

**Goal, Objectives and Policies  
Capital Improvement Element (CIE)**

**II. CAPITAL IMPROVEMENT GOALS, OBJECTIVES AND POLICIES**

[Revised text, page 2]

**GOAL:**

TO PROVIDE ADEQUATE PUBLIC FACILITIES CONCURRENT WITH NEW DEVELOPMENT IN ORDER TO ACHIEVE AND MAINTAIN OR EXCEED ADOPTED STANDARDS FOR LEVELS OF SERVICE.

**OBJECTIVE 1 (*PUBLIC FACILITY LEVEL OF SERVICE STANDARDS*):**

Identify and define types of public facilities, establish standards for levels of service for each such public facility, and determine what quantity of additional public facilities is needed in order to achieve and maintain the standards.

**Policy 1.1:**

[Revised text, page 2]

The County shall establish standards for levels of service for public facilities, as follows:

Public facilities are facilities which appear in other elements of this comprehensive plan, including arterial and collector roads, ~~surface water~~– stormwater management systems, potable water systems, ~~sanitary sewer~~– wastewater treatment systems, solid waste disposal facilities, parks and recreation facilities, and public school facilities. The standards for levels of service of County provided public facilities shall apply to development orders issued by the County, to the County's annual budget, and to the appropriate individual element of this comprehensive plan. The standards for levels of service of public facilities which are not County provided shall apply to development orders issued by the County and to the appropriate individual element of this comprehensive plan, but shall not apply to the County's annual budget.

Public facilities shall include land, structures, the initial furnishings and equipment, design, permitting, and construction costs. Other "capital" costs, such as motor vehicles and motorized equipment, computers and office equipment, office furnishings, and small tools are considered in the County's annual budget, but such items are not "public facilities" for the purposes of the Growth Management Plan, or the issuance of development orders.

**Policy 1.2:**

[Revised text, page 2]

The quantity of public facilities that is needed to eliminate existing deficiencies and to meet the needs of future growth shall be determined for each public facility by the following calculation:

$$Q = (S \times D) - I.$$

Where: "Q" is the quantity of public facility needed,

"S" is the standard for level of service,

"D" is the demand, such as the population, and

"I" is the inventory of existing facilities.

- A. The calculation will be used for existing demand in order to determine existing deficiencies. The calculation will be used for projected demand in order to determine needs of future growth. The estimates of projected demand will account for demand that is likely to occur from previously issued development orders as well as future growth.
- B. The Board of County Commissioners shall review all rezone petitions, SRA designation applications, conditional use petitions, and proposed amendments to the Future Land Use Element (FLUE), Golden Gate Area Master Plan (GGAMP) or Immokalee Area Master Plan (IAMP) affecting the overall countywide density or intensity of permissible development, with consideration of their impact on both the variable "D" in the formula  $Q = (S \times D) - I$ , and the overall County transportation system. The Board shall not approve any such petition or application which would directly access a deficient roadway segment or if it impacts an adjacent roadway segment that is deficient, or which significantly impacts either: (1) a deficient roadway segment or adjacent roadway segment; or (2) the seasonal population based upon the Bureau of Economic and Business Research at the University of Florida (BEBR) medium range growth rate population projections, for all public facilities, for the variable "D", unless one of the three items listed below simultaneously occurs:
- (a)1. Specific mitigating stipulations are approved in conjunction with the rezone or SRA designation resolution, conditional use petition, or FLUE amendment, to restore or maintain the Level of Service on the impacted roadway segment;
  - (b)2. The adopted population standard used for calculation of "Q" in the formula  $Q = (S \times D) - I$  is amended based on appropriate data and analysis; or,
  - (c)3. The Schedule of Capital Improvements is updated to include any necessary projects that would support the additional public facility demand(s) created by the rezone, SRA designation resolution, conditional use petition, or amendment to the Future Land Use Element.
- C. Significant impact is hereby defined for Section B of this Policy as, an impact generating potential for increased countywide population greater than 2% of the population projections for parks, solid waste disposal, potable water, ~~sanitary sewer~~ wastewater treatment, and ~~drainage~~ stormwater management facilities, or as generating a volume of traffic equal to or greater than 2% of the adopted LOS standard service volume of an impacted roadway.
- D. There are three circumstances in which the standards for levels of service are not the exclusive determinant of need for a public facility:
- 1. Calculated needs for public facilities in coastal high hazard areas are subject to all limitations and conditions in the Conservation and Coastal Management Element and Future Land Use Elements of this Growth Management Plan.

- 2. Replacement of obsolete or worn out facilities, and repair, remodeling and renovation, will be determined by the Board of County Commissioners upon the recommendation of the County Manager.
- 3. Public facilities that provide levels of service in excess of the standards adopted in this Growth Management Plan may be constructed or acquired at any time as long as the following conditions are met:
  - a. the facility does not make financially unfeasible any public facility of the same type that is needed to achieve or maintain the standards for levels of service adopted in this Growth Management Plan, and
  - b. the facility does not contradict, limit or substantially change the goals, objectives and policies of any element of this Growth Management Plan.

