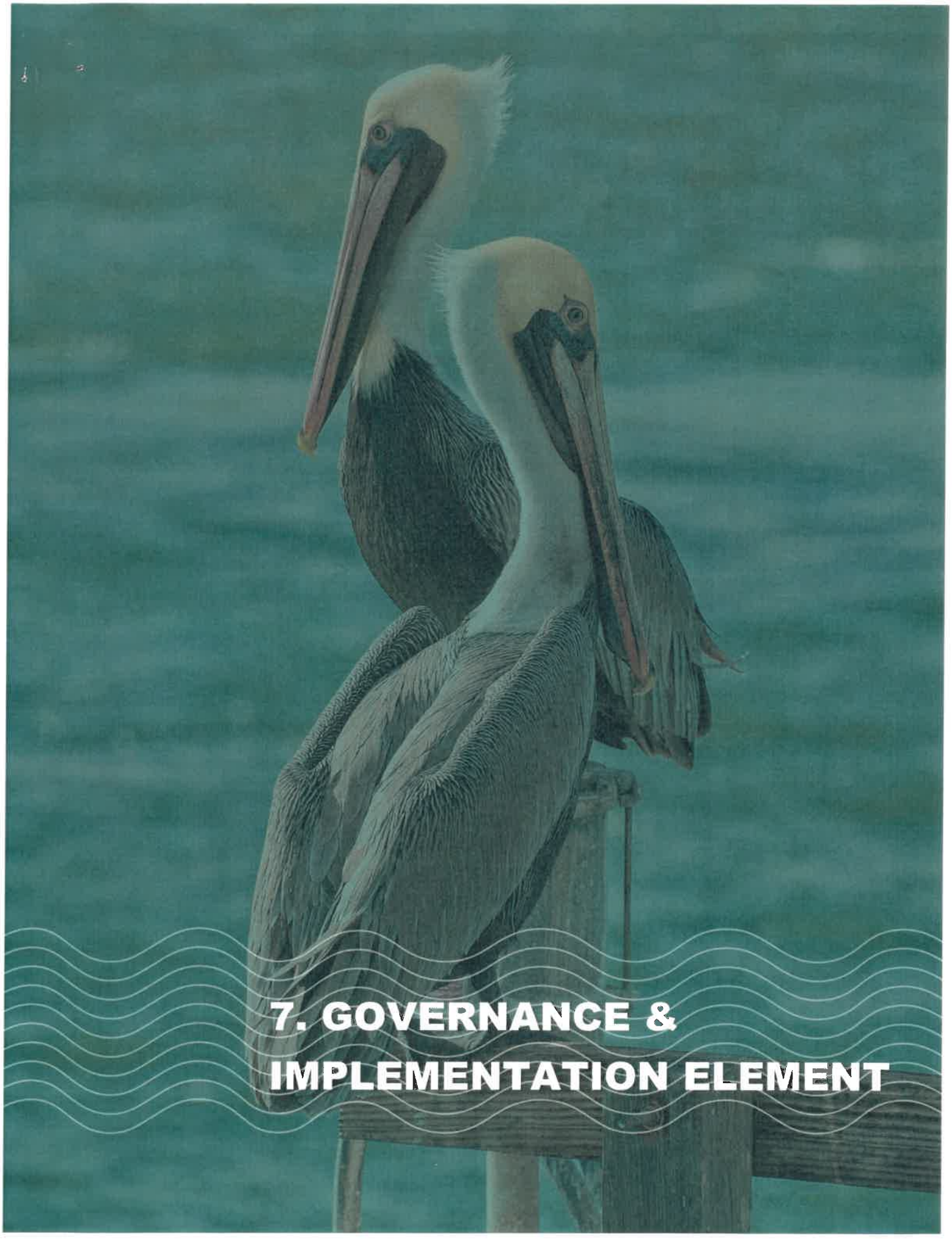

7. GOVERNANCE & IMPLEMENTATION ELEMENT

GOVERNANCE & IMPLEMENTATION ELEMENT

The **Governance and Implementation Element** guides the intergovernmental coordination and capital improvements processes for the City of Sebastian. This Element identifies coordination strategies for all other Elements of this Plan and ensures effective coordination between the City and other jurisdictional agencies to meet residents' needs. This Element also ensures the fiscal capability of the City to fund needed public facilities, guides the funding of those identified improvements, and schedules the funding and construction of improvements in a manner necessary to ensure that capital improvements are provided when required.

GOVERNANCE & IMPLEMENTATION ELEMENT HIGHLIGHTED

1. Ensures intergovernmental relationships are established and maintained to effectively meet the needs of the residents;

2. Includes intergovernmental strategies for each Element of this Plan to ensure coordination is happening in all aspects of City planning;

3. Ensures that the City has an intergovernmental mediation process established in order to achieve conflict resolution;

4. Requires the adoption of the Capital Improvements Schedule to ensure public improvements meet adopted Level of Service (LOS) standards;

5. Identifies sound fiscal means to ensure the timely and necessary installation and maintenance of public facilities needed;

6. Requires prioritization criteria for capital improvement projects;

7. Ensures capital improvements that accommodate future growth and provide for necessary replacements; and

8. Requires a concurrency management system for the review of all proposed developments.

GOALS, OBJECTIVES, & POLICIES

Goal 7-1: Provide Mechanisms for Improved Intergovernmental Coordination.

The City shall undertake actions necessary to establish governmental relationships designed to improve the coordination of public and private entities involved in development activities and resource conservation. The following objectives and policies have been organized based on each Element of this Plan for ease of reference.

Objective 7-1.1: General. The City of Sebastian shall continue to coordinate amendments to and implementation of the City's Comprehensive Plan with the plans of Indian River County, Indian River County School Board, and other units of local government through the Indian River County Technical Review Committee (Technical Review Committee). Additionally, the City shall work with the Treasure Coast Regional Planning Council (TCRPC) to coordinate amendments to and implementation of the City's Comprehensive Plan with the plans of the TCRPC and the State.

Policy 7-1.1.1: Responsible Entity for Intergovernmental Coordination. The City Council shall be responsible for ensuring an effective intergovernmental coordination program for the City. The City Manager or their designated representative shall represent the City on the Technical Review Committee.

Policy 7-1.1.2: Coordination with Adjacent Jurisdictions. The City shall coordinate with Indian River County regarding proposed comprehensive plans as well as future amendments for the City's review for purposes of intergovernmental coordination and to promote consistency within and between the adopted comprehensive plans.

Policy 7-1.1.3: Coordination of Development and Growth Management Issues. The City shall pursue resolution of development and growth management issues with impacts transcending the City's political jurisdiction, by participating in the Indian River County Metropolitan Planning Organization (MPO) Technical Advisory Committee. Issues of regional and state significance shall be coordinated with the regional or State agencies having jurisdictional authority as applicable. Issues to be pursued include but are not limited to the following:

- Impacts of development proposed in the Comprehensive Plan on Indian River County, adjacent municipalities, the region, or the State.
- Indian River County land development activities adjacent to the City's corporate limits.
- City of Sebastian land development activities adjacent to the unincorporated area of the County.
- Potential annexation issues.
- Proposed North County central water and wastewater systems.
- Areawide drainage and stormwater management master plan, proposed improvements, and implementing programs.
- Solid waste disposal

- Transportation improvements impacting the City and adjacent areas (especially designated arterials and major collector streets).
- Level of service (LOS) standards for infrastructure components identified in the **Infrastructure Element** system impacting the City and adjacent unincorporated areas.
- Natural resource conservation, including the Indian River Lagoon, the Sebastian River, and Collier Creek.
- Parks and recreation facilities
- Coordination and implementation of the FDOT 5-year Transportation Plan and County road improvement strategies managed through the Indian River County Joint Transportation Coordinating Committee.
- Coordination and implementation of the Indian River Lagoon Comprehensive Conservation and Management Plan for restoring the Indian River Lagoon.
- Participate in the development of updates to the SJRWMD's Water Supply Assessment and District Water Supply Plan; and in other water supply development-related initiatives facilitated by the SJRWMD that affects the City.

Objective 7-1.2: Land Use Intergovernmental Coordination.

The City shall maintain the Land Development Code (LDC) to incorporate administrative procedures to ensure efficient coordination of land and water management issues surrounding proposed development are carried out in a timely manner with all public entities having jurisdictional authority.

Policy 7-1.2.1: Implementing Intergovernmental Coordination. The City shall require that development applications be coordinated, as appropriate, with Indian River County, the Indian River County School Board, other special districts, the TCRPC, the SJRWMD, as well as applicable State and Federal agencies prior to issuance of a development order or permit. The City shall coordinate with the TCRPC in meeting regional policies contained in the Regional Comprehensive Policies Plan.

Policy 7-1.2.2: Coordination of Development Approvals. The City shall maintain LDC's which include administrative and site plan review criteria that require applicants for development approval to obtain permits from County, regional and State agencies having jurisdiction prior to granting a final development order from the City. Conversely, Indian River County shall coordinate with the City on development reviews and approvals through the Technical Review Committee (TRC).

Policy 7-1.2.3: Interlocal Service Boundary Agreement (ISBA). The City shall coordinate with Indian River County and other municipalities within the County to establish an ISBA to address issues including, but not limited to, utility services, public facilities and services, and future annexation areas for each municipality.

Objective 7-1.3: Transportation and Mobility Intergovernmental Coordination.

Consistent with the **Transportation & Mobility Element** the City's transportation and mobility system shall be coordinated with the work plans and programs of Indian River County, FDOT, the Florida Transportation Plan, and the Indian River County MPO.

Policy 7-1.3.1: Workshops. The City shall coordinate its future transportation needs by attending, when necessary, public hearings and workshops on the FDOT's Five- Year Transportation Plan and Adopted Work Program.

Policy 7-1.3.2: Updates. The City Planning and Public Works Departments shall review subsequent versions of the FDOT Five-Year Transportation Plan and Adopted Work Program, in order to update or modify the **Transportation & Mobility Element**, as necessary.

Policy 7-1.3.3: Coordination. The City shall continue to participate on the Technical Advisory Committee (TAC) of the MPO.

Policy 7-1.3.4: Indicators. The City shall use County and State numerical indicators for measuring the achievement of City mobility goals. Numerical Indicators shall include:

- Modal Splits;
- Annual Transit Trips Per Capita; and
- Automobile Occupancy Rates.

Policy 7-1.3.5: Sebastian Municipal Airport. The City shall continue to operate and maintain the Sebastian Municipal Airport in accordance with Federal Aviation Administration and Florida Department of Transportation standards and requirements.

Objective 7-1.4: Conservation and Coastal Management Intergovernmental Coordination.

The City shall coordinate with Indian River County through the Technical Review Committee and regional and state agencies as applicable on development and resource conservation activities.

Policy 7-1.4.1: Intergovernmental Coordination Within the Coastal Area and For Managing Conservation Activities. The City shall coordinate with Indian River County and appropriate regional, State, and federal agencies in managing coastal resources. The City shall participate in an intergovernmental coordination mechanism in order to manage coastal resources within the jurisdiction of more than one local government or public agency and assist in implementing appropriate portions of existing multi-jurisdictional resource planning and management plans addressing the coastal area, including the Indian River Lagoon (Indian River Lagoon National Estuary Program (IRLNEP)) and other natural systems within the City.

Policy 7-1.4.2: Multi-jurisdictional Environmental Issues. At a minimum, twice annually the City shall coordinate with the Technical Review Committee and/or other similar organization established by the County to ensure consistent and coordinated management of multi-jurisdictional environmental issues.

Policy 7-1.4.3: Liaison with Permitting Agencies. The City shall maintain relationships with County, State, and federal agencies which have permitting responsibility within the City of Sebastian.

Policy 7-1.4.4: Management of Water Quality and Other Resource Management Issues Impacting the City and the Indian River Lagoon. The City shall coordinate with the SJRWMD for best practices to effectively manage the impacts of development on natural resources. The City shall

continue to participate in the Indian River Lagoon Council and in the implementation of the Council's Management Plan and IRLNEP for the Indian River Lagoon.

Policy 7-1.4.5: Areas of Critical Concern. The City shall coordinate with appropriate agencies in managing areas of critical environmental concern.

Policy 7-1.4.6: Aquatic Preserve. The City shall continue to coordinate with the Florida Department of Environmental Protection in achieving compliance with the Aquatic Preserve program regulations.

Policy 7-1.4.7: Emergency Management. Consistent with **Policy 5-2.3.5** and **Policy 5-2.3.6** of the **Conservation & Coastal Management Element**, the City shall coordinate with the County for emergency management and preparedness measures.

Objective 7-1.5: Infrastructure and Capital Improvements Intergovernmental Coordination.

