

Capital Improvements

Data, Inventory & Analysis

Approved August 12, 1991 • Amended June 8, 2009

Element

SUPPORT DOCUMENT

CAPITAL IMPROVEMENT ELEMENT

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CAPITAL IMPROVEMENTS ELEMENT SUPPORT DOCUMENT

1. INTRODUCTION

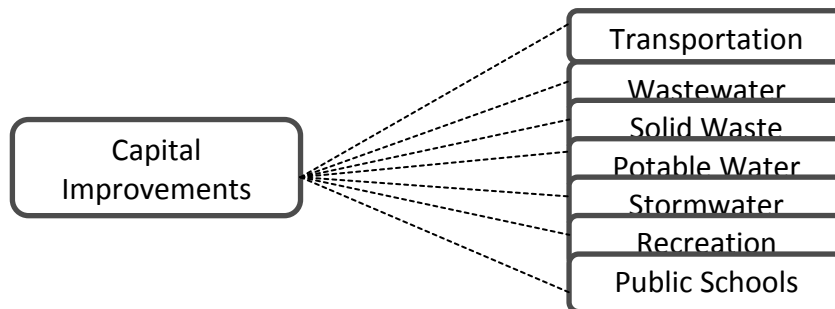
One of the significant changes brought about by the 1985 Local Government Comprehensive Planning and Land Development Regulation Act, referred to as the Growth Management Act (GMA), was the inclusion of a Capital Improvements Element (CIE) as an integral part of the comprehensive plan. The comprehensive plan should set the "principles, guidelines, and standards for the orderly and balanced future economic, social, physical, environmental, and fiscal development" of the City. The CIE links policy decisions found in the other elements to a financially feasible capital improvement schedule that ensures level of service standards are met and that capital improvements projects are implemented in a timely manner to accommodate balanced growth.

The analysis included in this support document is intended to demonstrate financial feasibility as described by Florida Statutes, section 163.3177(2).

1.A. THE PURPOSE OF THE CAPITAL IMPROVEMENTS ELEMENT

The purpose of the Capital Improvements Element is to pull together all the needed capital improvements identified in all the other elements of the Growth Management Plan (GMP) ensuring that those capital improvements essential to maintaining adopted level of service standards, or fulfilling the goals and policies of the plan, are programmed and completed in a timely manner. Once all the needed capital improvements are incorporated into the CIE, as shown in Figure CI-5, the CIE can then be used to implement and monitor the effectiveness of the GMP.

FIGURE CI-5: THE RELATIONSHIP BETWEEN THE CIE AND OTHER GMP ELEMENTS



1.B. THE BENEFITS OF THE CAPITAL IMPROVEMENTS ELEMENT

The City provides needed and desired urban services to the public. In order to provide these services, the City must adopt acceptable level of service standards and develop a schedule to expand and maintain capital facilities, services and equipment. The CIE has great significance in

that it touches the life of each City resident and visitor through the provision of public facilities and services such as roads, mass transit stormwater, potable water, wastewater, solid waste and parks upon which we all depend.

The CIE is an important tool for implementing the City's Growth Management Plan. Along with the Land Development Code (LDC), it bridges the gap between the day-to-day operations of city government and the City's long-range development goals. The capital improvement programming process gives the community an opportunity to review overall development goals annually, while ensuring that needed public facilities and services will be in place concurrent with new development. The CIE also serves as a measuring stick, that shows exactly how much it will cost the City to preserve the approved "quality of life" based on adopted level of service standards. The CIE also ensures that those public facilities are provided concurrent with new development through the CIE and Concurrency Management System (CMS).

