

TABLE OF CONTENTS

List of Figures *ii*

List of Tables..... *iii*

Introduction *1*

Existing Conditions *2*

 Financial Resources *2*

 Expenditures *19*

 Existing Outstanding Debt *23*

 Local Policies and Practices *23*

Analysis..... *27*

 Analysis of the Timing and Location of Capital Improvements..... *27*

 Needs Assessment *32*

 Fiscal Assessment *34*

 Fiscal Assessment Summary *39*

Concurrency Management Plan..... *39*

 Project Applicability *40*

 Service Standards *40*

 Demand *41*

 Availability of Capacity *43*

 Regulation *45*

 Monitoring System *46*

 Applicability *48*

Goal, Objectives and Policies *48*

Implementation, Evaluation, and Monitoring..... *57*

 Implementation *57*

 Evaluation and Monitoring Procedures *59*

APPENDIX A: Five Year Schedule of Capital Improvements *A*

APPENDIX B: 2040 Roadway Improvement Plan..... *B*

APPENDIX C: School District of Indian River County Capital Improvements Schedule *C*

APPENDIX D: School District of Indian River County Summary of Estimated Revenue *D*

List of Figures

| <u>Figure</u> | <u>Title</u> | <u>Page</u> |
|---------------|--|-------------|
| Figure 6.1 | <i>Ad Valorem Taxes (Property Taxes)</i> | 3 |
| Figure 6.2 | <i>Enterprise Funds</i> | 3 |
| Figure 6.3 | <i>User Fees and Charges</i> | 4 |
| Figure 6.4 | <i>Special Assessments</i> | 4 |
| Figure 6.5 | <i>Impact Fees</i> | 5 |
| Figure 6.6 | <i>Local Discretionary Sales Surtax</i> | 6 |
| Figure 6.7 | <i>Tourist Development Tax</i> | 7 |
| Figure 6.8 | <i>Local Option Fuel Tax</i> | 10 |
| Figure 6.9 | <i>Franchise Fee/Tax</i> | 11 |
| Figure 6.10 | <i>Local Government Half-Cent Sales Tax</i> | 14 |
| Figure 6.11 | <i>County Revenue Sharing</i> | 15 |
| Figure 6.12 | <i>Constitutional Fuel Tax</i> | 15 |
| Figure 6.13 | <i>County Fuel Tax</i> | 16 |
| Figure 6.14 | <i>Alcoholic Beverage License Tax</i> | 16 |
| Figure 6.15 | <i>Mobile Home License Tax</i> | 17 |
| Figure 6.17 | <i>General Government Expenditures by Function</i> | 21 |
| Figure 6.18 | <i>Future Capital Improvements Expenditure</i> | 33 |

List of Tables

| <i>Table</i> | <i>Title</i> | <i>Page</i> |
|--------------------|---|-------------|
| | | |
| <i>Table 6.2:</i> | <i>Optional Tourist Taxes on Transient Rental Facilities</i> | <i>9</i> |
| <i>Table 6.3:</i> | <i>Local Fuel Tax Rates</i> | <i>11</i> |
| <i>Table 6.4:</i> | <i>Indian River County General Revenues By Source</i> | <i>18</i> |
| <i>Table 6.5:</i> | <i>Indian River County General Government Expenditures By Function</i> | <i>20</i> |
| <i>Table 6.6:</i> | <i>Indian River County Existing Long Term Debt</i> | <i>23</i> |
| <i>Table 6.7:</i> | <i>Overall General Revenue Projection Summary</i> | <i>30</i> |
| <i>Table 6.8:</i> | <i>Earmarked Projected Revenue by Comprehensive Plan Element</i> | <i>31</i> |
| <i>Table 6.10:</i> | <i>Future Capital Improvement Expenditures for Indian River County &</i> | <i>33</i> |
| <i>Table 6.11:</i> | <i>Indian River County Overall General Expenditures Projection Summary</i> | <i>35</i> |
| <i>Table 6.12:</i> | <i>Projected Expenses for Water, Sewer, and Solid Waste</i> | <i>36</i> |
| <i>Table 6.13:</i> | <i>Indian River County Overall Operating Cost Projections</i> | <i>36</i> |
| <i>Table 6.14:</i> | <i>Indian River County Estimated Ability to Raise Bonds Without A Public Vote</i> | <i>37</i> |
| <i>Table 6.15</i> | <i>Indian River County Bond Schedule</i> Error! Bookmark not defined. | |
| <i>Table 6.16:</i> | <i>Service Level Measures for Concurrency Related Facilities</i> | <i>40</i> |
| <i>Table 6.17:</i> | <i>Monitoring System Design</i> | <i>47</i> |
| <i>Table 6.18:</i> | <i>Monitoring System Tasks</i> | <i>47</i> |
| <i>Table 6.19:</i> | <i>Capital Improvement Element Implementation Matrix</i> | <i>58</i> |
| <i>Table 6.20:</i> | <i>Capital Improvements Element Evaluation Matrix</i> | <i>60</i> |

Introduction

The Capital Improvements Element (CIE) summarizes the needed capital facilities identified in the county’s comprehensive plan and describes the financial means by which identified needed facilities are to be funded. The CIE also demonstrates the economic feasibility of the entire comprehensive plan and prioritizes the funding of all the public facilities identified in the county’s comprehensive plan based on the level of need and the availability of funds.

For purposes of this element, a capital improvement is a substantial facility (land, building, or major equipment) that costs at least \$100,000 and which is required to maintain adopted level-of-service standards or to meet objectives identified in the county’s comprehensive plan.

Included in the CIE are an existing conditions section, an analysis section, a concurrency management section, a goals, objectives, and policies section, and an implementation section. While financial resources and existing local policies and practices are discussed in the existing conditions section, the fiscal condition of both the county and its comprehensive plan, as well as other issues concerning capital improvement projects, are assessed in the analysis section of this element. In the concurrency management section, the administrative framework for maintaining public facility service levels is addressed while the county’s overall capital improvements strategy is discussed in the goals, objectives and policies section. Finally, a 5-Year Schedule of Capital Improvements, as well as monitoring and evaluation programs, can be found in the implementation section of this element.

Existing Conditions

Financial Resources

One of the chief functions of the Capital Improvements Element is to inventory the major sources of revenue available to the county. Those revenue sources determine the county's capability to fund needed capital improvements. Table 6.1 lists the county's local, state, and federal revenue sources and indicates the amount of revenue collected from each source during FY 2020/21. Table 6.1 also shows the percentage distribution of total revenue received by Indian River County for each of the revenue sources.

Table 6.1: Indian River County Revenue Sources (FY 2020/21)

| Federal Sources | | | State Sources | | | Local Sources | | |
|----------------------|------------------|--------------------|---|------------------|--------------------|----------------------------------|------------------|--------------------|
| | Amount (\$1,000) | % of Total Revenue | | Amount (\$1,000) | % of Total Revenue | | Amount (\$1,000) | % of Total Revenue |
| Various Grants | \$31,231 | 9.52% | Local Government Half-Cent Sales Tax | \$12,009 | 3.66% | Ad Valorem Taxes | \$115,595 | 35.23% |
| Total Federal | \$31,231 | 9.52% | County Revenue Sharing | \$4,417 | 1.35% | Enterprise Funds | \$63,763 | 19.43% |
| | | | Constitutional Fuel Tax | \$1,812 | 0.55% | User Fees and Charges | \$19,581 | 5.97% |
| | | | County Fuel Tax | \$797 | 0.24% | Special Assessments | \$488 | 0.15% |
| | | | Alcoholic Beverage License Tax | \$70 | 0.02% | Impact Fees | \$12,239 | 3.73% |
| | | | Distribution of Sales and Use Taxes to Counties | \$447 | 0.14% | Local Discretionary Sales Surtax | \$22,079 | 6.73% |
| | | | Mobile Home License Tax | \$107 | 0.03% | Tourist Development Tax | \$3,623 | 1.10% |
| | | | Various Grants | \$10,595 | 3.23% | Local Option Fuel Tax | \$3,563 | 1.09% |
| | | | Total State | \$30,254 | 9.22% | Franchise Tax | \$9,463 | 2.88% |
| | | | | | | Interest Income | \$626 | 0.19% |
| | | | | | | Other | \$15,641 | 4.77% |
| | | | | | | Total Local | \$266,661 | 81.26% |
| | | | | | | Total All Sources | \$328,146 | 100.00% |

Local Sources

Local sources consist of revenues that are levied, collected and disbursed at the local level solely at the discretion of Indian River County. Those local sources are shown in table 6.1, and are described in further detail below.

- Ad Valorem Taxes (Property Taxes)

Ad Valorem taxes are taxes levied on the assessed value (net of any exemptions) of real and personal property. This tax is commonly referred to as “property tax.” Ad valorem taxes are generally assessed in mills; that is, thousandths of a dollar of assessed value. The state mandated millage cap is 10 mills per local government, excluding voted millages. In FY 2020/21, Indian River County imposed an aggregate millage rate of 6.1286. According to County policy, ad valorem taxes may be used for both operating and capital project expenditures.

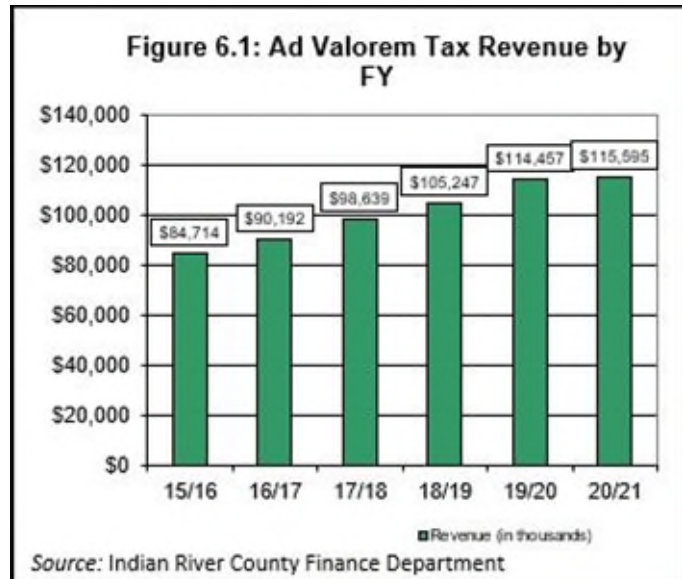
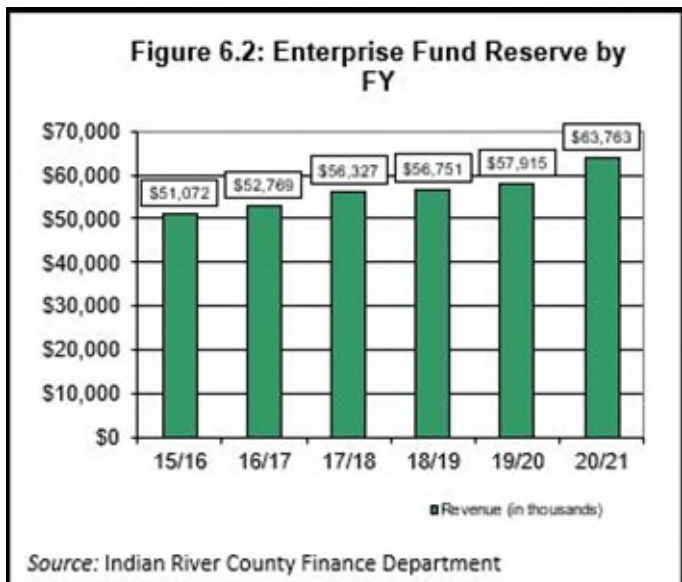


Table 6.1 shows that, in FY 2020/21, Indian River County collected approximately \$115,595 in ad valorem taxes. In FY 2020/21, ad valorem taxes represented 35.23% of all revenues collected by Indian River County.

Figure 6.1 displays the ad valorem tax revenue collected by Indian River County over the last six fiscal years. As shown, ad valorem tax revenue has increased each year since FY 2015/16. The increase relates to a continually improving housing and property market.

- Enterprise Funds

Within governmental entities, there are often various departments that provide goods and services to the public in a manner similar to the private sector. Such departments, classed under the general title “enterprise funds,” must raise revenues from outside the government sector. Generally, enterprise departments assess a fee to the customer using the goods



or services provided by that department. In Indian River County, Utility System, Solid Waste Disposal District, Golf Course, and Building Division are enterprise funds.

Table 6.1 shows that enterprise fund revenue represented 19.43% of Indian River County’s total funds for FY 2020/21. Figure 6.2 displays the enterprise fund revenue collected by Indian River County over the last six fiscal years. During that time period, enterprise fund revenue increased 24.85%.

- **User Fees and Charges**

User fees and charges represent revenue received by the county for providing various general services. Those fees and charges are necessary because taxes alone cannot totally keep up with the increasing costs of services. This category includes fees collected by the Tax Collector’s Office, the Clerk of the Circuit Court, the Property Appraiser’s Office, the Sheriff’s Department, and the Recreation and Parks Department. This category also includes other miscellaneous user fees charged by the county for general services not financed by other fund sources. In FY 2020/21, user fees and charges represented 5.97% of all funds collected by Indian River County.

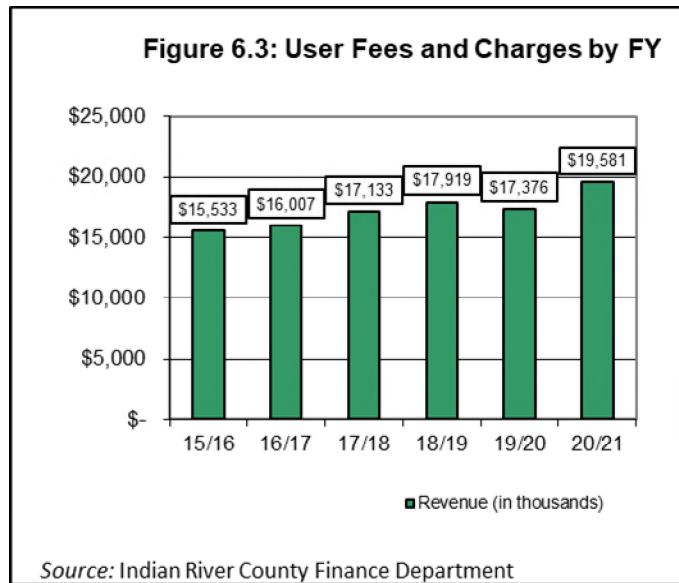
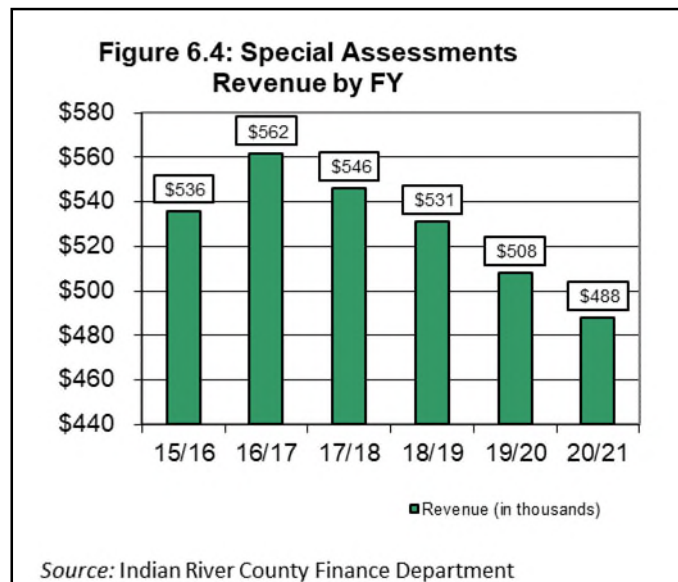


Figure 6.3 displays user fees and charges collected by Indian River County over the last six fiscal years. During that time period, revenue from user fees and charges varied, but overall increased by 26.06%.

- **Special Assessments**

Special assessments are compulsory payments levied on real property for specific benefits generated by public investments or services.

By law, the assessment levied must fairly reflect the actual costs of the improvements. County revenues which fall under the general category of special assessments consist of street paving



Comprehensive Plan

Capital Improvements Element

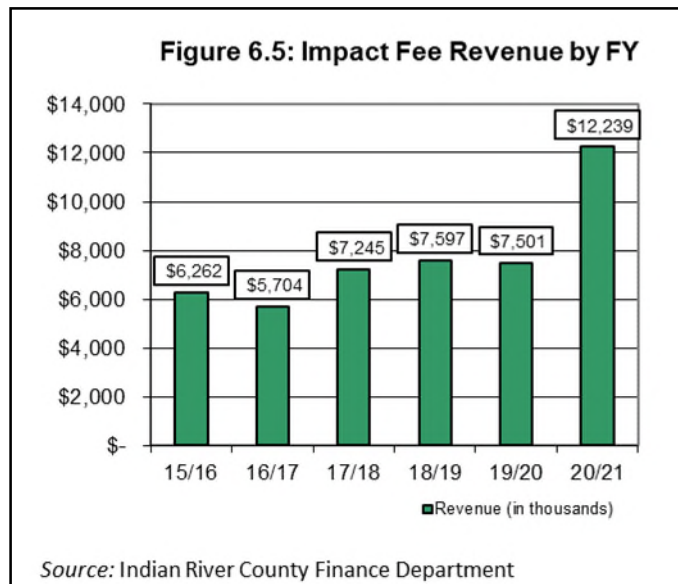
assessments, street lighting district assessments, as well as assessments for water, sewer, and drainage improvements. Expenditures of special assessment revenue are restricted to public improvement projects that directly benefit the property owner or payee. For example, street paving assessment revenues must be spent on paving streets that directly benefit the payer of the assessment.

Special Assessment revenue represented 0.15% of county funds for FY 2020/21. Figure 6.4 displays the revenue collected by Indian River County through special assessments over the last six fiscal years. During that time period, revenue from special assessments decreased by 8.96%.

- Impact Fees

An impact fee is a one-time charge, fee, or assessment levied as a condition of subdivision or site plan approval, building permit issuance, or other development or construction approval when the revenues collected are intended to fund the costs of capital improvements for public facilities.

