City shall adopt the following LOS standards for public facilities within its jurisdiction as indicated in the below listed Elements of its Comprehensive Plan:

Transportation Mobility: ~~Policies 3.2.3, 7.1.6, 7.1.7, 7.1.8, 7.1.11~~ Objective 1.1 and associated policies

Stormwater: Policy 1.1.1

Potable Water & Water Supply: Policy 1.1.1 and Policy 1.1.3

Wastewater: Policy 1.1.2

Recreation: Policy 1.1.1

Solid Waste: Policy 1.4.1

Concurrency Management: ~~Policies 1.1.1, 1.1.2, 1.1.3, 1.1.4, 1.1.5, 1.1.6, 1.1.7, 1.1.9, 1.1.11, 1.1.13, 1.1.14, 1.1.15~~

Public School Facilities Policy 2.2.1

1.2.2

The LOS adopted for Transportation is solely for planning purposes and not for the purpose of applying transportation concurrency. Transportation LOS is excluded from the Concurrency Management System, and final development orders are not conditioned on transportation concurrency. The foregoing provisions shall apply to all references to Transportation LOS in the Comprehensive Plan.

1.2.34

The City shall continue to use the Concurrency Management System to issue final development orders conditioned on the following:

- a. The availability of existing public facilities associated with the adopted LOS standards;
- b. The funding of public facilities (based on existing or projected funding sources) listed in the 5-Year Schedule of Capital Improvements or the School District's Board's annually updated "5-Year District Facilities Work Program", incorporated by reference, that are needed to maintain adopted LOS standards.

1.2.42

If the projected revenues to support capital improvements become unavailable, the City shall amend the relevant LOS standards in the Comprehensive Plan or prohibit any development that would lower the adopted LOS standards that are included in the Concurrency Management System.

1.2.53

The City shall continue operation of its Concurrency Management System. The Concurrency Management System is used to determine whether adequate facilities exist, when the impacts of development are expected to occur, to maintain adopted LOS standards set in the Comprehensive Plan. The latest point in the application process for the determination of concurrency is prior to the approval of an application for a development order or permit which contains a specific plan for development, including the densities and intensities of development.

1.2.64

The concurrency requirements for potable water, solid waste, stormwater management, water supply, recreation, and wastewater shall be met by any one of the following standards:

- a. The necessary facilities and services are in place at the time a final development order is issued;
- b. A final development order is issued subject to the condition that the necessary facilities and services will be in place and available to serve the development no later than the issuance of a certificate of occupancy or its functional equivalent;
- c. The necessary facilities are under construction and bonded for completion at the time a final development order is issued; or
- d. The necessary facilities and services are guaranteed in an enforceable development agreement that is secured by a completion bond, letter of credit, or other acceptable form of security, subject to review and approval as to form and legality by the City Attorney. The agreement must guarantee that the necessary facilities and services will be in place and available to serve the development no later than the issuance of a certificate of occupancy or its functional equivalent.
- e. Prior to approval of a building permit or its functional equivalent, the City shall consult with Gainesville Regional Utilities to determine whether adequate water supplies to serve the new development will be available no later than the anticipated date of issuance by the City of a certificate of occupancy or its functional equivalent.

1.2.7

The concurrency requirements for public school facilities shall be met if:

- a. school capacity (elementary, middle, and high school) is available at the time a final development order is issued;
- or,
- b. The proposed development is consistent with the future land use designation for the specific property; and,

- c. The proposed development includes a plan that demonstrates that the capital facilities needed as a result of the proposed development can be reasonably provided; and,
- d. The landowner contributes a proportionate share of the cost of providing the school facilities necessary to serve the proposed development. The adequate school facilities shall be in place or under actual construction within 3 years after the issuance of a final development order, or the functional equivalent. School concurrency is satisfied if the developer executes a legally binding commitment to provide mitigation proportionate to the demand for public school facilities to be created by actual development of the property, including, but not limited to, the options described in Section 163.3180(6) (h) 2.1.a., Florida Statutes.