The City will maintain the adopted concurrency management program identified in the **Governance & Implementation Element** that requires specific issues surrounding LOS standards for existing and proposed public facilities within the City and adjacent areas be coordinated with all State, regional, or local agencies or private entities having existing or proposed future responsibility for the operation and maintenance of such facilities.

Policy 7-1.5.1: Coordinate Regional/Sub-Regional Infrastructure Issues. The City shall work with various Indian River County Special Committees, including the North County Water and Wastewater District, the North County Fire District, the Joint Transportation Committee, and other similar committees in addressing issues surrounding regional or sub-regional infrastructure systems. Issues which shall be coordinated include, but shall not be limited to, wastewater and potable water systems improvements within the North County area; maintenance of the fire protection and emergency medical service in the North County area; improvements to several State Roads and County Roads; solid waste and hazardous waste disposal; and plans for "district" or "urban" parks in the North County area.

Policy 7-1.5.2: Cooperation with the Treasure Coast Regional Planning Council (TCRPC). The City shall cooperate with the TCRPC in the review of regional policies and standards which require coordination with local governments including, but not limited to standards for adequate LOS for regional transportation facilities. The City of Sebastian shall coordinate with the TCRPC in all matters of regional significance in which the TCRPC desires City input, including but not limited to, development of regional impacts (DRI's), Comprehensive Plan review, Intergovernmental Coordination review of project(s) of regional significance (ICR projects).

Objective 7-1.6: Public School Facilities Intergovernmental Coordination.

The City will provide the Indian River County School Board (School Board) and Indian River County Government with the tools needed to properly plan for current and projected student populations, community growth and public school facilities and emergency preparedness issues.

Policy 7-1.6.1: Implementation of the Interlocal Agreement. The City of Sebastian will implement the procedures and policies provided in the Indian River County Interlocal Agreement for Coordinated

Planning and School Concurrency (Interlocal Agreement), as adopted February 2008, and as amended from time to time.

Policy 7-1.6.2: Providing representation. The City of Sebastian will assign representatives to take part in committees or meetings directed at establishing concurrency between the City, the School Board, the County and adjacent governments as established in the Interlocal Agreement.

Policy 7-1.6.3: Advising of proposed changes. Sebastian shall implement the procedures for the annual update process as contained in the Interlocal Agreement.

Policy 7-1.6.4: School Board Representative. A non-voting member designated and approved by the School Board, may serve on the City's Local Planning Agency to provide comments.

Policy 7-1.6.5: Emergency Preparedness. The City, through its Emergency Management Division, shall continue to provide information needed by the School Board, County and Cities for emergency preparedness purposes.

Policy 7-1.6.6: Enrollment Projections. According to state law, the School District is required to project future student enrollment and school capacity. To determine future school capacity needs, the School District will calculate both short- and long-term student enrollment projections. Student enrollment projections are based on data obtained from the following:

- School District of Indian River County
- University of Florida Bureau of Economic and Business Research (BEBR)
- Local utilities
- U.S. Census Bureau

A. Student projections based on residential growth trends in the County provide a data-driven profile of the short-term and long-term future conditions driving the demand for new public schools. The projected full-time equivalent (FTE) student counts by grade are based on cohort survival history and historic population growth estimates compiled from BEBR. Information on existing residential development and residential development anticipated over both the next five years and the long-term planning period was collected by Indian River County and the local government planning departments to verify the accuracy of student enrollment projections.

Policy 7-1.6.7: Coordination with School Board. Consistent with the **Public Schools Element,** the City and School Board will share information for coordination development plans and projects; infrastructure improvements, and siting of school facilities including additions or renovations.

Objective 7-1.7: Program Evaluation. The City annually shall develop a baseline for measuring objectives that further the goals, objectives, and policies of the Comprehensive Plan in incremental periods. Data appropriate to the **Governance & Implementation Element** may be updated concurrently with City budget adoption or amendments and consistent with Florida Statutes 163.3177.

Policy 7-1.7.1: Data updates and evaluation. The City shall update population estimates annually and utilize the latest Census data for all analysis. All Chapters of the Comprehensive Plan will be updated as required for compliance with the Evaluation and Appraisal Report (EAR) process.

Policy 7-1.7.2: Identify Obstacles or problems. The City shall identify and propose solutions for under achievement of goals, objectives and policies that are not achieving their intended outcomes.

Policy 7-1.7.3: Identify Accomplishments. The City shall identify which goals, objectives and policies are meeting their intended outcomes.

Policy 7-1.7.4: Citizen Participation. The public is encouraged to participate, the City will hold at least two public hearings on Comprehensive Plan Amendments. At least one of the hearings will be held by the Local Planning Agency (LPA) for the City prior to City Council consideration. To the greatest extent possible, the City will explore internet, television broadcasting and other communication mediums for Comprehensive Plan materials and the public hearings.

Objective 7-1.8: Conflict Resolution. Coordinate with Indian River County, neighboring jurisdictions, and other appropriate entities to address and resolve potential conflicts.

Policy 7-1.8.1: Informal Mediation Process. The City shall support Indian River County in establishing an informal mediation process for resolving intergovernmental coordination conflicts.

Policy 7-1.8.2: Mechanisms for Intergovernmental Coordination Review. The City shall participate in informal coordination forums, such as Indian River County's Comprehensive Plan Technical Advisory Committee, to share data, review comprehensive plan elements, and make decisions on countywide issues.

Policy 7-1.8.3: Coordination with the Treasure Coast Regional Planning Council. In the event that informal mediation noted in Policy 7-1.8.1 fails to resolve intergovernmental coordination conflicts, the City shall utilize the dispute resolution and mediation procedures of the TCRPC.

Goal 7-2: Capital Improvements Needs.

Provide sound fiscal means to ensure the timely and necessary installation and maintenance of public facilities needed to meet the public facility needs of residents and business establishments within the City.

Objective 7-2.1: Capital Improvement Schedule (CIS). Ensure that the necessary facilities and infrastructure will be in place to meet adopted LOS established within the Comprehensive Plan.

Policy 7-2.1.1: Capital Projects. The City shall formally adopt the CIS, identified in the Data Inventory and Analysis. Capital projects shall be defined as those projects identified within the Comprehensive Plan that are necessary to meet adopted LOS, increase the capacity or efficiency of existing infrastructure, replace failing infrastructure, or enhance facilities and infrastructure.

Policy 7-2.1.2: Components of CIS. The following facilities and infrastructure shall be included and sources of funding within the five-year period identified as part of the City's CIS these include:

- Transportation and Mobility
- Stormwater Management (Drainage)
- Sanitary Sewer (Operated and maintained by Indian River County)
- Solid Waste (Operated and maintained by Indian River County)
- Potable Water (Operated and maintained by Indian River County)

- Parks and Recreation

Policy 7-2.1.3: Priorities in Allocating Capital Improvements. Capital projects shall be prioritized according to the following criteria in the following order:

- Whether the project increases the *efficiency* of existing facilities or infrastructure.
- Whether the project represents a *logical extension* of facilities within the utility service area.
- Whether the project is *financially feasible*.
- Whether the project is *coordinated* with major projects of other agencies.
- Whether the project is necessary to meet *established LOS*.
- Whether the project *implements* the policies of the *Comprehensive Plan* as they pertain to concurrency requirements.
- Whether the project eliminates a *public hazard*.

Policy 7-2.1.4: Budget. Consistent with Chapter 163 F.S., the City shall adopt a capital budget every year as part of the annual budgeting process and shall amend the 5 Five-Year CIS and Budget accordingly.

Policy 7-2.1.5: School Budget. The City of Sebastian adopts the most recent Indian River County School District's capital improvement budget, as may be amended from time to time.

Objective 7-2.2: LOS. Coordinate land use decisions and available or projected fiscal resources with the Capital Improvements Program (CIP).

Policy 7-2.2.1: CIS Coordination with Land Use Decisions. The CIS shall be coordinated with the City's development review process to ensure that land use decisions correspond to construction of capital improvements, public facility and infrastructure capacity, and adopted LOS standards.

- All site and development projects must be financially feasible and must have identified funding sources.
- Projects that will impact the adopted LOS must have funding established through private financing, public-private development agreements, or independent special-purpose units of government.
- Projects scheduled for the first three years of the five-year CIS must have committed funding sources.

Policy 7-2.2.2: Coordination. All capital projects shall be reviewed as to their compatibility and timing in relation to capital projects being implemented or planned by Indian River County, the Florida Department of Transportation, the St. Johns River Water Management District, the Indian River County School Board, the Florida Department of Environmental Protection, and/or any other applicable government agency.

Policy 7-2.2.3: Coordinated Work Efforts. The City shall maximize financial resources and improve operational and work project efficiencies by coordinating public service and infrastructure system work efforts. Examples of such coordinated enhancements include:

- Street projects that include utility, stormwater, sidewalk, and streetscape enhancements

- Utility projects that include community parks, sidewalks, stormwater, and road enhancements
- Stormwater projects that include road, utility, and sidewalk improvements

Objective 7-2.3: Funding. Ensure that there is adequate funding to support necessary facilities and infrastructure in the City.

Policy 7-2.3.1: Funding Sources. The City shall identify and pursue funding sources including alternate sources for the construction of capital projects identified in the CIS.

Policy 7-2.3.2: Joint Funding. The City shall explore agreements with other jurisdictions to achieve adopted LOS and facility needs, consistent with the **Governance & Implementation Element** of the Comprehensive Plan before funding projects. The City shall also identify projects eligible for joint funding with other jurisdictions within the CIP during the CIP amendment process.

Policy 7-2.3.3: Adequate Funding. The City shall ensure adequate funding mechanisms are in place for transportation, stormwater, and parks projects. For those projects that are governed by another entity, such as Indian River County, the City shall continue to collect impact fees and forward those to the appropriate entity.

Policy 7-2.3.4: Adequate Transportation Funding. The City shall continue to participate in Indian River County MPO committees regarding transportation funding to ensure funding distribution for transportation projects identified in the Data Inventory and Analysis.

Objective 7-2.4: Capital Improvement Evaluation. All City capital projects shall be evaluated to determine if they meet the prioritization criteria and consistency with adopted LOS standards and/or public need.

Policy 7-2.4.1: Evaluation. The City Manager with input from City Departments shall monitor and evaluate the implementation of the **Governance & Implementation Element** annually during the City's budgetary update process.

Policy 7-2.4.2: Department Priorities. As part of the annual budget process, all City departments shall identify and prioritize capital facilities in need of refurbishment or replacement and submit those facilities for funding in the CIP. Requests for capital projects shall be evaluated for their consistency with adopted LOS standards.

Policy 7-2.4.3: Inventory Hazards. The City shall continue to maintain an inventory of any existing hazards within the City by using the hazards analysis and hazards mitigation criteria established within the *Indian River County Comprehensive Emergency Management Plan* and the City's *Coastal Resiliency Plan* and shall also identify any grant sources available to mitigate the hazards listed on the hazard inventory.

Policy 7-2.4.4: Revenue Sources. Requests for capital projects shall be evaluated for their impact on the City budget and the financial feasibility of the project based on the following criteria:

- The City's Chief Financial Officer shall determine if the capital project can be funded from existing cash, future revenues, or through borrowing. In addition, the City's Chief Financial Officer shall assign a revenue source(s) to fund the project.

- The City's Chief Financial Officer in evaluating the funding options, shall consider the effect of the improvement on future revenues, and the effect of the improvement on operation and maintenance costs.

Policy 7-2.4.5: Coordination. The City should use reasonable methods to track capital projects of any agency, which may be in conflict or may enhance the City's capital projects.

Objective 7-2.5: Debt Management. The City shall adopt policies and procedures which address the management and utilization of debt for the purposes of capital project financing. The City may use line of credit borrowing or bond anticipation notes for specific construction projects and issue revenue pledged debt at construction completion only if current funds do not provide adequate funding to pay for construction.

Policy 7-2.5.1: Bond Use Criteria. The use of revenue bonds as a debt instrument shall be evaluated based on the following criteria:

- A five (5) year projection of revenues from all funds shall be prepared and updated annually as a part of the City's budget process. This projection shall include an analysis of historic and future trends of the revenue stream.
- Revenue bonds shall be allowed to fund up to one hundred percent (100%) of the City's total debt, up to the maximum amount allowed by the criteria identified in Data Inventory and Analysis section of this Element.
- Debt will not be issued to finance normal repairs and maintenance.
- Debt can be issued to make renovations, updates, modernizations and rehabilitations provided the expenditures extend the useful life of the updated capital asset.
- The maximum ratio of total debt service (principal and interest) to total revenue shall be that percent deemed most beneficial to the City as determined by the City's Financial Advisors and its Bond Counsel based upon criteria set by the rating agencies and credit enhancement organizations.
- The impact of principal and interest revenue bond payments on the operation and maintenance of the affected utility and/or department will not require deferring current maintenance of existing infrastructure.
- The impact of bond covenants and restrictions on the City's method of accounting for depreciation, and the impact of any reserve account restrictions on the operation and maintenance of the affected utility and/or department.
- Cash restricted due to bond and grant covenants will be budgeted in accordance with the terms of the covenants.
- On an annual basis, the City will restrict the amount of cash equivalent to twenty-five percent (25%) of depreciation as reported on the prior year's annual financial statement in enterprise operations to ensure adequate repair and/or replacement of capital facilities.
- Capitalized repairs of existing infrastructure will be paid from funds restricted by debt covenants and current revenues. Debt will not be issued to finance capitalized repairs.