Any public facility that is determined to be needed as a result of any of the factors listed in Section B or Section D of this Policy shall be included in the regular Schedule of Capital Improvements contained in this Capital Improvement Element. All capital improvement projects for such public facilities shall be approved in the same manner as the projects that are identified according to the quantitative analysis described in Section A of this Policy. Population definitions as used in this Capital Improvement Element and other elements are provided below.

Permanent Population is the population projection figure based on Bureau of Economic and Business Research at the University of Florida (BEBR) medium range growth rate population projections. The population projection figure is then converted from April 1 to October 1, which is the beginning of the fiscal year for Collier County.

Seasonal Population is the BEBR population figure (described above) converted to its October 1 figure, increased by 20% for all areas of the County to reflect the increase of seasonal part-time residents and visitors.

Unincorporated Area Seasonal Population is the seasonal population figure (described above) for unincorporated Collier County only, adjusted to represent how seasonal residents utilize certain park facilities differently.

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**Policy 1.4:** [Revised text, pages 4, 5]  
Public facility improvements are to be considered in the following order or priority:

- A. Replacement of obsolete or worn out facilities, including repair, remodeling and renovation of facilities that contribute to achieving or maintaining levels of service.
- B. New facilities that reduce or eliminate existing deficiencies in levels of service.

- C. New facilities that provide the adopted levels of service for new growth during the next five fiscal years, as updated by the annual review of this Capital Improvement Element. In the event that the planned capacity of public facilities is insufficient to serve all applicants for development orders, the capital improvements will be scheduled in the following priority order to serve:
1. previously approved development orders permitting redevelopment,
  2. previously approved development orders permitting new development,
  3. new development orders permitting redevelopment, and
  4. new development orders permitting new developments.
- D. Improvements to existing facilities, and new facilities that significantly reduce the operating cost of providing a service or facility.
- E. New facilities that exceed the adopted levels of service for new growth during the next five fiscal years by either:
1. providing excess public facility capacity that may be needed by future growth beyond the next five fiscal years, or
  2. providing higher quality public facilities than are contemplated in the County's normal design criteria for such facilities.

When further considering projects prioritized by this order, the higher priority shall be assigned to improvements designed to reduce, or not increase, greenhouse gas emissions through shortened vehicular trip lengths, trips taken by another mode of transportation, or by other substantive means.

The County may, in certain instances when a public facility improvement is of lower order or priority and not needed to achieve or maintain adopted levels of service, consider the option of not constructing such improvement at all.

**Policy 1.5:**

[Revised text, pages 5, 6, 7]

The standards for levels of service of public facilities shall be as follows:

A. Roadways:

1. Arterials and collector roads: Level of Service indicated below on the basis of peak hour, traffic volume:  
  
Level of Service "E" on all six-lane roads:
2. Level of Service "D" peak hour on all other County and State arterial and collector roads not on the Florida Intrastate Highway System (FIHS).

B. State and Federal Roads:

Collier County sets and adopts the LOS standards for state roads ~~with the exception of those on the Florida Intrastate Highway System (FIHS). In Collier County, FDOT sets and maintains the LOS~~ and for I-75. The standards for I-75 are as follows:

EXISTING RURAL AREA I-75	EXISTING URBANIZED AREA B <u>D</u>	EXISTING URBANIZED AREA C <u>D</u>	TRANSITIONING URBANIZED AREA C <u>D</u>
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C. County ~~Surface Water~~ Stormwater Management Systems: [Revised text, page 5]

1. Future "private" developments - water quantity and quality standards as specified in Collier County Ordinances 74-50 and 90-10.
2. Existing "private" developments and existing or future public ~~drainage~~ stormwater management facilities - those existing levels of service identified (by design storm return frequency event) by the completed portions of the Water Management Master Plan as listed in the ~~Drainage/Water~~ Stormwater Management Sub-Element of the Public Facilities Element.

D. County Potable Water Systems: [Revised text, page 6]

1. County systems:  
County Water District = 170 gallons per capita per day
2. Municipal systems:  
City of Naples = 185 gallons per capita per day in the unincorporated service area  
Everglades City = 185 gallons per capita per day in the unincorporated service area

3. Private potable water systems / Independent district systems:

~~Water flow design standards as identified in Policy 3.1 of the Potable Water Sub Element of this Growth Management Plan.~~

- Orangetree Utilities = 100 gallons per capita per day
- Immokalee Water and Sewer District = 105 gallons per capita per day
- Florida Governmental Utility Authority = 109 gallons per capita per day
- Ave Maria = 110 gallons per capita per day within service area

E. County ~~Sanitary Sewer~~ Wastewater Treatment Systems: [Revised text, page 6]

1. County systems:  
North Sewer Service Area = 120 gallons per capita per day  
South Sewer Service Area = 100 gallons per capita per day  
Southeast Sewer Service Area = 120 gallons per capita per day

Northeast Sewer Service Area = 120 gallons per capita per day

2. Municipal systems:

- City of Naples = 145 gallons per capita per day in the unincorporated service area
- Everglades City = 100 gallons per capita per day

3. Private ~~sanitary sewer~~ wastewater treatment systems:

~~Sewage flow design standards as identified in Policy 2.1 of the Sanitary Sewer Sub-Element of this Growth Management Plan.~~

- Orangetree Utilities = 100 gallons per capita per day
- Immokalee Water and Sewer District = 100 gallons per capita per day
- Florida Governmental Utility Authority = 100 gallons per capita per day
- Ave Maria = 110 gallons per capita per day within service area

F. County Solid Waste Disposal Facilities: [Revised text, page 7]

- 1. Two (2) years of constructed lined cell capacity at the average disposal rate for the previous three (3) years.
- 2. Ten (10) years of permissible capacity at the average disposal rate for the previous three (3) years.