Objective 1.3

The City shall continue to require future development to pay for its capital improvements that are required to maintain adopted LOS standards.

Policies

1.3.1

Development shall pay the full cost of stormwater management facilities required by it to maintain the stormwater LOS standards set in the Comprehensive Plan.

1.3.2

The City shall continue the adopted Land Development Regulations that establish stormwater quantity and quality standards for the development of existing sites with substandard on-site stormwater facilities. Such development shall pay the proportional cost of meeting those standards that it requires.

1.3.3

The City shall continue its policy of having all new water and wastewater service connections pay the fully allocated cost of the treatment facilities required to serve them in the form of plant connection fees, and the cost of distribution or collection facilities unless the service is on a developer installed system.

1.3.4

The City shall continue its policy of having development contribute the water and wastewater distribution and collection system internal to a development. Contributions in aid of construction must be paid if the City does not project an adequate return on investment for water distribution or wastewater collection system extensions.

1.3.5

The City shall continue its policy of having development provide all road improvements within subdivisions as per the City's subdivision regulations.

1.3.6

~~The City shall adopt Land Development Regulations that require that development provide the roadway facilities and/or improvements external to a development that are necessary to mitigate the development's expected transportation mobility impacts.~~

Objective 1.4

The facilities necessary to maintain the adopted LOS standards required to serve vested developments shall be available when the impacts of development occur, consistent with Objective 1.2 and its policies.

Policies

1.4.1

Vested developments shall be defined as developments that have been issued final development orders that have not expired under the regulations of the City's Code of Ordinances, were issued prior to adoption of the City of Gainesville 1991-2001 Comprehensive Plan, and such developments have commenced and are continuing in good faith.

1.4.2

The City shall continue its tracking of the number of developments with vested development rights that must be served by public facilities at adopted LOS standards through the Concurrency Management System.

1.4.3

Vested developments must provide or pay for the capital improvements that they were required to provide under the development regulations that existed when they were permitted.

Objective 1.5

The City shall continue to schedule General Government Capital Improvements necessary to meet and maintain the LOS standards adopted in this Plan. The schedule shall give priority to correcting existing deficiencies and replacement of worn-out or obsolete facilities prior to the extension of new facilities.

Policies

1.5.1

The capital improvement must be within the financial capability of the City (either through debt capacity or ability to fund the improvement outright). The operating costs associated with it shall be identified and shall not exceed the City's ability to annually fund those costs.

1.5.2

The City shall consider the plans of state agencies and water management districts in evaluating capital improvements projects.

1.5.3

First priority shall be given to correcting existing facility deficiencies in adopted LOS standards, elimination of public hazards and meeting regulatory requirements or Federal and/or State mandates. First priority shall also be given to capital improvements that are fully funded by development and that will not cause operating cost deficits for the City.

1.5.4

Second priority shall be given to replacement of obsolete or worn-out facilities that are projected to cause facility deficiencies in LOS prior to expanding other facilities.

1.5.5

Third priority shall be given to adding or expanding facilities to serve vested developments.

1.5.6

Fourth priority shall be given to adding or expanding facilities to serve development needs in designated redevelopment areas that increase the use of existing facilities and promote infill development.

1.5.7

Fifth priority shall be given to adding or expanding facilities for new development in currently unserved areas. Expansions of facilities to unserved areas shall be based on projected growth patterns found in the Future Land Use Element.

Objective 1.6

The City, through GRU, shall continue to schedule and fund water/wastewater capital improvements necessary to meet the standards adopted in this Plan. The schedule shall give priority to correcting existing deficiencies and replacing worn out or obsolete facilities prior to the extension of new facilities.

Policies

1.6.1

The capital improvement must be within the financial capability of GRU (either through debt capacity or ability to fund the improvement outright) and the operating costs associated with it shall be identified and shall not exceed GRU's ability to annually fund those costs.

1.6.2

GRU shall consider the plans of state agencies and water management districts in evaluating capital improvements projects.