Policy 7-2.5.2: Debt Repayment Criteria. The use of tax revenues as a pledge for the repayment of debt shall be evaluated based on the following criteria:

- A five (5) year projection of revenues from all taxes shall be prepared and updated annually as a part of the City's budget process, and an analysis of historic and future trends in the tax revenue stream will be a part of the projection process.
- At the time of issuance of new debt, a review shall be conducted to ensure that the maximum amount of general government debt shall not exceed five percent (5%) of the City's property tax base assessed valuation reported yearly by the Indian River County Property Appraiser's office.

Policy 7-2.5.3: Long Term Lease. The City may use long term capital lease payments on lease purchases for capital projects identified within this Element, provided adequate debt service requirements are provided.

Objective 7-2.6: New Development. Consistent with Florida Statutes, the City shall ensure that new developments share a proportionate share of the costs required to maintain adopted LOS standards, through the assessment of impact fees or developer contributions, dedications, or construction of capital facilities necessary to serve new development as required in other Elements of this Plan.

Policy 7-2.6.1: Evaluation of New Development Impacts. All development order applications shall be evaluated as to the impact of the development on capital facilities and the operation and maintenance of those facilities. The evaluation shall include, but not be limited to, the following:

- Expected capital costs, including the installation of new facilities required that are related to the development.
- Expected operation and maintenance costs associated with the new facilities required by the development.
- Anticipated revenues the development will contribute, including impact fees, and user fees.

Policy 7-2.6.2: Developer's Agreements. When applicable, the City shall utilize developer's agreements to ensure the timely and appropriate installation of needed capital facilities to service new development. Such agreements will be executed under the City's constitutional home rule power and following the procedures set forth in Chapter 163.3220, Florida Statutes.

Policy 7-2.6.3: Phased Development. To ensure adequate capacity allocations for all developments, the City may require any development to use developer's agreements and/or develop in more than one phase.

Policy 7-2.6.4: Proportionate Impact Fees. The City shall continue to collect County impact fees for necessary public infrastructure and collect the City impact fees to ensure new developments contribute their proportionate share of capital project funding necessary to service new development.

Policy 7-2.6.5: Public Facilities. New developments shall be responsible for installing all public facilities necessitated by the new development, including but not limited to, internal water and sewer systems, traffic circulation systems, and internal recreation/open space facilities within their development. In addition, connections of internal systems to the City's designated major water and sewer trunk systems and traffic circulation network shall be the financial responsibility of the developer.

Objective 7-2.7: Concurrency Management. The City shall continue to operate a financially feasible Concurrency Management System for the review of all proposed developments within the City of Sebastian for their impact upon Sebastian's municipal services.

Policy 7-2.7.1: Concurrency Evaluation System. The concurrency evaluation system shall measure the potential impact of any proposal for a development permit or order upon the established minimum acceptable LOS for sanitary sewer, solid waste, drainage, potable water, parks, recreation, schools and transportation facilities, unless the development permit or order is exempt from the review requirements of this section.

Policy 7-2.7.2: Adequate Facilities. No development permit or order which contains a specific plan of development, including densities and intensities of development, shall be issued unless adequate public facilities are available to serve the proposed development as determined by the concurrency evaluation set forth in this section.

Policy 7-2.7.3: Land Acquisition. The City shall include any declared land dedication, including lands dedicated for parks, recreation and open space, within the Five-Year CIS.

Policy 7-2.7.4: Facilities Inventory and Reporting. The Growth Management Department, in coordination with Indian River County for services and facilities provided by the County, shall maintain an inventory of the available capacity within the roads, potable water, sanitary sewer, solid waste, parks and recreation facilities and other public facilities.

Policy 7-2.7.5: Reporting. Each year, the City Manager with input from the City Departments shall prepare an annual report for the City Council containing the current capacity for public services and public facilities, including any encumbrances or deficiencies. The annual report shall also identify any public facilities that will require improvements to maintain adopted LOS and recommend a schedule of improvements to avoid any reduction in the approval of development orders.

DATA INVENTORY AND ANALYSIS

Introduction

Pursuant to the requirements of Chapter 163 of the 2019 Florida Statutes, the **Governance & Implementation Element** consists of data inventory and analysis (DIA) that influences and informs the overarching goals, objectives, and policies that will guide the intergovernmental coordination and capital improvements processes.

As a local government, Sebastian works on a daily basis with other jurisdictional agencies. This takes place at all levels, from working with other municipalities, taxing authorities, special districts, County, Regional, State, and Federal agencies. Coordination is a key element to meeting the residents' needs through basic services like Police and Fire, school planning, provision of potable water, and protection of the environment.

It is important for the City to evaluate the need for public facilities as identified in other Elements of this Plan. This Element will present an analysis of the fiscal capability of the City to fund needed public facilities, recommend financial policies to guide the funding of those identified improvements, and to schedule the funding and construction of improvements in a manner necessary to ensure that capital improvements are provided when required.

Intergovernmental Coordination

Special Taxing Districts

Within the City corporate limits, there are no Independent Special Districts that levies taxes that exists solely within the municipal borders. However, there are several districts operating within Indian River county that levy an ad valorem tax assessment. These districts include: the Sebastian Inlet Taxing District, Indian River Mosquito Control District, the Indian River County Hospital District, Florida Inland Navigation District, and Indian River Soil and Water Conservation District. Additionally, the City does have a Community Redevelopment Area (CRA) funded through a tax incremental funding (TIF) district.

The function of these districts is detailed in the Indian River County Comprehensive Plan. All of the above stated Independent Special Districts were authorized through special acts or statutes enacted by the Florida legislature. The City provides information and referral services on an as needed basis in support of these districts through the Office of the City Manager, the City Clerk, and the City Engineer. Perhaps the agency the City works most closely with is Florida Inland Navigation District (FIND), FIND is responsible for providing and maintaining spoil islands, as well as dredging and maintenance of the Intercoastal Waterway in conjunction with Sebastian Inlet District. FIND has most recently partnered with the City to provide funding through the Waterways Assistance grant.

Local Water Control Districts

County-wide there are six special drainage districts established under Chapter 298 of Florida Statutes, servicing the areas outside of the City's corporate limits. They have enabling ability to collect taxes for the operation and maintenance of drainage facilities outside the City's drainage district. As the City has grown they have worked closely with the Sebastian River Improvement District (SRID). The other districts in the County include Indian River Farms Water Control District, St. John's Water Control District, Fellsmere Water Control

District, Vero Lakes Water Control District and Delta Farms Water Control District. Within the City limits, the City is responsible for the operation and maintenance of the City owned drainage facilities.

Regional Agencies

St. Johns River Water Management District. St. Johns River Water Management District (SJRWMD) is a multi-county regional agency responsible for the management and use of water resources in the St. Johns River Basin. SJRWMD has regulatory authority over the use of land and may require administrative review and permitting of development proposals. A development proposal may be required to obtain a consumptive use permit, storage of surface water permit, underground injection well or construction permit. SJRWMD's office in Melbourne has primary responsibility for coordination of these permitting procedures. The City Engineer maintains principal liaison with SJRWMD.

Treasure Coast Regional Planning Council. The Treasure Coast Regional Planning Council (TCRPC) has the responsibility for developing regional growth management policies for the Treasure Coast region, including Palm Beach, Martin, St. Lucie and Indian River Counties. Pursuant to §163.3184, F.S., the Treasure Coast Regional Planning Council also has the authority to review Comprehensive Plans, or portions thereof, in order to ensure consistency with the Regional Plan's goals, objectives, and policies. Similarly, the TCRPC is responsible for identifying inconsistencies in policies of local plans and those of the TCRPC Regional Plan. The TCRPC also may submit recommendations to the State requesting modification in local plans. The Growth Management Director is the City's principal liaison on technical issues surrounding the City's Comprehensive Plan and regional planning activities. The Planning and Zoning Board and the City Council maintain responsibility for managing policy issues surrounding regional planning activities.

State Agencies

Department of Economic Opportunity. The Florida Department of Economic Opportunity (DEO) is headquartered in Tallahassee. Secretary appointed by the Governor administers the Department. DEO administers a variety of grant programs designed to assist local governments in improving growth management resources, community infrastructure, and service delivery systems.

Department of Environmental Protection. The Departments of Natural Resources (DNR) and Environmental Regulation (DER) merged in 1993 to form the Department of Environmental Protection (DEP). DEP has the dual purpose of:

- Protecting and conserving Florida's natural resources, managing State owned lands/aquatic preserves, and
- Regulating industrial waste, air pollution emission, hazardous wastes, potable water usage, solid waste disposal, dredge and fill activities, and alteration to environmentally sensitive areas.

DEP also works in coordination with Florida's five regional water management districts. DEP is headquartered in Tallahassee. A Secretary appointed by the Governor administers the Department.

Department of Transportation. The Florida Department of Transportation (FDOT) directs planning functions and coordinates maintenance and development of Florida's transportation system. FDOT has authority to direct the design, construction, maintenance, and related activities of the Florida Highway System. FDOT is responsible for the maintenance of U.S. Highway 1, the major north-south transportation corridor within the City of Sebastian. The FDOT has some regulatory authority over the use of land along State roads, including

setting design standards for curb cuts on the State's major highway system. The District IV office in Fort Lauderdale is the governmental entity responsible for such coordination. The City Engineer maintains principal liaison with FDOT. FDOT also administrates funds for the Federal Highway program.

Department of State. The City of Sebastian coordinates with the Florida Department of State primarily in managing issues relating to state archives and records, historic sites and properties, libraries, and fine arts. The City maintains a particularly close relationship with the Division of Archives, History and Records Management in addressing comprehensive planning issues surrounding historical and archaeological sites of significance. The Department of State is also the City's principal source for obtaining rules and regulations promulgated by State agencies. Similarly, the City coordinates with the Department of State in carrying out regulatory procedures of State administrative law which require interaction with the Department of State.

Department of Health. The Florida Department of Health (DOH) coordinates with the City of Sebastian on issues related to public health and environmental control. DOH incorporates not only conventional public health functions but also environmental health programs. The latter entity is charged with managing a broad range of environmental issues, including septic tank/cesspit inventory and regulation, water quality, and pollution control.

Florida Division of Emergency Management. In 2018, the City renewed its agreement to be an active participant in the Indian River County Comprehensive Emergency Management Plan. This will maximize the full effective use of state-wide participating governments in the event of an emergency or disaster.

Department of Children and Family Services. The Florida Department of Children and Family Services (DCFS) coordinates with the City of Sebastian on issues surrounding delivery of rehabilitative, social and medical services for children, family, and elderly, including services directed towards special needs.

Florida Fish and Wildlife Conservation Commission. The Florida Fish and Wildlife Conservation Commission (FFWCC) coordinates with the City of Sebastian primarily through the review of projects that may have potential impacts on local fish and wildlife habitat or which may intrude on and disturb habitats of endangered species. FFWCC, for instance, coordinates with the Police Department marine unit for patrolling the Indian River Lagoon as well as providing technical assistance on other wildlife requests.

Florida Department of Agriculture and Consumer Services (DACS). The City of Sebastian coordinates with the DACS, including Division of Forestry as well as the Agricultural Agent Extension Service which maintain personnel within Indian River County. The City staff and residents receive technical assistance, consumer related services, and publications, which address a broad range of special services provided by these services entities. The City works with the Division of Forestry on maintenance of urban tree canopy concerns as well as participating in the Tree City USA program.

Federal Agencies

Federal Aviation Administration (FAA). The FAA has the responsibility for regulations governing the placement and specifications of structures built within the airport boundary. The manager of the airport is the City's principal liaison with the FAA.

US Fish and Wildlife Service (FWS). The FWS has the responsibility for the conservation of protected fish, wildlife or plant species that are threatened or endangered, as well as conserving their habitats. The Sebastian area is home to several species that are either federally or state listed as threatened,

endangered or species of special concern. Sebastian is also home to the first wildlife refuge, Pelican Island.