1.C. CIE REQUIREMENTS

The CIE must integrate the capital needs identified in the various elements of the GMP into a five year financially feasible program by effectively measuring and weighing these capital needs against available funding to achieve "balanced" growth. Toward this end, the CIE must successfully accomplish the following tasks:

- Evaluate the need for public facilities as identified in all other elements based on level of service standards.
- Adopt goals, objectives, and policies that will direct and guide the future development and funding of capital improvements.
- Determine funding levels for all applicable funding sources and five year projections.
- Develop a five year program which designates those capital improvements that are to be funded and constructed for the five year period.
- Identify the timing, phasing, funding, and location of all capital improvements in a comprehensive manner.
- Determine the fiscal impact that capital improvements have on the annual budget.
- Estimate the cost of capital improvements that will be required for the five year program for the mitigation of existing deficiencies, repair and replacement, and future needs.
- Examine and prioritize all capital improvements assuring that the most essential projects are provided first.
- Analyze the fiscal capability of the local government to finance and construct needed improvements.
- Serve as a mechanism that ensures the availability of public facilities and services concurrent with the impacts of new development, and maintains adopted level of service standards.
- Establish a mechanism that will monitor the status of capital improvements, new development, revenue and available capacity on an annual basis.

- Identify public education and health facilities and analyze their impact on other public facilities.

2. INVENTORY OF EXISTING REVENUE SOURCES

In order to implement the Growth Management Plan, adequate funding must be identified and programmed through the Capital Improvements Element to achieve the desired urban environment envisioned for the City of Orlando. The Growth Management Plan will only be as effective as the resources behind it. To accomplish this, the Growth Management Plan needs to reflect a "financially feasible" plan. This means that whatever level of service standards and whatever goals, objectives and policies the City adopts, there must be adequate funding available to successfully implement the Growth Management Plan.

The main funding sources used for capital programming include the capital improvement program fund, local option gas tax, transportation and sewer impact fees, stormwater utility fees, and service charges. The main funding sources for operating costs are derived from the general fund, which is made up of revenue from property tax, sales tax, franchise fees, service charges, licenses and fees, OUC profit contribution, and the municipal utility tax.

The following inventory contains a brief description of available funding sources and revenue projections for the next five years. Figure CI-6 gives historical funding information over the last ten years. Figure CI-7 gives a composite of available revenue for capital improvements and five year projections. Many of these funding sources are used to fund both capital and operating expenses. Projections for funding sources that are not within the City's control are extremely difficult to predict because of the nature and authority of the funding source. For instance, federal and state funding may vary from year to year, and in some cases, differ very drastically from one year to the next, making it difficult to project revenue. Special assessments and developer contributions are also hard to predict, and therefore, are not included in the revenue projections. Only those revenue sources that are applicable to capital programming and are the City's financial responsibility are included in this inventory. Figure CI-8 shows those funding sources that are applicable to each element of the Growth Management Plan.

As the result of recent legislation, the City now includes capital improvement projects that are implemented by other local agencies. These include OUC for water projects, OCPS for school projects, and FDOT for state road and transit projects (including SIS facilities). This analysis assumes that projected costs and revenues for these agencies will stay constant, unless additional information, such as FDOT's Five Year Transportation Improvement Program, is available.

FIGURE CI-6
GENERAL GOVERNMENT REVENUES AND OTHER FUNDING SOURCES
LAST NINE FISCAL YEARS
(accrual basis of accounting)
(in thousands of dollars)