Since 1986, Indian River County has levied traffic impact fees on new development projects. In June of 2005, Indian River County began to levy 8 new impact fees. At the same time, the County increased the existing traffic impact fee rates. The nine impact fees include: transportation, fire/emergency services, parks and recreation, educational facilities, solid waste facilities, correctional facilities, law enforcement, libraries, and public buildings.



On March 3, 2009, the Board of County Commissioners considered several alternatives to reduce impact fees for the purpose of stimulating economic development in the county. After discussion, the Board decided to suspend collection of five of the county’s nine impact fees for six months. The five suspended impact fees were: emergency services, correctional facilities, public buildings, law enforcement, and solid waste. On September 22, 2009 and again on March 16, 2010, the Board of County Commissioners voted to further extend the suspension of the five impact fees. At its March 16, 2010 vote, the Board of County Commissioners extended the suspension of the five impact fees to March 31, 2011. On March 15, 2011 and again on March 13, 2012, the Board of County Commissioners re-evaluated the impact fee suspension and ultimately voted to continue suspending three of the five previously suspended impact fees. Those three fees were: public buildings, correctional facilities, and solid waste facilities. The March 13, 2012 vote of the Board of County Commissioners suspended the three fees until March 31, 2014.

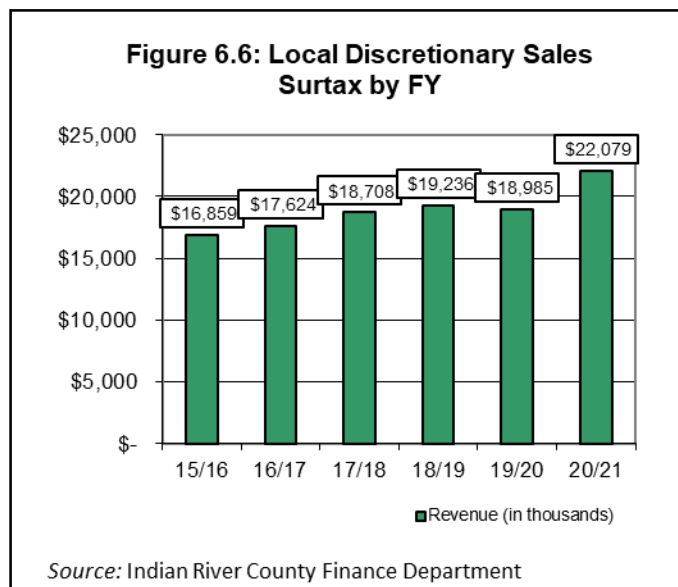
On March 11, 2014 the Board of County Commissioners voted to suspend the same three impact fees until March 31, 2015 or until the County could complete its most recent impact fee review and adopt a new impact fee schedule. By early April 2014 the County had completed the nonresidential portion of its impact fee review and on April 22, 2014 the Board of County Commissioners adopted a revised reduced nonresidential impact fee schedule with an effective date of May 5, 2014. The residential impact fee review was completed in September of 2014 and a revised residential impact fee schedule was adopted by the Board of County Commissioners on October 14, 2014 with an effective date of February 2, 2015. For both the nonresidential impact fee schedule and the residential impact fee schedule the Board of County Commissioners voted to not collect the correctional facilities, solid waste facilities, and libraries impact fees at this time.

Figure 6.5 shows that more than twelve million dollars of impact fee revenue was collected in FY 2020/21. This is over four and half million dollars more than what was collected in FY 2019/20.. During the past six years revenue from impact fees have increased 95.45%.

- Local Discretionary Sales Surtax

Pursuant to s. 212.055, F.S, local governments are authorized to levy numerous types of local discretionary sales surtaxes. Under the provisions of s. 212.054, F.S., the local discretionary sales surtaxes apply to all transactions subject to the state tax imposed on sales, use, services, rentals, admissions, and other authorized transactions. The surtax is computed by multiplying the rate imposed by the county where the sale occurs by the amount of the taxable sale. This sales tax can be levied on most transactions under \$5,000.

According to state law, Indian River County is eligible to impose a Local Government Infrastructure Surtax of either 0.5% or 1.0%. Currently, Indian River County imposes the 1.0% Infrastructure Surtax.



Procedurally, the Local Government Infrastructure Surtax must be enacted by a majority vote of the Board of County Commissioners and approved by voters in a countywide referendum. That surtax, which may be imposed for a maximum period of fifteen years, was imposed by Indian River County in April, 1989, and was renewed by voters in November, 2002, and again in November 2016. Generally, the proceeds must be expended to finance, plan, and construct infrastructure; to acquire land for public recreation or conservation or protection of natural resources; or to finance the closure of local government-owned solid waste landfills that are already closed or are required to close by order of the Department of Environmental Protection.

Table 6.1 shows that local sales surtax revenue represented 6.73% of all funds collected by Indian River County in FY 2020/21. Figure 6.6 displays the Local Discretionary Sales Surtax revenue received by Indian River County over the last six fiscal years. This local revenue source increased by 30.96% over that period.

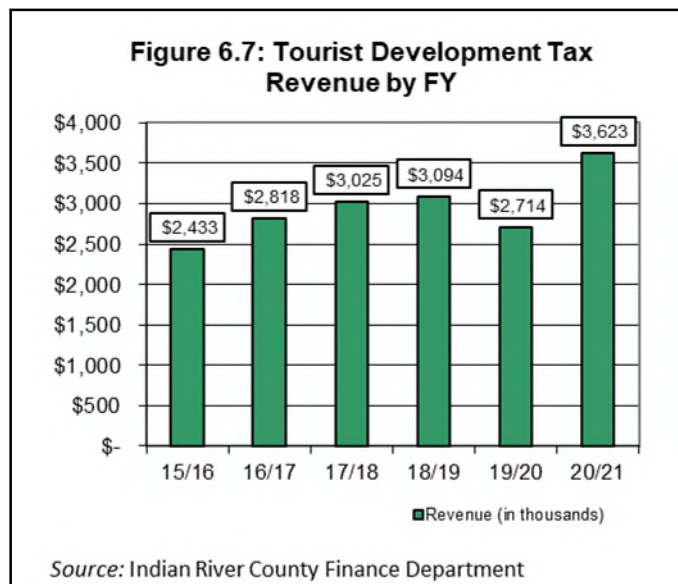
Distribution of surtax proceeds is based on the specifics of an interlocal agreement or through a formula based on population. In Indian River County, Local Infrastructure Surtax revenue is distributed to county government and municipal governments through a formula based on population.

Currently, twenty-five of the sixty-seven Florida counties levy a Local Government Infrastructure Surtax. Within Indian River County’s region, Martin and St. Lucie counties do not levy the surtax. While Okeechobee County is eligible to levy the infrastructure surtax, it instead levies a Small County Surtax of 1%. That is another local discretionary sales surtax.

- Tourist Development Tax

Any county in the state may, subject to a vote of the citizenry, impose a Tourist Development Tax. The transient rental trade is the primary base for the levy of the tourist tax. Any lodging agreement for six months or less is subject to the tax.

Generally, the tourist tax levy is one or two percent. Counties, however, may set an additional one percent above the original tax through an extraordinary vote of the governing board or by referendum. Further, if a professional sports franchise facility is located within a county, an additional one to two percent tourist tax may also be levied. The first one percent professional sports franchise facility tax may be authorized by a majority vote of the governing board of the county, while the second one percent tax must be authorized by a majority plus one vote of the governing board of the county. Currently, Indian River County imposes the original two percent tourist tax, the additional one percent tax, and an additional one percent professional sports franchise facility tax.



Out of Florida’s sixty-seven counties, sixty-three currently levy a tourist tax. Of those sixty-three counties, fifty-three counties, including Indian River County, impose an additional one percent

tourist tax; forty-four counties, including Indian River County, impose a one percent professional sports franchise tax, and thirty counties impose the second one percent professional sports franchise tax.

Table 6.2 displays the tourist taxes imposed in counties that are geographically proximate to Indian River County. Compared to neighboring counties, Indian River County imposes a similar level of tourist taxes. Palm Beach County has the highest tourist tax levy of the six counties listed (6.0%), followed by Brevard, St. Lucie, and Martin Counties at 5.0%. While Indian River County has a tourist tax rate of 4.00%, Okeechobee County has the lowest tourist tax levy at 3.0%.

| Table 6.2: Optional Tourist Taxes on Transient Rental Facilities | | | | | | |
|--|----------------------|----------------|--|--|--------------------------|--------------|
| County | Original Tourist Tax | Additional Tax | Professional Sports Franchise Facility Tax | Additional Professional Sports Franchise Tax | Maximum Potential % Levy | Total % Levy |
| Brevard | 2.00% | 1.00% | 1.00% | 1.00% | 5.00% | 5.00% |
| Indian River | 2.00% | 1.00% | 1.00% | ----- | 5.00% | 4.00% |
| Martin | 2.00% | 1.00% | 1.00% | 1.00% | 5.00% | 5.00% |
| Okeechobee | 2.00% | 1.00% | ----- | ----- | 5.00% | 3.00% |
| Palm Beach | 2.00% | 1.00% | 1.00% | 1.00% | 6.00%* | 6.00%* |
| St. Lucie | 2.00% | 1.00% | 1.00% | 1.00% | 5.00% | 5.00% |

Note: Shading indicates those counties eligible to impose a particular tax
 *Palm Beach County is 1 out of 9 counties in the state that can also impose a 1% High Tourism Impact Tax, which it currently does levee.

Source: The Florida Legislature’s Office of Economic and Demographic Research website: November 2022

The Local Option Tourist Tax can be used for the following purposes:

- (1) Acquire, construct, extend, enlarge, remodel, repair, improve, maintain, operate, and promote one or more publicly owned and operated convention centers, such as sports stadiums, coliseums, or auditoriums within the district that the tax is imposed;
- (2) Acquire, construct, extend, enlarge, remodel, repair, improve, maintain, operate, and promote aquariums, or museums that are publicly owned and operated or owned and operated by a not-for-profit organization and open to the public, within the boundaries of the county or sub-county special taxing district in which the tax is levied;
- (3) Promote zoological parks that are publicly owned and operated or owned and operated by not-for-profit organizations and open to the public;

- (4) Promote and advertise tourism nationally, internationally, and in the State of Florida;
- (5) Fund convention bureaus and other tourist information bureaus as county agencies or by contract with the Chamber of Commerce or similar associations in the county;
- (6) Finance beach park facilities, or beach, channel, estuary, or lagoon improvement, maintenance, renourishment, restoration, and erosion control, including construction of beach groins and shoreline protection, enhancement, cleanup, or restoration or inland lakes and rivers to which there is public access as those uses relate to the physical preservation of the beach, shoreline, channel, estuary, lagoon, or inland lake or river;
- (7) Pledge the revenues to secure and liquidate revenue bonds issued by the county, subject to certain limitations.

Figure 6.7 shows the Tourist Development Tax revenue received by Indian River County over the last six fiscal years. Since FY 2015/16, Tourist Development Tax revenue has increased 48.91%.

➤ Local Option Fuel Tax

Local governments are authorized to levy up to twelve cents of local option fuel taxes in the form of three separate levies. Those levies are:

- a one to six cent local option fuel tax;
- a one to five cent local option fuel tax; and
- a ninth cent fuel tax.

Indian River County currently imposes the full six cents of the one to six cent fuel tax. That tax applies to every net gallon of motor and diesel fuel sold within the county. The one to six cent fuel tax may be authorized by an ordinance adopted by a majority vote of the governing body or voter approval in a county-wide referendum. Generally, the proceeds may be used to fund transportation expenditures.

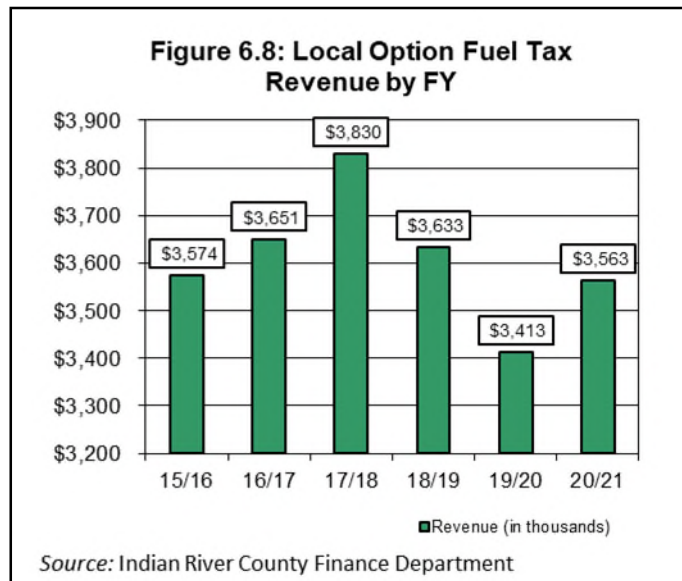


Table 6.1 shows that the local option fuel tax revenue represented 1.09% of all funds collected by Indian River County for FY 2020/21. Figure 6.8 shows the local option fuel tax revenue received by Indian River County. Since FY 2015/16 local option fuel tax revenue has decreased by 0.3%. All sixty-seven Florida counties levy the full \$0.06 of the original local option fuel tax.

Table 6.3 identifies the local fuel taxes levied in Indian River County and in other counties in the region. As shown in Table 6.3, Saint Lucie, Martin, Okeechobee, and Palm Beach counties all levy the highest allowable fuel taxes at \$0.12 per gallon. Those four counties impose both the Ninth Cent Fuel Tax and the One to Five Cent Local Option Fuel Tax. While Indian River County is eligible to levy the Ninth-Cent Fuel Tax and the One to Five Cent Local Option Fuel Tax either by extraordinary vote of the Board of County Commissioners or by voter approval in a countywide referendum, it does not currently levy either tax. At this time, fifty-four of the sixty-seven Florida counties levy the Ninth-Cent Fuel Tax, while thirty-six of the sixty-seven Florida counties impose at least a portion of the One to Five Cent Local Option Fuel Tax.

| County | One to Six Cent Local Option Fuel Tax | One to Five Cent Local Option Fuel Tax | Ninth Cent Fuel Tax | Total Local Fuel Tax |
|---------------------|---------------------------------------|--|---------------------|----------------------|
| Brevard | \$0.06 | ----- | ----- | \$0.06 |
| Indian River | \$0.06 | ----- | ----- | \$0.06 |
| Martin | \$0.06 | \$0.05 | \$0.01 | \$0.12 |
| Okeechobee | \$0.06 | \$0.05 | \$0.01 | \$0.12 |
| Palm Beach | \$0.06 | \$0.05 | \$0.01 | \$0.12 |
| St. Lucie | \$0.06 | \$0.05 | \$0.01 | \$0.12 |

Source: The Florida Legislature’s Office of Economic and Demographic Research website: November 2022.

- Franchise Fee/Tax

Counties and municipalities may exercise their home rule authority to impose a fee upon a utility for the grant of a franchise and the privilege of the utility using the local government’s rights-of-way to conduct the utility’s business. Franchise fees are typically levied through a franchise agreement negotiated between the local government and the utility provider. Indian River County receives franchise revenue from electric, water, sewer, garbage, and cable television franchises.

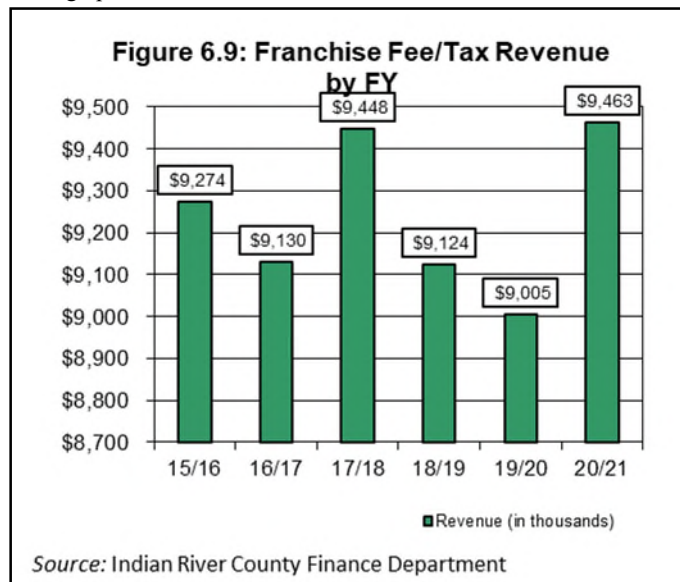


Table 6.1 shows that franchise fee revenue represented 2.88% of all funds collected by Indian River County in FY 2020/21. Figure 6.9 shows that since FY 2015/16 franchise fee revenue collected by Indian River County increased by 2.04%.

- Other Miscellaneous Revenue

Included in this category are various administrative fees, licenses and permits, fines, interest income, rental income, private contributions, and other miscellaneous revenues. This source of revenue for Indian River County represented 4.77% of all funds collected in FY 2020/21.

- Borrowing

As needed, the county uses borrowing as a financing vehicle to raise money for public purposes that are beyond the realm of current cash reserves, operating revenue and reasonable taxation. Currently, borrowing money to pay for capital improvements can be done through either short-term or long-term financing. Short term financing is usually accomplished by the use of bond pools, notes, private placements with banks, and the public placement of Voted General Obligation debt. Long term financing is usually achieved through the issuance of bonds sold on the public market.

According to state law, local governments may sell bonds for capital improvements without a referendum of the voters if the pledge used for the bond is a non-ad valorem revenue source. Conversely, any bond issue pledging ad valorem taxes requires approval through a voter referendum.

General Obligation Bonds are bonds that are secured by the full faith and credit of the issuing government. Those bonds are secured by a pledge of the issuer's ad valorem taxing power. According to state law, the amount of ad valorem taxes necessary to pay the debt service on general obligation bonds is not subject to the constitutional property tax millage limits. Such bonds constitute debts of the issuer and require approval through a voter referendum prior to issuance.

