

PA-98-06 MANATEE COUNTY GOVERNMENT AMENDMENT TO THE CAPITAL IMPROVEMENT ELEMENT OF THE MANATEE COUNTY COMPREHENSIVE PLAN, PROVIDING FOR DELETION OF FISCAL YEAR 1998, ADDITION OF FISCAL YEAR 2003, AND CHANGES TO TABLE 12-1 WITH COUNTERPART CHANGES TO TABLES 12-2, 12-3 AND 12-4 (Ordinance 98-23)

**Request:** Approval of an ordinance of the County of Manatee, Florida, amending The Manatee County Comprehensive Plan, Ordinance 89-01, as amended; providing for an amendment deleting fiscal year 1998 and applicable data, and adding fiscal year 2003 and applicable data to Tables 12-1, 12-2, 12-3 and 12-4 of the Capital Improvements Element; providing for an amendment to Table 12-1, Schedule of Capital Improvement Projects, FY 1998-2002, involving revisions to scope, format, time frame, costs, funding sources, and content to transportation projects, drainage projects, parks projects, sanitary sewer projects, solid waste projects, potable water projects, and mass transit projects; providing for counterpart amendments to Table 12-2, General Government Funding of Capital Improvements, FY 1998-2002; Table 12-3, Enterprise Operations Funding of Capital Improvements, FY 1998-2002; Table 12-4, Summary of Revenues and Expenditures for Capital Projects, FY 1998-2002; providing for the amendment of related information necessary to implement the changes to the capital improvements schedule; providing for severability; and providing for an effective date.

**P.C.:** 06/11/98 **B.O.C.C.:** 06/23/98, 07/07/98, 11/17/98, 12/01/98, 12/15/98

**App Received:** County Initiated

**Type of Amendment:** Text and Table (Capital Improvements Element)

**RECOMMENDED MOTION:**

Based upon the evidence presented and comments made at the Public Hearing, the action of the Planning Commission, upon the technical support documents and finding the request to be CONSISTENT with the provisions of Chapter 163, Florida Statutes, and The Manatee County Comprehensive Plan, and upon the comments received from the Florida Department of Community Affairs, I move to ADOPT Manatee County Ordinance 98-23 (PA-98-06).

**BOARD OF COUNTY COMMISSIONERS ACTION:**

On June 23, 1998, by a vote of 6-0, the Board of County Commissioners CONTINUED the public hearing for this plan amendment to July 7, 1998 at 9:00 a.m., or as soon thereafter as same may be heard.

On July 7, 1998, by a vote of 7-0, the Board of County Commissioners approved the TRANSMITTAL of this Plan Amendment to the Department of Community Affairs, and authorized the Chairman to sign the letter of transmittal.

On November 17, 1998, by a vote of 7-0, the Board CONTINUED the public hearing to December 1, 1998.

On December 1, 1998, by a vote of 6-0, the Board CONTINUED the public hearing to December 15, 1998.

**PLANNING COMMISSION ACTION:**

On June 11, 1998, by a vote of 5-0, the Planning Commission recommended ADOPTION of Ordinance 98-03 (Plan Amendment PA-98-02).

**PUBLIC HEARING COMMENTS/CORRESPONDENCE:**

There was no public comment at the June 11, 1998 Planning Commission public hearing, and no correspondence was entered into the record.

At the June 23, 1998 Board of County Commissioners public hearing, Harry Wright spoke saying he felt we need more bus shelters. No public comment at the November 17, 1998 and December 1, 1998 Board public hearings.

APPROVED BY COMMISSIONER:

DEC 15 1998

BOARD OF  
MANATEE COUNTY COMMISSIONERS

515

**File Name:** Manatee County Government amendment to the Capital Improvements Element of the Manatee County Comprehensive Plan, providing for deletion of Fiscal Year 1998, addition of Fiscal Year 2003, and changes to Table 12-1, with counterpart changes to Tables 12-2, 12-3 and 12-4.

**Case No.:** PA-98-06  
Ordinance 98-23

**Request:** Approval of an ordinance of the County of Manatee, Florida, amending The Manatee County Comprehensive Plan Ordinance 89-01, as amended, providing for an amendment deleting Fiscal Year (FY) 1998 and applicable data, and adding Fiscal Year 2003 and applicable data to Tables 12-1, 12-2, 12-3 and 12-4 of the Capital Improvements Element; providing for an amendment to Table 12-1, Schedule of Capital Improvement Projects, FY 1998-2002; involving revisions to scope, format, time frame, costs, funding sources, and content to transportation projects, drainage projects, parks projects, sanitary sewer projects, solid waste projects, potable water projects, and mass transit projects, providing for counterpart amendments to Table 12-2: General Government Funding of Capital Improvements, FY 1998-2002; Table 12-3: Enterprise Operations Funding of Capital Improvements, FY 1998-2002; Table 12-4: Summary of Revenues and Expenditures for Capital Projects, FY 1998-2002; Table 12-4: Summary of Revenues and Expenditures for Capital Projects, FY 1998-2002; providing for the amendment of related information necessary to implement the changes to the capital improvements schedule; providing for severability; and providing for an effective date.

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#### **INTRODUCTION:**

The purposes of the Capital Improvements Element and the requirement for its annual review and update are parts of the local government planning process as established in Florida state law and administrative codes on growth management. Chapter 9J-5.016 of the Florida Administrative Code indicates,

The purpose of the capital improvements element is to evaluate the need for public facilities as identified in the other comprehensive plan elements and as defined in the applicable definitions for each type of public facility, to estimate the cost of improvements for which the local government has fiscal responsibility, to analyze the fiscal capability of the local government to finance and construct improvements, to adopt financial policies to guide the funding of improvements and to schedule the funding and construction of improvements in a manner necessary to ensure that capital improvements are provided when required based on needs identified in the other comprehensive plan elements. The element shall also include the requirements to ensure that an adequate concurrency management system will be implemented by local governments pursuant to Rule 9J-5.0055 of this Chapter.