| | 2007 | 2006 | 2005 | 2004 | 2003 | 2002 | 2001 | 2000 | 1999 |
|---|----------|---------|---------|---------|---------|---------|---------|---------|---------|
| General Revenues and Other Changes in Net Assets | | | | | | | | | |
| Governmental activities: | | | | | | | | | |
| Taxes: | | | | | | | | | |
| Property taxes | 116,112 | 92,733 | 82,995 | 76,988 | 71,676 | 68,619 | 68,982 | 57,590 | 53,915 |
| Sales tax | 30,164 | 30,225 | 29,313 | 25,935 | 24,413 | 24,044 | 25,117 | 25,689 | 23,768 |
| Gas tax | 8,024 | 8,018 | 8,152 | 7,628 | 7,232 | 7,347 | 7,699 | 7,517 | 7,100 |
| Franchise fees | 30,333 | 29,562 | 25,687 | 23,239 | 22,643 | 27,200 | 25,834 | 23,306 | 22,102 |
| Public service taxes | 42,899 | 40,945 | 39,376 | 38,107 | 37,725 | 39,203 | 31,827 | 32,502 | 29,522 |
| Tax increment fees | 14,131 | 11,248 | 10,037 | 9,847 | 8,574 | 8,413 | 7,418 | 4,733 | 4,857 |
| Unrestricted grants and contributions | 59,912 | 62,323 | 48,099 | 43,060 | 43,380 | 38,555 | 41,678 | 40,969 | 41,149 |
| Investment earnings | 18,855 | 12,621 | 6,671 | 4,875 | 8,746 | 8,470 | 14,504 | 7,925 | 5,005 |
| Miscellaneous | 15,059 | 15,208 | 11,334 | 3,646 | 3,593 | 5,739 | 4,385 | 4,336 | 14,093 |
| Gain on sale of Capital Assets | 1,475 | - | - | - | - | - | - | - | - |
| Capital contributions | - | - | - | 1,780 | 308 | 2,552 | 3,112 | 5,258 | - |
| Transfers | (10,362) | (5,785) | (2,507) | (1,591) | 1,394 | (1,011) | 1,823 | (1,790) | (634) |
| Total governmental activities | 326,602 | 297,098 | 259,157 | 233,514 | 229,684 | 229,131 | 232,379 | 208,035 | 200,877 |
| Business-type activities: | | | | | | | | | |
| Investment earnings | 8,584 | 7,611 | 3,566 | 3,333 | 6,621 | 7,942 | 15,607 | 12,119 | 6,203 |
| Transfers | 10,362 | 5,785 | 2,507 | 1,591 | (1,394) | 1,011 | (1,823) | 1,790 | 634 |
| Total business-type activities | 18,946 | 13,396 | 6,073 | 4,924 | 5,227 | 8,953 | 13,784 | 13,909 | 6,837 |
| Total primary government | 345,548 | 310,494 | 265,230 | 238,438 | 234,911 | 238,084 | 246,163 | 221,944 | 207,714 |

Source: 2007 Comprehensive Annual Financial Report

FIGURE CI-7
FIVE YEAR REVENUE PROJECTIONS
2007 - 2012

| Funding Source | 2007/08 | 2008/09 | 2009/10 | 2010/11 | 2011/12 | Total |
|--------------------------------|----------------|----------------|----------------|----------------|----------------|--------------|
| Ad Valorem Taxes (1) | 118,635,759 | 122,194,832 | 125,860,677 | 129,636,497 | 133,525,592 | 629,853,356 |
| Capital Improvement Fund (2) | 7,220,000 | 7,220,000 | 7,220,000 | 7,220,000 | 7,220,000 | 36,100,000 |
| Local Option Gas Tax (3) | 8,165,522 | 8,133,095 | 8,096,104 | 8,166,594 | 8,236,665 | 40,797,980 |
| Sewer Impact Fees (4) | 10,859,069 | 10,859,069 | 10,859,069 | 10,859,069 | 10,859,069 | 54,295,345 |
| Sewer Service Charges (5) | 52,331,811 | 52,331,811 | 52,331,811 | 52,331,811 | 52,331,811 | 261,659,055 |
| Solid Waste Charges (6) | 22,474,397 | 23,036,257 | 23,612,163 | 24,202,467 | 24,807,529 | 118,132,814 |
| Stormwater Utility (7) | 19,836,105 | 21,819,716 | 21,819,716 | 21,819,716 | 21,819,716 | 107,114,967 |
| Tax Increment Financing (8) | 19,357,076 | 21,390,300 | 25,204,500 | 26,090,100 | 26,986,500 | 119,028,476 |
| Transportation Impact Fees (9) | 8,303,127 | 12,392,107 | 12,763,870 | 13,146,786 | 13,541,190 | 60,147,080 |

Source: Management and Budget Division, Finance Department and Transportation Department