Revenue bonds are bonds payable from a specific source of revenue, where the full faith and credit of the issuer is not pledged to repay the bonds. Because revenue bonds are payable from identified sources of revenue, bond holders may not compel taxation or legislative appropriation of funds for payment of debt service. Pledged revenues may be derived from operation of financed projects, grants, or other specified non-ad valorem taxes. A public referendum is not required prior to issuance or validation of such obligations. In the past, the county has issued revenue bonds to finance improvements to its sanitary sewer, potable water, and golf course facilities. Also, revenue bonds have been issued to finance the cost of construction of various capital improvement projects. Deposits from bond revenues are put into the respective bond fund accounts for those projects, whereby funds are specifically designated for a particular project, and user charges are used to pay off the debt.

Special assessment bonds are bonds issued to pay for capital improvements that impact specific areas or groups of property owners. Proceeds from the assessments levied against benefiting property owners are used to pay off the bond debt. The issuance of those bonds does not need to be approved by voter referendum.

Revenue bonds and special assessment bonds are similar in nature, except that special assessment bond debt is paid-off by assessments levied against benefiting property owners and not from ongoing user charges. The county has issued special assessment bonds for solid waste disposal.

The issuance of tax anticipation or bond anticipation notes is an example of a short-term (less than five years) method of financing. Notes usually have higher interest rates than bonds and have shorter maturity dates than bonds. Tax anticipation notes are issued in advance of a new fiscal year to cover gaps in the budget before property taxes are received, while bond anticipation notes are issued in anticipation of the receipt by the county of proceeds from the sale of corresponding future bond issues. The county currently has no outstanding tax or bond anticipation notes.

- **Additional Optional Local Revenue Sources**

Occasionally, the use of additional revenue sources may be necessary, depending on priorities mandated by the Board of County Commissioners and the availability of existing revenue sources. In such cases, Indian River County has two options to increase local revenues. One is to implement new taxes that are permitted by state regulation, while the other is to increase existing taxes and fees that are imposed by the county. Additional local revenue sources available to Indian River County include the Ninth Cent Fuel Tax, the One to Five Cent Local Option Fuel Tax, and the Professional Sports Franchise Facility Tax.

Both the Ninth Cent Fuel Tax and the One to Five Cent Local Option Fuel Tax are taxes on the purchase of fuel. With the Ninth Cent Fuel Tax, a one cent per gallon tax on motor fuel and special fuel can be levied on fuel purchases in the county. Revenue from the Ninth Cent Fuel Tax may be shared with municipalities, but counties are not required by law to share the proceeds. Authorized uses for revenue collected from the Ninth Cent Fuel Tax include paying the costs and expenses of establishing, operating, and maintaining a transportation system and related facilities. Additional uses include funding the acquisition, construction, reconstruction, and maintenance of roads.

The One to Five Cent Local Option Fuel Tax is a one to five cents tax that can be levied upon every gallon of motor fuel sold in Indian River County. Revenues from that fuel tax must be shared among all eligible jurisdictions in the county as a result of an interlocal agreement or by an historical transportation expenditures formula. Authorized uses for revenue collected from the One to Five Cent Fuel Tax include transportation expenditures needed to meet the requirements of the Capital Improvements Element of the Comprehensive Plan.

A Professional Sports Franchise Facility Tax is a levy of up to 1% on any lodging agreement for six months or less. Revenue from this tax may be used to pay the debt service on bonds issued to finance the construction, reconstruction, or renovation of a professional sports franchise facility.

State Sources

Revenue classified as state sources may be generated locally but collected by the state and returned to the county. Table 6.1 displays the state revenue sources applicable to Indian River County. Those sources are described in further detail below.

- Local Government Half-Cent Sales Tax

The Local Government Half Cent Sales Tax Program allocates 8.9744% of net sales tax proceeds remitted by sales tax dealers in a county to a special account administered by the Department of Revenue; that account is the Local Government Half Cent Sales Tax Clearing Trust Fund. Those funds are then earmarked for distribution to the governing body of the county and each municipality within the county. Distribution of those monies within the county is determined by a formula that uses a weighting factor based on the population of the incorporated and unincorporated areas and multiplies that factor by 8.9744% of the sales tax proceeds received by the county. In FY 2020/21, Indian River County received \$12,009,000 through the half-cent sales tax. As shown in Table 6.1, that amount represented 3.66% of all funds collected by Indian River County during the 2020/21 fiscal year.

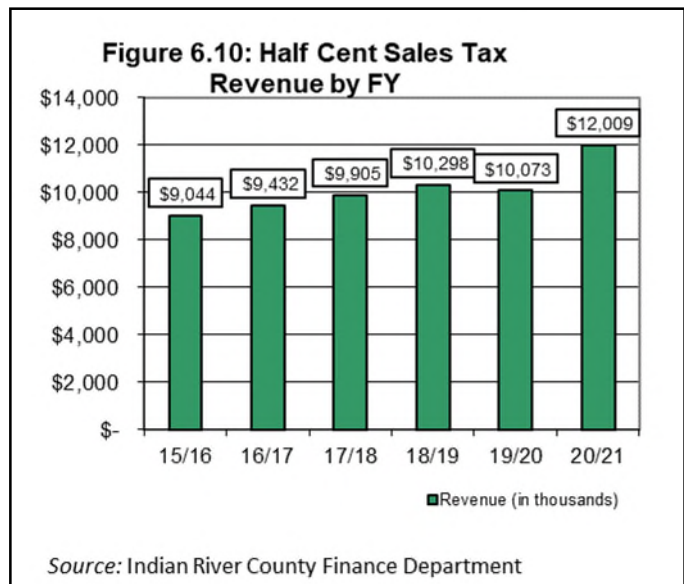


Figure 6.10 displays the funds made available to Indian River County through the half-cent local government sales tax over the last six fiscal years. Overall, Indian River County’s half-cent sales tax revenue increased by 32.78% between Fiscal Year 2015/16 and Fiscal Year 2020/21.

Occasionally, governments can receive supplemental distributions by meeting special eligibility criteria; however, in no case can the total supplemental and ordinary distribution exceed the maximum per capita amount allowed by law. Governments are allowed wide latitude in using the half cent sales tax. For counties, the law provides only that half cent sales tax revenue be used for countywide tax relief or countywide programs.

- County Revenue Sharing

The current structure of the county revenue sharing program consists of two revenue sources. Those sources include 2.90% of net cigarette tax collections and 2.0810% of sales and use tax collections. Proceeds are collected by the state and then distributed to eligible counties based on an allocation formula. There are no use restrictions on the distributed revenue; however, there are some statutory limitations regarding those funds being used as a pledge for indebtedness.

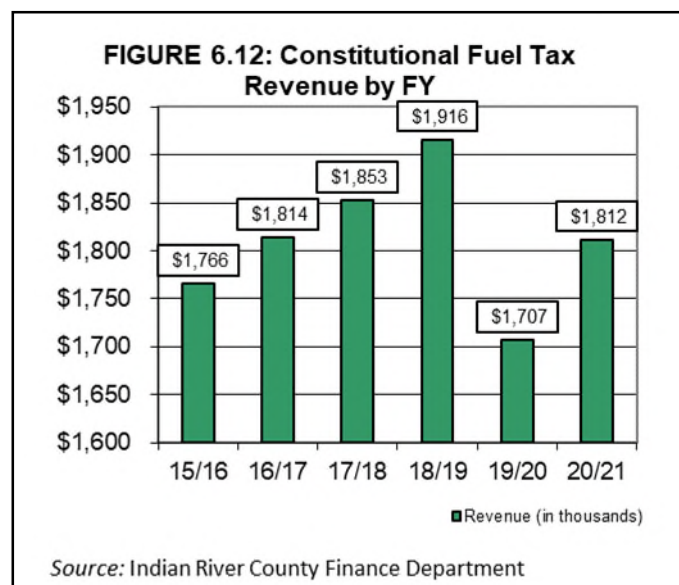
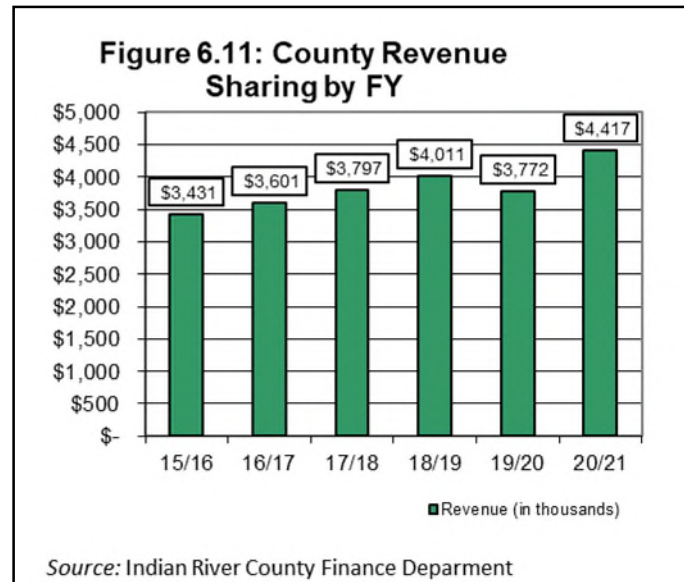
To receive distribution proceeds through the county revenue sharing program, counties must meet the following criteria:

- (1) Law enforcement officers and firefighters are certified and meet state requirements;
- (2) Certification of taxable value for a property tax levy is made in a timely and correct manner to the Department of Revenue;
- (3) The county’s most recent financial reports must have been sent to the Department of Financial Services, and post audits of those statements and accounts must have been provided.

Table 6.1 shows that county revenue sharing funds represented 1.35% of all funds collected by Indian River County in FY 2020/21. Figure 6.11 shows that, between Fiscal Year 2015/16 and 2020/21, Indian River County’s revenue from revenue sharing increased by 28.74.

- Constitutional Fuel Tax

The constitutional fuel tax is defined as an excise or license tax of two cents per gallon of motor fuel, imposed upon the first sale or first removal



from storage (after importation into Florida). Revenues from this levy become state funds at the time of collection by the refiner, importer or wholesaler.

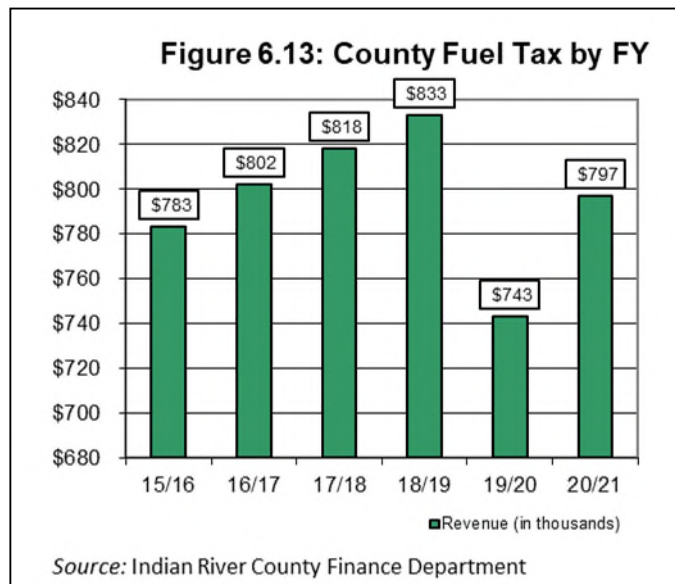
In its current form, the constitutional fuel tax is a state-shared revenue source for counties only. Applying a distribution formula, the state allocates proceeds to counties to the extent necessary to comply with all obligations to or for the benefit of holders of bonds, revenue certificates, and tax anticipation certificates or any refunds secured by any portion of the tax proceeds. After complying with the necessary debt service obligations, the state distributes a county’s surplus funds to its governing body.

Table 6.1 shows that revenue received from the constitutional fuel tax levy represented 0.55% of total revenue received by Indian River County in FY 2020/21. Figure 6.12 shows that, over the last six fiscal years, constitutional fuel tax revenue received by Indian River County increased by 2.6%.

- County Fuel Tax

The county fuel tax is levied on motor fuel at the rate of one cent per net gallon. The legislative intent of this tax is to reduce a county’s reliance on ad valorem taxes. Funds received from this tax can be used by a county for transportation-related expenses, including the reduction of bond indebtedness incurred for transportation purposes.

Table 6.1 shows that funds received through the county fuel tax levy represented 0.24% of all revenue collected by Indian River County in FY 2020/21. Figure 6.13 shows that, over the last six fiscal years, county fuel tax revenue received by Indian River County increased 1.78%, but decreased significantly from FY 2018/19 to FY 2019/20.



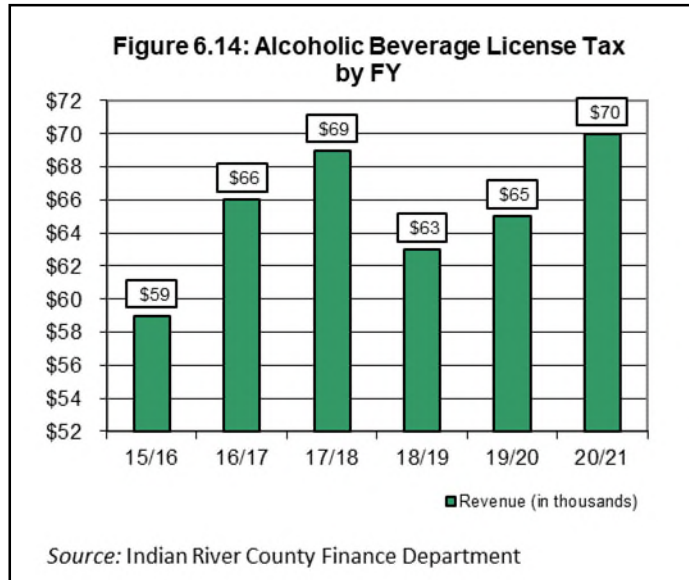
- Alcoholic Beverage License Tax

Alcoholic beverage license taxes are levied on manufacturers, distributors, vendors, and sales agencies of alcoholic beverages in Florida. The tax is administered, collected, enforced, and distributed to local governments by the Division of Alcoholic Beverages and Tobacco within the Department of Business and Professional Regulation.

Twenty-four percent of the license taxes imposed on the sale of beer, wine and liquor collected within a county is returned to the county Tax Collector. The remaining funds are used to operate the division and contribute to the operation of the Office of the Secretary of Business Regulation.

Table 6.1 shows that the county received approximately \$70,000 from this tax in FY 2020/21, 0.02% of all revenue received by Indian River County. Figure 6.14 shows that, over the last six fiscal years, alcoholic beverage license tax revenue received by Indian River County fluctuated.

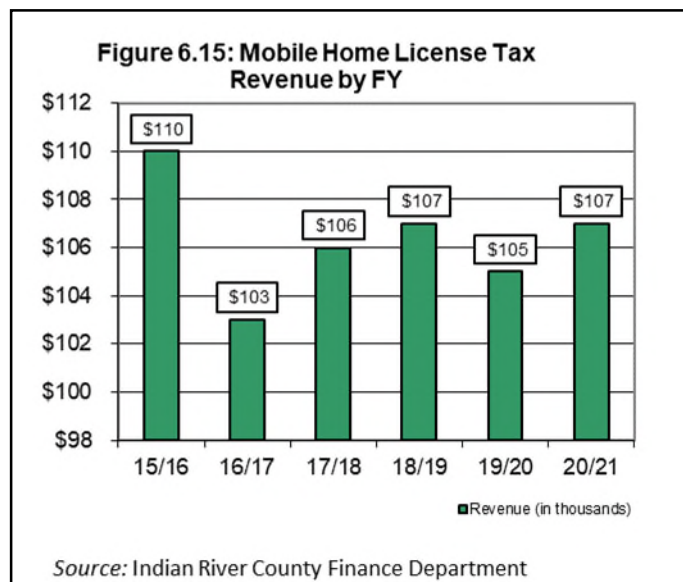
- Distribution of Sales and Use Taxes to Counties



According to Florida Statutes, a guaranteed entitlement of \$29,915,500 is equally distributed among Florida’s sixty-seven counties, providing each county’s general revenue fund with \$446,500. Table 6.1 shows that revenue received from the Distribution of Sales and Use Taxes represented 0.16% of revenues received by Indian River County in FY 2020/21. Uses for this revenue are determined by the Board of County Commissioners.

- Mobile Home License Tax

An annual license tax is levied on all mobile homes and park trailers, and on all travel trailers and fifth-wheel trailers exceeding thirty-five feet in body length. The license taxes, ranging from \$20 to \$80 depending on body length, are collected in lieu of ad valorem taxes. The taxes are collected by county tax collectors and remitted to the Department of Highway Safety and Motor Vehicles. From each license, two deductions are made. The first is a deduction of \$1.50 by the Department of Highway Safety and Motor Vehicles, with proceeds deposited into the State General Revenue Fund. The second is a deduction of \$1.00, with proceeds deposited



into the Florida Mobile Home Relocation Trust Fund. The remaining balance is deposited into the License Tax Collection Trust Fund for distribution to units of local government. A county government is eligible to receive proceeds from this tax if taxable mobile home units are located in its unincorporated area. An authorized use of the proceeds is not specified in the current law.

Table 6.1 shows that funds received through the mobile home license tax represented 0.03% of all revenue received by Indian River County in FY 2020/21. Figure 6.15 shows that, mobile home license tax revenue received by Indian River County fluctuated between FY 2015/16 and FY 2020/21.

- **Various Grants**

Table 6.1 shows that funds received in the form of state grants represented 3.23% of funds received by the county in FY 2020/21. Those state grant funds received by the county originated from the Division of Emergency Management, the Florida Housing Finance Corporation, the Florida Department of State, the Florida Department of Environmental Protection, the Florida Department of Transportation, the Florida Department of Revenue, the Florida Department of Law Enforcement, the Florida Department of Economic Opportunity, and the Florida Department of Health.

Federal Sources

Federal funds are either granted directly to local governments or passed through state agencies for administration and monitoring. Those grants are usually distributed on a competitive basis rather than by formula allocations, thereby making forecasts of future revenues difficult. For the purpose of revenue forecasts, those sources will be assumed to remain constant.

During FY 2020/21 the county received approximately \$31,231,000 in federal funds. Those funds represented 9.52% of all funds received by Indian River County in FY 2020/21.