Sections 163.3177(3)(a) and (3)(b), Florida Statutes, indicate, in relevant part:

The comprehensive plan shall contain a capital improvements element designed to consider the need for and the location of public facilities in order to encourage the efficient use of such facilities... The capital improvements element shall be reviewed on an annual basis and modified as necessary... except that corrections, updates, and modifications concerning costs; revenue sources; acceptance of facilities pursuant to dedications which are consistent with the plan; or the date of construction of any facility enumerated in the capital improvements element may be accomplished by ordinance and shall not be deemed to be amendments to the local comprehensive plan.

**STAFF ANALYSIS: (LK)**

Chapter 163, Florida Statutes, allows local governments to make some changes to the information within the schedule of capital improvements projects that has been adopted as an amendment to the comprehensive plan without going through the comprehensive plan amendment process. As indicated above, the Board of County Commissioners may make modifications at any time by local ordinance concerning shifting of: (1) costs, (2) revenue sources, (3) acceptance of dedicated facilities consistent with the plan, and (4) dates of construction, where any of the items are enumerated within the adopted Capital Improvements Element.

Certain additions, changes, or deletions proposed to the Capital Improvement Element are deemed to require an amendment to the comprehensive plan. Examples include:

- deleting historic year(s) from the program,
- deleting completed projects from the program, or active projects that have been fully appropriated,
- increasing or decreasing the total costs of the capital improvements program (not shifting project costs to sum to adopted total costs),
- adding new revenue sources not previously within the adopted program, or deleting revenue sources included within the adopted program (not shifting revenue sources within the adopted program),
- adding construction dates not previously within the adopted program, or deleting construction dates included within the program (not shifting construction dates within the adopted program),
- adding new year(s) to the program,
- adding new projects, and all financial features such as costs, revenue sources, and construction dates to the program.

The information presented below in Items 1 through 9 presents the actions that, due to their nature of either adding, changing, or deleting projects, require an amendment to the Capital Improvements Element of the Comprehensive Plan.

**ITEM #1: CAPITAL IMPROVEMENTS PROGRAM FISCAL YEARS**

A. Element: Capital Improvements

Time Frame: Adopted: FY 1998-2002  
Proposed: FY 1999-2003

Text Ref: Tables 12-1, 12-2, 12-3, 12-4

Recommendation: It is recommended the proposed time frame be adopted by deleting FY 1998 and applicable data, and adding FY 2003 and applicable data.

Reason: Adoption of the proposed time frame will result in the deletion of the prior year of the Capital Improvements Element (CIE), keep the first year of the CIE current with the fiscal year (adoption of this plan amendment will coincide with the beginning of FY 1999), and provide the minimum five year future CIE as required by State law. Ongoing projects and projects from prior fiscal years, considered viable as a result of study and analysis, have been included in the FY 1999-2003 time frame.

The information shown in Items 2 through 8 that follows is an assessment and evaluation of capital improvement projects that, by their consideration for addition, change, or deletion, require an amendment to the Capital Improvements Element of the Comprehensive Plan. The information is organized according to the seven major public facility categories of improvement consisting of Wastewater, Potable Water, Parks, Drainage, Transportation, Transit, and Solid Waste. Item 9 shows the revenue sources and amounts to be applied for each public facility category.

The information presented for each public facility category is followed by a table for the category showing all modifications to not only retain currently adopted projects found necessary and those not requiring a plan amendment, but also to intersperse new projects within the context of the entire CIE. Shaded information in each table indicates a deletion of information, while underlined information in each table indicates an addition of information.

The tables used as references for each public facility category and revenue sources in this report, with any modifications resulting from public hearings, will be attached as exhibits to the adopting ordinance. All shaded information and underlining only will be deleted from all tables for use as ordinance exhibits.

**ITEM #2: WASTEWATER**

- A. Text Ref: Table 12-1, Wastewater Projects
- B. Projects Completed or Fully Appropriated-1998: Sewer main extension and improvements in the amount of \$250,000 budgeted for FY 1997-1998.
- C. Projects to be Deleted From CIE Sewer main extension and improvement projects completed or fully funded in FY 1997-98.
- D. Projects to be Added to CIE: Approximately \$250,000 per year has been proposed for sewer main extensions and improvements throughout the proposed five year period from FY 1999 to FY 2003.
- Capacity improvements in the amount of approximately \$10,000,000 have been proposed for the Southeast Wastewater Treatment Plant during FY 1999 to FY 2001.
- E. Continuing Projects: Sewer line extensions will continue to be made throughout the urban area of Manatee County during the FY 1999-2003 time period.
- Significant Changes:
- Funding for the Southeast Wastewater Treatment Plant capacity improvements is in response to recent and anticipated urban growth in the service area of the treatment plant. The anticipated expansion is likely to include significant addition to and expansion of all major components of the wastewater treatment plant.
- F. Project Costs & CIE Total Changes: See following table titled Wastewater Projects.



**ITEM #3: POTABLE WATER**

- A. Text Ref: Table 12-1, Potable Water Projects
- B. Projects Completed or Fully Appropriated - 1998: Potable water improvements, extensions, and acquisitions in the amount budgeted for FY 1997-1998, except for the Recharge/Recovery Lake Manatee project which is ongoing.
- C. Projects to be Deleted from CIE: Potable water projects completed or fully funded in FY 1997-1998.
- D. Projects to be Added to CIE: Potable water transmission main extensions, waterline extensions, and waterline participation projects in the amounts proposed for the five year period FY 1999 to FY 2003.
- E. Continuing Projects: All other projects shown on the following table titled Potable Water Projects.
- Significant Changes:  
- None.
- F. Project Costs & CIE Totals Changes: See following table titled Potable Water Projects.
- G. Concurrency For purposes of concurrency, the potable water level of service is based on permitted capabilities.