1.6.3

First priority shall be given to projects that correct existing facility deficiencies in adopted LOS standards, eliminate or mitigate public hazards, meet regulatory requirements or Federal and/or State mandates, or promote the reuse and conservation of resources.

1.6.4

Second priority shall be given to projects to correct projected deficiencies in adopted LOS standards or projects to accommodate new development and redevelopment needs.

Objective 1.7

The City General Government shall use the following policies to manage debt in such a way that General Government revenues available to fund on-going operating expenditures are maximized.

Policies

1.7.1

Debt pledged as a general obligation of the City shall not exceed 3% of the non-exempt property valuation within the corporate boundaries.

1.7.2

Revenue bond debt can be as high as 100% of total debt.

1.7.3

The maximum ratio of total debt service to total revenue shall not exceed 10%.

Objective 1.8

GRU shall continue to use the following policy to manage debt.

Policies

1.8.1

In order to issue additional bonds, GRU shall establish and collect rates, fees and other charges for the use or the sale of the output, capacity or services of the Water/Wastewater Systems sufficient so that the revenues of the Systems are expected to yield net revenues that shall be at least equal to 1.4 times the annual debt service on outstanding revenue bonds for each 12-month period within any prospective 60-month period.

Objective 1.9

The City shall continue to use the Stormwater Management Utility funds allocated for capital improvements to pay for the Stormwater Projects needed to maintain LOS standards. These projects shall be shown in the 5-Year Schedule of Capital Improvements.

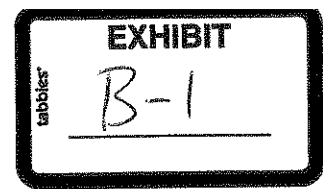
Policies

1.9.1

The City shall provide at least \$200,000 annually for Stormwater Projects.

[No changes to Table 14: 5-Year Schedule of Capital Improvements (FY 11/12 – 15/16)]

Appendix B – Statutory Section on Concurrency



The Florida Senate

2012 Florida Statutes

<u>TITLE XI</u> COUNTY ORGANIZATION AND INTERGOVERNMENTAL RELATIONS	<u>CHAPTER 163</u> INTERGOVERNMENTAL PROGRAMS	<u>VIEW ENTIRE CHAPTER</u>
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163.3180 Concurrency.—

(1) Sanitary sewer, solid waste, drainage, and potable water are the only public facilities and services subject to the concurrency requirement on a statewide basis. Additional public facilities and services may not be made subject to concurrency on a statewide basis without approval by the Legislature; however, any local government may extend the concurrency requirement so that it applies to additional public facilities within its jurisdiction.

(a) If concurrency is applied to other public facilities, the local government comprehensive plan must provide the principles, guidelines, standards, and strategies, including adopted levels of service, to guide its application. In order for a local government to rescind any optional concurrency provisions, a comprehensive plan amendment is required. An amendment rescinding optional concurrency issues shall be processed under the expedited state review process in s. 163.3184(3), but the amendment is not subject to state review and is not required to be transmitted to the reviewing agencies for comments, except that the local government shall transmit the amendment to any local government or government agency that has filed a request with the governing body and, for municipal amendments, the amendment shall be transmitted to the county in which the municipality is located. For informational purposes only, a copy of the adopted amendment shall be provided to the state land planning agency. A copy of the adopted amendment shall also be provided to the Department of Transportation if the amendment rescinds transportation concurrency and to the Department of Education if the amendment rescinds school concurrency.

(b) The local government comprehensive plan must demonstrate, for required or optional concurrency requirements, that the levels of service adopted can be reasonably met. Infrastructure needed to ensure that adopted level-of-service standards are achieved and maintained for the 5-year period of the capital improvement schedule must be identified pursuant to the requirements of s. 163.3177(3). The comprehensive plan must include principles, guidelines, standards, and strategies for the establishment of a concurrency management system.