County Agencies

School District of Indian River County. The City of Sebastian has maintained effective liaison with Indian River County School Board and its staff. The School District is responsible for public education in the entire county. To fulfill that responsibility, the School plans for the location of new schools, as well as renovation and additions to existing schools to meet student needs. In order for the school district to efficiently and realistically plan for future schools – they must coordinate with local municipalities. The City invites the School Board to participate in review of new development with a seat on the Planning and Zoning Commission. Additionally, the City participates on a county wide working group to review proposed school projects. The City partnered with the other Cities and the County for an Interlocal Agreement for School Concurrency in 2003. The most recent Interlocal Agreement was adopted in 2008.

Indian River County Soil Conservation District. The Indian River County Soil Conservation District is the Indian River County agency responsible for carrying out the localized responsibilities of the NRCS as identified above.

Indian River County Environmental Health Unit. The Indian River County Environmental Health Unit has responsibility for monitoring septic tanks and potable water in Indian River County.

Indian River County Metropolitan Planning Organization. The membership of the Indian River County MPO is the primary agency responsible for transportation planning throughout the County. The MPO consist of nine voting members representing the local governments within the County, two non-voting representatives from the Florida Department of Transportation, a non–voting representative from the School Board, and a non-voting representative from the Town of Orchid. The MPO has legislative authority to develop and adopt plans and set priorities for the funding and programming of improvements to the transportation system. The MPO has three advisory committees: the Technical Advisory Committee, the Citizens Advisory Committee and the Bicycle/Pedestrian Advisory Committee.

Community Development. Intergovernmental coordination exists at the staff level of the Indian River County Planning Department and the City of Sebastian Building Department and the City of Sebastian Growth Management Department. The Indian River County Planning Department assists the City of Sebastian Building Department by reviewing multi-family, commercial and industrial development proposals in order to ascertain traffic impact fees. County staff provides information regarding any applicable traffic impact fees that the County assesses based on projected transportation infrastructure impacts generated by respective developments within the City.

Indian River County Department of Utility Services. The City of Sebastian receives all central water and wastewater service from Indian River County Utility Department. IRCDUS reviews new development plans and provides input on connecting to existing water and service utilities as well as expanding those utilities throughout the community.

Other Agencies

Marine Fisheries Commission (MFC). The MFC is a seven member committee appointed by the Governor which is delegated full rulemaking authority over marine life, with the exception of endangered species. The

MFC makes recommendations to the State regarding estuarine environmental quality, including the impacts of existing and proposed development on estuarine resources.

Indian River Lagoon National Estuary Program. This agency shares a specialize focus on the Indian River Lagoon, Sebastian's eastern shoreline. The City provides an office and meeting space to the Indian River National Estuary Program (IRLNEP), so that they may have a centralized location to discuss the preservation and restoration of the Indian River Lagoon.

Treasure Coast Regional League of Cities. In 2007 the Treasure Coast League of Cities was organized to promote communication among the municipal leaders of the Treasure Coast region, to foster cooperative action in meeting common needs. City Council has appointed a member of this League since inception.

Sebastian River Historical Society. The Sebastian River Historical Society (SRHS) is responsible for identifying historically significant dwelling units within the City of Sebastian. The SRHS has provided the City signage for the two National Register Historic Districts within the City, Old Town Sebastian West and Old Town Sebastian East, and maintains a museum within City facilities. The City provides advertising on COS Channel 25 for their historical presentations which provides an entertaining and educational benefit to the residents.

Franchise Agreements and Related Services

Florida Power and Light Corporation. The City of Sebastian maintains two franchise agreements with the Florida Power and Light Corporation for street lighting and general electricity.

Waste Management. The City maintains a franchise agreement with Waste Management for solid waste collection services within the City.

Florida City Gas. To meet the demand to find alternative resources, the City has granted a non-exclusive franchise to Florida City Gas to permit the construction, maintenance, and operations of gas within the City.

Intergovernmental Coordination of Areas of Critical State Concern

A portion of the City of Sebastian eastern City limits abuts the Indian River Lagoon. In 1986, the State of Florida designated the segment of Indian River Lagoon which extends from Malabar to Vero Beach as an Aquatic Preserve. This action imposes a number of regulations and restrictions on lands adjacent to the estuary. The City continues to work towards improving quality of the stormwater runoff, which indirectly enters the Indian River Lagoon. The City works with the State Department of Environmental Protection to ensure that all regulations and requirements are met.

Intergovernmental Agreements

Fire and Emergency Services Interlocal Agreement. The City of Sebastian has an interlocal agreement with Indian River County and the City of Fellsmere which established the North County Fire District. This interlocal agreement stipulates the basic organizational and financial framework for providing fire protection services within the district as elaborated in the Indian River County Comprehensive Plan. The fire and ambulance service is coordinated with the Indian River County Sheriff's 911 emergency service system.

Indian River County Emergency Services District. To improve services to the residents and those building contractors that do business within the City, the City entered into an agreement for fire prevention and life safety services to review construction plans, conduct inspections to compliance with the Florida fire prevention code and life safety code with the Indian River County Emergency Services District.

Sebastian Police Department. The Sebastian Police Department is in mutual aid agreements with the neighboring Fellsmere, Indian River Shores, Indian River Sheriff's Office, and Vero Beach Police Departments to ensure the lives and property of people will be protected and preserved across jurisdictional lines. In 2017 the Sebastian Police Department entered into a memorandum of understanding with the Florida Department of Juvenile Justice (DJJ) for the purpose of responding to prolific juvenile offenders. Beginning March 2018, the Sebastian Police Department assigned a School Resource Officer to Pelican Island Elementary and Sebastian Elementary School to ensure the safety and security of students, teachers and staff on campus per F.S.1006.12. In 2019, the Sebastian Police Department entered into an agreement with the 19th judicial/circuit regarding prearrest diversion programs for juveniles.

Water and Wastewater Interlocal Agreement with Indian River County. On January 14, 1987, the City of Sebastian entered into an intergovernmental agreement with Indian River County to provide water and sewer services to the residents of Sebastian. The agreement authorizes Indian River County to levy special assessments in order to provide water and waste water services. The County Utility Services Department has the primary responsibility for coordinating such county based utility services within the City of Sebastian. Technical issues are coordinated through the City Engineer.

Interlocal Agreement for School Concurrency. On February 13, 2008, the City of Sebastian entered into an intergovernmental agreement with Indian River County and the Cities of Fellsmere, Indian River Shores and Vero Beach that outlined the policies and procedures for school concurrency. The ILA as the first step in process that benefits the community by more closely coordinating residential land use and school facilities planning programs. These benefits include: (1) better coordination of new schools in time and place with land development, (2) greater efficiency for the School Board, Cities and County through the reduction of student travel times and the placement of schools to take advantage of existing and planned roads, water lines, sewer lines and parks, (3) improved student access and safety through coordination of school construction with local government road and sidewalk construction, (4) better location and design of schools so that they serve as community focal points, (5) improved location and design of schools with parks, ball fields, libraries, and other community facilities to take advantage of joint use opportunities, and (6) better location of new schools and expansion and rehabilitation of existing schools in order to reduce pressures contributing to urban sprawl.

Joint Planning and Service Agreements

The City has coordinated some of its planning issues with Indian River County, which borders the City on all sides. Concerns such as traffic circulation, adjacent land uses, preservation of natural areas, and adequate public facilities are addressed from an areawide perspective. The City entered into an agreement in 2017 with Indian River County to ensure land use adjacent to the Sebastian Municipal Airport is compatible with normal airport operations. Currently the City and County are partners in the Habitat Conservation Plan outlining management strategies and best practices for the Florida Scrub Jay, a protected species.

Joint Meetings Used to Further Intergovernmental Coordination.

The City of Sebastian and its officials are active in a number of planning related joint meetings with the Indian River County Board of County Commissioners held for purpose of achieving coordination of issues related to:

- North County Fire District,
- Water and wastewater service, Transportation impact fees
- Stormwater management and drainage, and
- Planning issues which transcend the lines of political jurisdiction.

The City frequently is represented on the Treasure Coast Regional Planning Council as the County's municipal representative, a seat to which the County Commissioners appoint an elected municipal official. The County rotates the selection among County municipalities. The City coordinates with St. Johns River Water Management District on issues of joint concern.

Analysis of Strengths, Weaknesses and Opportunities of Interlocal Coordination

The City of Sebastian coordinates with a number of other governments or governmental agencies which affect land development. City Staff have identified a number of issues which would benefit from improved intergovernmental coordination and these issues together with intergovernmental coordination mechanisms are delineated below.

Communication. At the local level, coordination and communication between the City and the County functions well. However, there is not yet a formalized procedure to deal with interjurisdictional impacts. It is anticipated that the Interlocal Service Boundary Agreement (ISBA) will address that issue and provide better mechanism.

Coordination. Coordination with State and Regional Agencies is an area that needs improvement. City Staff have taken steps to increase communication with these agencies, however, Staff is not always appraised of enforcement issues, permit applications, and consent orders when Regional and State agencies have issues with a property owner within the City limits. Additionally, State agencies do not always keep local government apprised of changes in rules and regulations. This can result in a lack of clear understanding and/or duplication of state regulations for both applicants and City staff.

Traffic Circulation. The City continues to coordinate with Indian River County in planning for major traffic circulation system improvements. However, there is currently not a mechanism for addressing inter-jurisdictional impacts of vehicle trips inside and outside municipal limits. As the county has grown in population, the need for better coordination is evident. While it is easier and less burdensome for local government to not consider inter-jurisdictional impacts, there are benefits to both parties for improved coordination. It is anticipated that an Interlocal Service Boundary Agreement (ISBA) will provide better mechanisms.

Sanitary Sewer and Potable Water Systems. The County has made substantial progress in providing potable water and wastewater system to residents. The City has granted Indian River County franchise agreements to provide water and wastewater service to the City. County Utility water and sewer is provided within new subdivisions and the County continues to work with businesses for expansion of sanitary sewer. The availability of potable water for all future development is an area of concern.

Capital Improvements

Overview

Facilities will be provided either by property owners and/or developers as they develop their property in order to meet the requirements of the City's LDC; or facilities will be provided by public agencies, including the City. All capital projects shall be reviewed as to their compatibility and timing in relation to capital projects being implemented or planned by Indian River County, the Florida Department of Transportation, the St. Johns River Water Management District, the Indian River County School Board, the Florida Department of Environmental Protection, and/or any other applicable government agency.

Needed capital improvements are those that are necessary to meet the adopted level of service (LOS) standards identified in other Elements of this Plan. LOS are used to indicate whether public facilities are adequate to meet the needs of the City's future populations. LOS is a standardized measure of infrastructure operating conditions and is generally defined with reference to a benchmark; a measure of effectiveness.

The City of Sebastian public facilities that require identification and funding are:

Transportation: Roadways that are under the jurisdiction of the City and County, and those roadways which need funded improvements.

Sanitary Sewer: Sanitary sewer treatment and effluent disposal facilities necessary to serve the existing and future population of the City. This includes coordination with Indian River County to ensure those facilities are available when needed, and recommendations for adequate sanitary sewer facilities.

Solid Waste: Solid waste disposal facilities to service the City's existing and future population. This includes coordination with Indian River County to ensure those facilities are available when needed, and recommendations for adequate solid waste collection methods.

Drainage: Drainage systems necessary to meet recommended LOS for stormwater quality and conveyance. Provision of said services and facilities shall include coordination with Indian River County and the Saint Johns River Water Management District (SRWMD), for improvements to systems and basins which serve the City but are outside its jurisdiction.

Potable Water: Potable water treatment facilities necessary to serve the existing and future population of the City. This includes coordination with Indian River County to ensure those facilities are available when needed, and recommendations for adequate potable water facilities.

Recreation/Open Space: Land area necessary to meet the recommended LOS

Funding Sources

The City of Sebastian utilizes numerous sources to fund operation and capital expenses in the City. The City has employed methods described in this Element in addition to its standard annual budgeting procedures to allocate funds for specific purposes. An overview of various funding sources utilized for capital project funding is presented below.

General Fund Revenue Sources

Ad Valorem Taxes (Property Taxes). Ad valorem taxes include revenue from non-exempt property taxation.

Franchise Fees. Franchise fees are paid by utility providers (electricity, natural gas, solid waste) for their use of City streets and property in providing their services. The City assesses a franchise fee for the electric utility and the solid waste collection services.

Licenses, Permits and Fines. All businesses operating in the City are required to pay a local business tax. Fees for driveway permits, zoning, site plan review, plat review and alarm permits, provide income from this revenue source. Fines for parking tickets, court fines, code enforcement fines, and the like provide additional income.