TABLE 12-4  
 MANATEE COUNTY GOVERNMENT  
 SCHEDULE OF CAPITAL IMPROVEMENT PROJECTS, FY 1999-2003  
 POTABLE WATER PROJECTS

MOB GROUP	PROJECT DESCRIPTION	LIMITS	AREA/ FUNDING	ACTIVITY	1999	2000	2001	2002	2003	1999-2002 TOTAL	1999-2003 TOTAL
Dist	Transmission Main Water 10"		F907 B	Design/ Construction	600,000	200,000 1K	200,000 1K	200,000 1K	200,000 1K	1,200,000	1,200,000
Dist	Waterline Extensions		F907 B	Design/ Construction	100,000	100,000 1K	100,000 1K	100,000 1K	100,000 1K	400,000	400,000
Dist	Waterline Pumps/stations		F907 B	Design/ Construction	100,000	100,000	100,000 1K	100,000 1K	100,000 1K	400,000	400,000
Supply	Recharge/Recovery Lake Manatee		Rates (Area 9)	Design/ Construction	0	0	0	0	0	0	0
Supply	Water shed 1 and Acquisition		Rates (Area 9)	Land Acquis/ Study	500,000	500,000	500,000	500,000	500,000	2,000,000	2,500,000
<b>TOTAL POTABLE WATER IMPROVEMENTS</b>					<b>900,000</b>	<b>900,000</b>	<b>900,000</b>	<b>900,000</b>	<b>900,000</b>	<b>3,600,000</b>	<b>4,000,000</b>

DESIGN ROW - ROW 7 - CONSIDERED

FOR PURPOSES OF CONSOLIDATION, THE POTABLE WATER LEVEL OF SERVICE IS BASED ON PLANT CAPACITY & PERMITTED WATER AVAILABILITY. SEE TABLE 2.1.1.2.1.1.2 AND 2.1.1.1.



**ITEM #4: PARKS**

- A. Text Ref: Table 12-1, Parks Projects
- B. Projects Completed or Fully Appropriated - 1998:
1. The Emerson Point Park has been fully funded in FY 1997-1998 by the Board of County Commissioners.
  2. The Lakewood Ranch Park has been fully funded in FY 1997-1998 by the Board of County Commissioners.
  3. The Ola Mae Sims Park has been fully funded and improvements have been completed.
  4. The Tara Park has been funded, with future development to be coordinated with the Manatee County School Board.
- C. Projects to be Deleted from CIE: Parks projects completed or fully funded in FY 1997-1998.
- D. Projects to be Added to CIE: None
- E. Continuing Projects: All other projects shown on the following table titled Parks Projects.
- Significant Changes:
- Additional funding has been provided for the Palma Sola Botanical Garden, the Braden River Park, and the Myakka School Concept parks projects.
  - Funding has been reduced within this proposed Capital Improvements Element for the construction of Creekwood Park.
- F. Project Costs and CIE Totals Changes: See following table titled Parks Projects.



**ITEM #5: DRAINAGE**

A. Text Ref:

Table 12-1, Drainage Projects

B. Projects Completed or Fully Appropriated - 1998:

No stormwater drainage projects were included in the current FY 1998-2002 Capital Improvements Element, as such projects were not required to comply with State law and the Florida Administrative Code. Stormwater drainage projects have been included in the Capital Improvements Program for Manatee County.

Stormwater management for new, developing areas is done through performance standards requiring stormwater detention, retention, and pre-treatment based on 25 year-24 hour storm events, and post development runoff being equivalent to or less than the pre-development runoff.

C. Projects to be Deleted from CIE:

None.

D. Projects to be Added to CIE:

The county has completed master drainage plan studies to determine hydraulic features of flooding and extent of flooding for identifying potential improvements within individual drainage basin areas. The basin studies also include monitoring features for those basins within the potable water watershed areas. A county-wide basin prioritization system for stormwater management has been established, and the county is negotiating to develop a stormwater management plan for the first priority drainage basin.

E. Continuing Projects:

None.

F. Project Costs & CIE Totals Changes:

Not applicable. (No following table.)

**ITEM #6: TRANSPORTATION**

- A. Text Ref:
- B. Projects Completed or Fully Appropriated - 1998:
- C. Projects to be Deleted from CIE:
- D. Projects to be Added to CIE:
- E. Continuing Projects:
- F. Project Costs and CIE Totals Changes:

Table 12-1, Transportation Projects

- 1. The 59th Street West project has been fully funded.
- 2. The 9th Street East project has been fully funded.
- 3. The 53rd Avenue West/75th Street West project has been fully funded.

- 1. Projects that have been fully funded.
- 2. The 47th Street West (El Conquistador Parkway to end) project has been withdrawn at this time by the Board of County Commissioners.

None.

All other projects shown on the following table titled Transportation Projects.

Significant Changes:

- The fundings for the 63rd Avenue East & West project, 57th Avenue West project, Old Tampa Road project, and Tallevast Road project have increased as a result of updated construction costs.
- Improvements could be made to one of several roads in the area of Old Tampa Road that would maintain roadway level of service. At this time, feasibility studies are under way of the alternative roadways, with recognition of a selected roadway being improved in this area through the allocation of funds to Old Tampa Road.

See the following table titled Transportation Projects.