~~• Based on the average of the previous three (3) complete fiscal years actual lined cell tonnage capacity.~~

G. County Parks and Recreation Facilities: [Revised text, page 7]

- 1. Regional Park land = ~~2.9~~ 2.7 acres per 1,000/pop.
- 2. Community Park land = 1.2 acres per 1,000/pop. (unincorporated)

H. Public School Facilities:

- 1. Elementary schools = 95 percent (0.95) of CSA Enrollment / FISH Capacity
- 2. Middle schools = 95 percent (0.95) of CSA Enrollment / FISH Capacity
- 3. High schools = 100 percent (1.00) of CSA Enrollment / FISH Capacity

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**OBJECTIVE 2 (FINANCIAL FEASIBILITY):**

Provide public facilities, as described in Policy 1.1 above, in order to maintain adopted level of service standards that are within the ability of the County to fund, within the County's authority to require others to provide, or as provided by the School District within their financially feasible Five-Year Capital Improvement Plan, formally adopted by the School Board between July 1 and

October 1 each year. With the exception of public school facilities, existing public facility deficiencies measured against the adopted level of service standards will be eliminated with revenues generated by ad valorem taxes and other intergovernmental revenues received based on economic activity. Future development will bear a proportionate cost of facility improvements necessitated by growth. Future development's payments may take the form of, but are not limited to, voluntary contributions for the benefit of any public facility, impact fees, dedications of land, provision of public facilities, and future payments of user fees, special assessments and taxes.

[Objective is provided for contextual purposes only; no change proposed.]

**Policy 2.4:** [Revised text, page 8]

Public facilities financed by County enterprise funds (i.e., potable water, ~~sanitary sewer~~ wastewater treatment, and solid waste disposal ) may be financed by debt to be repaid by user fees and charges for enterprise services, or the facilities may be financed from current assets (i.e., reserves, surpluses and current revenue).

**Policy 2.5:** [Revised text, page 8]

Public facilities financed by non-enterprise funds (i.e., arterial and collector roads, ~~surface water~~ – stormwater management, and parks and recreation) shall be financed from current revenues and, assets and Revenue Bonds approved by the Board of County Commissioners. Debt financing shall not be used to provide excess capacity in non-enterprise public facilities unless the excess capacity is an unavoidable result of a capital improvement that is needed to achieve or maintain standards for levels of service. Notwithstanding other provisions of this policy, general obligation bonds approved by referendum may be used for any public facilities to acquire capacity needed within the Schedule of Capital Improvements or for excess capacity.

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**OBJECTIVE 3 (PUBLIC EXPENDITURES: COASTAL HIGH HAZARD AREA):**

[Rephrased to improve format as an “objective”, revised text, page 9]  
~~Effective with plan implementation, 1~~ Limit public expenditures in the coastal high hazard area to those facilities, as described in Policy 1.1 above, needed to support new development to the extent permitted in the Future Land Use Element.

**Policy 3.1:** [Revised text, page 9]

The County shall continue to expend funds within the coastal high hazard area for the replacement and maintenance of public facilities identified in the Conservation and Coastal Management Element including, but not limited to arterial and collector roads, ~~sanitary sewer service~~ wastewater treatment systems, potable water supply systems, ~~surface water~~ stormwater management systems, solid waste collection and disposal systems, natural groundwater aquifer recharge areas, and park and recreation facilities.

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**OBJECTIVE 4 (PROVIDE NEEDED IMPROVEMENTS):**

Coordinate County land use planning and decisions with its plans for public facility capital improvements, as described in Policy 1.1 above, by providing needed capital improvements for replacement of obsolete or worn out facilities, eliminating existing deficiencies, and future development and redevelopment caused by previously issued and new development orders. [Objective is provided for contextual purposes only; no change proposed.]

**Policy 4.1:** [Revised text, pages 10, 11]

The County shall provide, or arrange for others to provide, the public facilities listed in the Schedule of Capital Improvements. The Schedule of Capital Improvements shall be updated annually and may also be modified as follows:

- A. Pursuant to Florida Statutes, 163.3187, (as affected by adoption of HB 7207), the Schedule of Capital Improvements may be amended two times during any calendar year, and as allowed for emergencies, developments of regional impact, and certain small scale development activities.
- B. Pursuant to Florida Statutes, 163.3177, (as affected by adoption of HB 7207), the Schedule of Capital Improvements may be adjusted by ordinance not deemed to be an amendment to the Growth Management Plan for corrections, updates, and modifications concerning costs; revenue sources; or acceptance of facilities pursuant to dedications which are consistent with the plan.

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**Policy 4.3:** [Revised text, page 11]

All public facility capital improvements shall be consistent with the goals, objectives and policies of the appropriate individual eElement of this Growth Management Plan.