Intergovernmental Revenue. Intergovernmental revenues are funds collected by the State or County and shared with other local government units. Major sources of shared revenue include the cigarette tax, State revenue sharing, beverage licenses, mobile home licenses, motor fuels tax, half-cent sales tax and occupational licenses.

Interest Income. Interest income is revenue earned on funds that have been invested by the City.

Other Charges for Services/User Fees. Service and user fees are charges for services provided by the City that are paid by the users to fully or partially cover the costs to provide services.

Utility Services Taxes. Utility taxes are assessed at a certain rate of the monthly purchase price on purchases of electricity, water, and propane and natural gas services on customers within the City limits.

Communication Services Taxes. The Communication Service Tax replaced the franchise fee for dealers of communications services (including, but not limited to, phone and cable TV services).

Other Funds Revenue Sources

Impact Fees. These fees are charged concurrent with new development and contribute toward payment for infrastructure needs, but not operational costs, which directly result from new development. The only impact fee revenue included in the City's budget is currently assessed for parks and recreation. The City collects impact fees for Indian River County for transportation, emergency services, sanitary sewer, solid waste and potable water.

Special Assessments. Special assessments are levied against residents, agencies or districts that directly benefit from the service or facility.

Special Fees. The City established the Sebastian Stormwater Utility in 2001, which levies an annual fee on a per unit/property basis throughout the community.

Enterprise Funds. Enterprise funds are used to account for City services that are operated in a manner similar to private business enterprises where the intent is that the costs (expenses including depreciation) of providing goods and services to the general public on a continuing basis be financed or recovered primarily through user charges. Examples of these are the Building Department Fund, Golf Courses and the Airport.

Local Option Gas Tax (LOGT). The LOGT is an established cent gallon tax levied by Indian River County. The tax funds are distributed to participating cities within the county on a percentage basis determined by the cities' populations and amount of annual transportation-related expenditures.

Discretionary Sales Taxes. The discretionary sales tax is the additional one-cent sales tax levied by Indian River County. The tax funds are distributed to participating cities within the County on a percentage basis determined by the cities' populations.

Tax Increment Fund (TIF) Revenue. TIF revenue is tax revenue that is attributable to the increase in property values due to the improvements within the City's Riverfront Redevelopment Area. The additional tax revenue that is received from the affected properties is referred to as the tax increment. This TIF revenue may be used for capital projects located within the City's Riverfront Redevelopment Area.

Law Enforcement Forfeiture Fund. This fund is used to account for the receipt of forfeited cash and equipment associated with police activities. The use of these funds is restricted to police related equipment purchases and community education initiatives.

General Obligation Bonds. These bonds are backed by the full faith and credit of the local government and must be approved by voter referendum. They offer low interest for carrying less risk since they are secured by government taxing power. Capital improvements financed through general obligation bonds should be used only for projects benefiting the whole City. Currently, the City has no General Obligation Bonds.

Revenue Bonds. Funds raised from revenue bonds may be used for projects benefiting a specific group since charges collected from users of the improvement are applied directly to the debt service on these bonds. In this respect, the projects are self-supporting. Revenue bonds pay higher interest and their issuance may be approved by the City Council without voter approval.

Industrial Revenue Bonds. Though the local government issues these bonds, the debt is assumed by the companies or industries that use the revenues for construction of utility plants or facilities. Because they are tax-exempt and low interest, industries are attracted to this type of bond. Local government can transfer the actual liability to provide interest while garnering employment and economic benefits for the community.

Federal and State Grants and Loans. Federal funds are allocated to state agencies that administer block grants or are disbursed as block grants directly to state and local agencies or other eligible organizations. The purpose of the block grant program is to enable greater latitude by recipients in the actual use of the funds. These funds are generally a non-recurring source and cannot be accurately projected for budgeting purposes. Several federal agencies offer direct loan programs that allow limited ability for the City to finance capital improvements. State loans, however, can be used to finance capital projects such as land acquisition for low-income housing.

Prioritization

The various Elements of this plan discuss and analyze capital improvements necessary to address existing deficiencies and provide facility expansion to meet projected growth. The methods of project prioritization of the identified capital improvements provide a means to determine the relative priority of each capital project, the City will use the following criteria to prioritize projects:

- Whether the project increases the efficiency of existing facilities or infrastructure.
- Whether the project represents a logical extension of facilities within the urban service area.
- Whether the project is financially feasible.
- Whether the project is coordinated with major projects of other agencies.
- Whether the project is necessary to meet established levels of service.
- Whether the project implements the policies of the Comprehensive Plan as they pertain to concurrency requirements.
- Whether the project eliminates a public hazard.

Financial Feasibility

The Five-Year Capital Improvement Schedule provides the foundation of an annual planning process that allows the City to meet its capital improvement needs and maintain its adopted LOS standards based on

projected growth and available existing capacity. The revenue sources described herein are projected to be adequate to fund the projects identified in the Five-Year Capital Improvements Schedule.

CAPITAL IMPROVEMENTS PROGRAM

The City Council adopts a five-year capital improvements program which includes the first year as part of the annual budget, and the remainder of the program is updated each year. The current Capital Improvement Program (CIP) document is a guide to determining and establishing priorities based upon the condition of each Element of the Comprehensive Plan and the capital improvements needed to maintain adopted LOS standards. The CIP is the implementing portion of the City's Capital Improvements Plan. Below is the adopted CIP for the 2020-2025 planning period.

~~CITY OF SEBASTIAN~~

~~CHAPTER 8: INTERGOVERNMENTAL COORDINATION~~ GOVERNANCE AND IMPLEMENTATION ELEMENT GOALS, OBJECTIVES, POLICIES

~~(Reference: §9J-5.015(3), F.A.C.)~~

~~§-1 Intergovernmental coordination goals, objectives and implementing policies. This section stipulates goals, objectives, and implementing policies for the Intergovernmental Coordination Element pursuant to 163.3177(6)(h), F.S., and §9J-5.015(3), F.A.C.~~

Goal 7-1 ~~8-1~~: Provide Mechanisms for Improved Intergovernmental Coordination. The City shall undertake actions necessary to establish governmental relationships designed to improve the coordination of public and private entities involved in development activities and resource conservation. The following objectives and policies have been organized based on each Element of this Plan for ease of reference.

Objective ~~8-~~7-1.1: ~~Intergovernmental Coordination and Coordination of Comprehensive Plan with Indian River County, the Region and the State.~~ General. The City of Sebastian shall continue to coordinate amendments to and implementation of the City's Comprehensive Plan with the plans of Indian River County, Indian River County School Board, and other units of local government through the Indian River County Comprehensive Plan Technical Committee (Technical Committee). Additionally, the City shall work with the Treasure Coast Regional Planning Council (TCRPC) to coordinate amendments to and implementation of the City's Comprehensive Plan with the plans of the TCRPC and the State.

Policy ~~8-~~7-1.1.1: Responsible Entity for Intergovernmental Coordination. The City Council shall be responsible for ensuring an effective intergovernmental coordination program for the City. The City's Director of Community Development or ~~his~~ their designated representative shall represent the City on the ~~Indian River County~~ Technical ~~Coordination~~ Committee.

Policy ~~8-~~7-1.1.2: Coordination with Adjacent Jurisdictions. The City shall ~~file a written request~~ coordinate with Indian River County ~~to receive copies of~~ regarding proposed comprehensive plans as well as future amendments for the City's review for purposes of intergovernmental coordination and to promote consistency within and between the adopted comprehensive plans. ~~the City's adopted plan~~.

Policy ~~8-~~7-1.1.3: Coordination of Development and Growth Management Issues. The City shall pursue resolution of development and growth management issues with impacts transcending the City's political jurisdiction, by participating in the Indian River County Metropolitan Planning Organization (MPO) Technical Advisory Committee. Issues of regional and state significance shall be coordinated with the regional or State agencies having jurisdictional authority as applicable. Issues to be pursued include but are not limited to the following:

- Impacts of development proposed in the Comprehensive Plan on Indian River County, adjacent municipalities, the region, or the State.
- Indian River County land development activities adjacent to the City's corporate limits.
- City of Sebastian land development activities adjacent to the unincorporated area of the County.
- Potential annexation issues.
- Proposed North County central water and wastewater systems.
- Areawide drainage and stormwater management master plan, proposed improvements, and implementing programs.
- ~~o~~ Solid waste disposal~~, especially improvements required in order to comply with the 1988 Solid Waste Recovery Act.~~
- Transportation improvements impacting the City and adjacent areas (especially designated arterials and major collector streets).
- Level of service (LOS) standards for infrastructure components identified in the **Infrastructure Element** system impacting the City and adjacent unincorporated areas.

- Natural resource conservation, including the Indian River Lagoon, the Sebastian River, and Collier Creek.
- Parks and recreation facilities
- Coordination and implementation of the FDOT ~~F-DOT~~ 5-year Transportation Plan and County road improvement strategies managed through the Indian River County Joint Transportation Coordinating Committee.
- Coordination and implementation of ~~the SJRWMD/FDEP Indian River Lagoon SWIM Program and~~ the Indian River Lagoon Comprehensive Conservation and Management Plan for restoring the Indian River Lagoon.
- Participate in the development of updates to the SJRWMD's ~~St. John's River Water Management District's~~ Water Supply Assessment and District Water Supply Plan; and in other water supply development-related initiatives facilitated by the SJRWMD ~~St. John's River Water Management District~~ that affects the City.

Objective 7-1.2: Land Use Intergovernmental Coordination. The City shall maintain the Land Development Code (LDC) to incorporate administrative procedures to ensure efficient coordination of land and water management issues surrounding proposed development are carried out in a timely manner with all public entities having jurisdictional authority.

Policy 7-1.2.1: Implementing Intergovernmental Coordination. The City shall require that development applications be coordinated, as appropriate, with Indian River County, the Indian River County School Board, other special districts, the TCRPC, the SJRWMS, as well as applicable State and Federal agencies prior to issuance of a development order or permit. The City shall coordinate with the TCRPC in meeting regional policies contained in the Regional Comprehensive Policies Plan.

Policy 7-1.2.2 ~~8-1.1.5~~: Coordination of Development Approvals. The City shall maintain LDC's which include administrative and site plan review criteria that require applicants for development approval to obtain permits from County, regional and State agencies having jurisdiction prior to granting a final development order from the City.

Objective 7-1.3: Transportation and Mobility Intergovernmental Coordination. Consistent with the **Transportation & Mobility Element** the City's transportation and mobility system shall be coordinated with the work plans and programs of Indian River County, FDOT, the Florida Transportation Plan, and the Indian River County MPO.

Policy 7-1.3.1: Workshops. The City shall coordinate its future transportation needs by attending, when necessary, public hearings and workshops on the FDOT's Five- Year Transportation Plan and Adopted Work Program.

Policy 7-1.3.2: Updates. The City Planning and Public Works Departments shall review subsequent versions of the FDOT Five-Year Transportation Plan and Adopted Work Program, in order to update or modify the **Transportation & Mobility Element**, as necessary.

Policy 7-1.3.3: Indicators. The City shall use County and State numerical indicators for measuring the achievement of City mobility goals. Numerical Indicators shall include:

- Modal Splits;
- Annual Transit Trips Per Capita; and
- Automobile Occupancy Rates.

Policy 7-1.3.4: Sebastian Municipal Airport. The City shall continue to operate and maintain the Sebastian Municipal Airport in accordance with Federal Aviation Administration and Florida Department of Transportation standards and requirements.

Objective 7-1.4: Conservation and Coastal Management Intergovernmental Coordination. The City shall coordinate with Indian River County through the Technical Committee and regional and state agencies as applicable on

development and resource conservation activities.

Policy 7-1.4.1: Intergovernmental Coordination Within the Coastal Area and For Managing Conservation Activities. The City shall coordinate with Indian River County and appropriate regional, State, and federal agencies in managing coastal resources. The City shall establish an intergovernmental coordination mechanism in order to manage coastal resources within the jurisdiction of more than one local government or public agency and assist in implementing appropriate portions of existing multi-jurisdictional resource planning and management plans addressing the coastal area, including the Indian River Lagoon and other natural systems within the City. The City shall also coordinate with Indian River County, the SJRWMD, and the State in promoting protection of fisheries, wildlife, and wildlife habitats.

Policy 7-1.4.2 ~~Objective 8-1.4~~: Multi-jurisdictional environmental issues. ~~As~~ A t a minimum, twice annually the City shall coordinate with the ~~Indian river county technical coordinating committee~~ Technical Committee and/or other similar organization established by the County to ensure consistent and coordinated management of multi-jurisdictional environmental issues. The City shall similarly coordinate annually with the east central Florida Marine Resources Council on matters surrounding preservation of the Indian River Lagoon, the Sebastian River, water quality, and other development issues impacting marine resources.