TABLE 12.1  
 MANATEE COUNTY GOVERNMENT  
 VALUE OF CAPITAL IMPROVEMENT PROJECTS, BY FISCAL YEAR  
 RECONSTRUCTION PROJECTS

LATE ROADWAYS BEING OR PLANNED MANATEE COUNTY INVOLVING COUNTY PARTICIPATION

TOTAL MAJOR ROAD IMPROVEMENTS				4,500,000	11,075,567 12,499,569	7,071,128 9,300,879	210,000 819,000	1,100,000 1,700,000	1,500,000	19,000,000	21,522,211
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MANATEE COUNTY GOVERNMENT

**ITEM #7: TRANSIT**

- A. Text Ref: Table 12-1, Transit Projects
- B. Projects Completed or Fully Appropriated - 1998: None
- C. Projects to be Deleted from CIE: None
- D. Projects to be Added to CIE: A passenger amenities project, to include several features for passenger security and amenities, has been added.
- E. Continuing Projects: All other projects shown on the following table titled Transit Projects.
- The projects listed below are included in this CIE because they will be funded by a capital grant. The Capital Planning Study is required, by Florida Statute, to be undertaken every three years to update the Transit Development Plan. The most recent major update is about to be completed in 1998.
1. Miscellaneous Support Items and Equipment
  2. Shop Equipment Facility Renovations
  3. Administrative Facility Expansion
  4. Capital Planning Studies
  5. Administrative Vehicles
- Significant Changes:
- A significant increase in funding is proposed under Associated Capital Maintenance Items as a result of non local transit funds being allowed to be used for more and broader maintenance requirements.
  - Funding of bus shelters/transfer points improvements has been reduced at this time by the Board of County Commissioners.
- F. Project Costs & CIE Totals Changes: See following table titled Transit Projects.

TABLE 11.1  
 MANATEE COUNTY GOVERNMENT  
 SCHEDULE F OF CAPITAL IMPROVEMENT PROJECTS, FY 1999-2003  
 TRANSIT PROJECTS

SUB GROUP	PROJECT DESCRIPTION	LIMITS	AREA/ SCHEDULING	ACTIVITY	1990	1999	2000	2001	2002	2003	1990-2002 TOTAL	1999-2003 TOTAL
	AD Transit Service Vehicles*				25,000	375,000	290,000	870,000	1,375,000	0	1,065,000	2,110,000
	Access Capital Maintenance - Buses				80,000	420,000	450,000	250,000	450,000	0	155,000	2,310,000
	Bus Meters/Transit Poles				300,000	20,000	20,000	0	0	0	240,000	2,310,000
	Mfms, Support Items/Equipment				60,000	10,000	10,000	10,000	10,000	10,000	60,000	20,000
	Shop Equipment/Incl. Revenue Items				1,000	10,000	10,000	5,000	5,000	5,000	11,000	22,000
	Adams Facility Equipment				0	3,000	20,000	0	0	0	23,000	25,000
	Capital Planning Studies				90,000	0	0	10,000	0	0	100,000	20,000
	Adams Vehicles				18,000	0	0	0	0	60,000	18,000	60,000
	Telecommunications				0	10,000	0	0	0	0	10,000	10,000
	Passenger Amenities				0	0	0	0	0	20,000	0	20,000
	<b>TOTAL TRANSIT IMPROVEMENTS</b>				<b>694,000</b>	<b>829,000</b>	<b>875,000</b>	<b>1,185,000</b>	<b>2,070,000</b>	<b>20,000</b>	<b>4,294,000</b>	<b>5,799,000</b>

\*This total will be offset partly by vehicle and off-purchase cost credits, which will result in a net supply.



**ITEM #8: SOLID WASTE**

A. Text Ref:

Table 12-1, Solid Waste Projects

B. Projects Completed or Fully Appropriated - 1998:

No solid waste projects were included in the current FY 1998-2002 Capital Improvements Element. Equipment and improvements not involving level of service maintenance have been included in the Capital Improvements Program for Manatee County. The recycling program now underway has had the effect of extending the life of the landfill.

Projects to be Deleted from CIE:

None.

D. Projects to be Added to CIE:

None.

E. Continuing Projects:

None.

F. Project Costs and CIE Totals Changes:

Not applicable. (No following table)

#### **ITEM #9 FUNDING OF CAPITAL IMPROVEMENTS**

The revenue sources and amounts to be used for each public facility category are shown in Tables 12-2 and 12-3. Table 12-2 matches general government public facilities with the specific revenues generated from impact fees, taxes, and intergovernmental transfers. Table 12-3 matches enterprise operations public facilities with specific revenues generated from charges and sales of water and other user charges. Revenue and expenditures for the Capital Improvements Element are summarized in Table 12-4.

The reduction in park impact fees shown on Table 12-2 results from existing available impact fees and bond proceeds obtained during FY 1998 being used to fund completion of Lakewood Ranch and Emerson Point Parks. This funding action removes the two parks from the proposed CIE as they are now fully funded.

The reduction in gas tax revenues shown in Table 12-2 results from a portion of such taxes being distributed to non-CIE transportation projects. Road impact fees have increased somewhat to assist in paying for improvement of roadways identified in the CIE to maintain levels of service.

#### **CONSISTENCY OF THE PROPOSED AMENDMENT WITH THE COMPREHENSIVE PLAN:**

The proposed plan amendment appears to be consistent with Chapter 1, Section 3.B.3.3.2, Justification for Amendment to the Comprehensive Plan, in that two changes in circumstances have taken place. The first change in circumstances involves the matter of time passage and the implementation of a schedule of capital improvement element projects. The second change in circumstances is that physical growth in the community, monitored by growth management techniques, has generated the need for additional capital improvement element projects.