Overall Revenue Sources

As mandated by state statute, the financial resources of the county are categorized according to the state Chart of Accounts. The categories in the state Chart of Accounts are taxes, licenses and permits, intergovernmental revenue, charges for services, fines and forfeitures, and miscellaneous revenues. Table 6.4 identifies the total amount of historic revenue generated from those sources for fiscal years 2015/16 through 2020/21.

| Table 6.4: Indian River County General Revenues By Source | | | | | | | |
|--|---------------|--------------------|---------------------------|----------------------|---------------------|------------------------|---------------|
| Fiscal Year | Taxes | Licenses & Permits | Intergovernmental Revenue | Charges for Services | Fines & Forfeitures | Miscellaneous Revenues | Totals |
| 2015/16 | \$109,101,602 | \$19,872,044 | \$33,535,027 | \$62,868,855 | \$1,708,273 | \$10,591,490 | \$237,677,291 |
| 2016/17 | \$115,774,419 | \$19,558,052 | \$31,587,431 | \$64,685,312 | \$1,680,464 | \$9,058,093 | \$242,343,771 |

| Table 6.4: Indian River County General Revenues By Source | | | | | | | |
|---|------------------|--------------------|---------------------------|----------------------|---------------------|------------------------|------------------|
| Fiscal Year | Taxes | Licenses & Permits | Intergovernmental Revenue | Charges for Services | Fines & Forfeitures | Miscellaneous Revenues | Totals |
| 2017/18 | \$125,723,036 | \$22,425,960 | \$37,168,177 | \$67,769,381 | \$1,739,585 | \$17,885,999 | \$272,712,138 |
| 2018/19 | \$132,706,277.00 | \$21,586,692.00 | \$33,137,945.00 | \$71,070,803.00 | \$2,177,709.00 | \$18,510,569.00 | \$279,189,995.00 |
| 2019/20 | \$141,010,151.00 | \$21,463,368.00 | \$33,940,616.00 | \$71,654,810.00 | \$1,413,528.00 | \$16,166,807.00 | \$285,649,280.00 |
| 2020/21 | \$146,300,990.00 | \$27,700,912.00 | \$63,146,834.00 | \$78,137,077.00 | \$2,174,438.00 | \$10,685,356.00 | \$328,145,607.00 |

Source: Indian River County Finance Department.

Figure 6.16: Distribution of General Revenues By Category

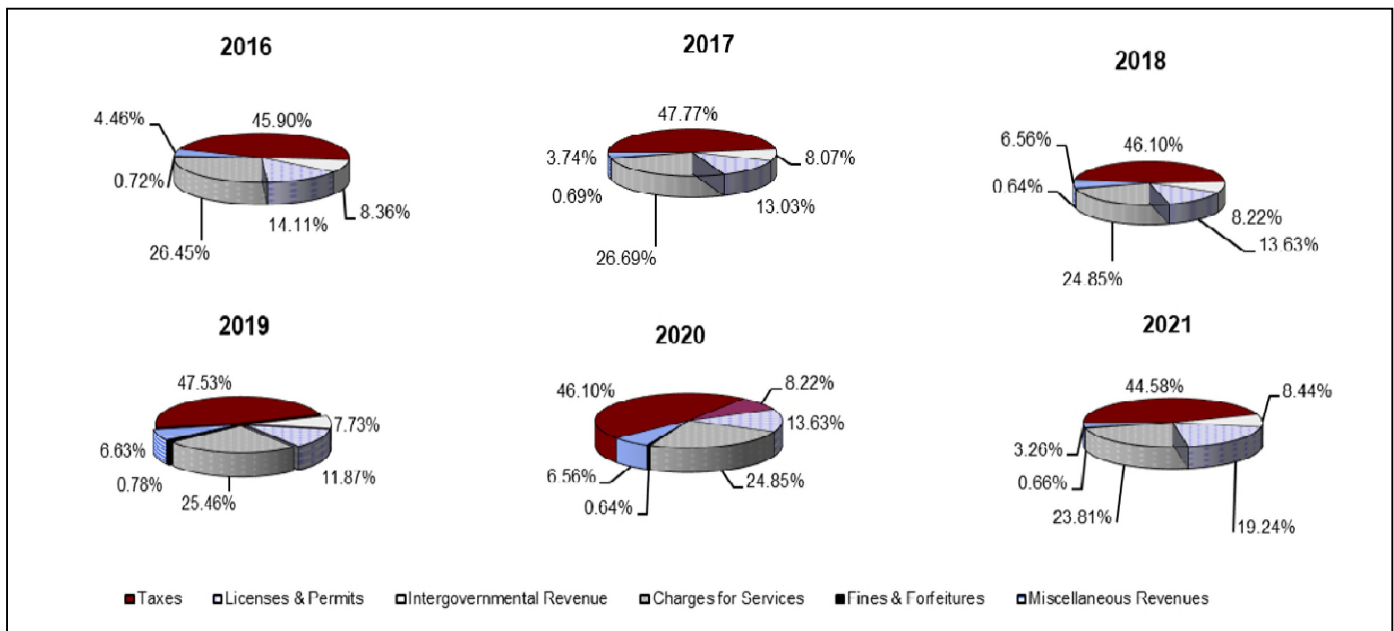


Figure 6.16 displays the distribution of revenue by the same categories listed in table 6.4 for each of the last six fiscal years.

Expenditures

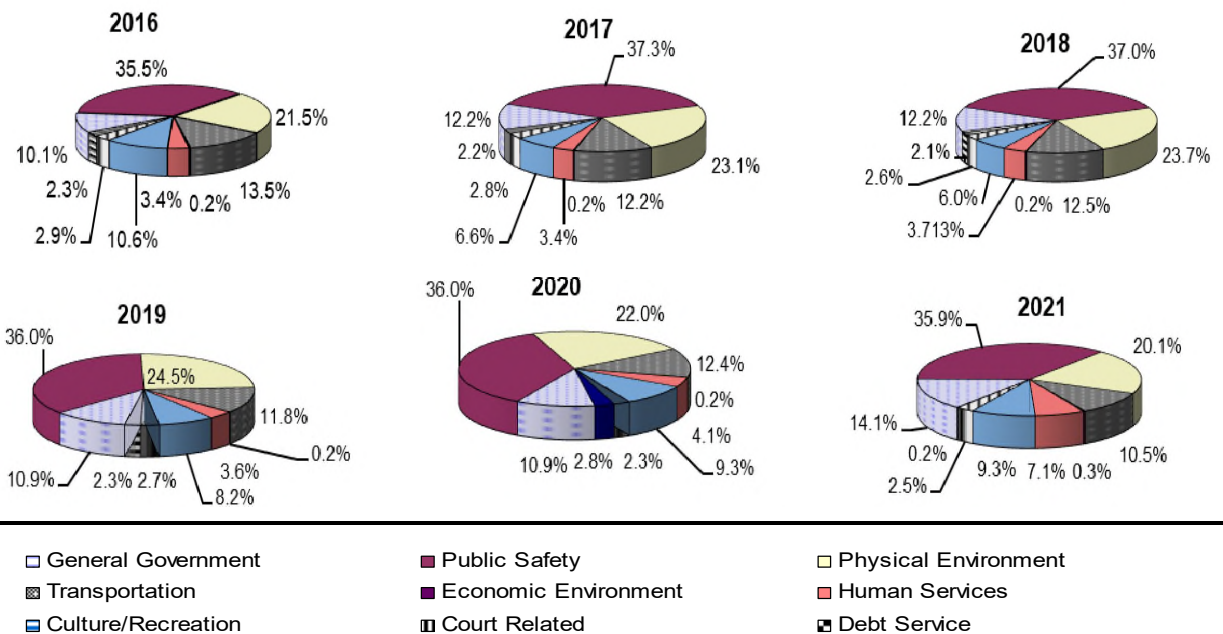
In the previous sub-section, the various revenue and income sources currently utilized by Indian River County were reviewed. This sub-section of the Capital Improvements Element identifies how those monies are allocated to meet the County’s needs. Table 6.5 presents the County’s overall general expenditures by category for fiscal years 2015/16 through 2020/21.

| Fiscal Year | 2015/16 | 2016/17 | 2017/18 | 2018/19 | 2019/20 | 2020/21 |
|----------------------|----------------------|----------------------|----------------------|----------------------|----------------------|----------------------|
| General Government | \$23,028,473 | \$29,456,693 | \$30,631,940 | \$28,825,668 | \$30,964,357 | \$43,454,745 |
| Public Safety | \$81,251,970 | \$89,841,802 | \$92,695,363 | \$94,683,976 | \$102,163,713 | 110,383,649 |
| Physical Environment | \$49,148,815 | \$55,578,221 | \$59,317,463 | \$65,665,032 | \$62,467,257 | \$62,006,788 |
| Transportation | \$30,991,899 | \$29,314,242 | \$31,359,379 | \$31,224,861 | \$35,037,602 | \$32,328,979 |
| Economic Environment | \$424,593 | \$437,031 | \$426,085 | \$469,565 | \$510,010 | \$847,483 |
| Human Services | \$7,868,392 | \$8,116,910 | \$9,302,125 | \$9,511,279 | \$11,662,394 | \$21,933,645 |
| Culture/Recreation | \$24,240,179 | \$15,891,840 | \$14,980,225 | \$21,638,673 | \$26,222,358 | \$28,541,061 |
| Court Related | \$6,605,682 | \$6,755,050 | \$6,540,045 | \$7,187,297 | \$6,536,101 | \$7,752,380 |
| Debt Service | \$5,215,007 | \$5,230,520 | \$5,270,153 | \$6,179,835 | \$7,887,367 | \$491,006 |
| TOTAL | \$228,775,010 | \$240,622,309 | \$250,522,778 | \$265,386,186 | \$283,451,159 | \$307,739,736 |

Source: Indian River County Comprehensive Annual Financial Report 2018/19

Table 6.5 shows expenditures in nine categories. Depending on the county’s activities in any given fiscal year, the level of expenditures may fluctuate for certain categories. Figure 6.17 displays the percentage distribution of Indian River County’s general expenditures over the last six fiscal years.

Figure 6.17: General Government Expenditures by Function



General Government

A major classification of services provided by Indian River County, the general government expenditure category, consists of activities undertaken by the legislative and administrative branches of the county government. Departments such as the Board of County Commissioners, County Administrator, Personnel, and Purchasing fall into this category, as do all Constitutional Officers, except the Sheriff. As shown in table 6.5, \$43,454,745 was spent on general government services in FY 2020/21. Between fiscal years 2015/16 and 2020/21, general government expenditures increased by 88.7%. In FY 2020/21, general government services represented 14.12% of all county expenses.

Public Safety

The Sheriff's Department, Fire Services, Advanced Life Support, Emergency Management, and the Medical Examiner fall under the category of Public Safety. As shown in table 6.5, the county, in FY 2020/21, spent \$110,383,649 for public safety services. Since FY 2015/16, public safety expenditures have increased by 35.85%. Public safety represented 35.87% of all county expenses in FY 2020/21.

Physical Environment

The physical environment classification encompasses the county's water and waste water utilities, the Solid Waste Disposal District (SWDD), the Soil and Water Conservation District, and the Environmentally Sensitive Land Acquisition Fund. Table 6.5 shows that \$62,006,788 was spent on these activities in FY 2020/21. Since FY 2015/16, physical environment expenditures have increased by 26.16%. Physical environment services represented 20.15% of all county expenses in FY 2020/21.

Transportation

Departments under the transportation category include Road and Bridge, County Engineering, Secondary Roads Construction, and Traffic Engineering. Those departments are responsible for designing, constructing, overseeing, and maintaining the county's roads and drainage systems. As shown in table 6.5, the county spent \$32,328,979 on transportation facilities in FY 2020/21. Since FY 2015/16, transportation expenditures have increased by 4.31%. Transportation expenses represented 10.5% of all county expenses in FY 2020/21.

Economic Environment

Included in the economic environment category are the costs of providing services which develop and improve the economic condition of the community and its citizens. Up to June 30, 2011, Veteran Services, the Housing Authority, and the Economic Development Division of the Indian River County Chamber of Commerce primarily undertook that function. On July 1, 2011, the Housing Authority was officially separated from the County; consequently, its expenditures are no longer reported here. Table 6.5 shows that \$847,483 was spent on economic environment

services in FY 2020/21. Since FY 2015/16, economic environment expenditures have increased by 99.59%. Economic environment expenses represented 0.28% of all county expenses in FY2020/21. Higher expenses between FY 2011/12 and FY 2013/14 were the result of expenditure of Neighborhood Stabilization Program Community Development Block Grant funds, one time grants provided to lessen the negative effects of the economic downturn/recession and housing collapse.

Human Services

Human Services cover the cost of providing services for the care, treatment, and control of human illness, injury or disabilities, and for the welfare of the community as a whole and its individuals. The Health Department, Welfare, Medicaid, and Children's Services fall into this category. Table 6.5 shows that the County spent \$21,933,645 on human services in FY 2020/21. Since FY 2015/16, human services expenditures have increased by 178.76%. Human Services represented 7.13% of all county expenses in FY 2020/21.

Culture/Recreation

All costs associated with providing and maintaining cultural and recreational facilities and activities for the benefit of citizens and visitors fit into this category. County libraries, parks, recreation operations, and the golf course are included here. As shown in table 6.5, the County spent \$28,541,061 on those services in FY 2020/21. Since FY 2015/16, cultural/recreation expenditures have increased by 17.74%. Culture/recreation expenses represented 9.27% of all County expenses in FY 2020/21.

Court Related

All costs of operating the judicial branch of Indian River County Government are classified here. That category includes the County Court, Circuit Court, State Attorney's Office and Public Defender. As shown in table 6.5, expenditures from that category totaled \$7,752,380 in FY 2020/21. Between fiscal years 2015/16 and 2020/21, Court Related expenditures increased by 17.36%. Court Related costs represented 2.52% of all county expenses in FY 2020/21.

Debt Service

Debt service consists of interest and payments made by the county on its debt. That figure includes principal retirement, interest and other miscellaneous debt service. As table 6.5 indicates, total County debt service expenditures were \$491,006 in FY 2020/21. Since FY 2015/16, debt service expenditures have decreased by 90.58%. Debt service expenses represented 0.16% of all County expenses in FY 2020/21.

Existing Outstanding Debt

At the end of FY 2020/21, Indian River County’s outstanding debt, comprised of revenue bonds and general obligation bonds, stood at \$3,255,000. That is shown in table 6.6. . In November 2001, Indian River County issued the remaining \$11,000,000 of the \$26,000,000 Environmentally Sensitive Land Acquisition general obligation bonds originally approved by voters in 1992. Also in 2001, the County issued \$16,810,000 in Spring Training Facility Bonds to finance the acquisition and expansion of the Dodgertown spring training facility (now known as Historic Dodgertown).

In 2004, Indian River County voters approved the issuance of up to an additional \$50,000,000 in Environmentally Sensitive Land Acquisition general obligation bonds. As a result, Indian River County issued \$48,600,000 in Environmentally Sensitive Land Acquisition general obligation bonds in 2006. While the county refinanced its 1996 Series Water and Sewer Bonds in 2005 and the majority of its 1993 Series A Water and Sewer Bonds in 2009, the County retained a portion of the 1993 Series A Water and Sewer Bonds with a maturity of 2011 because it was more cost efficient than rolling the entire amount into the 2009 Water and Sewer Bonds. That portion of the water and sewer bond has since been paid off.

More recently, in 2015 the 2005 Series Water and Sewer Revenue Bonds and the 2006 Series Environmental Lands Acquisition Bonds were refinanced. Those bonds were refinanced to take advantage of better interest rates. In addition, the debt issuance for the 2009 series Water and Sewer Bonds were paid off and the Spring Training Facility bonds were partially paid off during fiscal year 2018/19, and the Environmental Lands Acquisition 2015 Series were paid off during fiscal year 2019/20. This has substantially decreased the County’s total bond debt.

| Table 6.6: Indian River County Existing Long Term Debt | | | | | | |
|--|----------------|------------------------------|-----------------------|----------------|-------------|---------------------------|
| | Initial Amount | Amount Remaining @09/30/2021 | Average Interest Rate | Final Maturity | Bond Rating | Security Pledge |
| Water & Sewer Revenue Bonds: | | | | | | |
| 2015 Series | \$7,171,000 | \$0 | 1.65% | 2022 | N/A | Water & Sewer Revenues |
| Recreation Revenue Bonds | | | | | | |
| 2001 Series Spring Training Facility | \$16,810,000 | \$3,255,000 | 4.87% | 2031 | AAA/FGIC | State Funds & Tourist Tax |
| Total Bonds Outstanding | | \$3,255,000 | | | | |

Source: Indian River County Budget.

Local Policies and Practices

As part of the capital improvements planning process, it is important to do an inventory of current Indian River County policies and practices that guide the timing, location, expansion, or increase in

capacity of capital facilities. Those policies and practices relate to the county's existing level-of-service standards, impact fee programs, comprehensive plan, and enterprise fund accounts.

Existing Level-of-Service Standards

Level-of-service (LOS) standards are indicators of the extent or degree of service provided by, or proposed to be provided by, a facility based on and related to the operational characteristics of the facility. Level-of-service standards indicate the capacity per unit of demand of each public facility.