- 1) Based on FY 07/08 budget. Amount increased by three percent each year thereafter, to account for growth through new construction/annexations. Future revenue stream uncertain due to the effects of the passage of Amendment 1 and possible future legislation.
- 2) Based upon FY 07/08 budget. Assumes no future increase. Does not include allocation for technology enhancement projects.
- 3) Based upon State forecast of collections within Orange County for FY 2007/08. Amount increased by two percent each year thereafter. The estimated City percentage of County population was then applied.
- 4) Based on actual revenue for FY 06/07. Revenue fluctuates, but maintains a fairly constant trend. This does not include any large development that may occur during this period.
- 5) Based on actual revenue for FY 06/07. This does not include interest earnings or any large development or annexations, which may occur during this period. Assumes no future fee increases.
- 6) Includes user charges. Based on FY 06/07 actual revenues increased by 2.5% each year. Per City Code, charges automatically increase 2.5% each year unless City Council acts not to impose the increase.
- 7) Based on budgeted revenue for FY 07/08 and a pre-approved 10% increase for FY 08/09. Assumes no additional fee increases. This is total revenue available, including that used for operating purposes.
- 8) Based on actual revenue for FY 07/08. Includes total amount available for debt service, operations and capital projects. Downtown CRA only. Does not include the districts for Conroy Road/I-4 and Republic Dr./I-4. Remaining years based upon report prepared by Real Estate Research Consultants. Report totals were reduced by ten percent.
- 9) Per the Transportation Planning Division.

FIGURE CI-8: FUNDING BREAKDOWN FOR THE GROWTH MANAGEMENT PLAN

| Element | Available Funding Sources |
|----------------------------------|---|
| Transportation | Gas Tax Transportation Impact Fees Developer Contributions Proportionate Fair Share Capital Improvement Fund GOAA State funding through FDOT, Expressway Authority or Turnpike Authority |
| Parks, Recreation and Open Space | Capital Improvement Fund State and Federal Aid |
| Stormwater | Stormwater Utility Fee |
| Solid Waste | Service Charges |
| Potable Water | Service Charges Regional Partnerships |
| Wastewater | Sewer Capacity Charges Service Charges Regional Partnerships |
| Public Schools | Impact Fees Sales Tax Property Tax |
| Housing* | Community Development Block Grant Other HUD Programs State Housing Initiatives Partnership Fund |
| Urban Design* | CIP Fund State and Federal Aid |
| Historic Preservation* | CIP Fund State and Federal Aid |
| Conservation* | CIP Fund State and Federal Aid |

*These elements are not associated with a specific LOS, and are therefore not included in the capital improvement fund schedule. Funding is typically for programs or special projects.

2.A. PROPERTY (AD VALOREM) TAX REVENUE

Property tax revenue is based on a millage rate (one mill is equivalent to \$1 per \$1,000 of assessed value or 0.1%), which is applied to the total taxable value of real and tangible personal property. The City of Orlando's millage rate for FY2007/2008 is 4.9307. Property tax is the single largest revenue source for the City. This revenue is primarily used to support general fund operations. Figure CI-7 shows revenue projected for ad valorem taxes over the next five years. This projection assumes a constant 4.9307 millage rate, a 100% assessment ratio, and a 95% collection rate for five years. Figure CI-9 shows assessed and estimated value of taxable property over the last ten years. The effects of legislation passed during 2007, the passage of Amendment 1 in January 2008, the possibility of future legislative changes and/or amendments, along with lingering unfavorable economic conditions, make future property assessment, millage rate and revenue projections difficult.