Policy 7-1.4.3 ~~8-1.4.1~~: Liaison with Permitting Agencies. The City shall maintain ~~Establish~~ relationships with County, State, and federal agencies which have permitting responsibility within the City of Sebastian.

Policy 7-1.4.4 ~~8-1.4.2~~: Management of Water Quality and Other Resource Management Issues Impacting the City and the Indian River Lagoon. ~~In order to effectively manage the impacts of development on natural resources,~~ The City shall coordinate with the SJRWMD for best practices to effectively manage the impacts of development on natural resources. The City shall continue to participate in the Marine Resources Council and in the implementation of the Council's Management Plan for the Indian River Lagoon.

~~**Policy 8-1.1.4: Coordinating Provision Services and Information.** The City shall provide information and services concerning impacts of the Comprehensive Plan on development and resource conservation activities. Such coordination shall involve Indian River County through the Indian River Technical Coordination Committee and shall involve public agencies in the region and the State by effectively interacting with such agencies as the respective agencies carry out their functions. Such information shall include providing information and services needed for the City to efficiently execute the respective programs of regional and State agencies.~~

~~**Policy 8-1.1.5: Coordination of Development Approvals.** The City shall maintain land development regulations (LDRs) which include administrative and site plan review criteria that require applicants for development approval to obtain permits from County, regional and State agencies having jurisdiction prior to granting a final development order from the City.~~

Objective 7-1.5 ~~8-1.3~~: Infrastructure and Capital Improvements Intergovernmental Coordination. ~~**Systems and Level of Service Standards.**~~ The City will maintain the adopted concurrency management program ~~(refer to Objective 9-1.5)~~ identified in the ~~**Capital Improvements Program**~~ **Governance & Implementation Element** that requires specific issues surrounding ~~level of service~~ LOS standards for existing and proposed public facilities within the City and adjacent areas be coordinated with all State, regional, or local agencies or private entities having existing or proposed future responsibility for the operation and maintenance of such facilities. ~~This objective shall be measured through the implementation of the following policies.~~

Policy 7-1.5.1 ~~8-1.3.1~~: Coordinate Regional/Sub-Regional Infrastructure Issues. The City shall work with various Indian River County Special Committees, including the North County Water and Wastewater District, the North County Fire District, the Joint Transportation Committee, and other similar committees in addressing issues surrounding regional or sub-regional infrastructure systems. Issues which shall be coordinated include, but shall not be limited to, wastewater and potable water systems improvements within the North County area;

maintenance of the fire protection and emergency medical service in the North County area; improvements to several State Roads and County Roads; solid waste and hazardous waste disposal; and plans for "district" or "urban" parks in the North County area.

Policy 7-1.5.2 ~~8-1.3.2~~: Cooperation with the Treasure Coast Regional Planning Council (TCRPC). The City shall cooperate with the ~~Treasure Coast Regional Planning Council~~ TCRPC in the review of regional policies and standards which require coordination with local governments including, but not limited to ~~. Foremost, among such issues shall be assessment of~~ standards for adequate ~~levels of service~~ LOS for regional transportation facilities. ~~However,~~ The City of Sebastian shall coordinate with the TCRPC in all matters of regional significance in which the TCRPC desires City input, including but not limited to, development of regional impacts (DRI's), Comprehensive Plan review, Intergovernmental Coordination review of project(s) of regional significance (ICR projects).

Objective 7-1.6: Public School Facilities Intergovernmental Coordination. The City will provide the Indian River County School Board (School Board) and Indian River County Government with the tools needed to properly plan for current and projected student populations, community growth and public school facilities and emergency preparedness issues.

Policy 7-1.6.1: Implementation of the Interlocal Agreement. The City of Sebastian will implement the procedures and policies provided in the Indian River County Interlocal Agreement for Coordinated Planning and School Concurrency (Interlocal Agreement), as adopted February 2008, and as amended from time to time.

Policy 7-1.6.2: Providing representation. The City of Sebastian will assign representatives to take part in committees or meetings directed at establishing concurrency between the City, the School Board, the County and adjacent governments as established in the Interlocal Agreement.

Policy 7-1.6.3: Advising of proposed changes. Sebastian shall implement the procedures for the annual update process as contained in the Interlocal Agreement.

Policy 7-1.6.4: School Board Representative. A non-voting member designated and approved by the School Board, may serve on the City's Local Planning Agency to provide comments.

Policy 7-1.6.5: Emergency Preparedness. The City, through its Emergency Management Division, shall continue to provide information needed by the School Board, County and Cities for emergency preparedness purposes.

Policy 7-1.6.6: Enrollment Projections. According to state law, the School District is required to project future student enrollment and school capacity. To determine future school capacity needs, the School District will calculate both short- and long-term student enrollment projections. Student enrollment projections are based on data obtained from the following:

- School District of Indian River County
- University of Florida Bureau of Economic and Business Research (BEBR)
- Local utilities
- U.S. Census Bureau

A. Student projections based on residential growth trends in the County provide a data-driven profile of the short-term and long-term future conditions driving the demand for new public schools. The projected full-time equivalent (FTE) student counts by grade are based on cohort survival history and historic population growth estimates compiled from BEBR. Information on existing residential development and residential development anticipated over both the next five years and the long-term planning period was collected by Indian River County and the local government planning departments to verify the accuracy of student enrollment projections.

~~Objective 8-1.5~~ **Policy 7-1.6.7: Coordination with School Board.** Consistent with the **Public Schools Element**, the City and School Board will share information for coordination development plans and projects; infrastructure improvements, and siting of school facilities including additions or renovations.

~~**Objective 8-1.2: Conflict Resolution.** As meetings are convened by Indian River County, the City shall participate on the Indian River County Technical Advisory Committee, using this Committee as an informal forum for resolving conflicts among Indian River County, municipalities within the County, the School Board, and other special purpose districts or entities which provide services but do not have regulatory authority over the use of land.~~

~~**Policy 8-1.2.1: Informal Mediation Process.** The City shall work with and support Indian River County efforts to establish an informal mediation process for solving intergovernmental coordination problems among local governments and other units of local governments providing services but not having regulatory authority over the use of land.~~

~~**Policy 8-1.2.2: Mechanisms for Intergovernmental Coordination Review.** The City shall use the Indian River County Technical Coordinating Committee structure as an informal conflict resolution forum to assist resolution of intergovernmental coordination problems.~~

~~**Policy 8-1.2.3: Coordination with the Treasure Coast Regional Planning Council.** Where the City is unable to resolve intergovernmental conflicts through the Indian River County Technical Coordinating Committee structure, the City Council shall use informal mediation processes provided by the Treasure Coast Regional Planning Council.~~

~~**Objective 1.6 8-1.3: Infrastructure and Capital Improvements Intergovernmental Coordination. Systems and Level of Service Standards.** The City will maintain the adopted concurrency management program (refer to Objective 9-1.5) identified in the **Capital Improvements Program Element** that requires specific issues surrounding level of service LOS standards for existing and proposed public facilities within the City and adjacent areas be coordinated with all State, regional, or local agencies or private entities having existing or proposed future responsibility for the operation and maintenance of such facilities. This objective shall be measured through the implementation of the following policies.~~

~~**Policy 1.6.1 8-1.3.1: Coordinate Regional/Sub-Regional Infrastructure Issues.** The City shall work with various Indian River County Special Committees, including the North County Water and Wastewater District, the North County Fire District, the Joint Transportation Committee, and other similar committees in addressing issues surrounding regional or sub-regional infrastructure systems. Issues which shall be coordinated include, but shall not be limited to, wastewater and potable water systems improvements within the North County area; maintenance of the fire protection and emergency medical service in the North County area; improvements to several State Roads and County Roads; solid waste and hazardous waste disposal; and plans for "district" or "urban" parks in the North County area.~~

~~**Policy 1.6.2 8-1.3.2: Cooperation with the Treasure Coast Regional Planning Council (TCRPC).** The City shall cooperate with the Treasure Coast Regional Planning Council TCRPC in the review of regional policies and standards which require coordination with local governments including, but not limited to . Foremost, among such issues shall be assessment of standards for adequate levels of service for regional transportation facilities. However, The City of Sebastian shall coordinate with the TCRPC in all matters of regional significance in which the TCRPC desires City input, including but not limited to, development of regional impacts (DRI's), Comprehensive Plan review, Intergovernmental Coordination review of project(s) of regional significance (ICR projects).~~

~~**Objective 1.3 8-1.4: Multi-jurisdictional environmental issues.** As At a minimum, twice annually the City shall coordinate with the Indian river county technical coordinating committee and/or other similar organization established by the County to ensure consistent and coordinated management of multi-jurisdictional~~

environmental issues. The City shall similarly coordinate annually with the east central Florida Marine Resources Council on matters surrounding preservation of the Indian River Lagoon, the Sebastian River, water quality, and other development issues impacting marine resources.

Policy 1.3.1 8-1.4.1: Liaison with Permitting Agencies. The City shall maintain Establish relationships with County, State, and federal agencies which have permitting responsibility within the City of Sebastian.

Policy 1.3.2 8-1.4.2: Management of Water Quality and Other Resource Management Issues Impacting the City and the Indian River Lagoon. In order to effectively manage the impacts of development on natural resources, The City shall coordinate with the SJRWMD for best practices to effectively manage the impacts of development on natural resources. The City shall continue to participate in the Marine Resources Council and in the implementation of the Council's Management Plan for the Indian River Lagoon.

Objective 8-1.5: Coordination with School Board. The City and School Board will share information for coordination development plans and projects; infrastructure improvements, and siting of school facilities including additions or renovations.

Policy 8-1.5.1: Permitted Use. The City's Land Development Regulations shall allow schools within all institutional, residential, commercial, planned development, and agricultural districts. Agricultural districts will be limited to projects that meet the City's design requirements.

Policy 8-1.5.2: Review of proposed residential subdivisions for student concurrency. The City will notify the School Board of all proposed residential development (or mixed use development with a residential component) as part of the review process for school concurrency. Additionally, for new residential units, the applicant will be required to provide verification from the school board that student capacity exists.

Policy 8-1.5.3: Data sharing. The City shall provide the School Board information on current development, including planning and zoning information as well as construction permit information.

Policy 8-1.5.4: Design input. The School Board shall provide the City through their Planning and Zoning Commission representative input on proposed sidewalks and road construction projects. Additionally, the School Board may provide suggestions to the City for improving pedestrian access to schools.

Policy 8-1.5.5: Development Review Process. No new residential preliminary plats, site plans, or functional equivalents will be approved by Sebastian until a School Capacity Availability Letter of Determination has been issued by the School Board verifying available capacity, unless the development is exempt from concurrency, as outlined in Policy 1.3.5. Except for the exclusions allowed in Policy 1.3.5, no development order shall be approved unless the appropriate SCADL verifying adequate capacity has been issued. The following table identifies the type of concurrency certificate required for each development order type.

- A Conditional SCADL is a determination that adequate school capacity is available at the time of evaluation but does not vest school capacity. If applicable, a Conditional SCADL may list feasible mitigation options that would be required of the developer to provide sufficient school capacity to vest the project.
- A Final SCADL vests school capacity. A final SCADL shall not be required in conjunction with a building permit if the residential unit is already vested through a previously issued Final SCADL.

	Development Order	SCADL Required	Vesting Allowed	Vesting Required
1	Comprehensive Plan Land Use Amendments And Rezoning	Conditional	No	No

2	Conceptual Development Plans	Conditional	No	No
3	Preliminary Plats	Conditional	No	No
4	Final Site Plans and Land Development Permits For Roads, Drainage and Utilities	Conditional Or Final	Yes	No
5	Building Permits	Final	Yes	Yes

*Vesting is allowed for projects with a proportionate share agreement or an approved developer's agreement for a major roadway improvement.

The City, through its land development regulations, shall establish a school concurrency review process for all non-exempt residential projects. The minimum process requirements are described below:

a. A School Impact Analysis is submitted to the City in conjunction with any residential development application (such as a land use map amendment, rezoning, site plan or preliminary plat). The School Impact Analysis indicates the location of the development number of dwelling units and the unit types (single-family, multi-family, apartments, etc.), and age restrictions for occupancy, if any.

b. The city determines if the application is sufficient for processing and, when sufficient, transmits the application to the School District for review.

c. The School District reviews the application for available capacity and issues either a conditional SCADL or a Final SCADL.

1. If capacity is available within the affected SSA, the School District issues a SCADL verifying available capacity. Issuance of a Conditional SCADL identifying that

   adequate capacity exists at the time of capacity evaluation does not guarantee that school facilities will be available at the time of any subsequent concurrency review.