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**Policy 4.6:** [Revised text, page 11]

Public facilities and services provided by Collier County with public funds in accordance with the Schedule of Capital Improvements in this Capital Improvement Element will be limited to Service Areas established within the boundaries designated on Figure PW-1 ~~and Figure PW-1.1~~ “Collier County Water District Boundaries”, and Figure PW-2 ~~and Figure PW-2.1~~ “Existing and Future Potable Water Service Areas”, in the Potable Water Sub-Element of the Public Facilities Element, and on Figure ~~SS-1~~ WT-1 ~~and Figure SS-1.1~~, “Collier County Sewer District Boundaries”, and Figure ~~SS-2~~ WT-2 ~~and Figure SS-2.1~~, “Existing and Future Sewer Wastewater Treatment Service Areas”, in the ~~Sanitary Sewer~~ Wastewater Treatment Sub-Element of the Public Facilities Element. Road and Public School improvements will be provided as designated in their respective Schedule of Capital Improvements appearing in this Capital Improvement Element. All other public facilities and service types will be provided on a countywide availability basis.

**Policy 4.7:** [Revised text, page 11]

The County shall ensure that publicly funded buildings and publicly funded development activities are carried out in a manner that demonstrates best practice to minimize the loss of life, property, and re-building cost from the effects from hurricanes, flooding, natural and technological disaster events. Best practice efforts may include, but are not be limited to:

- a. Construction above the flood plain;
- b. Maintaining a protective zone for wildfire mitigation;
- c. Installation of on-site permanent generators or temporary generator emergency connection points;
- d. Beach and dune restoration, re-nourishment, or emergency protective actions to minimize the loss of structures from future events;
- e. Emergency road repairs; ~~and~~;
- f. Repair and/or replacement of publicly owned docking facilities, parking areas, and sea walls-; and;
- g. All governing construction codes.

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**OBJECTIVE 5 (CONCURRENCY MANAGEMENT):**

Ensure that public facilities, as described in Policy 1.1 above, and services needed to support development are available concurrent with the impacts of such development.

[Objective is provided for contextual purposes only; no change proposed.]

**Policy 5.1:** [Revised text, pages 11, 12]

The concurrency requirement for the Potable Water, ~~Sanitary Sewer~~ Wastewater Treatment, ~~Drainage~~ Stormwater Management and Solid Waste Disposal Level of Service Standards of this Growth Management Plan will be achieved or maintained if any one of the following standards of the Concurrency Management System is met:

- A. The necessary facilities and services are in place at the time a final site development plan, final plat or building permit is issued; or
- B. The necessary facilities and services are under construction at the time a final site development plan, final plat or building permit is issued; or
- C. The necessary facilities and services are guaranteed in an enforceable development agreement that includes the provisions of paragraphs A and B of this policy. An enforceable development agreement may include, but is not limited to, development agreements pursuant to Sections 163.3220 – 163.3243, Florida Statutes, or an agreement or development order issued pursuant to Chapter 380, Florida Statutes. The agreement must guarantee that the necessary facilities will be in place when the impacts of the development occur, pursuant to Section 163.3180, Florida Statutes.

**Policy 5.2:**

[Revised text, page 12]

The concurrency requirement for the Parks and Recreation Level of Service Standards of this Growth Management Plan will be achieved or maintained if any one of the following standards of the Concurrency Management System is met:

- A. Compliance with any one of the standards set forth in Policy 5.1 A, B and C is met; or
- B. At the time the final site development plan, final plat or building permit is issued, the necessary facilities and services are the subject of a binding executed contract which provides for commencement of actual construction of the required facilities within one year of the issuance of the final site development plan, final plat or building permit; or
- C. The necessary facilities and services are guaranteed in an enforceable development agreement which requires the commencement of the actual construction of the facilities within one year of the issuance of the applicable final site development plan, final plat, or building permit. An enforceable development agreement may include, but is not limited to, development agreements pursuant to Sections 163.3220 – 163.3243, Florida Statutes, or an agreement or development order issued pursuant to Chapter 380, Florida Statutes.

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**Assessment of the Successes & Shortcomings  
and Recommendations  
for the Capital Improvement Element**

**A. Introduction & Background:**

The purpose of the Capital Improvement Element is defined within its single Goal, which reads as follows:

**TO PROVIDE ADEQUATE PUBLIC FACILITIES CONCURRENT WITH NEW DEVELOPMENT IN ORDER TO ACHIEVE AND MAINTAIN OR EXCEED ADOPTED STANDARDS FOR LEVELS OF SERVICE.**

The intent of the Capital Improvement Element is to identify public facilities that will be required during the next five years, including the cost of such facilities, and the sources of revenue that will be used to fund construction or development of the facilities. As such, the Capital Improvement Element is updated annually, including revision of the 5-Year Schedule of Capital Improvements.

The annual update and amendment to the Capital Improvement Element, adopted January 28, 2008 included the initial step toward re-naming of certain Sub-Elements including: from the "Sanitary Sewer" Sub-Element to the "Wastewater Treatment" Sub-Element; from the "Drainage" Sub-Element to the "Stormwater Management" Sub-Element, and; from the "Solid Waste" Sub-Element to the "Solid Waste Disposal" Sub-Element. The new names initially appeared in the Capital Improvement Element as combinations of old and new names as a transition preceding these EAR-based amendments. The new names – no longer in their transitional forms – should be used in all titles, headings and text within this Element, and in all references to these Sub-Elements found throughout the Growth Management Plan.