**FIGURE CI-9
ASSESSED VALUE AND ESTIMATED ACTUAL VALUE OF TAXABLE PROPERTY
LAST TEN FISCAL YEARS**

| Fiscal Year Ended Sept. 30 | Real Property | Personal Property | Centrally Assessed Property (2) | Less: Tax Exempt Property | Total Taxable Assessed Value | Total Direct Tax Rate | Estimated Market Value of Taxable Property | Assessed Value ⁽¹⁾ as a Percentage of Estimated Market Value |
|---|--------------------------|------------------------------|--|--|---|--------------------------------------|---|--|
| 1998 | 11,311,342,292 | 3,007,626,409 | 3,564,328 | 5,567,750,427 | 8,754,782,602 | 6 | 18,779,437,501 | 76.267 |
| 1999 | 12,053,757,506 | 3,135,169,083 | 2,914,184 | 5,951,840,472 | 9,240,000,301 | 6.0666 | 19,884,112,791 | 76.402 |
| 2000 | 12,741,622,579 | 3,566,868,911 | 3,115,000 | 6,492,573,550 | 9,819,032,940 | 6.0666 | 21,478,475,412 | 75.944 |
| 2001 | 13,945,684,873 | 4,009,158,383 | 3,047,968 | 6,951,988,039 | 11,005,903,185 | 6.0666 | 23,699,114,932 | 75.775 |
| 2002 | 15,571,851,869 | 4,262,655,794 | 2,748,837 | 7,253,801,149 | 12,583,455,351 | 5.6916 | 26,072,857,827 | 76.084 |
| 2003 | 16,497,346,302 | 4,153,940,783 | 2,931,078 | 7,494,201,297 | 13,160,016,866 | 5.6916 | 26,964,193,392 | 76.599 |
| 2004 | 17,826,867,977 | 3,785,686,483 | 4,441,630 | 7,502,161,956 | 14,114,834,134 | 5.6916 | 27,860,293,818 | 77.591 |
| 2005 | 18,839,304,727 | 3,954,869,583 | 4,972,831 | 7,692,703,648 | 15,106,443,493 | 5.6916 | 29,359,532,714 | 77.655 |
| 2006 | 21,718,727,226 | 3,993,538,522 | 3,105,583 | 8,732,794,295 | 16,982,577,036 | 5.6916 | 32,815,528,509 | 78.363 |
| 2007 | 27,307,686,818 | 4,197,955,534 | 640,174 | 10,257,540,718 | 21,248,741,808 | 5.6916 | 39,759,976,974 | 79.241 |

(1) Includes tax exempt property.

(2) Beginning in FY 2007, private railroad lines are no longer included as part of Centrally Assessed Property.

Source: 2007 Comprehensive Annual Financial Report

2.B. CAPITAL IMPROVEMENT PROGRAM FUND

Each year, the City Council sets aside a portion of property tax revenues for capital improvements. For FY 2007/2008 City Council approved \$7.2 million for CIP funding. This analysis assumes that the same amount is added to the fund each year for the next five years. The Capital Improvement Program Fund is a competitive funding source since many different departments within the City compete each year for these dollars.

Capital Improvement Program Fund Projections

| <u>2007/2008</u> | <u>2008/2009</u> | <u>2009/2010</u> | <u>2010/2011</u> | <u>2011/2012</u> |
|------------------|------------------|------------------|------------------|------------------|
| \$ 7,220,000 | \$ 7,220,000 | \$ 7,220,000 | \$ 7,220,000 | \$ 7,220,000 |

2.C. SEWER SERVICE CHARGES & CAPACITY CHARGES

Monthly service charges are collected based on equivalent residential connections (ERC's). Service charges are used to pay for operations, maintenance, construction, and debt service. That portion of the monthly sewer service charge that is used for capital expansions is referred to as the sewer capacity charge. The sewer capacity charge reflects those costs which are related to the overall scale of the system and does not vary as the actual level of the system varies.

Sewer Capacity Charge Revenue Projections

| <u>2007/2008</u> | <u>2008/2009</u> | <u>2009/2010</u> | <u>2010/2011</u> | <u>2011/2012</u> |
|------------------|------------------|------------------|------------------|------------------|
| \$52,303,175 | \$52,303,175 | \$52,303,175 | \$52,303,175 | \$52,303,175 |

2.D. SOLID WASTE SERVICE CHARGES

Monthly service charges are collected for curbside and garbage collection for residential and nonresidential development. Residential monthly service rates are presently \$15.08 per dwelling unit. Nonresidential monthly service rates are presently \$5.59 per cubic yard. Solid waste service charges increase 2.5% annually unless City Council affirmatively acts not to impose the scheduled increase. The following revenue projections are based on current monthly service rates.