The proposed plan amendment appears to be consistent with Goal 12.1, Objectives 12.1.1 through 12.1.6 and their associated policies dealing with providing adequate public facilities through debt obligation management, improvements prioritization, non ad valorem funding sources, level of service standards, growth management, and capital improvements programming and funding.

The proposed plan amendment appears to be consistent with Chapter 14, Plan Monitoring and Evaluation, Section B.12, Capital Improvements Element (CIE) in that annual monitoring, evaluation, and adjustments are being made.

#### **COMPREHENSIVE PLAN INFRASTRUCTURE AND LEVEL OF SERVICE ANALYSIS**

All projects under Items 2 through 8 above have been subjected to level of service analysis as one of the criteria for inclusion in the Capital Improvements Element.

#### **FINDINGS SUMMARY:**

1. The proposed plan amendment appears to be consistent with the change in circumstances justification for an amendment to the comprehensive plan.
2. The proposed plan amendment is based upon, is consistent with, and does not diminish level of service requirements specified within the comprehensive plan.

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3. The proposed plan amendment appears to be consistent with the goals, objectives, and policies of the comprehensive plan concerning update and maintenance of the Capital Improvements Element and the Capital Improvements Program

**ATTACHMENTS:**

1. Consistency of the Local Comprehensive Plan Amendment with the State Comprehensive Plan
2. Response to State Comments

TABLE 12-2  
 GENERAL GOVERNMENT  
 FUNDING OF CAPITAL IMPROVEMENTS, FY 1999-2003

EXISTING REVENUE ALTERNATIVES	PARKS	MAJOR ROADS	TOTAL
PARK IMPACT FEES	760,000 2,632,500		760,000 2,632,500
ROAD IMPACT FEES		13,767,565 11,169,241	13,767,565 11,169,241
GAS TAXES		10,662,282 16,664,978	10,662,282 16,664,978
TOURIST DEVELOPMENT TAX			
INTERGOVERNMENTAL TRANSFERS			
GRANTS	0 400,000		0 400,000
DEVELOPER CONTRIBUTION			
GOLF COURSE REVENUES	1,180,000 4,399,700		1,180,000 4,399,700
<b>TOTAL</b>	1,240,000 4,122,200	14,433,847 27,833,119	26,373,847 31,955,319

TABLE 12-3  
 ENTERPRISE OPERATIONS  
 FUNDING OF CAPITAL IMPROVEMENTS, FY 1999-2003  
 MANATEE COUNTY, FLORIDA

	WASTEWATER	POTABLE WATER	MASS TRANSIT	TOTAL
EXISTING REVENUE ALTERNATIVES				
CHARGES AND SALES	11,250,000 -1,250,000	5,882,500		17,132,500 -7,112,500
AD VALOREM (MASS TRANSIT)			0 896,880	896,880
SANITARY SEWER FACILITIES INVESTMENTS				
WATER FACILITIES INVESTMENTS				
BILLING OVERBUDGET TRANSFERS			5,700,000 3,587,200	5,700,000 3,587,200
EXISTING FINANCE ALTERNATIVES				
REVENUE BONDS (DEBT RATIO)				0
STATE REVENUE BOND FUND				0
<b>TOTAL</b>	11,250,000 -1,250,000	5,882,500	5,700,000 4,484,080	22,832,500 11,616,500

TABLE 12.4  
SUMMARY OF REVENUES AND EXPENDITURES FOR CAPITAL PROJECTS, FY 1999-2003  
MANATEE COUNTY GOVERNMENT

	1996	1999	2000	2001	2002	2003	1999-2003 TOTAL	1999-2003 TOTAL
<b>CEMENT TROUSSEDALE</b>								
<b>PARKS</b>								
BI-VI BRN	0,000,000	12,000,000 555,000	1,000,000 975,000	12,000,000 9,000,000	18,000,000 9,500,000	25,000,000	4,475,000	20,000,000
CITY PARKS MURPHY (R. 11)	0,000,000	12,000,000 555,000	1,000,000 975,000	12,000,000 9,000,000	18,000,000 9,500,000	25,000,000	4,475,000	20,000,000
BI-VI BRN	6,500,472	11,000,000 17,499,000	7,000,000 3,000,000	6,000,000 8,000,000	1,000,000 8,000,000	1,000,000	29,000,472	21,500,000
CITY PARKS MURPHY (R. 11)	6,500,472	11,000,000 17,499,000	7,000,000 3,000,000	6,000,000 8,000,000	1,000,000 8,000,000	1,000,000	29,000,472	21,500,000
<b>ENTERPRISE UTILITIES</b>								
<b>WASTE WATER</b>								
BI-VI BRN	7,000,000	12,000,000 7,000,000	12,000,000 7,000,000	12,000,000 7,000,000	7,000,000	7,000,000	4,000,000	11,000,000
CITY PARKS MURPHY (R. 11)	7,000,000	12,000,000 7,000,000	12,000,000 7,000,000	12,000,000 7,000,000	7,000,000	7,000,000	4,000,000	11,000,000
<b>PLUMBING WATER</b>								
BI-VI BRN	9,000,000	2,782,500	9,000,000	9,000,000	9,000,000	9,000,000	9,000,000	9,000,000
CITY PARKS MURPHY (R. 11)	9,000,000	2,782,500	9,000,000	9,000,000	9,000,000	9,000,000	9,000,000	9,000,000
<b>SEWER</b>								
BI-VI BRN	0,000,000	8,000,000 8,000,000	8,000,000 8,000,000	8,000,000 8,000,000	2,000,000 8,000,000	8,000,000	4,000,000	3,000,000
CITY PARKS MURPHY (R. 11)	0,000,000	8,000,000 8,000,000	8,000,000 8,000,000	8,000,000 8,000,000	2,000,000 8,000,000	8,000,000	4,000,000	3,000,000
<b>TOTAL</b>								

(17-09 00000000) 00-00-00



CONSISTENCY OF THE LOCAL COMPREHENSIVE PLAN AMENDMENT WITH  
THE STATE COMPREHENSIVE PLAN

NOTE: All State goals and policies taken from Chapter 187.201, Florida Statutes.