Level-of-service standards can affect the timing and location of development by guiding development to areas where facilities may have excess capacity. Indian River County has level-of-service standards for capital facilities as follows:

- Correctional Facilities (Countywide)
 - 4.5 beds per 1,000 permanent plus weighted peak seasonal population

- Fire/EMS (Countywide, excluding Indian River Shores)
 - .089 Stations per 1,000 permanent plus weighted peak seasonal population

- Law Enforcement (Unincorporated County)
 - 2.09 officers per 1,000 permanent plus weighted peak seasonal population

- Libraries (Countywide)
 - 580 building square feet per 1,000 permanent plus weighted peak seasonal population
 - 3,200 library material items per 1,000 permanent plus weighted peak seasonal population
 - 0.7 computers per 1,000 permanent plus weighted peak seasonal population
 - 0.2 other library equipment items per 1,000 permanent plus weighted peak seasonal population

- Potable Water (County Service Area)
 - 250 gallons per day per equivalent residential unit

- Public Buildings (Countywide)
 - 1.99 building square feet per capita for permanent plus weighted peak seasonal population

- Parks/Recreation (Unincorporated County)
 - 6.61 acres per 1,000 permanent plus weighted peak seasonal population

- Sanitary Sewer (County Service Area)
 - 250 gallons per day per equivalent residential unit

- Schools (School Service Area):

- 100 percent of Florida Inventory of School Houses (FISH) capacity for each public school type (elementary, middle, and high).
- Solid Waste (Countywide)
 - 2.2 tons per capita per year or 3.67 cubic yards per capita for permanent plus weighted peak seasonal population per year
- Stormwater Management
 - New drainage systems shall mitigate the impacts of a 25 year/24 hour design rainfall event
 - Minimum road crown elevation for existing roads shall be raised during resurfacing/rebuilding to the flood elevation resulting from the 2 year/24 hour storm event on local roads
 - The center two lanes of rebuilt roads must be at or above flood levels resulting from a 10 year/24 hour storm event on Arterial and Collector roads
 - All drainage basins will meet the following level-of-service standards:
 - By 2000 - 2 year/24 hour storm event
 - By 2005 - 5 year/24 hour storm event
 - By 2010 - 10 year/24 hour storm event
- Transportation (Roadways)
 - Level-of-Service “D” during peak hour, peak season, and peak direction conditions on all TRIP grant funded roads as well as all freeway, arterial, and collector roadways, with the exception of the following two, which will operate at level of service “E” plus 20%:
 - 27th Ave – South County Line to SR 60
 - 43rd Ave - Oslo Road to 16th StreetFor SIS/Florida Intrastate Highway System roadways, level of service “B” is adopted for rural areas, and level of service “C” is adopted for urban areas.
- Transit
 - One-hour headways shall be maintained on all fixed transit routes

Level-of-service standards are discussed in further detail in individual Comprehensive Plan Elements. Asset-based level of service standards for impact fee calculation purposes are provided in the Impact Fee Ordinance (Title X).

Capital Improvements Program

A capital improvements program (CIP) is a list of capital expenditures to be incurred each year over a fixed period of years to meet anticipated capital needs. In Indian River County, the CIP identifies the projects that the County plans to undertake in the next five years and presents an estimate of the costs and the resources needed to finance the projects. Revenue sources within the first year of the CIP reflect current fund balances as well as anticipated annual revenue collection. Within the first three years of the CIP, projects are funded entirely with “committed” revenue sources. “Committed” revenue sources are revenue sources that currently exist. Projects in years four and five of the CIP may be funded partially through “planned” revenue sources. “Planned” revenue sources are sources available to the County that have not been utilized.

The Capital Improvements Element (CIE) itself consolidates the capital improvements needs of all elements of the Comprehensive Plan into an overall five-year Capital Improvements Schedule. The overall program lists the needs, costs, timeframes, priorities, and the necessary financial resources to implement the identified capital improvement projects in the various elements of the plan in the next five years.

Impact Fees/Capacity Charges

Impact fees are charges to developers for off-site improvements that must be provided by the local government to serve new development. That financing technique is one strategy that the County uses to implement the CIE. Currently, the County has nine impact fees in place; those are traffic impact fees, which became effective in 1986, and eight additional impact fees which became effective in June of 2005. Those eight impact fees are assessed for the following service delivery categories: solid waste, public schools, fire/ems, parks and recreation, correctional facilities, law enforcement, libraries, and public buildings. In 2009, the Board of County Commissioners (BCC) voted to suspend five of the nine impact fees for a period of six months. Their intent in doing so was to help encourage development during the economic recession. Since then, the BCC has voted several times to maintain the suspension of at least three of the impact fees. Most recently, the Board of County Commissioners completed a review of all impact fees, and on April 22, 2014 adopted a revised reduced nonresidential impact fee schedule with an effective date of May 5, 2014 and adopted a revised residential impact fee schedule on October 14, 2014 with an effective date of February 2, 2015. For the new impact fee schedule, the Board of County Commissioners voted to not collect the correctional facilities, solid waste facilities, and libraries impact fees at this time.

In October 1999, the county’s water and sewer impact fees were reclassified as capacity charges. A capacity charge is a fee charged to the direct beneficiaries of water and sewer improvements in order to fund the capital cost incurred by the water and wastewater utility to provide capacity to serve new utility customers.

Enterprise Funds

Enterprise funds are used to account for operations financed and operated in a manner similar to private businesses, when the intent of the governing body is that the full costs of providing the service to the general public on a continuing basis be financed or recovered primarily through user charges. Currently, the County operates its solid waste services, golf course facility, building division services, and utility services as enterprise funds.

As a tool for affecting the timing and location of development, user charges may be designated to vary with the quantity and location of the service provided. Thus, charges could be greater for providing services further from urban areas and less for distances closer to urban areas. In this way, user charges could affect the economics of development locating further away from urban areas.

Analysis

The analysis section of this element assesses the County's historic and projected revenue and expenditure patterns to determine the County's fiscal ability to provide adequate capital improvements. Those capital improvements have been identified in other comprehensive plan elements and are needed to meet the demands of existing and future development.

As part of this analysis, revenue and expenditure projections are identified and analyzed, and a fiscal assessment of needs (costs) versus projected available revenue is included.

Analysis of the Timing and Location of Capital Improvements

Objectives and policies from the Future Land Use Element, Potable Water Sub-Element, Sanitary Sewer Sub-Element, Recreation and Open Space Element, Public School Facilities Element, and the Transportation Element, as well as policies followed by the Sheriff's office and County departments such as Emergency Management, Corrections, Libraries, and Solid Waste, have the most direct effect on the timing and location of capital improvements.

Through planning for future improvements to the transportation system, the Transportation Element directly affects the development potential of property. Also affecting the development potential of property are the water and sewer connection requirements and the availability of parks, and public school capacity. Within the Future Land Use Element (FLUE), the assignment of land use density and intensity, as well as the urban service area regulations, affect the timing and location of capital improvements.

Consistent with the FLUE and urban service area requirements in the County's comprehensive plan, the County provides public facilities and services to promote compact development by emphasizing infill development in urban areas and maximizing the efficiency of existing facilities and services in underutilized areas. The FLUE also limits urban sprawl and ensures that adequate facilities will be

present to accommodate future growth. Maximizing the use of existing facilities and controlling urban sprawl will contribute to a cost-effective and efficient service delivery system.

Using the County's official Future Land Use Map and Future Thoroughfare Plan Map, as well as the County's water and wastewater connection matrix, in planning for future locations of facilities provides for efficient and orderly expansion of public facilities, provides for efficient growth in desired areas, discourages growth in undesirable areas, and protects environmentally sensitive lands. Consistent with that policy, development orders are issued only after a determination is made that adequate public facilities and services will be available to meet the demand of new development.

Overall, the objectives of the FLUE, Transportation Element, Parks and Recreation Element, Potable Water Sub-Element, Sanitary Sewer Sub-Element, and the Public School Facilities Element are furthered by the extension of facilities and services in a logical and efficient manner. That is accomplished by implementing the adopted Capital Improvements Element and its corresponding Schedule of Capital Improvements. Successful and efficient implementation of those items ensures that facilities and services will be in place concurrent with future demand.

If a capital improvements project is not included in the adopted Schedule of Capital Improvements and the improvement is required to maintain adopted level-of-service standards, future development will be prohibited until the necessary facilities are in place. That, in effect, indirectly controls the timing and location of future development and, in turn, furthers the implementation of the Future Land Use Element and Transportation Element objectives.

Appendix A constitutes the County's five year schedule of capital improvements. The purpose of the CIP is to ensure that improvements to existing facilities and construction of new facilities are completed as needed. By implementing the five year schedule of capital improvements, the county will ensure that appropriate areas will be served by needed facilities, thus maintaining adopted levels of service.

Besides implementing the components of this element, the County coordinates with the St. Johns River Water Management District (SJRWMD) and the various state agencies, such as the Florida Department of Transportation, when those agencies program facility or service improvements within Indian River County. The continuation of that coordination will ensure that the plans of state agencies and the SJRWMD will be consistent with the Comprehensive Plan and the timing and location of capital improvements as identified in the CIE.

Forecasted Revenues

In order to develop a financially feasible schedule of capital improvements, projected revenues over the five-year CIP time period are calculated. Those revenues are then compared to anticipated expenditures on capital improvements. For the first three years of the plan, only committed and available revenue sources are utilized. In developing revenue estimates for that process, the County

considers historic revenue trends, current and anticipated economic conditions, population and growth trends, legislative changes, and any other factors that may impact future revenue streams. That analysis is far more complex than projecting prior trends into the future. That is evident in the forecasted revenues shown in this section.

Since the start of the decline of the housing boom and throughout the economic recession that followed, there was a gradual decrease in most of the County’s revenue sources. Forecasts show for all CIP revenue sources except “Other Sources”, an increase in total revenue through FY 2025/26, of 10.38%. The “Other Sources” category included revenue sources such as grants that can vary year to year.

Many of the revenue sources identified in the CIP have unique characteristics. For example, sales taxes react differently than gas taxes to similar circumstances. The analysis accounts for such differences. Because gas taxes are levied on a per gallon basis rather than a price percentage basis like the sales tax, gas taxes do not increase as a result of rising prices the way that sales taxes do. Further, gas taxes do not typically decline as significantly as sales taxes during economic slowdowns. For property taxes, impact fees, user fees, interest earnings, and other revenues, additional behavioral characteristics were considered in forecasting future receipts. All such forecasts were developed with the use of professionally accepted methodologies. To ensure a financially balanced CIP (see Appendix A), scheduled expenditures were constrained by projected revenues.

As part of this capital improvements element, the County's general revenues were forecasted for fiscal years 2022/23 through 2026/27. This section addresses general revenues and earmarked projected revenues as well as the county's tax base and millage rate projections.

- Overall Forecasted Revenues

Table 6.7 summarizes the County's forecasted revenue for fiscal years 2022/23 through 2026/27. Those revenues include the County's general governmental funds, enterprise funds, and internal funds. As table 6.7 shows, general revenue collected by the County is forecast to decrease from fiscal year 2022/23 to fiscal year 2026/27 with revenues from “Other Sources” such as grants decreasing. Projecting a decrease in grant funding due to uncertainty of future grants is a conservative approach. Actual grant funding may be greater than projected.

| Table 6.7: Overall General Revenue Projection Summary | | | | | | |
|--|----------------|----------------|----------------|----------------|----------------|-----------------|
| FY | 2022/23 | 2023/24 | 2024/25 | 2025/26 | 2026/27 | TOTAL |
| Taxes | \$173,718,853 | \$178,062,000 | \$182,514,000 | \$187,077,000 | \$191,754,000 | \$913,125,853 |
| Permits, Fees & Special Assess. | \$42,870,973 | \$43,943,000 | \$45,042,000 | \$46,168,000 | \$47,322,000 | \$225,345,973 |
| Intergovernment | \$35,043,679 | \$35,920,000 | \$36,818,000 | \$37,738,000 | \$38,681,000 | \$184,200,679 |
| Charges for Services | \$101,672,615 | \$104,214,000 | \$106,819,000 | \$109,489,000 | \$112,226,000 | \$534,420,615 |
| Judgements, Fines & Forfeitures | \$524,870 | \$538,000 | \$551,000 | \$565,000 | \$579,000 | \$2,757,870 |
| Interest & Misc. | \$9,685,914 | \$9,928,000 | \$10,176,000 | \$10,430,000 | \$10,691,000 | \$50,910,914 |
| Other Sources | \$168,651,210 | \$120,895,510 | \$91,726,357 | \$67,252,334 | \$43,131,250 | \$491,656,661 |
| TOTAL | \$532,168,114 | \$493,500,510 | \$473,646,357 | \$458,719,334 | \$444,384,250 | \$2,402,418,565 |

Source: Indian River County Office of Management and Budget.

- **Earmarked Projected Revenues**

Earmarked revenues are revenues that are restricted in terms of use. Such revenues may be found in the Transportation Element, Sanitary Sewer Sub-Element, Potable Water Sub-Element, and Solid Waste Sub-Element.

Table 6.8 provides a summary of earmarked revenue forecasts by applicable comprehensive plan element for fiscal years 2022/23 through 2026/27. As shown in table 6.8, forecasted transportation revenues are broken down by their sources. Earmarked forecasted transportation revenues are expected to increase by 6.77% over the next five fiscal years, from \$34,457,000 in FY 2022/23 to \$36,790,508 in FY 2026/27.

For potable water and sanitary sewer, earmarked revenue is expected to increase by 10.28% over the next five fiscal years, from \$42,457,116 in FY 2022/23 to \$46,865,000 in FY 2026/27. Over the next five years, earmarked revenue for solid waste is expected to increase by 10.38% from \$22,142,998 in FY 2022/23 to \$24,442,000 in FY 2026/27.

| Table 6.8: Earmarked Projected Revenue by Comprehensive Plan Element | | | | | | | | | |
|--|-----------------------|------------------------|----------------|--------------------|---------------------------|---------------------|--------------|--------------------------------|--------------|
| Fiscal Year | Transportation | | | | | | | Potable Water & Sanitary Sewer | Solid Waste |
| | Local Option Gas Tax* | Constitutional Gas Tax | County Gas Tax | Traffic Impact Fee | 1 cent optional sales tax | Interest on Gas Tax | Total | | |
| 2022/23 | \$3,500,000 | \$1,825,000 | \$795,000 | \$6,310,000 | \$22,000,000 | \$27,000 | \$34,457,000 | \$42,457,116 | \$22,142,998 |
| 2023/24 | \$3,500,000 | \$1,825,000 | \$795,000 | \$6,436,000 | \$22,440,000 | \$27,000 | \$35,023,000 | \$43,519,000 | \$22,697,000 |
| 2024/25 | \$3,500,000 | \$1,825,000 | \$795,000 | \$6,565,000 | \$22,888,800 | \$27,000 | \$35,600,800 | \$44,607,000 | \$23,264,000 |
| 2025/26 | \$3,500,000 | \$1,825,000 | \$795,000 | \$6,696,000 | \$23,346,576 | \$27,000 | \$36,189,576 | \$45,722,000 | \$23,846,000 |
| 2026/27 | \$3,500,000 | \$1,825,000 | \$795,000 | \$6,830,000 | \$23,813,000 | \$27,000 | \$36,790,508 | \$46,865,000 | \$24,442,000 |

Source: Indian River County Office of Management and Budget.

- Tax Base, Assessment Ratio, Millage Rate

Table 6.9 summarizes the county's tax base forecasts which are categorized by fund through FY 2026/27. Overall, the countywide ad valorem tax base is the same as the general fund category identified in table 6.7.

| Table 6.9: Indian River County Tax Base and Millage Projections | | | | | | |
|---|------------------|---------|------------------|---------|-----------------------------|---------|
| Fiscal Year | General Fund | | M.S.T.U. | | Emergency Services District | |
| | Tax Base | Millage | Tax Base | Millage | Tax Base | Millage |
| 2022/23 | \$23,354,805,784 | 3.5475 | \$13,013,717,333 | 1.1506 | \$19,254,428,420 | 2.3531 |
| 2023/24 | \$24,055,449,958 | 3.5475 | \$13,404,128,853 | 1.1506 | \$19,832,061,273 | 2.3531 |
| 2024/25 | \$24,777,113,457 | 3.5475 | \$13,806,252,719 | 1.1506 | \$20,427,023,111 | 2.3531 |
| 2025/26 | \$25,520,426,861 | 3.5475 | \$14,220,440,301 | 1.1506 | \$21,039,833,804 | 2.3531 |
| 2026/27 | \$26,286,039,667 | 3.5475 | \$14,647,053,510 | 1.1506 | \$21,671,028,818 | 2.3531 |

Source: Indian River County Office of Management and Budget.

As shown in table 6.9, the county has a Municipal Service Taxing Unit (MSTU) and an emergency services district, each with a separate millage.

Changes to the Capital Improvements Program

Overall, County revenue sources except “Other Sources” are expected to increase at a total rate of 10.38% from 2022/23 through Fiscal Year 2026/27 and all County revenue sources except for Judgements, Fines & Forfeitures are projected to be above what was previously forecasted in the prior year’s Capital Improvements Program. With respect to the “Other Sources” funds, the decreasing yearly amount is due to uncertainty in grant funds, as that funding source is dependent on a number of factors including but not limited to economic conditions, and the competitiveness of grant applications.

With this year’s update, some projects have had their timeframes extended and some have had their funding sources changed as priorities have shifted, and projects previously underfunded have been designated to receive additional projected funding from sources that have become available. This includes projected increased revenue from assessments and user fees, gas taxes, various impact fees, and developer funded construction projects due to projected increased development activity and continually improving market conditions. While some project time frames have been extended, none of the extensions will impact development project concurrency reservations.

By extending the timeframe of transportation projects, the County can utilize its limited resources to complete priority concurrency related projects within the overall capital improvements program. In effect, the County needs to delay some projects so that other projects will remain fundable and so that additional priority projects may be funded. By funding necessary projects and other priority projects, and by extending the time frames for other projects, the County is maintaining a financially feasible capital improvements element.

As allowed by state law, the County can consider the additional capacity to be produced by those anticipated nearer term roadway improvement projects as being available now for concurrency purposes. As such, a development project impacting a deficient link can proceed despite the deficient link, where a roadway improvement project for the deficient link will be under construction no later than three years after issuance of the first building permit for the development project.

Needs Assessment`

Based on public facility requirements identified in the other comprehensive plan elements, this needs assessment identifies the capital improvements required to provide sufficient infrastructure to meet proposed levels of service for existing and new development. For purposes of the CIE, a capital improvement is a substantial facility (land, building or major equipment) that costs at least \$100,000 and may be paid for in phases.