As currently formatted, the Capital Improvement Element consists entirely of a single Goal, and its supporting Objectives and Policies. This Goal should be retained as written.

**B. Objectives Analysis:**

**OBJECTIVE 1 (PUBLIC FACILITY LEVEL OF SERVICE STANDARDS):**

**Identify and define types of public facilities, establish standards for levels of service for each such public facility, and determine what quantity of additional public facilities is needed in order to achieve and maintain the standards.**

Policy Relevance:

There are five (5) policies within this Objective.

**Policy 1.4:**

**Public facility improvements are to be considered in the following order or priority:**

- A. Replacement of obsolete or worn out facilities, including repair, remodeling and renovation of facilities that contribute to achieving or maintaining levels of service.**

- B. New facilities that reduce or eliminate existing deficiencies in levels of service.
- C. New facilities that provide the adopted levels of service for new growth during the next five fiscal years, as updated by the annual review of this Capital Improvement Element. In the event that the planned capacity of public facilities is insufficient to serve all applicants for development orders, the capital improvements will be scheduled in the following priority order to serve:
  - 1. previously approved development orders permitting redevelopment,
  - 2. previously approved development orders permitting new development,
  - 3. new development orders permitting redevelopment, and
  - 4. new development orders permitting new developments.
- D. Improvements to existing facilities, and new facilities that significantly reduce the operating cost of providing a service or facility.
- E. New facilities that exceed the adopted levels of service for new growth during the next five fiscal years by either:
  - 1. providing excess public facility capacity that may be needed by future growth beyond the next five fiscal years, or
  - 2. providing higher quality public facilities than are contemplated in the County's normal design criteria for such facilities.

This Policy explains the method for prioritizing public facilities' improvements. This Policy remains relevant and should be retained and revised to add a closing statement associated with the Major Issue of reducing greenhouse gas emissions, such as, **When further considering projects prioritized by this order, the higher priority shall be assigned to improvements designed to reduce, or not increase, greenhouse gas emissions through shortened vehicular trip lengths, trips taken by another mode of transportation, or by other substantive means.**

*[Public Comment from February 23, 2010 EAR Public Meeting – Suggesting the planning period should be extended beyond ten years.]*

*[Planning Commission (CCPC) Comment from August 27, 2010 EAR Workshop – Suggesting that additional language maybe needed to more clearly provide for the option of not constructing certain improvements at all.]*

**Policy 1.5:**

**The standards for levels of service of public facilities shall be as follows:**

**A. Roadways:**

- 1. **Arterials and collector roads: Level of Service indicated below on the basis of peak hour, traffic volume:**  
  
 Level of Service "E" on all six-lane roads
- 2. **Level of Service "D" peak hour on all other County and State arterial and collector roads not on the Florida Intrastate Highway System (FIHS).**

**B. State and Federal Roads:**

Collier County sets and adopts the LOS standards for state roads with the exception of those on the Florida Intrastate Highway System (FIHS). In Collier County, FDOT sets and maintains the LOS for I-75. The standards for I-75 are as follows:

	<b>EXISTING RURAL AREA</b>	<b>EXISTING URBANIZED AREA</b>	<b>TRANSITIONING URBANIZED AREA</b>
I-75	<b>B</b>	<b>C</b>	<b>C</b>

**C. County Surface Water Stormwater Management Systems:**

1. Future "private" developments - water quantity and quality standards as specified in Collier County Ordinances 74-50 and 90-10.
2. Existing "private" developments and existing or future public drainage - stormwater management facilities - those existing levels of service identified (by design storm return frequency event) by the completed portions of the Water Management Master Plan as listed in the Drainage Stormwater Management Sub-Element of the Public Facilities Element.

**D. County Potable Water Systems:**

1. County systems:  
County Water District = 170 gallons per capita per day
2. Municipal systems:  
City of Naples = 185 gallons per capita per day in the unincorporated service area  
Everglades City = 185 gallons per capita per day in the unincorporated service area
3. Private potable water systems / Independent district systems:  
Water flow design standards as identified in Policy 3.1 of the Potable Water Sub-Element of this Growth Management Plan.  
Orangetree Utilities = 100 gallons per capita per day  
Immokalee Water and Sewer District = 105 gallons per capita per day  
Florida Governmental Utility Authority = 109 gallons per capita per day  
Ave Maria = 110 gallons per capita per day within service area

**E. County Sanitary Sewer - Wastewater Treatment Systems:**

1. County systems:  
North Sewer Service Area = 120 gallons per capita per day  
South Sewer Service Area = 100 gallons per capita per day  
Southeast Sewer Service Area = 120 gallons per capita per day  
Northeast Sewer Service Area = 120 gallons per capita per day
2. Municipal systems:  
City of Naples = 145 gallons per capita per day in the unincorporated service area  
Everglades City = 100 gallons per capita per day
3. Private sanitary sewer - wastewater treatment systems:  
Sewage flow design standards as identified in Policy 2.1 of the Sanitary Sewer - Wastewater Treatment Sub-Element of this Growth Management Plan.