PA-98-06 (Manatee County Ordinance 98-23)

Chapter 187.201 (8)(b)(12)  
187.201 (8)(b)(13)  
187.201 (10)(b)(2)  
187.201 (10)(b)(11)  
187.201 (10)(b)(13)  
187.201 (12)(b)(3)  
187.201 (12)(b)(4)  
187.201 (13)(b)(1)  
187.201 (13)(b)(11)  
187.201 (18)(b)(7)  
187.201 (18)(b)(8)  
187.201 (18)(b)(9)  
187.201 (20)(b)(2)  
187.201 (20)(b)(3)  
187.201 (20)(b)(4)  
187.201 (20)(b)(6)  
187.201 (20)(b)(7)  
187.201 (20)(b)(8)  
187.201 (20)(b)(9)  
187.201 (20)(b)(10)  
187.201 (20)(b)(11)  
187.201 (20)(b)(12)  
187.201 (20)(b)(13)  
187.201 (20)(b)(14)  
187.201 (20)(b)(15)

ATTACHMENT #1 (Page 1 of 1)



**Manatee County's Response To The  
Objections, Recommendations, and Comments Report  
Cycle II, 1998**

**Prepared by the staff of the  
Manatee County Planning Department**

**December, 1998**

The Objection Language Has Been Summarized  
(Please refer to the 9/24/98 ORC Report for complete text of objections)

Capital Improvements Element (CIE) Update  
PA-98-06 / Ord-98-23

Objection # 1

The proposed amendment is not supported by adequate data and analysis to demonstrate that the projects to be deleted from the Capital Improvements Schedule are no longer needed and that such amendment is internally consistent with other elements in the plan such as Recreation/Open Space and Transportation.

A. **Emerson Point Park and Lakewood Ranch Park Projects.**

These two projects are needed by Manatee County and have been fully funded as described under Item 4. B.1 and 2 within the transmitted plan amendment. As with prior annual Capital Improvements Schedule submittals to the Department by Manatee County, the projects to be deleted from the CIE are described under 4C, and in strike through form on the table titled, Schedule of Capital Improvement Projects, FY 1999-2003. In this case, the projects to be deleted from the CIE are those park projects that were completed or fully funded in FY 1997-1998. A considerable amount of confusion would ensue if completed and/or fully funded projects remained on the table titled Schedule of Capital Improvements Projects. In essence, the completion or fully funding of a project removes it from consideration with identified new projects and priorities of the CIE as there is no need for allocation of CIE funds to completed or fully funded projects.

The two park projects identified above have been listed for improvement/development within several previously adopted Capital Improvement Schedules. Each park is classified as a district/regional park and, as such, entails a considerable amount of land (Emerson Point having 365 acres, with 200 acres in upland area, and Lakewood Ranch having 130 acres, with 115 acres in upland area), and a considerable array of natural resources and recreational amenities to be developed or provided, as identified in the definitions of district and regional parks within the Comprehensive Plan. Emerson Point is located on Terra Ceia Bay and was purchased for preservation and conservation of its environmental, ecological, and archeological values. Lakewood Ranch Park was established (adjacent to Lakewood Ranch High School) to serve the recreational needs of the most rapidly growing urban sector of Manatee County. Both park projects have federal, state, local government financial participation, along with community volunteers and donations by local private enterprise.

In the Parks work session held by the Board of County Commissioners on March, 31, 1998, the completion of the two parks was discussed. Earlier versions of the

Capital Improvements Schedule indicated that the collections of park impact fees to accomplish completion of these parks would require accumulation of fee collections over the next ten to fifteen years. The Board directed staff to proceed with immediate completion of the parks with the intent to issue revenue bonds to be repaid with future parks impact fee collections. To this end, the Board of County Commissioners adopted two Resolutions (98-196, 98-197), to authorize expenditures for park construction and development with reimbursement from issuance of bond proceeds, and to authorize an interfund loan for temporary financing of the parks development program (See Attachment 2). This action will allow for the development and eventual use of the two parks by people within Manatee County at an earlier time than if the parks were developed after impact fees collected were in hand.

**B. 47<sup>th</sup> Street West. (El Conquistador Parkway to end) Project**

This proposed transportation project was to provide a connection approximately 1250 feet long between El Conquistador Parkway on the south and 47<sup>th</sup> Street West on the north (See Attachment 1). The existing portion of 47<sup>th</sup> Street West is accessed by 45<sup>th</sup> Street West from El Conquistador Parkway. Land north of the developed portion of 47<sup>th</sup> Street West is vacant at the present time, with the street terminating on the north end at La Jolla Drive.

The 47<sup>th</sup> Street West corridor is shown on the adopted Future Traffic Circulation Map as an arterial facility between El Conquistador Parkway on the south and 53<sup>rd</sup> Avenue West on the north. Level of service is not a factor for improvement of this segment of roadway as current usage provides local service only via 45<sup>th</sup> Street West to the area north of El Conquistador Parkway. The project represented maximum utilization of available funds after other transportation projects were funded within the total revenue amounts available for transportation projects for the CIE years indicated.