Table 6.10 identifies capital improvement needs through fiscal year 2026/27 for coastal management, conservation & aquifer recharge, emergency services, general services, law enforcement & corrections, recreation and open space, stormwater management, sanitary sewer and potable water, solid waste, transportation, and public schools. Appendix A provides a detailed list of projects associated with each of the comprehensive plan elements as well as those projects associated with individual department capital improvements programs. Not included in Appendix A are projects associated with the Public School Facilities Element. Those projects are found in Appendix C. Detailed capital improvement schedules, which list each improvement project, are provided in each applicable Comprehensive Plan Element or within individual master plans for the respective governmental service.

| Table 6.10: Future Capital Improvement Expenditures for Indian River County & Indian River County School District | | | | | | |
|--|----------------------|----------------------|---------------------|---------------------|---------------------|----------------------|
| Element or Category | 2022/23 | 2023/24 | 2024/25 | 2025/26 | 2026/27 | Total |
| Coastal Management | \$0 | \$12,500,000 | \$0 | \$0 | \$200,000 | \$12,700,000 |
| Conservation & Aquifer Recharge | \$5,108,500 | \$2,090,000 | \$1,640,000 | \$3,250,000 | \$2,515,000 | \$14,568,500 |
| Emergency Services | \$10,229,198 | \$7,550,000 | \$5,340,000 | \$3,675,000 | \$8,977,000 | \$35,771,198 |
| General Services/Facilities Management | \$13,118,317 | \$12,025,000 | \$8,275,000 | \$275,000 | \$275,000 | \$33,968,317 |
| Law Enforcement & Corrections | \$8,499,785 | \$4,000,000 | \$2,800,000 | \$3,140,000 | \$3,375,000 | \$21,814,785 |
| Recreation & Open Space | \$12,275,590 | \$5,315,000 | \$2,050,000 | \$3,000,000 | \$2,950,000 | \$25,590,590 |
| Sanitary Sewer & Potable Water | \$20,066,103 | \$20,292,663 | \$20,860,000 | \$11,920,187 | \$12,350,000 | \$85,458,953 |
| Solid Waste | \$9,000,000 | \$12,825,000 | \$2,420,000 | \$2,070,000 | \$0 | \$26,315,000 |
| Stormwater Management | \$2,406,331 | \$6,900,000 | \$250,000 | \$2,300,000 | \$3,500,000 | \$15,356,331 |
| Transportation | \$74,212,001 | \$41,976,097 | \$44,850,607 | \$26,013,147 | \$16,094,000 | \$203,145,852 |
| Total | \$154,915,825 | \$125,473,760 | \$88,455,607 | \$55,608,334 | \$50,236,000 | \$474,689,526 |
| Public School Facilities* | \$26,402,785 | \$17,329,027 | \$19,036,515 | \$22,359,981 | \$23,838,256 | \$108,966,564 |

*The School District of Indian River County has the fiscal responsibility for capital improvement expenditures for public school facilities.

Figure 6.18 graphically displays the forecasted capital improvements expenditures for the County during the next five fiscal years. As indicated, the sum of the total projected costs for each of the elements for the five year period is \$474,689,526

Some public facilities, such as public education and health systems, are provided countywide, but are not the fiscal responsibility of the County. The County, however, is required by state statutes to provide some funds to the Indian River County Health Department (IRCHD). Consistent with state

law, the Secretary of the Florida Department of Health appoints the administrator of the IRCHD with the concurrence of the Board of County Commissioners. The IRCHD maintains its financial records, and prepares its own financial report separate from the county.

In the Public School Facilities Element of the County’s comprehensive plan, there is an analysis and description of public schools. Based on general locational criteria for public schools, it is assumed that any new facilities which may be constructed in the County by 2026/27 will be located within existing infrastructure service areas or designated expansion areas. Therefore, those systems may be considered to be adequately served by appropriate infrastructure.

Fiscal Assessment

This section examines the County's ability to fund the capital improvements listed in table 6.10, with the exception of public school facilities, and assesses whether sufficient revenue will be available within the existing budget framework utilized by the County to fund the needed improvements at the time that those improvements will be required. This assessment process consists of forecasting future revenue receipts and comparing those receipts to anticipated expenditures. With this process, it is possible to quantify annual revenue surpluses and shortfalls, providing a basis for examining opportunities for financing needed capital improvements. The expenditure estimates include operating costs.

For the public school facilities listed in table 6.10, the School District of Indian River County is responsible for funding the capital improvements. The School District’s adopted “Summary of Capital Improvements Program” (Appendix C) and “Summary of Estimated Revenue” (Appendix D) provide a detailed review of the financial feasibility of the School District’s Five Year Capital Plan.

Projected Expenditures

Table 6.11 shows the County's projected expenditures for fiscal years 2022/23 through 2026/27. By fiscal year 2026/27, the County is forecasted to have annual expenditures totaling \$444,384,250. In FY 2026/27, the category projected to have the largest expenditures is the Public Safety category with \$151,311,000 in expenditures. For the five-year period beginning in fiscal year 2021/22 and ending in fiscal year 2026/27, the County's expenditures are forecast to decrease by 16.53%.

| Table 6.11: Indian River County Overall General Expenditures Projection Summary | | | | | |
|--|----------------------|----------------------|----------------------|----------------------|----------------------|
| FY | 2022/23 | 2023/24 | 2024/25 | 2025/26 | 2026/27 |
| General Gov't. Services | \$85,889,401 | \$86,615,000 | \$84,730,000 | \$78,641,000 | \$80,600,000 |
| Public Safety | \$144,618,275 | \$140,587,000 | \$140,403,000 | \$142,385,000 | \$151,311,000 |
| Physical Environment | \$98,721,694 | \$105,801,663 | \$90,426,000 | \$86,333,187 | \$86,956,000 |
| Transportation | \$97,625,201 | \$65,975,097 | \$69,449,607 | \$51,227,147 | \$41,938,000 |
| Economic Environment | \$513,866 | \$527,000 | \$540,000 | \$554,000 | \$568,000 |
| Human Services | \$12,847,798 | \$13,169,000 | \$13,498,000 | \$13,835,000 | \$14,181,000 |
| Culture/Recreation | \$33,141,501 | \$39,203,000 | \$23,973,000 | \$25,471,000 | \$26,183,000 |
| Debt Service | \$482,750 | \$486,750 | \$484,750 | \$487,000 | \$483,250 |
| Other | \$58,327,628 | \$41,136,000 | \$50,142,000 | \$59,786,000 | \$42,164,000 |
| TOTAL | \$532,168,114 | \$493,500,510 | \$473,646,357 | \$458,719,334 | \$474,689,536 |

Source: Indian River County Office of Management and Budget.

- **Earmarked Projected Expenditures**

Table 6.12 identifies the projected expenditures for the water, sewer, and solid waste enterprise funds for fiscal years 2022/23 through 2026/27. Those expenditures include operating expenses and other expenses for each year.

According to law, all revenues from capacity charges must be spent on infrastructure improvements that benefit the payer of the capacity charge. Therefore, capacity charge revenue and expenditure amounts increase and decrease with development. For that reason, forecasting capacity charge revenues and expenditures is difficult. That system, however, ensures that new development will not reduce levels of service below County minimums.

| Table 6.12: Projected Expenses for Water, Sewer, and Solid Waste | | |
|--|--------------------------------|--------------|
| Fiscal Year | Potable Water & Sanitary Sewer | Solid Waste |
| 2022/23 | \$62,523,219 | \$31,142,998 |
| 2023/24 | \$63,811,663 | \$35,522,000 |
| 2024/25 | \$65,437,000 | \$25,684,000 |
| 2025/26 | \$57,642,187 | \$25,916,000 |
| 2026/27 | \$59,215,000 | \$24,442,000 |

Source: Indian River County Office of Management and Budget.

Table 6.12 shows that, in FY 2026/27, the forecast expenses for potable water and sanitary sewer services are expected to be \$59,215,000. That is a decrease of 5.29% from the FY 2022/23 forecast expenses of \$62,523,219. Table 6.12 also shows that, in FY 2026/27, the projected expenses for solid waste services are expected to be \$24,442,000. That is a decrease of 21.52% from the FY 2022/23 projected figure of \$31,142,998.

Operating Cost Projections

Table 6.13 provides forecasts of overall operating costs for the County for fiscal years 2022/23 through 2026/27. In fiscal year 2026/27, the County is forecast to incur approximately \$444,384,250 in operating costs. Based on the figures shown in Table 6.13, the county's operating costs are forecast to decrease 16.5% between 2022/23 and 2026/27.

| Table 6.13: Indian River County Overall Operating Cost Projections | |
|--|-----------------------|
| Fiscal Year | Total Operating Costs |
| 2022/23 | \$532,168,114 |
| 2023/24 | \$493,500,510 |
| 2024/25 | \$473,646,357 |
| 2025/26 | \$458,719,334 |
| 2026/27 | \$444,384,250 |

Source: Indian River County Office of Management and Budget

Projected Debt Capacity

Debt Financing is one way that the county has provided for its capital facility needs. The primary rationale for providing capital facilities through indebtedness is that it spreads the cost of a facility over its useful life and thus is paid for by those who will use the facility.

Table 6.14 identifies the amount of revenue that the County can raise by issuing revenue bonds. Those bonds can be issued without a public vote. That table identifies the County's bonding capacity

for 10, 20, and 30 years. As table 6.14 indicates, the County's available bonding capacity for a 10 year issue is \$315,700,000 while its bonding capacity for a 30 year issue is \$793,300,000.

| Table 6.14: Indian River County Estimated Ability to Raise Bonds Without A Public Vote | | | |
|---|---|--|---|
| Pledge Sources | Ten Years (Bond Interest Rate @ 2.55%) | Twenty Years (Bond Interest Rate 3.10%) | Thirty Years (Bond Interest Rate @ 3.2%) |
| Half Cent Sales Tax | \$127,500,000 | \$235,200,000 | \$330,400,000 |
| Gas Taxes | \$54,900,000 | \$92,700,000 | \$120,100,000 |
| Tourist Tax | \$34,300,000 | \$63,200,000 | \$88,800,000 |
| County Revenue Program First Guaranteed Entitlement | \$1,800,000 | \$3,000,000 | \$3,900,000 |
| County Revenue Program Second Guaranteed Entitlement | \$3,700,000 | \$6,300,000 | \$8,100,000 |
| Sub-Total | \$222,200,000 | \$400,000,000 | \$551,300,000 |
| Possible Pledge Sources | | | |
| Franchise Fees | \$48,400,000 | \$89,200,000 | \$125,300,000 |
| Road Impact Fees | \$45,100,000 | \$83,100,000 | \$116,700,000 |
| Sub-Total | \$93,500,000 | \$172,300,000 | \$242,000,000 |
| TOTAL | \$315,700,000 | \$572,700,000 | \$793,300,000 |

Source: Indian River County Office of Management and Budget.

- Debt Service Obligations

In table 6.15, the County's debt service obligations for current and anticipated bond issues are summarized. Debt service is payment of principal and interest on obligations resulting from the issuance of bonds. As table 6.15 indicates, the County's major anticipated outstanding debt is for spring training facility revenue bonds.

| FY Ending | | Spring Training Facility Revenue Bonds |
|-----------|-----------|--|
| | | 2001 Series 4.87% \$16,810,000 |
| 2022 | Interest | \$178,000 |
| | Principal | \$305,000 |
| | Total | \$483,000 |
| | Balance | \$3,255,000 |
| 2023 | Interest | \$162,750 |
| | Principal | \$320,000 |
| | Total | \$482,750 |
| | Balance | \$2,935,000 |
| 2024 | Interest | \$146,750 |
| | Principal | \$340,000 |
| | Total | \$486,750 |
| | Balance | \$2,595,000 |
| 2025 | Interest | \$129,750 |
| | Principal | \$355,000 |
| | Total | \$484,750 |
| | Balance | \$2,240,000 |
| 2026 | Interest | \$112,000 |
| | Principal | \$375,000 |
| | Total | \$487,000 |
| | Balance | \$1,865,000 |
| 2027 | Interest | \$93,250 |
| | Principal | \$390,000 |
| | Total | \$483,250 |
| | Balance | \$1,475,000 |
| 2028 | Interest | \$73,750 |
| | Principal | \$410,000 |
| | Total | \$483,750 |
| | Balance | \$1,065,000 |
| 2029 | Interest | \$53,250 |
| | Principal | \$430,000 |
| | Total | \$483,250 |
| | Balance | \$635,000 |
| 2030 | Interest | \$31,750 |
| | Principal | \$455,000 |
| | Total | \$486,750 |
| | Balance | \$180,000 |
| 2031 | Interest | \$9,000 |
| | Principal | \$180,000 |

| FY Ending | | Spring Training Facility Revenue Bonds |
|-----------|---------|--|
| | | 2001 Series 4.87% \$16,810,000 |
| | Total | \$189,000 |
| | Balance | \$0 |
| | | |
| | | |
| | | |

Source: Indian River County Office of Management and Budget.

Fiscal Assessment Summary

This section provides an analysis of the County's revenues and expenditures for its capital improvement needs for the five-year period beginning in FY 2022/23 and ending in FY 2026/27. While Appendix A details all of the capital improvement projects for the next five fiscal years for each individual comprehensive plan element by cost, timeframe, and revenue source(s), Table 6.7 provides general revenue projections for the County through fiscal year 2026/27. As shown in Table 6.7, the County will generate \$2,402,418,565 in revenues from general funds, enterprise funds, and internal funds from fiscal year 2022/23 to fiscal year 2026/27. Sources of those funds include sales taxes, property taxes, grants, impact fees, and other revenues. The funding needed for the capital improvements listed within Appendix A will come from that \$2,402,418,565.

Overall, the County will have enough revenue to cover the costs associated with the five year capital improvements program. For all projects contained within the County’s Capital Improvements project list, the total estimated cost is \$444,384,250 for the next five fiscal years. This is 18.49% of the overall general fund revenues for the same time period.

Concurrency Management Plan

To ensure that level-of-service standards are maintained, it is necessary to have a system in place that provides the criteria for measuring facility capacity, assessing development demand on applicable facilities, and monitoring service levels for applicable facilities. That system will set the parameters for issuing development orders consistent with level-of-service standards.

While this concurrency management plan sets policies and establishes a process, the specific application of this system is through the County's land development regulations. As per state requirements, those regulations define the details of the concurrency management system and establish its administrative requirements. The major purpose of the concurrency management system is to detail the specifics of implementing the County's level-of-service standards. For that reason, the

concurrency management system must apply to all development activity in the County. The system must then identify the applicable standards for each facility, the geographic scope of each facility, and the method of monitoring facility capacity changes. Most importantly, this system must specify when facilities are considered available.

Project Applicability

All development orders issued by the County and identified below must comply with the concurrency management plan and meet level-of-service standards. Development orders are County approvals for construction and/or land development activity. Specifically, development orders consist of the following: comprehensive plan amendments, rezonings, site plan approvals, preliminary plat approvals, development of regional impact (DRI) approvals, planned development preliminary approvals, and building permit approvals for multi-family projects.

Within Indian River County, the impact from the construction of a single family home on an existing subdivision platted lot or legally created single-family parcel will constitute a de minimus impact on public facilities and thus be exempt from the concurrency requirement. Concurrency traffic impacts for single-family homes will be accounted for through tracking single-family trips and an annual traffic count update of the County’s Concurrency Management System. Single – family trips tracked through this accounting system will be considered in development project traffic studies.

Service Standards

Level-of-service standards for concurrency related facilities are established in this plan for the following facilities: sanitary sewer, potable water, solid waste, stormwater management, recreation, public schools, and transportation. Those are explained in detail in the applicable comprehensive plan elements.

For each facility, level-of-service is a measure of the relationship between demand for the service and the capacity of the facility. Capacity, however, is measured differently for each type of facility. Table 6.16 identifies both the capacity and demand measures for each public facility. Those measures are addressed in detail, and existing capacities are identified in the applicable Comprehensive Plan Elements.

Table 6.16: Service Level Measures for Concurrency Related Facilities

| Public Facility Category | Specific Facility | Capacity Measure | Demand Measure | Geographic Scope |
|--------------------------|-------------------|---------------------------------------|--|-------------------|
| Transportation | Roadway | Volume of cars accommodated over time | Peak Season/Peak Direction/Peak Hour Trips | Affected Roadways |

Table 6.16: Service Level Measures for Concurrency Related Facilities

| Public Facility Category | Specific Facility | Capacity Measure | Demand Measure | Geographic Scope |
|--------------------------|-----------------------|---|--|------------------|
| Sanitary Sewer | Treatment Plant | Treatment design capacity (GPD) | Generation Rate (GPD) | Service Area |
| Potable Water | Treatment Plant | Treatment design capacity (GPD) | Generation Rate (GPD) | Service Area |
| Solid Waste | Landfill | Volume in active cell (cubic yards) | Generation Rate (tons per capita per year) | Entire County |
| Recreation | Parks | Acres of park land | Acres of parks per thousand population | Entire County |
| Stormwater Management | Drainage conveyances | Volume of water | Volume of stormwater outfalling for design storm | Basin |
| Education* | Public Schools (K-12) | Number of students accommodated over time | Enrolled Students/ Future Student Generation | Service Area |

*Limited to participating Schools owned and operated by the Indian River County School District

Concurrency requires that each facility within the geographic scope of a proposed project’s impact area have sufficient capacity to accommodate the project's demand. If that capacity is not available, the project cannot be approved. The principal function of the concurrency management system then is to provide a mechanism whereby demand and capacity measures can be compared on a project by project basis.

Table 6.16 provides the criteria for establishing a demand to capacity comparison for a proposed project. While most of the characteristics are self-explanatory, one needs clarification; that is the geographic scope for the traffic public facility category. For concurrency purposes, affected roadways are those roadways impacted by a project's traffic. Regardless of size, all projects impact the roadway on which the project fronts. In addition, other roadways further removed from the project may be impacted. For concurrency purposes, two lane roadways which are assigned 8 or more peak hour/peak season/peak direction project trips and four or more lane roadways that are assigned 15 or more peak hour/peak season/peak direction project trips are considered impacted roadways.

For transportation concurrency related facilities, level-of-service standards are applied to all impacted roadways. Those level-of-service standards range from A to F and are associated with peak hour/peak season/peak direction trips.

Demand

Demand is an important component of the concurrency management system. Essentially, demand is a measure of facility use. When compared to facility capacity, demand can indicate the level-of-service for the facility.