**Orangetree Utilities = 100 gallons per capita per day**  
**Immokalee Water and Sewer District = 100 gallons per capita per day**  
**Florida Governmental Utility Authority = 100 gallons per capita per day**  
**Ave Maria = 110 gallons per capita per day within service area**

**F. County Solid Waste Disposal Facilities:**

- 1. Two years of constructed lined cell capacity at the average disposal rate for the previous three (3) years.**
- 2. Ten years of permittable capacity at the average disposal rate for the previous three (3) years.**

**G. County Parks and Recreation Facilities:**

- 1. Regional Park land = 2.9 acres per 1,000/pop.**
- 2. Community Park land = 1.2 acres per 1,000/pop. (unincorporated)**

**H. Public School Facilities:**

- 1. Elementary schools = 95 percent (0.95) of CSA Enrollment / FISH Capacity**
- 2. Middle schools = 95 percent (0.95) of CSA Enrollment / FISH Capacity**
- 3. High schools = 100 percent (1.00) of CSA Enrollment / FISH Capacity**

This Policy establishes standards for levels of service for each such public facility. This Policy remains essentially relevant and should be retained except for changes discussed below, and those associated with the renaming of certain public facilities and their attendant Sub-Elements.

The LOSS for County arterial and collector roads appearing in Policy 1.5, subsection “A” above is one of two locations within this GMP where these standards are shown. The other location is Policy 1.3 in the Transportation Element. This dualism may be a simple matter of unnecessary redundancy, except that the two Policies are somewhat dissimilar. These differences should be reconciled and a single location selected for these LOSS to appear. The CIE should be considered for this location, with Transportation Policy 1.3 revised to direct the reader to the CIE. If it is decided to show the LOSS in both locations, then the CIE could be formatted to provide the LOS Standards, while the Element entries could elaborate on the figures.

The LOSS for State and Federal roads appearing in Policy 1.5, subsection “B” above is one of two locations within this GMP where these standards are shown. The other location is Policy 1.4 in the Transportation Element. This dualism may be a simple matter of unnecessary redundancy, except that the two Policies are somewhat dissimilar. These differences should be reconciled and a single location selected for these LOSS to appear. The CIE should be considered for this location, with Transportation Policy 1.4 revised to direct the reader to the CIE. If it is decided to show the LOSS in both locations, then the CIE could be formatted to provide the LOS Standards, while the Element entries could elaborate on the figures.

The LOSS for stormwater management systems appearing in Policy 1.5, subsection “C” above is one of two locations within this GMP where these standards are shown. The other location is Policy 2.1 in the Stormwater Management Sub-Element. This dualism may be a simple matter of unnecessary redundancy, except that the two Policies are not the same. These differences should be reconciled and a single location selected for these LOSS to appear. The CIE should be considered for this location,

with Stormwater Management Policy 2.1 revised to direct the reader to the CIE. If it is decided to show the LOSS in both locations, then the CIE could be formatted to provide the LOS Standards, while the Sub-Element entries could elaborate on the figures.

The LOSS for potable water systems appearing in Policy 1.5, subsection “D” above is one of two locations within this GMP where these standards are shown. The other location is Policy 3.1 in the Potable Water Sub-Element. This dualism may be a simple matter of unnecessary redundancy, except that the two Policies are not the same. These differences should be reconciled and a single location selected for these LOSS to appear. The CIE should be considered for this location, with Potable Water Policy 3.1 revised to direct the reader to the CIE. If it is decided to show the LOSS in both locations, then the CIE could be formatted to provide the LOS Standards, while the Sub-Element entries could elaborate on the figures.

The LOSS for wastewater treatment systems appearing in Policy 1.5, subsection “E” above is one of two locations within this GMP where these standards are shown. The other location is Policy 2.1 in the Wastewater Treatment Sub-Element. This dualism may be a simple matter of unnecessary redundancy, except that the two Policies are not the same. These differences should be reconciled and a single location selected for these LOSS to appear. The CIE should be considered for this location, with Wastewater Treatment Policy 2.1 revised to direct the reader to the CIE. If it is decided to show the LOSS in both locations, then the CIE could be formatted to provide the LOS Standards, while the Sub-Element entries could elaborate on the figures.

The LOSS for solid waste disposal facilities appearing in Policy 1.5, subsection “F” above is one of two locations within this GMP where these standards are shown. The other location is Policy 2.5 in the Solid Waste Sub-Element. This dualism may be a simple matter of unnecessary redundancy, except that the two Policies are not the same. These differences should be reconciled and a single location selected for these LOSS to appear. The CIE should be considered for this location, with Solid Waste Sub-Element Policy 2.5 revised to direct the reader to the CIE. If it is decided to show the LOSS in both locations, then the CIE could be formatted to provide the LOS Standards, while the Sub-Element entries could elaborate on the figures.

The LOSS for parks and recreation facilities appearing in Policy 1.5, subsection “G” above is one of two locations within this GMP where these standards are shown. The other location is Policy 1.1 in the Recreation and Open Space Element. This dualism may be a simple matter of unnecessary redundancy, except that the two Policies are not the same. These differences should be reconciled and a single location selected for these LOSS to appear. The CIE should be considered for this location, with Recreation and Open Space Element Policy 1.1 revised to direct the reader to the CIE. If it is decided to show the LOSS in both locations, then the CIE could be formatted to provide the LOS Standards, while the Element entries could elaborate on the figures. Additionally, the LOSS for Regional Parks will be revised to the BCC directed 2.7 acres per 1,000/population.