2. If capacity is not available within the affected SSA, contiguous SSAs are reviewed for available capacity.

3. If capacity is available in the contiguous SSAs, the School District issues a SCADL verifying available capacity, noting the SSA with capacity.

4. If capacity is not available in the contiguous SSAs, then the School District issues a SCADL indicating that the development is not in compliance with the adopted LOS and offers the developer a 90-day negotiation period for identification of mitigation options acceptable to the School District.

d. The City and the School District shall review mitigation options during the 90-day negotiation period.

1. Mitigation options may include, but are not limited to:

   i. Contribution of land in conjunction with the provision of additional school capacity; or

   ii. Provision of additional Permanent Student Stations through the donation of buildings

~~or use as a primary or alternative learning facility; or~~

~~iii. Provision of additional Permanent Student Stations through the renovation of existing buildings for use as learning facilities; or~~

~~iv. Construction of Permanent Student Stations or Core Capacity; or~~

~~v. Construction of a school in advance of the time set forth in the School District Five-Year Facilities Work Program; or~~

~~vi. Construction of a charter school designed in accordance with School District standards, providing permanent School Capacity to the District's inventory of student stations. Use of a charter school for mitigation must include provisions for its continued existence, including, but not limited to the transfer of ownership of the charter school property and/or operation of the school to the School Board if requested and approved by the School Board.~~

~~2. For a Conditional SCADL, the School District shall identify the mitigation options that may be acceptable to it. The School District shall not enter into an enforceable and binding agreement with a developer as part of a Conditional SCADL. Such an agreement may be entered into only in conjunction with a Final SCADL.~~

~~3. If all mitigation options are denied at the Conditional SCADL stage or if mitigation is denied at the Final SCADL stage, the City must deny the development application based upon no available school capacity.~~

~~e. The City shall not issue a building permit for a non-exempt residential unit unless the unit is vested for school concurrency purposes, and the City shall not vest approval of any Proposed Residential Development for such purposes until (i) confirmation is received from the School District that there is sufficient Available School Capacity to accommodate the development and (ii) impact fees have been paid.~~

~~f. The City shall be responsible for notifying the School District when a Proposed Residential Development has paid its impact fees and when the Development Order for the Proposed Residential Development expires.~~

~~g. The School District shall update its School Concurrency Database to reflect the number of students that will be generated from the newly vested residential unit, decreasing the number of available student stations for each school type within the designated school service areas.~~

~~h. The City, in conjunction with the School district, shall review developer proposed applications for proportionate share mitigation projects to add the school capacity necessary to satisfy the impacts of a proposed residential development.~~

~~i. The City shall, upon acceptance of a mitigation option enter into an enforceable binding agreement with the School District and the developer.~~

~~j. The City shall notify the School District within 10 working days of receiving payment of school impact fees and vesting school concurrency for any residential development.~~

~~k. The City shall notify the School District within 10 working days of issuance of a building permit for an exempt residential use and shall notify the School District of each residential certificate if occupancy issued.~~

~~**Policy 8-1.5.6 Coordination.** Coordination between the City the School District is pursuant to the Interlocal Agreement for Coordinated Planning and School Concurrency, dated March 1, 2008. Obligations to the City are stated in the Agreement.~~

Objective 7-1.7 ~~8-1.6~~: Program Evaluation. The City annually shall develop a baseline for measuring objectives that further the goals, objectives, and policies of the Comprehensive Plan in incremental periods. Data appropriate to the ~~Capital Improvements~~ **Governance & Implementation Element** may be updated concurrently with City budget adoption or amendments and consistent with Florida Statutes 163.3177.

Policy 7-1.7.1 ~~8-1.6.1~~: Data updates and evaluation. The City shall update population estimates annually and utilize the latest Census data for all analysis. All Chapters of the Comprehensive Plan will be updated as required for compliance with the Evaluation and Appraisal Report (EAR) process.

Policy 7-1.7.2 ~~8-1.6.2~~: Identify Obstacles or problems. The City shall identify and propose solutions for under achievement of goals, objectives and policies that are not achieving their intended outcomes.

Policy 7-1.7.3 ~~8-1.6.3~~: Identify Accomplishments. The City shall identify which goals, objectives and policies are meeting their intended outcomes.

Policy 7-1.7.4 ~~8-1.6.4~~: Citizen Participation. The public is encouraged to participate, the City will hold at least two public hearings on Comprehensive Plan Amendments. At least one of the hearings will be held by the Local Planning Agency (LPA) for the City prior to City Council consideration. To the greatest extent possible, the City will explore internet, television broadcasting and other communication mediums for Comprehensive Plan materials and the public hearings.

Objective 7-1.8 ~~8-1.2~~: Conflict Resolution. As meetings are convened by Indian River County, the City shall participate on the Indian River County Technical Advisory Committee, using this Committee as an informal forum for resolving conflicts among Indian River County, municipalities within the County, the School Board, and other special purpose districts or entities which provide services but do not have regulatory authority over the use of land.

Policy 7-1.8.1 ~~8-1.2.1~~: Informal Mediation Process. The City shall work with and support Indian River County efforts to establish an informal mediation process for solving intergovernmental coordination problems among local governments and other units of local governments providing services but not having regulatory authority over the use of land.

Policy 7-1.8.2 ~~8-1.2.2~~: Mechanisms for Intergovernmental Coordination Review. The City shall use the Indian River County Technical Coordinating Committee structure as an informal conflict resolution forum to assist resolution of intergovernmental coordination problems.

Policy 7-1.8.3 ~~8-1.2.3~~: Coordination with the Treasure Coast Regional Planning Council. Where the City is unable to resolve intergovernmental conflicts through the Indian River County Technical Coordinating Committee structure, the City Council shall use informal mediation processes provided by the Treasure Coast Regional Planning Council.

~~A. GOALS OBJECTIVES AND POLICIES~~

Goal 7-2 ~~1~~: Capital Improvements Needs. Provide ~~attainable~~ sound fiscal means to ensure the timely and necessary installation and maintenance of public facilities needed to meet the public facility needs of residents and business establishments within the City ~~limits of Sebastian~~.

Objective 7-2.1 ~~1.1~~: Capital Improvement Schedule (CIS). ~~To~~ Ensure that the necessary facilities and infrastructure will be in place to meet adopted ~~levels of service~~ (LOS) established within the Comprehensive Plan. ~~the City shall formally~~

~~adopt the Capital Improvement Schedule, identified in the Data and Analysis as **Table XII-2.**~~

Policy 7-2.1.1 ~~1.1.1~~: Capital Projects. The City shall formally adopt the ~~Capital Improvement Schedule (CIS),~~ identified in the Data Inventory and Analysis. Capital projects shall be defined as those projects identified within ~~the other elements of~~ the Comprehensive Plan that are necessary to meet adopted LOS, ~~established levels of service,~~ increase the capacity or efficiency of existing infrastructure, replace failing infrastructure, or enhance facilities and infrastructure. ~~that generally have a cost exceeding $50,000.~~

Policy 7-2.1.2 ~~1.1.2~~: Components of CIS ~~Capital Improvement Schedule~~. ~~Capital projects for~~ The following facilities and infrastructure shall be included and sources of funding within the five-year period identified as part of the City's CIS ~~Capital Improvement Schedule~~, these include:

- Transportation and Mobility
- Stormwater Management (Drainage)
- Sanitary Sewer (Operated and maintained by Indian River County)
- Solid Waste (Operated and maintained by Indian River County)
- Potable Water (Operated and maintained by Indian River County)
- Parks and Recreation

~~**Policy 1.1.3: Five Year Capital Improvement Program**. All capital improvements not qualifying for inclusion in the Five-Year Schedule of funded capital improvements, shall be included in the City's five year capital improvements program and annual capital budget.~~

Policy 7-2.1.3 ~~1.1.4~~: Priorities in Allocating Capital Improvements. Capital projects shall be prioritized according to the following criteria in the following order:

1. Whether the project increases the *efficiency* of existing facilities or infrastructure.
2. Whether the project represents a *logical extension* of facilities within the utility service area.
3. Whether the project is *financially feasible*.
4. Whether the project is *coordinated* with major projects of other agencies.
5. Whether the project is necessary to meet *established LOS ~~levels of service~~*.
6. Whether the project *implements* the policies of the *Comprehensive Plan* as they pertain to concurrency requirements.
7. Whether the project eliminates a *public hazard*.

Policy 7-2.1.4 ~~1.1.5~~: Budget. Consistent with Chapter 163 F.S., the City shall adopt a capital budget every year as part of the annual budgeting process and shall amend the ~~5~~ Five-Year ~~Capital Improvement Schedule~~ CIS and Budget accordingly.

Policy 7-2.1.5 ~~1.2.10~~: School Budget. The City of Sebastian adopts ~~by reference~~ the most recent Indian River County School District's capital improvement budget, ~~which was adopted on September 6, 2007 for fiscal years 2007/08 through 2011/2012 , and~~ as may be amended from time to time.

Objective 7-2.2 ~~1.2~~: ~~Level of Service (LOS).~~ ~~The City shall utilize level of service criteria, as defined below, for the various Elements of this Plan when determining the timing and funding of capital facilities.~~ Coordinate land use decisions and available or projected fiscal resources with the Capital Improvements Program (CIP).

~~**Policy 1.2.1:** The City shall use the following minimum level of service (LOS) Standards in reviewing the impacts of new development and development upon public facilities~~

- ~~The level of service standard for arterials and collectors roads shall be "D."~~
- ~~The level of service standard for *Sewer* is 250 gallons per day per equivalent residential unit.~~
- ~~The level of service standard for *Solid Waste* is 6.96 pounds per day per capita.~~
- ~~The level of service standard for *Potable Water* is 250 gallons day per equivalent residential unit.~~
- ~~The level of service for total *Park* acreage is 2 acres per 1,000 population for neighborhood parks and 2 acres per 1,000 population for community parks.~~
- ~~The level of service (LOS) standards for the drainage system facilities developed within the City of Sebastian are as follows:~~
  - ~~Water Quantity Standards:~~
    - ~~*Off-Site Standard:* Post development runoff shall not exceed the pre-development runoff rate for a 25-year, 24- hour design storm.~~
    - ~~*On-Site Standard:* Post-development runoff shall not exceed the pre-development runoff rate for a 10-year, 24- hour design storm.~~
  - ~~Water Quality Standards:~~
    - ~~Water quality standards of Chapter 17-25, F.A.C., shall be applied as the quantitative standard. Chapter 17-25, F.A.C., requires Outstanding Florida Waters (i.e., Indian River Lagoon) to reduce pollution loads by an additional fifty (50%) percent prior to discharge.~~

- ~~The level of service for public schools is 100% of the Florida Inventory of School Houses (FISH) capacity for each year of the five year planning period and throughout the long term planning period for each School Service Area.~~

Policy 7-2.2.1 ~~1.2.2~~: ~~Compatibility.~~ ~~In consultation with City departments, the City Manager shall evaluate land use amendments to determine the compatibility of those amendments with the adopted level of service standards and to ensure adequate funding is available when improvements are necessary pursuant to such land use amendments.~~ **CIS Coordination with Land Use Decisions.** The CIS shall be coordinated with the City's development review process to ensure that land use decisions correspond to construction of capital improvements, public facility and infrastructure capacity, and adopted LOS standards.

- All site and development projects must be financially feasible and must have identified funding sources
- Projects that will impact the adopted LOS must have funding established through private financing, public-private development agreements, or independent special-purpose units of government
- Projects scheduled for the first three years of the five-year CIS must have committed funding sources

~~**Policy 1.2.3: Thresholds.** Capital projects shall use the following **thresholds** to target initiation and budgeting of construction and/or purchase of capital facilities to meet projected future needs based on adopted level of service (LOS) standards:~~

- ~~Roadways - Volumes are at 90% of adopted LOS capacity.~~
- ~~Sewer – 75 % of available capacity is being utilized.~~
- ~~Water – 75 % of available capacity is being utilized.~~
- ~~Recreation and Open Space – Park lands when 95 % of available land area is utilized or when 90% of the population exists in areas in need of new park acreage.~~

Policy 7-2.2.2 ~~1.3.5~~: Coordination. All capital projects shall be reviewed as to their compatibility and timing in relation to capital projects being implemented or planned by Indian River County, the Florida Department of Transportation, the St. Johns River Water Management District, the Indian River County School Board, the Florida Department of Environmental Protection, and/or any other applicable government agency.