As depicted in Table 6.16, demand can be measured quantitatively for each public facility category. While the demand function for each facility consists of applying a rate to the number of facility users,

estimation of total demand is more complex. For concurrency management purposes, demand can be divided into three types: existing, committed, and projected. Each must be considered separately for purposes of concurrency management.

Existing Demand

Existing demand is simply the current level of use for a facility. For a roadway, it is the number of peak hour/peak season/peak direction trips; for a school, it is the number of full-time enrolled students; for water and wastewater treatment plants, it is the existing flow volume measured in gallons per day. Those figures are included within applicable plan elements.

Existing demand then reflects the use of a facility by the current population. When compared to capacity, existing demand can show if the facility has unused capacity or if it is functioning over capacity.

Existing demand, however, is not static. As population increases and dwelling units come on-line, existing demand increases. Those increases in existing demand can be identified through facility use measurements. For example, regular traffic counts done on roads or treatment plant flow records are examples of facility use measurements indicating existing demand levels. As existing demand levels for facilities are updated, committed demand levels must be reduced if projects representing committed demand have come on-line.

Committed Demand

Committed demand is a measure of the impact that approved development projects with reserved capacity will have on facilities. When added to existing demand for a facility, the committed demand for that facility will produce a more accurate estimate of unused capacity. That estimate of unused capacity represents the amount of capacity that can realistically be allocated to new projects.

Committed demand must be determined by identifying all projects for which capacity has been reserved through issuance of initial concurrency certificates which are still valid. Then the specific facilities that will be impacted by those projects with reserved capacities must be determined; those facilities will be roadways and the landfill, and they may be treatment plants, drainage conveyances, and recreation facilities. Finally, the total demand on each facility attributable to committed demand will be determined.

Applicable elements of the plan identify the rates to be applied to each project to determine facility demand. Traffic volumes, for example, can be derived by applying a trip rate to the size of the project. Sanitary sewer and potable water both have rates of 250 gallons per day per equivalent residential unit. Other public facility rates are discussed fully in their applicable Comprehensive Plan Element. Like existing demand, committed demand must be determined on a facility by facility basis. For example, both existing demand and committed demand must be determined for each major

roadway, each school, each treatment plant, each major drainage conveyance, and the active cell in the landfill. Also, like existing demand, committed demand estimates must be modified as projects are completed; committed demand estimates must also be modified as new development orders are approved and old development orders are terminated.

Projected Demand

The third type of demand is projected demand. This consists of two types. One is non-committed/non-reserved, single-family lot demand for all subdivisions, while the other is new project demand.

Non-committed/non-reserved single-family lot projected demand to the facility impacts associated with construction on individual single-family lots in platted subdivisions and construction on legally established individual single-family unplatted lots and acreage will constitute a de minimus impact on public facilities and thus be exempt from concurrency review. Single-family home traffic impacts will be accounted for through tracking single-family trips for use in development project traffic studies and annual traffic count updates.

The second type of projected demand is new project demand. For each new project, demand estimates must be made on a facility by facility basis. Only if sufficient available capacity exists for each facility to be impacted can the project be approved and a development order issued. Upon issuance of a development order, the estimated impacts on each facility would be considered as committed demand.

Availability of Capacity

Facility capacity can be assessed two different ways. First, facility capacity can be determined by facilities that are existing and available; examples would be existing treatment plants and existing roadways with a set number of lanes. The second manner for assessing facility capacity is to consider both existing, in-the-ground facilities as well as facility expansions or new facilities which are programmed but not yet existing.

As part of the concurrency review process, the capacity of existing, in-the-ground facilities will be considered in all cases. Programmed facilities will be considered in assessing capacity for each public facility category when the following conditions are met:

- For sanitary sewer, potable water, solid waste and drainage facilities:
 1. A development order or permit is issued subject to the condition that, at the time of the issuance of a certificate of occupancy or its functional equivalent, the necessary facilities and services are in place and available to serve the new development; or
 2. At the time the development order or permit is issued, the necessary facilities and services are guaranteed in an enforceable development agreement to be in place and available to

serve new development at the time of the issuance of a certificate of occupancy or its functional equivalent.

➤ For parks and recreation facilities:

1. At the time the development order or permit is issued, the necessary facilities and services are in place or under actual construction; or
2. A development order or permit is issued subject to the condition that, at the time of the issuance of a certificate of occupancy or its functional equivalent, the acreage for the necessary facilities and services to serve the new development is dedicated or acquired by the local government, or funds in the amount of the developer's fair share are committed; and
 - a. A development order or permit is issued subject to a condition that the necessary facilities and services needed to serve the new development are in place or under actual construction not more than one year after issuance of a certificate of occupancy or its functional equivalent; or
 - b. At the time the development order or permit is issued, the necessary facilities and services are the subject of a binding executed agreement which requires the necessary facilities and services to serve the new development to be in place or under actual construction not more than one year after issuance of a certificate of occupancy or its functional equivalent; or
 - c. At the time the development order or permit is issued, the necessary facilities and services are guaranteed in an enforceable development agreement, to be in place or under actual construction not more than one year after issuance of a certificate of occupancy or its functional equivalent.

➤ *Transportation supply (capacity)*. Transportation supply shall be determined on a segment by segment basis. For concurrency purposes, all segments on the county's thoroughfare plan shall be considered. Capacity for segments will be based either on FDOT's generalized capacity tables or individual segment capacity studies approved by the public works director pursuant to the criteria specified in Chapter 952, Traffic. Transportation supply for each segment is:

1. The segment's existing peak hour, peak season, peak direction capacity; or
2. The segment's new roadway capacity if facility expansion for the segment is proposed and if:
 - a. At the time a development order or permit is issued, the necessary facilities and services are in place or under construction; or

- b. A development order or permit is issued subject to a condition that the facility expansion needed to serve the new development is included in the county's adopted five-year schedule of capital improvements and is scheduled to be in place or under actual construction not more than three years after issuance of the project's first building permit or its functional equivalent. The schedule of capital improvements may recognize and include transportation projects included in the first three years of the adopted Florida Department of Transportation five year work program. In order to apply this provision to a facility expansion project, the Capital Improvements Element must include the following policies:
- i. The estimated date of commencement of actual construction and the estimated date of project completion.
 - ii. A provision that a plan amendment is required to eliminate, defer, or delay construction of any road or mass transit facility or service which is needed to maintain the adopted level of service standard and which is listed in the five-year schedule of capital improvements (for Indian River County, this is included in Policy 1.2 of this Element); or
3. The segment's new roadway capacity if, at the time a development order or permit is issued, the facility is the subject of a binding executed agreement which requires the facility to be in place or under actual construction no more than three years after the issuance of the project's first building permit or its functional equivalent; or
 4. The segment's new roadway capacity if, at the time a development order or permit is issued, the facility is guaranteed in an enforceable development agreement, to be in place or under actual construction not more than three years after issuance of a building permit or its functional equivalent.
 5. The segment's new roadway capacity if facility expansion for the segment is the subject of a proportionate fair-share agreement. In such case, the segment capacity increase reflected in the proportionate fair share agreement shall be available only to the party or parties to the proportionate fair share agreement.
- For school facilities:
- A residential development order or permit shall be issued only if the needed capacity for the particular service area is available in one or more contiguous service areas.

Regulation

No development order shall be issued for any project where the project's demand in conjunction with existing demand and committed demand will exceed the capacity of a facility at the service level established in this plan. Level-of-service analysis will be undertaken during the review of each project for which development order approval is required.

Monitoring System

To effectively implement the concurrency requirement, it is necessary to maintain an estimate of available capacity for each public facility subject to level-of-service requirements. By maintaining an accurate and current available capacity estimate for each facility, projected demand from development applications can be compared to the available capacity for the facility to determine if the project can be approved. The purpose of the monitoring program is to maintain a current estimate of available capacity for each facility.

With the exception of public schools, the monitoring system portion of the concurrency management plan is maintained by the county's planning division. Effective July 1, 2008, the School District initiated and now maintains the monitoring system portion of the concurrency management plan for public schools. Using a network computer system and database management software, records were developed and are maintained for each specific facility.

Based upon information in the specific comprehensive plan elements, total capacity figures for each applicable facility are maintained in database files established for each public facility category. Capacity figures are modified as facilities are expanded or as criteria specified in the availability of capacity section are met, thereby allowing a programmed expansion to be considered for capacity determination purposes. Through contact with other county departments, planning staff are able to modify capacity estimates as soon as facility characteristics are changed.

Table 6.17 depicts the general structure of the monitoring system database file for each public facility category. That table shows that available capacity for each specific facility is a function of total capacity less existing demand and less committed demand. The demand section of this concurrency management plan identifies the methodology for assessing demand.

| Table 6.17: Monitoring System Design | | | | | |
|--------------------------------------|----------------------|--|---|--|---|
| Public Facility Category | Specific Facilities | Total Capacity | Existing Demand | Committed Demand | Available Capacity |
| Traffic | Roadways | Peak season/ peak direction/ peak hour (LOS D) | Annual count (average) (peak season/peak direction/peak hour) | Volume estimated from approved Development Orders (DO) | (Total Capacity) - (Existing Demand) - (Committed Demand) |
| Sanitary Sewer | Treatment Plants | Design flows | Existing flows | Volume estimated from approved DO's | (Total Capacity) - (Existing Demand) - (Committed Demand) |
| Potable Water | Treatment Plants | Design flows | Existing flows | Volume estimated from approved DO's | (Total Capacity) - (Existing Demand) - (Committed Demand) |
| Solid Waste | Landfill | Active cell design capacity | Active cell volume used | Volume estimated from approved DO's | (Total Capacity) - (Existing Demand) - (Committed Demand) |
| Recreation | Parks | Park Acreage | (Acres per thousand population) X (existing population) | (Acres per thousand population) X (projected population for approved DO's) | (Total Capacity) - (Existing Demand) - (Committed Demand) |
| Drainage | Drainage conveyances | Volume | Existing flows | Volume of stormwater allowed to outfall for approved DO's | (Total Capacity) - (Existing Demand) - (Committed Demand) |
| Education | Public Schools(K-12) | Permanent Student Stations (FISH) | Annual Enrollment Count (FTE) | Students estimated from approved residential Development Orders) | (Total Capacity) - (Existing Demand) - (Committed Demand) |

To implement the monitoring system, the following actions shown in table 6.18 will be necessary.

| Table 6.18: Monitoring System Tasks | | |
|---|------------------------|----------|
| Action | Responsible Department | Timing |
| Do quarterly traffic counts for thoroughfare plan roads to determine existing demand | Engineering | Annually |
| Compile quarterly ridership statistics for all fixed routes | MPO | Annually |
| Identify existing flows for each water and sewer treatment plant | Utilities | Annually |
| Estimate Landfill (active cell) volume used | Utilities | Annually |
| Estimate population and apply park standard to determine park existing demand | Planning | Annually |
| Estimate existing flows for drainage conveyances | Engineering | Annually |
| Enter data received from other departments into computer | Planning | Ongoing |
| Do annual student counts (FTE) for public schools to determine existing demand | School District | Annually |
| Add estimated demand for new projects to committed demand total upon issuance of DO | Planning | Ongoing |
| Maintain records of units/projects receiving a certificate of occupancy, maintain demand estimates from those units/projects, subtract estimated demand for those units/projects for committed demand once existing demand is updated | Planning | Ongoing |

Applicability

The concurrency management plan monitoring system has applicability to more than just level-of-service measurement. It also provides the basis for assessing facility expansion needs and therefore capital improvements programming. By maintaining an accurate and up-to-date estimate of available capacity, the need for facility expansion can be recognized before all capacity is used. By incorporating the monitoring system into the capital improvements programming process, capital budgets can be prepared based on reliable information and valid estimates of need.

Goal, Objectives and Policies

Goal

It is the goal of Indian River County to provide needed capital improvements through the use of sound fiscal decision making.

Objectives and Policies

Objective 1: Construction of Capital Facilities

By 2027, the county will have completed those capital improvements schedule projects that replace obsolete or worn-out facilities, eliminate existing deficiencies or accommodate desired future growth.

Policy 1.1: The county shall maintain a five-year capital improvement program and pursuant to Section 163.3177(3)(b) F.S. evaluate and update that program every year to reflect existing and future public facility needs of the county. This capital improvement program will ensure that the plan is financially feasible and that the adopted level-of-service standards are achieved and maintained.

Policy 1.2: The county and the School District shall undertake only those capital improvements included within this element’s adopted capital improvements program. Pursuant to Section 163.3177(3)(b) F.S., the Capital Improvements Element will be reviewed every year. If any facility identified in the Schedule of Capital Improvements is delayed or deferred in construction, or is eliminated from the capital improvements program, and this delay, deferral, or elimination will cause the level-of-service to deteriorate below the adopted minimum level of service standard for the facility, a comprehensive plan amendment will be required to adjust the Schedule of Capital Improvements. The annual update of the capital improvement element shall be done with a single public hearing before the Board of County Commissioners and a copy of the ordinance amending the Capital Improvements Element shall be transmitted to DEO.

Policy 1.3: The county shall evaluate and prioritize its capital improvement projects based on following criteria. These criteria are ranked in order of importance.

- Preservation of the health and safety of the public by eliminating public hazards;
- Compliance with all mandates and prior commitments;
- Elimination of existing deficiencies;
- Maintenance of adopted level-of-service standards;
- Provision of infrastructure concurrent with the impact of new development;
- Protection of prior infrastructure investments;
- Consistency with the county plan and plans of other agencies;
- Accommodation of new development and redevelopment facility demands;
- Consistency with plans of state agencies and water management districts that provide public facilities within the local government's jurisdiction;
- Promotion of compact development by discouraging growth outside of urban service areas;
- Demonstration of linkages between projected growth and facility location;
- Utilization of the economies of scale and timing of other improvements;
- Reduction of operating costs;
- Adjustment for unseen opportunities, situations, and disasters.

Policy 1.4: The county shall implement the policies of the Potable Water, Sanitary Sewer, and Solid Waste sub-elements of the Comprehensive Plan. Since these are enterprise account funded elements, capital expenditures identified in these elements shall be funded principally from revenues derived from the applicable systems.

Policy 1.5: The county shall prioritize and implement the programs identified in the Transportation, Recreation and Open Space, Stormwater Management, Conservation, and Future Land Use Elements of the Comprehensive Plan.

Policy 1.6: The county shall not eliminate or reallocate budgeted appropriations for road improvement projects required to meet the adopted level-of-service standards unless the applicable projects will be constructed by other means and remain concurrent with the county's Schedule of Capital Improvements.

Policy 1.7: The county shall continue to allocate funds for the replacement and the renewal of infrastructure in an amount which will minimize the operating costs of the infrastructure and maximize the life of the infrastructure.

Policy 1.8: The county shall manage its long-term general obligation debt in such a manner that the ratio of the debt service millage to the countywide operating millage does not exceed 20%.

Policy 1.9: The county hereby defines a capital improvement as an improvement with a cost that exceeds \$100,000.

Policy 1.10: The Schedule of Capital Improvements shall contain a mix of capital expenditures, including projects to eliminate existing deficiencies, to upgrade and replace existing facilities, and to construct new facilities.

Policy 1.11: The county shall maintain a procedure in its annual budget review requiring each county department to include in its annual budget request applicable expenditures as identified in the capital improvements program of the appropriate Comprehensive Plan Element as well as department’s capital improvements.

Policy 1.12: The county hereby adopts the 2022-2023 through 2026-2027 Indian River County School District Five-Year Facilities Work Plan. The Indian River County School District Five-Year Facilities Work Plan will be evaluated and updated annually to reflect existing and future public school facility needs of the county. This will ensure that the Indian River County School District Five-Year Facilities Work Plan is financially feasible and that the adopted level-of-service standard for public schools is achieved and maintained.

Objective 2: Development in Coastal High Hazard Areas

Through 2030, development in coastal high hazard areas will not increase beyond the density or intensity levels indicated on the current Future Land Use Map.

Policy 2.1: The coastal high hazard area is defined as the area of the county designated as evacuation zones for a category one hurricane.

Policy 2.2: The county shall not increase land use density and intensity, in the coastal high hazard area, beyond that reflected in the county’s current Future Land Use Map.

Policy 2.3: The county shall make appropriations for infrastructure in coastal high hazard areas only to maintain the adopted level-of-service standards.

Policy 2.4: The county shall ensure that the replacement of infrastructure in the coastal high hazard area will be limited to maintaining the adopted level-of-service standards.

Policy 2.5: The county shall require that all developments and all single-family units in coastal high hazard areas fully pay the cost for required infrastructure improvements through impact fees, capacity charges, developer dedications, assessments, and contributions.

Policy 2.6: The county shall not use public funds to subsidize increased density or intensity of urban development in coastal high hazard areas; however, public beach, shoreline access, resource restoration, or similar projects may be constructed.

Objective 3: Maintenance of Established Level-of-Service Standards

Through 2030, adopted levels-of-service will be maintained for all concurrency facilities.

Policy 3.1: The county hereby adopts the concurrency management system as described within this element. The county shall maintain Land Development Regulation (LDR) Chapter 910, Concurrency Management System, which implements the plan's concurrency management system. In accordance with the concurrency management system of this plan and LDR Ch. 910, the county will not approve any development project where the impacts of such a project would lower the existing level-of-service on any facility below that facility's adopted minimum level-of-service standard.

Policy 3.2: The county shall approve development only in accordance with the utility connection matrix identified in the Sanitary Sewer and Potable Water Sub-Elements.

Policy 3.3: The county shall, concurrent with the impact of new development, provide the infrastructure necessary to maintain the levels-of-service identified in the various elements of the Comprehensive Plan. Where development is proposed and is consistent with all applicable regulations but one or more public facilities is/are operating at an inadequate service level, the applicant may at his expense make facility improvements to increase facility capacity when such improvements are consistent with county plans and receive county approval.

Policy 3.4: The county shall make land use decisions based on the planned availability of facilities to maintain adopted level-of-service standards.