*[Public Comments from February 23, 2010 EAR Public Meeting – Suggesting that special rural standards should be developed for land lying east of CR 951, including development standards, roads, dark skies, etc. Another, suggesting the County has failed to limit growth based on available resources.]*

*[Public Comment from March 15, 2010 EAR Public Meeting – Suggesting minimum Levels of Service Standards should be established for multi-model (and inter-model) needs (inc. public transit, park-n-ride facilities, carpooling, self-propelled modes, and pathways); another, suggesting that the County*

*adopt special rural road section standards, including non-urban standards for right-of-way cross-sections, lighting, landscaping and water.]*

*[Planning Commission (CCPC) Comment from August 27, 2010 EAR Workshop – Supporting staff suggestion to locate Level of Service Standards in the CIE, with the individual facilities' Elements or Sub-Elements being revised to direct readers to the CIE for this information.]*

*[Planning Commission (CCPC) Comment from December 7, 2010 EAR Adoption Hearing – Recognizing FDOT comments to the DCA and the revisions involved.]*

## **OBJECTIVE 2 (FINANCIAL FEASIBILITY):**

**Provide public facilities, as described in Policy 1.1 above, in order to maintain adopted level of service standards that are within the ability of the County to fund, within the County's authority to require others to provide, or as provided by the School District within their financially feasible Five-Year Capital Improvement Plan, formally adopted by the School Board between July 1 and October 1 each year. With the exception of public school facilities, existing public facility deficiencies measured against the adopted level of service standards will be eliminated with revenues generated by ad valorem taxes and other intergovernmental revenues received based on economic activity. Future development will bear a proportionate cost of facility improvements necessitated by growth. Future development's payments may take the form of, but are not limited to, voluntary contributions for the benefit of any public facility, impact fees, dedications of land, provision of public facilities, and future payments of user fees, special assessments and taxes.**

### Objective Achievement Analysis:

The purpose of this Objective and its policies is to establish how providing public facilities in accordance with Objective 1 above must be accomplished in a financially feasible manner. This Objective is being achieved and should be retained as written.

### Policy Relevance:

There are ten (10) policies within this Objective.

#### **Policy 2.10:**

**Collier County will not exceed a maximum ratio of total general governmental debt service to bondable revenues from current sources of 13%. Whereas Florida Statutes place no limitation on the application of revenues to debt service by local taxing authorities, prudent fiscal management dictates a self-imposed level of constraint. Current bondable revenues are ad valorem taxes and State-shared revenues, specifically gas taxes and the half-cent sales tax.**

**The Enterprise Funds operate under revenue bonding ratios set by the financial markets and are, therefore, excluded from this debt policy.**

This Policy identifies current bondable revenues and limits the ratio of total debt service to bondable revenues. This limitation may have lost relevance given the economic climate and government's ability to react to market changes in a timely manner. The policy has been in the GMP since its original adoption and based upon the direction given below the policy will not be modified.

*[Planning Commission (CCPC) Comment from August 27, 2010 EAR Workshop – Suggesting this Policy remains relevant and the County should not consider adjusting its debt service ratio.]*

**OBJECTIVE 3 (PUBLIC EXPENDITURES: COASTAL HIGH HAZARD AREA):**

**Effective with plan implementation, limit public expenditures in the coastal high hazard area to those facilities, as described in Policy 1.1 above, needed to support new development to the extent permitted in the Future Land Use Element.**

Objective Achievement Analysis:

Like all other types of capital improvements, projects located in the Coastal High hazard Area are included in the County's Annual Five-Year Schedule of Capital Improvements, and thus the County's Annual Budget for each fiscal year. The above Objective contains an outdated timeframe reference, but the wording is otherwise acceptable. This Objective should be reworded to remove the timeframe reference and simply refer to the 5-Year Schedule of Capital Improvements.

Policy Relevance:

There are three (3) policies within this Objective.

**Policy 3.1:**

**The County shall continue to expend funds within the coastal high hazard area for the replacement and maintenance of public facilities identified in the Conservation and Coastal Management Element including, but not limited to arterial and collector roads, sanitary sewer service - wastewater treatment systems, potable water supply systems, surface water – stormwater management systems, solid waste collection and disposal systems, natural groundwater aquifer recharge areas, and park and recreation facilities.**

This Policy establishes the County's ability to replace and maintain public facilities in the coastal high hazard area in accordance with the Conservation and Coastal Management Element. This Policy remains relevant and should be retained except for changes associated with the renaming of certain public facilities.

**OBJECTIVE 4 (PROVIDE NEEDED IMPROVEMENTS):**

**Coordinate County land use planning and decisions with its plans for public facility capital improvements, as described in Policy 1.1 above, by providing needed capital improvements for replacement of obsolete or worn out facilities, eliminating existing deficiencies, and future development and redevelopment caused by previously issued and new development orders.**

Policy Relevance:

There are seven (7) policies within this Objective.