(2) Consistent with public health and safety, 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 local government of a certificate of occupancy or its functional equivalent. Prior to approval of a building permit or its functional equivalent, the local government shall consult with the applicable water supplier to determine

whether adequate water supplies to serve the new development will be available no later than the anticipated date of issuance by the local government of a certificate of occupancy or its functional equivalent. A local government may meet the concurrency requirement for sanitary sewer through the use of onsite sewage treatment and disposal systems approved by the Department of Health to serve new development.

(3) Governmental entities that are not responsible for providing, financing, operating, or regulating public facilities needed to serve development may not establish binding level-of-service standards on governmental entities that do bear those responsibilities.

(4) The concurrency requirement as implemented in local comprehensive plans applies to state and other public facilities and development to the same extent that it applies to all other facilities and development, as provided by law.

(5)(a) If concurrency is applied to transportation facilities, the local government comprehensive plan must provide the principles, guidelines, standards, and strategies, including adopted levels of service to guide its application.

(b) Local governments shall use professionally accepted studies to evaluate the appropriate levels of service. Local governments should consider the number of facilities that will be necessary to meet level-of-service demands when determining the appropriate levels of service. The schedule of facilities that are necessary to meet the adopted level of service shall be reflected in the capital improvement element.

(c) Local governments shall use professionally accepted techniques for measuring levels of service when evaluating potential impacts of a proposed development.

(d) The premise of concurrency is that the public facilities will be provided in order to achieve and maintain the adopted level of service standard. A comprehensive plan that imposes transportation concurrency shall contain appropriate amendments to the capital improvements element of the comprehensive plan, consistent with the requirements of s. 163.3177(3). The capital improvements element shall identify facilities necessary to meet adopted levels of service during a 5-year period.

(e) If a local government applies transportation concurrency in its jurisdiction, it is encouraged to develop policy guidelines and techniques to address potential negative impacts on future development:

1. In urban infill and redevelopment, and urban service areas.
2. With special part-time demands on the transportation system.
3. With de minimis impacts.
4. On community desired types of development, such as redevelopment, or job creation projects.

(f) Local governments are encouraged to develop tools and techniques to complement the application of transportation concurrency such as:

1. Adoption of long-term strategies to facilitate development patterns that support multimodal solutions, including urban design, and appropriate land use mixes, including intensity and density.

2. Adoption of an areawide level of service not dependent on any single road segment function.

3. Exempting or discounting impacts of locally desired development, such as development in urban areas, redevelopment, job creation, and mixed use on the transportation system.

4. Assigning secondary priority to vehicle mobility and primary priority to ensuring a safe, comfortable, and attractive pedestrian environment, with convenient interconnection to transit.

5. Establishing multimodal level of service standards that rely primarily on nonvehicular modes of transportation where existing or planned community design will provide adequate level of mobility.

6. Reducing impact fees or local access fees to promote development within urban areas, multimodal transportation districts, and a balance of mixed-use development in certain areas or districts, or for affordable or workforce housing.

(g) Local governments are encouraged to coordinate with adjacent local governments for the purpose of using common methodologies for measuring impacts on transportation facilities.

(h) Local governments that implement transportation concurrency must:

1. Consult with the Department of Transportation when proposed plan amendments affect facilities on the strategic intermodal system.

2. Exempt public transit facilities from concurrency. For the purposes of this subparagraph, public transit facilities include transit stations and terminals; transit station parking; park-and-ride lots; intermodal public transit connection or transfer facilities; fixed bus, guideway, and rail stations; and airport passenger terminals and concourses, air cargo facilities, and hangars for the assembly, manufacture, maintenance, or storage of aircraft. As used in this subparagraph, the terms "terminals" and "transit facilities" do not include seaports or commercial or residential development constructed in conjunction with a public transit facility.

3. Allow an applicant for a development-of-regional-impact development order, a rezoning, or other land use development permit to satisfy the transportation concurrency requirements of the local comprehensive plan, the local government's concurrency management system, and s. 380.06, when applicable, if:

a. The applicant enters into a binding agreement to pay for or construct its proportionate share of required improvements.

b. The proportionate-share contribution or construction is sufficient to accomplish one or more mobility improvements that will benefit a regionally significant transportation facility.

c.(I) The local government has provided a means by which the landowner will be assessed a proportionate share of the cost of providing the transportation facilities necessary to serve the proposed development. An

applicant shall not be held responsible for the additional cost of reducing or eliminating deficiencies.