Policy 7-2.2.3: Coordinated Work Efforts. The City shall maximize financial resources and improve operational and work project efficiencies by coordinating public service and infrastructure system work efforts. Examples of such coordinated enhancements include:

- Street projects that include utility, stormwater, sidewalk, and streetscape enhancements
- Utility projects that include community parks, sidewalks, stormwater, and road enhancements
- Stormwater projects that include road, utility, and sidewalk improvements

Objective 7-2.3: Funding. Ensure that there is adequate funding to support necessary facilities and infrastructure in the City.

Policy 7-2.3.1 ~~1.2.4~~: Funding Sources. The City shall identify and pursue ~~adequate~~ funding sources including alternate sources for the construction of capital projects identified in the ~~Capital Improvement Schedule~~ CIS.

Policy 7-2.3.2: Joint Funding. The City shall explore agreements with other jurisdictions to achieve adopted LOS and facility needs, consistent with the **Governance & Implementation Element** of the Comprehensive Plan before funding projects. The City shall also identify projects eligible for joint funding with other jurisdictions within the ~~Capital Improvements Program~~ CIP ~~(CIP)~~ during the CIP amendment process.

Policy 7-2.3.3: Adequate Funding. The City shall ensure adequate funding mechanisms are in place for transportation, stormwater, sanitary sewer, potable water, and parks projects. For those projects that are governed by another entity, such as Indian River County, the City shall continue to collect impact fees and forward those to the appropriate entity.

Policy 7-2.3.4 ~~1.2.5~~: Adequate Transportation Funding. ~~The following procedures shall be utilized to ensure adequate funding for transportation capital projects:~~

- ~~o~~ The City shall continue to participate in Indian River County MPO committees regarding transportation funding to ensure funding distribution for transportation projects identified in ~~Table XII – 2 of~~ the Data Inventory and Analysis.
- ~~The use of State revenue sharing motor fuels tax funds shall be reserved solely for traffic related maintenance and capital improvement projects.~~
- ~~After payment of existing bond obligations, the use of the net proceeds of the Indian River County Local Option Gasoline Tax, shall be reserved solely for traffic related maintenance and capital improvement projects.~~
- ~~The use of the total proceeds from the Indian River County Local Option Sales Tax shall be reserved solely for traffic related capital projects.~~
- ~~Funds collected from the Transportation Impact Fee shall be reserved for transportation capital projects.~~

~~**Policy 1.2.6 Adequate Stormwater Funding.** The following procedures shall be utilized to pursue adequate funding for **stormwater** management (drainage) capital projects:~~

- ~~Up to 20% of the total proceeds from the Stormwater Utility Fund shall be reserved for maintenance of the existing stormwater system.~~
- ~~The remainder of the total proceeds from the Stormwater Utility Fund shall be used to finance best practice oriented projects identified in the Sebastian Master Stormwater Management Plan adopted in 2004.~~

~~**Policy 1.2.7 Adequate Sanitary Sewer Funding.** The City shall continue to collect wastewater impact fees for development within the City limits and forward these fees to Indian River County,~~

~~the jurisdiction responsible for providing **sanitary sewer** services to the City of Sebastian.~~

~~**Policy 1.2.8 Adequate Potable Water Funding.** The City shall continue to collect potable water impact fees for development within the City limits and forward these fees to Indian River County, the jurisdiction responsible for providing **potable water** services to the City of Sebastian.~~

~~**Policy 1.2.9 Adequate Parks and Recreation Funding.** The following procedures shall be utilized to pursue adequate funding for **parks and recreation** capital projects:~~

- ~~Grants shall be pursued and used for the completion of parks and recreation capital projects.~~
- ~~Funds collected through the implementation of the Parks and Recreation Impact Fee.~~

~~**Policy 1.2.10: School Budget.** The City of Sebastian adopts by reference the most recent Indian River County School District's capital improvement budget, which was adopted on September 6, 2007 for fiscal years 2007/08 through 2011/2012 , and as may be amended from time to time.~~

Objective 7-2.4 ~~1.3~~: Capital Improvement Evaluation. All City capital projects shall be evaluated to determine if they meet the prioritization criteria and consistency with adopted ~~level of service~~ LOS standards and/or public need.

Policy 7-2.4.1 ~~1.3.1~~: Evaluation. The ~~Growth Management Department~~ City Manager with input from City Departments shall monitor and evaluate the implementation of the ~~Capital Improvements~~ **Governance & Implementation Element** annually during the City's budgetary update process.

Policy 7-2.4.2 ~~1.3.2~~: Department Priorities. As part of the annual budget process, all City departments shall identify and prioritize capital facilities in need of refurbishment or replacement and submit those facilities for funding in the ~~Capital Improvement Program~~ (CIP). Requests for capital projects shall be evaluated for their consistency with adopted ~~level of service~~ LOS standards.

- ~~The Planning and Zoning Commission, acting as the Local Planning Agency, shall review the major capital projects requests and forward a recommendation to the City Council by July 1st of each year.~~

Policy 7-2.4.3 ~~1.3.3~~: Inventory Hazards. The City shall continue to maintain an inventory of any existing hazards within the City by using the hazards analysis and hazards mitigation criteria established within the *Indian River County Comprehensive Emergency Management Plan* and the City's *Coastal Resiliency Plan* and shall also identify any grant sources available to mitigate the hazards listed on the hazard inventory.

Policy 7-2.4.4 ~~1.3.4~~: Revenue Sources. Requests for capital projects shall be evaluated for their impact on the City budget and the financial feasibility of the project based on the following criteria:

- The Finance Department shall determine if the capital project can be funded from existing cash, future revenues, or through borrowing. In addition, the Finance Department shall assign a revenue source(s) to fund the project.
- The Finance Department shall prepare a report evaluating the funding options, effect of the improvement on future revenues, and the effect of the improvement on operation and maintenance costs.

~~**Policy 1.3.5: Coordination.** All capital projects shall be reviewed as to their compatibility and timing in relation to capital projects being implemented or planned by Indian River County, the Florida Department of Transportation, the St. Johns River Water Management District, the Indian River County School Board, the Florida Department of Environmental Protection, and/or any other applicable government agency.~~

Policy 7-2.4.5 ~~1.3.6~~: Coordination. The City should use reasonable methods to track capital projects of any agency, which may be in conflict or may enhance the City's capital projects.

Objective 7-2.5 ~~1.4~~: Debt Management. The City shall adopt policies and procedures which address the management and utilization of debt for the purposes of capital project financing. The City may use line of credit borrowing or bond

anticipation notes for specific construction projects and issue revenue pledged debt at construction completion only if current funds do not provide adequate funding to pay for construction.

Policy 7-2.5.1 ~~1.4.1~~: Bond Use Criteria. The use of revenue bonds as a debt instrument shall be evaluated based on the following criteria:

- A five (5) year projection of revenues from all funds shall be prepared and updated annually as a part of the City's budget process. This projection shall include an analysis of historic and future trends of the revenue stream.
- Revenue bonds shall be allowed to fund up to one hundred percent (100%) of the City's total debt, up to the maximum amount allowed by the criteria identified in Data Inventory and Analysis section of this Element.
- Debt will not be issued to finance normal repairs and maintenance.
- Debt can be issued to make renovations, updates, modernizations and rehabilitations provided the expenditures extend the useful life of the capital asset.
- The maximum ratio of total debt service (principal and interest) to total revenue shall be that percent deemed most beneficial to the City as determined by the City's Financial Advisors and its Bond Counsel based upon criteria set by the rating agencies and credit enhancement organizations.
- The impact of principal and interest revenue bond payments on the operation and maintenance of the affected utility and/or department will not require deferring current maintenance of existing infrastructure.
- The impact of bond covenants and restrictions on the City's method of accounting for depreciation, and the impact of any reserve account restrictions on the operation and maintenance of the affected utility and/or department.
- Cash restricted due to bond and grant covenants will be budgeted in accordance with the terms of the covenants.
- On an annual basis, the City will restrict the amount of cash equivalent to twenty-five percent (25%) of depreciation as reported on the prior year's annual financial statement in enterprise operations to ensure adequate repair and/or replacement of capital facilities.
- Capitalized repairs of existing infrastructure will be paid from funds restricted by debt covenants and current revenues. Debt will not be issued to finance capitalized repairs.

Policy 7-2.5.2 ~~1.4.2~~: Debt Repayment Criteria. The use of tax revenues as a pledge for the repayment of debt shall be evaluated based on the following criteria:

- A five (5) year projection of revenues from all taxes shall be prepared and updated annually as a part of the City's budget process, and an analysis of historic and future trends in the tax revenue stream will be a part of the projection process.
- At the time of issuance of new debt, a review shall be conducted to ensure that the maximum amount of general government debt shall not exceed five percent (5%) of the City's property tax base assessed valuation reported yearly by the Indian River County Property Appraiser's office.

Policy 7-2.5.3 ~~1.4.3~~: Long Term Lease. The City may use long term capital lease payments on lease purchases for capital projects identified within this Element, provided adequate debt service requirements are provided.

Objective 7-2.6 ~~1.5~~: New Development. Consistent with Florida Statutes, the City shall ensure that new developments share a proportionate share of the costs required to maintain adopted ~~level of service~~ LOS standards, through the assessment of impact fees or developer contributions, dedications, or construction of capital facilities necessary to serve new development as required in other Elements of this Plan.

Policy 7-2.6.1 ~~1.5.1~~: Evaluation of New Development Impacts. All development order applications shall be evaluated as to the impact of the development on capital facilities and the operation and maintenance of those facilities. The evaluation shall include, but not be limited to, the following:

- Expected capital costs, including the installation of new facilities required that are related to the development.
- Expected operation and maintenance costs associated with the new facilities required by the development.

- Anticipated revenues the development will contribute, including impact fees, and user fees.

Policy 7-2.6.2 ~~1.5.2~~: Developer's Agreements. When applicable, the City shall utilize developer's agreements to ensure the timely and appropriate installation of needed capital facilities to service new development. Such agreements will be executed under the City's constitutional home rule power and following the procedures set forth in Chapter 163.3220, Florida Statutes.

Policy 7-2.6.3 ~~1.5.3~~: Phased Development. To ensure adequate capacity allocations for all developments, the City may require any development to use developer's agreements and/or develop in more than one phase.

Policy 7-2.6.4 ~~1.5.4~~: Proportionate Impact Fees. The City shall continue to collect County impact fees for ~~transportation, solid waste, water, wastewater, and police and fire~~ necessary public infrastructure and collect the City impact fees to ensure new developments contribute their proportionate share of capital project funding necessary to service new development.

Policy 7-2.6.5 ~~1.5.5~~: Public Facilities. New developments shall be responsible for installing all public facilities necessitated by the new development, including but not limited to, internal water and sewer systems, traffic circulation systems, and internal recreation/open space facilities within their development. In addition, connections of internal systems to the City's designated major water and sewer trunk systems and traffic circulation network shall be the financial responsibility of the developer.

Objective 7-2.7 ~~1.6~~: Concurrency Management. The City shall continue to operate a financially feasible Concurrency Management System for the review of all proposed developments within the City of Sebastian for their impact upon Sebastian's municipal services.

Policy 7-2.7.1 ~~1.6.1~~: Concurrency Evaluation System. The concurrency evaluation system shall measure the potential impact of any proposal for a development permit or order upon the established minimum acceptable ~~levels of service~~ LOS for sanitary sewer, solid waste, drainage, potable water, parks, recreation, schools and transportation facilities, unless the development permit or order is exempt from the review requirements of this section.

Policy 7-2.7.2 ~~1.6.2~~: Adequate Facilities. No development permit or order which contains a specific plan of development, including densities and intensities of development, shall be issued unless adequate public facilities are available to serve the proposed development as determined by the concurrency evaluation set forth in this section.

Policy 7-2.7.3 ~~1.6.3~~: Land Acquisition. The City shall include any declared land dedication, including lands dedicated for parks, recreation and open space, within the Five-Year CIS ~~Capital Improvement Schedule~~.

Policy 7-2.7.4 ~~1.6.4~~: Facilities Inventory and Reporting. The Growth Management Department, in coordination with Indian River County for services and facilities provided by the County, shall maintain an inventory of the available capacity within the roads, potable water, sanitary sewer, solid waste, parks and recreation facilities and other public facilities.

Policy 7-2.7.5 ~~1.6.5~~: Reporting. Each year, the ~~Growth Management Department~~ City Manager with input from the City Departments shall prepare an annual report for the City Council containing the current capacity for public services and public facilities, including any encumbrances or deficiencies. The annual report shall also identify any public facilities that will require improvements to maintain adopted ~~levels of service~~ LOS and recommend a schedule of improvements to avoid any reduction in the approval of development orders.

~~**Policy 1.6.6: Reporting.** The annual report shall also identify any public facilities that will require improvements to maintain adopted levels of service and recommend a schedule of improvements to avoid any reduction in the approval of development orders.~~