Policy 3.5: The county hereby adopts Concurrency Management level-of-service standards for public facilities that are established in the other Comprehensive Plan Elements and which are stated below:

➤ Stormwater Management:

The county hereby adopts the following level-of-service standard for all new drainage systems within the unincorporated county:

- New development requiring major site plan approval or subdivision platting shall construct a complete drainage system to mitigate the impacts of a 25 year/24 hour design rainfall event using the soil conservation service type 2 modified rainfall curves.
- Post development runoff for any drainage basin shall not exceed pre-development runoff unless a maximum discharge rate has been adopted and the discharge does not exceed that rate. If a maximum discharge rate has not been adopted for a basin, post development discharge may not exceed pre-development discharge.

By 2027, all existing roadways in the county shall be improved to meet the following level-of-service standards:

- Minimum road crown elevation for existing roads shall be raised during resurfacing/rebuilding to the flood elevation resulting from the 2 year/24 hour storm event on local streets.
- The center two lanes of rebuilt roads must be at or above flood levels resulting from a 10 year 24 hour storm event on Arterial and Collector roads.
- All drainage basins will meet the following level of service standard:
10-Year/24 Hour Storm Event

The county hereby adopts the following water quality level-of-service standard:

- As a minimum, retention of the first one inch of rainfall is required prior to offsite discharge. An additional 50% treatment is required for all direct discharge into the Sebastian River and into the Indian River Lagoon due to its designation as an outstanding Florida water, as required by state law.

➤ Potable Water

The following level-of-service standard is adopted for the county's potable water facilities, and shall be utilized for determining the availability of facility capacity and demand generated by a development:

- Countywide level-of-service standard of 250 gallons per day per equivalent residential unit.

➤ Solid Waste

The following level-of-service standard is adopted for solid waste facilities in the county, and shall be used as the basis for determining the availability of facility capacity and demand generated by a development:

Countywide level-of-service standard of 2.2 tons or 3.67 cubic yards per capita for permanent plus weighted peak seasonal population per year.

➤ Sanitary Sewer

The following level-of-service standard is adopted for the county's sanitary sewer facilities, and shall be utilized for determining the availability of facility capacity and demand generated by a development:

- Countywide level-of-service standard of 250 gallons per day per equivalent residential unit with a peak monthly flow factor of 1.25.

➤ Recreation & Open Space

The county adopts the following recreation level-of-service standard:

- County wide level-of-service standard of 6.61 recreation acres/1,000 permanent plus weighted peak seasonal population.

➤ Transportation

The county adopts traffic circulation level-of-service standards as follows:

- Level-of-Service “D” during peak hour, peak season, peak direction conditions, on all TRIP grant funded roads as well as all freeway, arterial, and collector roadways, with the exception of the following two, which will operate at level of service “E” plus 20%.
 - 27th Ave – South County Line to SR 60
 - 43rd Ave – Oslo Road to 16th Street
- Level-of-Service “D” plus 20% during peak hour, peak season, peak direction conditions on the following roads until such time that a major capacity improvement, as specified below, is constructed. At such time that the major capacity improvement is constructed, the level of service for that road shall be “D” during peak hour, peak season, peak direction conditions.
 - CR 510 – 66th Avenue to US Highway 1 (scheduled for widening)
 - 37th Street – US Highway 1 to Indian River Boulevard (scheduled for widening or alternatively mitigated by extension of Aviation Boulevard from US 1 to 37th Street)

During the time period before major capacity improvements are provided for these two roads, proposed major development projects approved by the planning and zoning commission or board of county commissioners that will impact either or both of the roads may, based on a traffic study approved by the Public Works Director, be approved with conditions related to provisions for interim roadway improvements that mitigate project impacts on one or both roads.

For SIS/Florida Intrastate Highway System roadways, level of service “B” is adopted for rural areas, and level of service “C” is adopted for urban areas.

Policy 3.6: The county hereby adopts level-of-service standards for selected public facilities as follows:

➤ Correctional Facilities

The county adopts the following correctional facilities level-of-service standard:

- County wide level-of-service standard of 4.5 beds/1,000 permanent plus weighted peak seasonal population

➤ Fire/EMS

The county adopts the following Fire/EMS level-of-service standard:

- County wide (excluding Indian River Shores) level-of-service standard of .089 Stations per 1,000 permanent plus weighted peak seasonal population

➤ Law Enforcement

The county adopts the following Law Enforcement level-of-service standard:

- Unincorporated County level-of-service standard of 2.09 officers per 1,000 permanent plus weighted peak seasonal population

➤ Libraries

The county adopts the following Libraries level-of-service standards:

- County wide level-of-service standard of 580 building square feet per 1,000 permanent plus weighted peak seasonal population
- County wide level-of-service standard of 3,200 library material items per 1,000 permanent plus weighted peak seasonal population
- County wide level-of-service standard of 0.7 computers per 1,000 permanent plus weighted peak seasonal population
- County wide level-of-service standard of 0.2 other library equipment items per 1,000 permanent plus weighted peak seasonal population

➤ Public Buildings

The county adopts the following Public Buildings level-of-service standard:

- County wide level-of-service standard of 1.99 building square feet per capita for permanent plus weighted peak seasonal population.

➤ Schools

The county adopts the following Schools level-of-service standard:

Schools (School Service Areas):

- 100 percent of Florida Inventory of School Houses (FISH) capacity for each public school type (elementary, middle, and high).

- Transit

The County adopts the following transit level-of-service standard:

- One-hour headways shall be maintained on all fixed transit routes.

Objective 4: Future Development's Share of Capital Costs

Through 2030, new developments will bear a proportionate share of the cost required to maintain adopted level-of-service standards.

Policy 4.1: The county shall use impact fees, capacity charges, assessments, developer dedications and contributions, to pay for infrastructure improvements and services needed to satisfy future needs while maintaining adopted level-of-service standards.

Policy 4.2: The county shall conduct research to identify new sources of revenue for funding capital improvement projects.

Objective 5: Local Government's Ability to Provide Required Services and Facilities

Through 2030, the county will ensure that it is able to fund and provide required services and facilities.

Policy 5.1: The county shall not approve land use amendment requests unless those requests are consistent with the concurrency management system requirements of this element.

Policy 5.2: In the event that the planned capacity of public facilities is insufficient to serve all applicants for development orders, the county shall schedule capital improvements to serve developments in the following order of priority:

- Single-family units in existing platted subdivisions or on existing legal, buildable parcels
- Affordable housing projects
- New development orders permitting redevelopment
- New development orders permitting new developments where the applicant funds the infrastructure expansion in exchange for future reimbursement
- New development orders permitting new developments without developer participation

Policy 5.3: The county shall extend facilities and services to serve areas only within the existing Urban Service Area or as allowed by Policy 5.7 of the Potable Water Sub-Element and Policy 5.8 of the Sanitary Sewer Sub-Element of the Comprehensive Plan.

Policy 5.4: The county shall coordinate with other local, state, and federal agencies as well as private entities to create an efficient capital improvements schedule that provides the following general benefits while minimizing the financial burden of providing facilities and services:

- Reduction of overall capital and operating expenditures by the development of multi-use facilities;
- More efficient land use patterns and phasing;
- Reduction of overlapping, duplicating, and administrative procedures;
- Implementation of adopted physical, social, and economic goals and policies in a least-cost manner;
- Better coordination of public capital investment with private capital expenditures.

Policy 5.5: The county shall continue utilizing enterprise funds for the provision of Sanitary Sewer, Potable Water, and Solid Waste facilities. The debt for enterprise funds is to be paid by user fees, capacity charges, and other appropriate sources.

Policy 5.6: The county shall finance the capital cost of non-enterprise fund supported public facilities (e.g., roads, stormwater management, and parks) from current revenue, bond issues, impact fees, capacity charges, assessments, and other appropriate sources.

Policy 5.7: The county shall use general obligation bonds and other sources to raise the funding required to provide those public facilities that cannot be constructed with user fees, revenue bonds, impact fees, capacity charges, or other dedicated revenue sources.

Policy 5.8: Developments, which require public facility infrastructure improvements that will be financed by county debt, shall have their development orders conditioned on the issuance of the county debt or the substitution of a comparable amount of non-debt revenue.

Policy 5.9: Pursuant to state law, the Schedule of Capital Improvements may be adjusted by ordinance and not deemed to be an amendment to the Comprehensive Plan when the amendment relates to corrections, updates, or modifications concerning costs, revenue sources, acceptance of facilities pursuant to dedications which are consistent with the Comprehensive Plan, or the date of construction of any facility except transportation facilities enumerated in the Schedule of Capital Improvements. For transportation facilities, a delay in construction of a facility which causes the level-of-service of that facility to deteriorate below the adopted minimum level-of-service standard for the roadway will require a comprehensive plan amendment.

Policy 5.10: The county shall ensure that all capital improvements identified in the various elements of the Comprehensive Plan are completed according to schedule. The only acceptable delays will be those which are subject to one of the following:

- Projects providing capacity equal to, or greater than, the delayed project are accelerated within or added to the Schedule of Capital Improvements;

- Modification of development orders issued conditionally or subject to the concurrent availability of public facility capacity provided by the delayed project. Such modification shall restrict the allowable amount and schedule of development to that which can be served by the capacity of public facilities according to the revised schedule; or
- Amendment of the plan to reduce the adopted standard for the level-of-service for public facilities until the fiscal year in which the delayed project is scheduled to be completed.

Implementation, Evaluation, and Monitoring

Implementation

An important part of any plan is its implementation. Implementation involves execution of the plan's policies. It involves taking actions and achieving results.

For the Capital Improvements Element, implementation involves various activities. While some of these actions will be ongoing, others are activities that will be taken by certain points in time. For each policy in this element, table 6.20 identifies the type of action required, the responsible entity for taking the action, the timing, and whether or not the policy necessitates a capital expenditure.

To implement the Capital Improvements Element, several different types of actions must be taken. These include: development of mechanisms for funding new facilities, adoption of land development regulations and ordinances, execution of interlocal agreements, coordination, and preparation of studies and evaluation and monitoring reports.

Overall, the Capital Improvements Element implementation responsibility will rest with the Office of Management and Budget. Besides its responsibilities as identified in table 6.18, the planning department has the additional responsibility of ensuring that other entities discharge their responsibilities. This will entail notifying other applicable departments of capital expenditures to be included in their budgets, notifying other departments and groups of actions that must be taken, and assisting other departments and agencies in their plan implementation responsibilities.

As part of the Capital Improvements Element, the county has developed a Concurrency Management Plan, which ensures the maintenance of the adopted level-of-service standards. Through the Concurrency Management Plan, the county will measure facility capacity, assess development demand, and maintain a Capital Improvements Program which ensures that the level-of-service standards are maintained.

| Table 6.19: Capital Improvement Element Implementation Matrix | | | | |
|---|---|---------------------------------------|---------|---------------------|
| Policy | Type of Action | Responsibility | Timing | Capital Expenditure |
| 1.1 | Maintain the CIP | OMB/PD | Ongoing | No |
| 1.2 | Follow the CIP | PD | Ongoing | No |
| 1.3 | Prioritize capital improvement projects | OMB/PD/SD | Ongoing | No |
| 1.4 | Implement recommendations | Appropriate County Departments/SD | Ongoing | Yes |
| 1.5 | Prioritize and implement programs | Appropriate County Departments/SD | Ongoing | Yes |
| 1.6 | Maintain previous commitments | BCC/PWD/SD | Ongoing | No |
| 1.7 | Replacement and renewal of infrastructure | Appropriate County Departments/SD | Ongoing | No |
| 1.8 | Budget Management | OMB/SD | Ongoing | No |
| 1.9 | Define capital improvement | PD/OMB | Ongoing | No |
| 1.10 | Capital Budget Management | OMB/SD | Ongoing | No |
| 1.11 | Capital Improvements Management | OMB/SD | Ongoing | No |
| 1.12 | School District Five-Year Facilities Work Plan | SD | Ongoing | Yes |
| 2.1 | Define costal high hazard area | DCA | Ongoing | No |
| 2.2 | Maintain density and intensity levels of current FLU Map | PD | Ongoing | No |
| 2.3 | Budget management | Appropriate County Departments | Ongoing | Yes |
| 2.4 | Maintain LOS standards | Appropriate County Departments | Ongoing | Yes |
| 2.5 | Funding mechanisms | BCC/Private Developers | Ongoing | No |
| 2.6 | Infrastructure replacement strategy | Appropriate County Departments | Ongoing | No |
| 3.1 | Maintain concurrency management system | PD | Ongoing | No |
| 3.2 | Follow connection matrix of Comprehensive Plan Sub-Elements | Appropriate County Departments | Ongoing | No |
| 3.3 | Maintain adopted LOS standards | PD | Ongoing | No |
| 3.4 | Land use decisions | BCC | Ongoing | No |
| 3.5 | Adopt LOS standards | BCC/SD/Appropriate County Departments | Ongoing | No |
| 4.1 | Impose regulations | Appropriate County Departments | Ongoing | Yes |

| Table 6.19: Capital Improvement Element Implementation Matrix | | | | |
|--|---|---|---------|---------------------|
| Policy | Type of Action | Responsibility | Timing | Capital Expenditure |
| 4.2 | Conduct research | OMB/PD | Ongoing | No |
| 4.3 | Work with municipalities | BCC/SD/Other Local Governments in IRC | Ongoing | No |
| 5.1 | Approve land use changes only if infrastructure can support land use change | BCC | Ongoing | No |
| 5.2 | Prioritize capital improvements | BCC/SD/Appropriate County Departments | Ongoing | No |
| 5.3 | Extension of facilities and services | BCC/Appropriate County Departments | Ongoing | No |
| 5.4 | Create an efficient capital improvements schedule | Appropriate County Departments/Other Government Agencies | Ongoing | No |
| 5.5 | Utilize enterprise funds | OMB | Ongoing | No |
| 5.6 | Finance non-enterprise fund supported projects | OMB | Ongoing | No |
| 5.7 | Fund the construction of public facilities | OMB/SD | Ongoing | Yes |
| 5.8 | Permitting Requirements | BCC/Appropriate County Departments | Ongoing | No |
| 5.9 | Amending the Schedule of Capital Improvements | BCC/OMB/PD/SD | Ongoing | No |
| 5.10 | Complete the Schedule of Capital Improvements | BCC/SD/Appropriate County Departments | 2024 | No |
| 5.11 | Adopt a Priority Transportation Capital Improvements Schedule | BCC/PWD/MPO | Ongoing | No |
| BCC = Board of County Commissioners FDOT = Florida Department of Transportation OMB = Office of Management and Budget PWD = Public Works Department | | DCA = Department of Community Affairs MPO = Metropolitan Planning Organization PD = Planning Department SD = School District | | |

Evaluation and Monitoring Procedures

To be effective, a plan must not only provide a means for implementation; it must also provide a mechanism for assessing the plan's effectiveness. Generally, a plan's effectiveness can be judged by the degree to which the plan's objectives have been met. Since objectives are structured, as much as possible, to be measurable and to have specific timeframes, the plan's objectives are the benchmarks used as a basis to evaluate the plan.

Table 6.20 identifies each of the objectives of the Capital Improvements Element. It also identifies the measures to be used to evaluate progress in achieving these objectives. Most of these measures

are quantitative, such as adopting land development requirements, which ensure the maintenance of the level-of-service standards, adopting a capacity monitoring system and others. Besides the measures, table 6.20 also identifies timeframes associated with meeting the objectives.

The Planning Department staff will be responsible for monitoring and evaluating the Capital Improvement Element. This will involve collection of data and compilation of information regarding facility capacity, expansion, and new development permitted. This will be done on a regular basis. As part of the county's Concurrency Management System, the Planning Department will continually monitor the facility capacity to ensure that level-of-service standards will be maintained

Table 6.20: Capital Improvements Element Evaluation Matrix

| Objective | Measure | Timeframe |
|-----------|---|-----------|
| 1 | Existing deficiencies in county services and/or obsolete or worn-out facilities | 2025 |
| 2 | Land use density and intensity in Coastal High Hazard Area | 2030 |
| 3 | Level-of-service provided for county services | 2030 |
| 4 | Existence of appropriate Land Development Regulations | 2030 |
| 5 | Completion of the Schedule of Capital Improvements | 2030 |

While monitoring will occur on a continual basis, formal evaluation of the Capital Improvements Element will occur annually. The formal evaluation and appraisal of the entire Comprehensive Plan will occur every ten years (dependent upon the schedule adopted by the Florida Department of Community Affairs). Besides assessing progress, the evaluation and appraisal process will also be used to determine whether the Capital Improvements Element objectives should be modified or expanded based on revisions to state statutes and changing conditions not identified and addressed as part of the annual CIE update. In this way, the monitoring and evaluation of the Capital Improvements Element will not only provide a means of determining the degree of success of the plan's implementation; it will also provide a mechanism for evaluating needed changes to the plan element not otherwise addressed in the yearly update of the Capital Improvements Element.

As discussed in the above paragraphs, the evaluation and monitoring procedures identified for the Capital Improvements Element are basically the same for the entire Comprehensive Plan. These procedures have been used in the past to prepare the county's Evaluation and Appraisal Report and will be used by the county in subsequent Evaluation and Appraisal Reports.

The monitoring and evaluation of this plan is critical to ensure that the policies are effective in achieving the plan's goals and objectives. Each individual element of the plan contains provisions and measures to be used in the review of the element. Each element contains an Implementation and Evaluation Matrix and monitoring procedures, which are currently being used to prepare the current Evaluation and Appraisal Report and will be used to prepare future Evaluation and Appraisal Reports.

In addition, a great portion of the plan monitoring will be in conjunction with the concurrency management system which is designed to ensure that approved level-of-service standards are maintained and that sufficient capacity exists in the various services and facilities. Other evaluation of the plan or plan elements is likely to occur in the day to day application of the mandated regulations, which will result in plan amendments.

The formal Evaluation and Appraisal Report required by law is currently providing and in subsequent versions will provide a complete review of the plan and be conducted in compliance with the public participation procedures adopted for the development of this plan.

As part of the monitoring system, all appropriate baseline data is currently being updated and will be updated. Besides assessing progress, the evaluation and appraisal process is and will also be used to determine whether the objectives should be modified or expanded. In this way the monitoring and evaluation of the Comprehensive Plan Elements not only provides a means of determining the degree of success of the plan's implementation; it also provides a mechanism for evaluating needed changes to the plan element.