(II) When an applicant contributes or constructs its proportionate share pursuant to this subparagraph, a local government may not require payment or construction of transportation facilities whose costs would be greater than a development's proportionate share of the improvements necessary to mitigate the development's impacts.

(A) The proportionate-share contribution shall be calculated based upon the number of trips from the proposed development expected to reach roadways during the peak hour from the stage or phase being approved, divided by the change in the peak hour maximum service volume of roadways resulting from construction of an improvement necessary to maintain or achieve the adopted level of service, multiplied by the construction cost, at the time of development payment, of the improvement necessary to maintain or achieve the adopted level of service.

(B) In using the proportionate-share formula provided in this subparagraph, the applicant, in its traffic analysis, shall identify those roads or facilities that have a transportation deficiency in accordance with the transportation deficiency as defined in sub-subparagraph e. The proportionate-share formula provided in this subparagraph shall be applied only to those facilities that are determined to be significantly impacted by the project traffic under review. If any road is determined to be transportation deficient without the project traffic under review, the costs of correcting that deficiency shall be removed from the project's proportionate-share calculation and the necessary transportation improvements to correct that deficiency shall be considered to be in place for purposes of the proportionate-share calculation. The improvement necessary to correct the transportation deficiency is the funding responsibility of the entity that has maintenance responsibility for the facility. The development's proportionate share shall be calculated only for the needed transportation improvements that are greater than the identified deficiency.

(C) When the provisions of this subparagraph have been satisfied for a particular stage or phase of development, all transportation impacts from that stage or phase for which mitigation was required and provided shall be deemed fully mitigated in any transportation analysis for a subsequent stage or phase of development. Trips from a previous stage or phase that did not result in impacts for which mitigation was required or provided may be cumulatively analyzed with trips from a subsequent stage or phase to determine whether an impact requires mitigation for the subsequent stage or phase.

(D) In projecting the number of trips to be generated by the development under review, any trips assigned to a toll-financed facility shall be eliminated from the analysis.

(E) The applicant shall receive a credit on a dollar-for-dollar basis for impact fees, mobility fees, and other transportation concurrency mitigation requirements paid or payable in the future for the project. The credit shall be reduced up to 20 percent by the percentage share that the project's traffic

represents of the added capacity of the selected improvement, or by the amount specified by local ordinance, whichever yields the greater credit.

d. This subsection does not require a local government to approve a development that is not otherwise qualified for approval pursuant to the applicable local comprehensive plan and land development regulations.

e. As used in this subsection, the term "transportation deficiency" means a facility or facilities on which the adopted level-of-service standard is exceeded by the existing, committed, and vested trips, plus additional projected background trips from any source other than the development project under review, and trips that are forecast by established traffic standards, including traffic modeling, consistent with the University of Florida's Bureau of Economic and Business Research medium population projections. Additional projected background trips are to be coincident with the particular stage or phase of development under review.

(6)(a) Local governments that apply concurrency to public education facilities shall include principles, guidelines, standards, and strategies, including adopted levels of service, in their comprehensive plans and interlocal agreements. The choice of one or more municipalities to not adopt school concurrency and enter into the interlocal agreement does not preclude implementation of school concurrency within other jurisdictions of the school district if the county and one or more municipalities have adopted school concurrency into their comprehensive plan and interlocal agreement that represents at least 80 percent of the total countywide population. All local government provisions included in comprehensive plans regarding school concurrency within a county must be consistent with each other and the requirements of this part.

(b) Local governments and school boards imposing school concurrency shall exercise authority in conjunction with each other to establish jointly adequate level-of-service standards necessary to implement the adopted local government comprehensive plan, based on data and analysis.