**Policy 4.1:**

**The County shall provide, or arrange for others to provide, the public facilities listed in the Schedule of Capital Improvements. The Schedule of Capital Improvements shall be updated annually and may also be modified as follows:**

- A. Pursuant to Florida Statutes, 163.3187, the Schedule of Capital Improvements may be amended two times during any calendar year, and as allowed for emergencies, developments of regional impact, and certain small scale development activities.
- B. Pursuant to Florida Statutes, 163.3177, the Schedule of Capital Improvements may be adjusted by ordinance not deemed to be an amendment to the Growth Management Plan for corrections, updates, and modifications concerning costs; revenue sources; or acceptance of facilities pursuant to dedications which are consistent with the plan.

This Policy provides for modifications to the Schedule of Capital Improvements of the Capital Improvement Element. This Element is affected by changes to Chapter 163, Florida Statute, which were adopted into law in 2007, as follows:

163.3177(3)(b)1: Requires an annual update to the Five-Year Schedule of Capital Improvements to be submitted by December 1, 2008 and yearly thereafter. If this date is missed, no comprehensive plan amendments are allowed until the update is adopted. Ch. 2007-204, LOF.

This Policy remains otherwise relevant and should be retained as revised in accordance with the above Statutory change.

**Policy 4.6:**

Public facilities and services provided by Collier County with public funds in accordance with the Schedule of Capital Improvements in this Capital Improvement Element will be limited to Service Areas established within the boundaries designated on Figure PW-1 and Figure PW-1.1 "Collier County Water District Boundaries", and Figure PW-2 and Figure PW-2.1 "Existing and Future Potable Water Service Areas", in the Potable Water Sub-Element of the Public Facilities Element, and on Figure SS-1 and Figure SS-1.1, "Collier County Sewer District Boundaries", and Figure SS-2 and Figure SS-2.1, "Existing and Future Sewer Service Areas", in the Sanitary Sewer Wastewater Treatment Sub-Element of the Public Facilities Element. Road and Public School improvements will be provided as designated in their respective Schedule of Capital Improvements appearing in this Capital Improvement Element. All other public facilities and service types will be provided on a countywide availability basis.

This Policy limits the provision of public facilities to within specific service areas identified in other Elements or Sub-Elements of the GMP or in accordance with the Schedule of Capital Improvements in this Element. This Policy remains relevant and should be retained except for changes associated with the renaming of certain public facilities and their attendant Sub-Elements.as written.

**Policy 4.7:**

The County shall ensure that publicly funded buildings and publicly funded development activities are carried out in a manner that demonstrates best practice to minimize the loss of life, property, and re-building cost from the effects from hurricanes, flooding, natural and technological disaster events. Best practice efforts may include, but are not be limited to:

- a. Construction above the flood plain;
- b. Maintaining a protective zone for wildfire mitigation;
- c. Installation of on-site permanent generators or temporary generator emergency connection points;

- d. Beach and dune restoration, re-nourishment, or emergency protective actions to minimize the loss of structures from future events;
- e. Emergency road repairs; and,
- f. Repair and/or replacement of publicly owned docking facilities, parking areas, and sea walls.

This Policy requires the County to adhere to best practices in providing public facilities. This Policy remains relevant and should be retained as written.

*[Planning Commission (CCPC) Comment from August 27, 2010 EAR Workshop – Suggesting that an additional best practice entry should be included in the listing, such as “All governing construction codes”.]*

**OBJECTIVE 5 (CONCURRENCY MANAGEMENT):**

**Ensure that public facilities, as described in Policy 1.1 above, and services needed to support development are available concurrent with the impacts of such development.**

Policy Relevance:

There are six (6) policies within this Objective.

**Policy 5.1:**

**The concurrency requirement for the Potable Water, Sanitary Sewer - Wastewater Treatment, Drainage Stormwater Management and Solid Waste Disposal Level of Service Standards of this Growth Management Plan will be achieved or maintained if any one of the following standards of the Concurrency Management System is met:**

- A. The necessary facilities and services are in place at the time a final site development plan, final plat or building permit is issued; or
- B. The necessary facilities and services are under construction at the time a final site development plan, final plat or building permit is issued; or
- C. The necessary facilities and services are guaranteed in an enforceable development agreement that includes the provisions of paragraphs A and B of this policy. An enforceable development agreement may include, but is not limited to, development agreements pursuant to Section 163.3220, Florida Statutes, or an agreement or development order issued pursuant to Chapter 380, Florida Statutes. The agreement must guarantee that the necessary facilities will be in place when the impacts of the development occur, pursuant to Section 163.3180, Florida Statutes.

This Policy provides criteria for establishing concurrency specific to potable water, wastewater treatment, stormwater management and solid waste disposal facilities and services. This Element may be affected by changes to Chapter 163, Florida Statute, which were adopted into law in 2005, as follows:

163.3177(3)(a)5: Required the comprehensive plan to include a 5-year schedule of capital improvements. Outside funding (i.e., from a developer, or other government or funding pursuant to referendum) of these capital improvements must be guaranteed in the form of a development agreement or interlocal agreement.

This Policy remains relevant and should be retained except for changes associated with the renaming of certain public facilities and their attendant Sub-Elements. Explicitly specifying an “interlocal agreement” as the other source of outside funding for capital improvements may or may not require revision of this Element to be in compliance with the above Statutory change.

*[Public Comment from March 15, 2010 EAR Public Meeting – Suggested that ‘pathways’ be added to requirements for concurrency.]*