At the April 23, 1998 work session held by the Board of County Commissioners on the Capital Improvements Program, transportation projects were discussed from the aspects of meeting levels of service, concurrency, and details of individual roadway improvement projects proposed for inclusion in the Capital Improvements Schedule. During discussion of individual roadway improvements, 47<sup>th</sup> Street West was discussed in detail by the Board. District Commissioner Harris indicated concern of the impacts of the improved roadway on surrounding development, and was not sure that future development in the area would generate the need for the roadway. Staff indicated that the 47<sup>th</sup> Street West was on the Future Traffic Circulation Map, with the proposed improvement to assist in implementing the proposals of the Comprehensive Plan. Additional discussion ensued of the need for the roadway if not driven by level of service requirements.

and use of the money elsewhere. A consensus was reached by those commissioners discussing the project to leave it out of the Capital Improvements Schedule. Other members of the Board concurred.

#### **Consistency With the Comprehensive Plan (47<sup>th</sup> St. West)**

The proposed change in the Capital Improvements Schedule is internally consistent with the Comprehensive Plan, specifically Objective 5.1.2 and Policies 5.1.2.1, 5.2.1.2, and 5.1.2.3 of the Traffic Subelement in that the level of service standards were considered in capital improvements programming, and that the withdrawal of this project at this time is considered allowable under the above cited policies. The proposed change in the Capital Improvements Schedule is also internally consistent with Objective 10.1.2 and Policy 10.1.2.1, and Objective 10.1.5 and Policy 10.1.5.1 of the Capital Improvements Element of the Comprehensive Plan, in that facilities considered necessary to accommodate future growth in this area were considered a lower priority than such facilities or needs in other areas, and the growth management process, as specified in Policy 10.1.5.1, allowed the Board of County Commissioners to establish policy direction for the final operating and capital budget.

#### **Consistency With the Comprehensive Plan (Parks Development)**

The proposed change in the Capital Improvements Schedule is internally consistent with the Comprehensive Plan, specifically Objective 8.1.1 and Policy 8.1.1.1 of the Recreation/Open Space Element in that the level of service standard will be met and exceeded for district and regional parks. Also, Objective 8.1.2 and Policies 8.1.2.1 and 8.1.2.2 in that Manatee County has ensured funding and coordination with appropriate agencies, committed financial resources to fund development and maintenance of recreational facilities, and coordinated with the Manatee County School Board regarding joint use of facilities.

The proposed change is also internally consistent with Objective 8.1.3 and Policy 8.1.3.3 in that the development of the two district/regional parks will ensure sufficient park facilities are available to support new residential development and to ensure that new development does not impact the local quality of life. Also, a considerable number of funding sources (SWFWMD, FDEP, EPA, FL Dept. of State, and Manatee County School Board) are being used to develop additional parks. The proposed change is also internally consistent with Objective 8.3.1 and Objective 8.3.2 and associated policies in that development of Emerson Point Park will protect conservation and open space lands, and development of Lakewood Ranch Park will increase the recreational use of public lands.

The proposed change is internally consistent with the Capital Improvements

Element of the Comprehensive Plan, specifically Objective 10.1.2 and Policy 10.1.2.5 in that these projects represent prioritization of projects in a manner that achieves adopted level of service standards within the shortest time frame possible while maintaining the county's investment in existing capital facilities, and, minimizes the period of time for implementation of any project defined at the time of initial inclusion of the projects in the table titled, Schedule of Capital Improvement Projects. The proposed change is also internally consistent with Objective 10.1.3 and Policy 10.1.3.1 in that the projects make maximum use of user fees, intergovernmental transfers, and other funding sources to limit reliance on local ad valorem revenues, and uses impact fees as a means of establishing and paying for future development's proportionate cost of capital improvements for public facilities.

The proposed change is internally consistent with Objective 10.1.5 and Policy 10.1.5.1 in that the growth management capital improvements programming process (Board of County Commissioners Work sessions) was applied to ensure that public facility needs did not exceed the County's ability to fund and provide needed capital improvements, and, the growth management public meeting process was utilized to evaluate current and short range needs, with identification of changes to the capital improvements element regarding funding and expenditures, and establishment of policy direction for the final capital budgets. The proposed change is internally consistent with Objective 10.1.6 and Policies 10.6.1.1 and 10.1.6.2 in that programming and funding of capital improvements projects are consistent with the goals, objectives, and policies of the comprehensive plan, as discussed above, and, actions were taken to ensure the public sector's implementation of the Comprehensive Plan by timely provision of public facilities. The Capital Improvements Element review process, with appropriate citizen participation, resulted in the modification of the capital improvements project list to fund entirely the development of the two district/regional parks.

1. **The proposed amendment does not demonstrate the financial feasibility of the capital improvements schedule or contain an assessment of the local government's ability to finance capital improvements based upon anticipated population and revenues. The proposed Capital Improvements Element is not consistent with Rule 9J-5.016(4) F.A.C. because it provided no information regarding the fiscal capability of the local government to finance and construct the improvements described. There are no references to the financial feasibility of the projects, or of projected revenue sources for the existing projects which will be continued into 2003, as is required by Rule 9J-5.016(1)(c) and (2)(c) F.A.C. If these projects are funded through referendum, the plan must include an element which describes alternative financing methods should a future referendum fail to be passed. No debt servicing**

obligations were presented, no general fiscal implications of the existing deficiencies were listed, nor were the sources of revenue for projects scheduled for 2003 listed as required by 9J-5.016(2)(c).