(c) Public school level-of-service standards shall be included and adopted into the capital improvements element of the local comprehensive plan and shall apply districtwide to all schools of the same type. Types of schools may include elementary, middle, and high schools as well as special purpose facilities such as magnet schools.

(d) Local governments and school boards may utilize tiered level-of-service standards to allow time to achieve an adequate and desirable level of service as circumstances warrant.

(e) A school district that includes relocatable facilities in its inventory of student stations shall include the capacity of such relocatable facilities as provided in s. 1013.35(2)(b)2.f., provided the relocatable facilities were purchased after 1998 and the relocatable facilities meet the standards for long-term use pursuant to s. 1013.20.

(f)1. In order to balance competing interests, preserve the constitutional concept of uniformity, and avoid disruption of existing educational and growth management processes, local governments are encouraged, if they

elect to adopt school concurrency, to apply school concurrency to development on a districtwide basis so that a concurrency determination for a specific development will be based upon the availability of school capacity districtwide.

2. If a local government elects to apply school concurrency on a less than districtwide basis, by using school attendance zones or concurrency service areas:

a. Local governments and school boards shall have the burden to demonstrate that the utilization of school capacity is maximized to the greatest extent possible in the comprehensive plan and amendment, taking into account transportation costs and court-approved desegregation plans, as well as other factors. In addition, in order to achieve concurrency within the service area boundaries selected by local governments and school boards, the service area boundaries, together with the standards for establishing those boundaries, shall be identified and included as supporting data and analysis for the comprehensive plan.

b. Where school capacity is available on a districtwide basis but school concurrency is applied on a less than districtwide basis in the form of concurrency service areas, if the adopted level-of-service standard cannot be met in a particular service area as applied to an application for a development permit and if the needed capacity for the particular service area is available in one or more contiguous service areas, as adopted by the local government, then the local government may not deny an application for site plan or final subdivision approval or the functional equivalent for a development or phase of a development on the basis of school concurrency, and if issued, development impacts shall be subtracted from the contiguous service area's capacity totals. Students from the development may not be required to go to the adjacent service area unless the school board rezones the area in which the development occurs.

(g) The premise of concurrency is that the public facilities will be provided in order to achieve and maintain the adopted level-of-service standard. A comprehensive plan that imposes school concurrency shall contain appropriate amendments to the capital improvements element of the comprehensive plan, consistent with the requirements of s. 163.3177(3). The capital improvements element shall identify facilities necessary to meet adopted levels of service during a 5-year period consistent with the school board's educational facilities plan.

(h)1. In order to limit the liability of local governments, a local government may allow a landowner to proceed with development of a specific parcel of land notwithstanding a failure of the development to satisfy school concurrency, if all the following factors are shown to exist:

a. The proposed development would be consistent with the future land use designation for the specific property and with pertinent portions of the adopted local plan, as determined by the local government.

b. The local government's capital improvements element and the school board's educational facilities plan provide for school facilities adequate to

serve the proposed development, and the local government or school board has not implemented that element or the project includes a plan that demonstrates that the capital facilities needed as a result of the project can be reasonably provided.

c. The local government and school board have provided a means by which the landowner will be assessed a proportionate share of the cost of providing the school facilities necessary to serve the proposed development.

2. If a local government applies school concurrency, it may not deny an application for site plan, final subdivision approval, or the functional equivalent for a development or phase of a development authorizing residential development for failure to achieve and maintain the level-of-service standard for public school capacity in a local school concurrency management system where adequate school facilities will be in place or under actual construction within 3 years after the issuance of final subdivision or site plan approval, or the functional equivalent. School concurrency is satisfied if the developer executes a legally binding commitment to provide mitigation proportionate to the demand for public school facilities to be created by actual development of the property, including, but not limited to, the options described in sub-subparagraph a. Options for proportionate-share mitigation of impacts on public school facilities must be established in the comprehensive plan and the interlocal agreement pursuant to s. 163.31777.