**A. CIE Development Process**

The annually revised and adopted Capital Improvements Program for Manatee County includes the Capital Improvements Element (CIE) projects (comprehensive plan, level of service maintenance projects), and Capital Improvements Program (CIP) projects (projects not required by the comprehensive plan). In the formalized Capital Improvements Program development process used by Manatee County, both CIE and CIP projects are included and simultaneously considered for program development and funding consideration. The Capital Improvements Program development process begins in January of each year and culminates in the adoption of a comprehensive plan amendment for the CIE and adoption of the entire Capital Improvements Program as a part of the public agency budget process established by state statute.

**B. Financial Capability Analysis**

The ability to finance capital improvements projects in Manatee County includes a process in which projected revenues for ad valorem tax rates are based on not less than a previous ten year history of millage rate fluctuations and property tax collections. A comparison is made of total revenues and operating costs for these years to provide an indication of conditions met and finances available at the time. Resident population projections serve as the independent variable to provide one source for estimating anticipated future revenues. Resident population projections also serve as the independent variable to conduct a regression analysis projecting enterprise operations (water, wastewater, mass transit) revenues for the fiscal years of the capital improvements program.

The ability to finance capital improvement projects in Manatee County also includes an analysis of debt obligations and operating expenditures. The analysis of Manatee County's debt obligations is organized into two groups: General Government and Enterprise Operations. An analysis is conducted of the payout time period for each bond or loan beyond the current fiscal year to determine funding requirements for debt obligations for each year of the program. Operating expenditures for general government and for enterprise operations are analyzed to determine revenues necessary for operating requirements.

Manatee County Government has placed a one (1) cent local option sales surtax referendum on the November, 1998 election ballot, however, none of the projects in the Capital Improvements Schedule, FY 1999-2003 are funded through the

anticipated referendum.

### C. **Expenditure Determination**

The ability of Manatee County to meet capital improvements expenditures is done by finding the difference between projected annual revenues from all sources and projected operating expenditures and debt service financial requirements. The remainder is the amount available for financing capital improvements. This information is provided to department heads to assist in identifying capital improvements projects for the Capital Improvements Program. A list of capital improvement projects with cost estimates is prepared based upon the findings within the Comprehensive Plan related to correct any existing or anticipated (within the five year period of the program) infrastructure deficiencies, and to address needs generated by obsolescence, non-Comprehensive Plan related deficiencies, and needs generated by new urban growth.

The list of projects is prioritized in a preliminary fashion based in part on the capital improvements prioritization criteria found in the Capital Improvements Element of the Comprehensive Plan, and in part on internal departmental prioritization criteria. The Growth Management Public Meeting process found within the Comprehensive Plan, and numerous Work sessions are held with the Board of County Commissioners to identify, evaluate, and compare the projects, and establish policy direction for the final operating and capital budgets. The annual Capital Improvements Program review process, with appropriate citizen participation meetings throughout the County, is conducted simultaneously with the Growth Management Public Meeting process.

Tables 2, 3, and 4 of the proposed Capital Improvements Schedule Plan Amendment provide a summary of the results of the Manatee County Capital Improvements Program process described above. These summary tables illustrate the fiscal capability of the local government to finance and construct the improvements, and list the projected revenue sources for all projects described in the table titled, **Schedule of Capital Improvement Projects, FY 1999-2003**. The financial feasibility of each project was determined in the early stage of the capital improvements program development process by its cost estimate, and subjected to the growth management meetings, Work sessions, and citizen participation meetings. Table 2, **General Government Funding of Capital Improvements, FY 1999-2003** (non-enterprise, or basically non revenue producing infrastructure) illustrates the funding for parks and major roads, and the revenue sources and amounts to be spent. Table 3, **Enterprise Operations Funding of Capital Improvements, FY 1999-2003** (basically revenue producing infrastructure) illustrates the funding for wastewater, potable water, and mass transit, and the revenue sources and amounts to be spent. Note that in Tables 2

and 3 the revenue sources and the amounts shown for each encompass all five years, including 2003, of the Capital Improvements Schedule of projects. Table 4. **Summary of Revenues and Expenditures for Capital Projects, FY 1999-2003** describes the annual changes in revenues and expenditures for General Government and Enterprise Operations categories throughout the five year period indicated.

**D. Summary**

Similar to the determination of financial feasibility of each project, the debt servicing obligations, general fiscal implications of the existing deficiencies, and sources of revenues for projects are determined early in the Manatee County Capital Improvements Program process. Debt servicing obligations are determined very early in the process to assist in developing the fiscal analysis that identifies the funding requirements for outstanding debt and remaining funds for application to new projects. General fiscal implications of the existing deficiencies are determined during the identification, cost estimating, and evaluations of projects by staff, and during the growth management meetings, Work sessions, and citizen participation phases of the process. Sources of revenues and revenue amounts generated are generally the initial starting points in the process as this information provides an indication of the anticipated finances that will be available for the capital improvements program. The staff report for the plan amendment summarizes the results of the capital improvements program process and presents the Capital Improvements Element projects with a financial program for a five year period.

- 3. There is no information concerning the reasons for the decision to delete the three previously scheduled projects and the County has provided no analysis of the funding sources which are intended to be used for these projects that are currently in effect and extend into 2003.**

The decision to delete the 47<sup>th</sup> Street West (El Conquistador to end) project is based upon the extension of the street not being required to meet level of service requirements, and citizen input to establish policy direction for a proposed capital improvement project. The decision to delete the Emerson Point Park and Lakewood Ranch Park projects is based upon their having been completely funded via an anticipated revenue bond and a temporary interfund loan to temporarily finance development of the parks. The summary analysis of funding sources and amounts intended to be used for all projects within the Capital Improvements Schedule is described in Tables 2, 3, and 4 of the plan amendment.



*AGENDA MATERIALS FOR THIS ITEM WERE NOT AVAILABLE AT THE  
TIME OF PRINTING AND DISTRIBUTING THE AGENDA.*