a. Appropriate mitigation options include the contribution of land; the construction, expansion, or payment for land acquisition or construction of a public school facility; the construction of a charter school that complies with the requirements of s. 1002.33(18); or the creation of mitigation banking based on the construction of a public school facility in exchange for the right to sell capacity credits. Such options must include execution by the applicant and the local government of a development agreement that constitutes a legally binding commitment to pay proportionate-share mitigation for the additional residential units approved by the local government in a development order and actually developed on the property, taking into account residential density allowed on the property prior to the plan amendment that increased the overall residential density. The district school board must be a party to such an agreement. As a condition of its entry into such a development agreement, the local government may require the landowner to agree to continuing renewal of the agreement upon its expiration.

b. If the interlocal agreement and the local government comprehensive plan authorize a contribution of land; the construction, expansion, or payment for land acquisition; the construction or expansion of a public school facility, or a portion thereof; or the construction of a charter school that complies with the requirements of s. 1002.33(18), as proportionate-share mitigation, the local government shall credit such a contribution, construction, expansion, or payment toward any other impact fee or exaction imposed by local ordinance for the same need, on a dollar-for-dollar basis at fair market value.

c. Any proportionate-share mitigation must be directed by the school board toward a school capacity improvement identified in the 5-year school

board educational facilities plan that satisfies the demands created by the development in accordance with a binding developer's agreement.

3. This paragraph does not limit the authority of a local government to deny a development permit or its functional equivalent pursuant to its home rule regulatory powers, except as provided in this part.

(i) When establishing concurrency requirements for public schools, a local government must enter into an interlocal agreement that satisfies the requirements in ss. 163.3177(6)(h)1. and 2. and 163.31777 and the requirements of this subsection. The interlocal agreement shall acknowledge both the school board's constitutional and statutory obligations to provide a uniform system of free public schools on a countywide basis, and the land use authority of local governments, including their authority to approve or deny comprehensive plan amendments and development orders. The interlocal agreement shall meet the following requirements:

1. Establish the mechanisms for coordinating the development, adoption, and amendment of each local government's school concurrency related provisions of the comprehensive plan with each other and the plans of the school board to ensure a uniform districtwide school concurrency system.

2. Specify uniform, districtwide level-of-service standards for public schools of the same type and the process for modifying the adopted level-of-service standards.

3. Define the geographic application of school concurrency. If school concurrency is to be applied on a less than districtwide basis in the form of concurrency service areas, the agreement shall establish criteria and standards for the establishment and modification of school concurrency service areas. The agreement shall ensure maximum utilization of school capacity, taking into account transportation costs and court-approved desegregation plans, as well as other factors.

4. Establish a uniform districtwide procedure for implementing school concurrency which provides for:

a. The evaluation of development applications for compliance with school concurrency requirements, including information provided by the school board on affected schools, impact on levels of service, and programmed improvements for affected schools and any options to provide sufficient capacity;

b. An opportunity for the school board to review and comment on the effect of comprehensive plan amendments and rezonings on the public school facilities plan; and

c. The monitoring and evaluation of the school concurrency system.

5. A process and uniform methodology for determining proportionate-share mitigation pursuant to paragraph (h).

(j) This subsection does not limit the authority of a local government to grant or deny a development permit or its functional equivalent prior to the implementation of school concurrency.

History.—s. 8, ch. 93-206; s. 12, ch. 95-341; s. 3, ch. 96-416; s. 1, ch. 97-253; s. 5, ch. 98-176; s. 4, ch. 99-378; s. 2, ch. 2002-13; s. 6, ch. 2002-296; s. 5, ch. 2005-

290; s. 11, ch. 2005-291; s. 18, ch. 2006-1; s. 3, ch. 2006-220; s. 3, ch. 2006-252; s. 11, ch. 2007-196; s. 2, ch. 2007-198; s. 3, ch. 2007-204; s. 5, ch. 2009-85; s. 4, ch. 2009-96; s. 17, ch. 2010-5; s. 1, ch. 2010-33; s. 4, ch. 2011-14; s. 15, ch. 2011-139; s. 7, ch. 2012-99.

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