Solid Waste Service Charge Revenue Projections

| <u>2007/2008</u> | <u>2008/2009</u> | <u>2009/2010</u> | <u>2010/2011</u> | <u>2011/2012</u> |
|------------------|------------------|------------------|------------------|------------------|
| \$22,474,397 | \$23,036,257 | \$23,612,163 | \$24,202,467 | \$24,807,529 |

2.E. STORMWATER UTILITY FEE

The City enacted a stormwater utility fee in 1989, which will generate approximately \$19.8 million in revenue for FY 2007/2008. This revenue source is used for the construction, maintenance, and operation of the City's stormwater management system. Each year approximately \$8 million is allocated for capital improvements, while the remainder is used for operating and maintenance expenses

Stormwater Utility Fee Revenue Projections

| <u>2007/2008</u> | <u>2008/2009</u> | <u>2009/2010</u> | <u>2010/2011</u> | <u>2011/2012</u> |
|------------------|------------------|------------------|------------------|------------------|
| \$19,836,105 | \$21,819,716 | \$21,819,716 | \$21,819,716 | \$21,819,716 |

2.F. TRANSPORTATION IMPACT FEES

In 1986, the City adopted a Transportation Impact Fee Ordinance, now located in Chapter 56 of the LDC, that allows the City to exact a fee from new development to ensure that new development pays its fair share of the cost of new and/or expanded transportation facilities necessary to accommodate that development. The transportation impact fee rate schedule collects approximately 1/3 of the actual cost of needed road improvements from new development. The needed difference to complete such projects is most often provided through Local Option Gas Tax Funds. Chapter 56 created the City's three benefit areas: North, Southeast, and Southwest. Transportation Impact Fees must be properly earmarked so that the money collected is spent within the proper benefit area or on a specific road project. Impact fee revenue can only be used for growth and development related road capacity improvements. Approximately 3% of each year's revenue is set aside for administration. The projections below shows transportation impact fee revenue for the next five year period based upon projections provided by the Transportation Planning Bureau. Collection levels have varied significantly from one year to the next.

Transportation Impact Fee Revenue Projections

| <u>2007/2008</u> | <u>2008/2009</u> | <u>2009/2010</u> | <u>2010/2011</u> | <u>2011/2012</u> |
|------------------|------------------|------------------|------------------|------------------|
| \$ 8,303,127 | \$ 12,392,107 | \$ 12,763,870 | \$ 13,146,786 | \$ 13,541,190 |

2.G. SIX CENT LOCAL OPTION GAS TAX FUNDS

The six cent local option gas tax will generate approximately \$39.2 million in revenue within Orange County in FY2007/2008. This revenue source collects six cents from every gallon of gas sold in Orange County. The City of Orlando's portion is approximately 20.85% of total net revenue, which is equivalent to approximately \$8.2 million. For fiscal years thereafter the City's percentage will continue to be equal to its percentage of Orange County population. The revenue received can only be used for transportation related projects, such as repairing and expanding the existing road network, stormwater projects related to transportation and constructing new roads.

Local Option Gas Tax Revenue Projections

| <u>2007/2008</u> | <u>2008/2009</u> | <u>2009/2010</u> | <u>2010/2011</u> | <u>2011/2012</u> |
|------------------|------------------|------------------|------------------|------------------|
| 8,165,522 | 8,133,095 | 8,096,104 | 8,166,594 | 8,236,665 |

2.H. STATE AND FEDERAL AID

State grants-in-aid and other forms of intergovernmental revenue provide funding for specific projects. For purposes of the Capital Improvements Element, state aid funding primarily

consists of revenue from the state transportation trust fund for capacity improvements on state maintained roads. The state's Transportation Improvement Program reflects those projects that are programmed for funding. The capital improvements fund schedule lists the specific funding source for each of these projects. Sources include: the Florida Department of Transportation (FDOT) and its partner agencies, the Expressway Authority and the Turnpike Authority.

Projects for City-owned streets and transportation facilities are also eligible for grants from state or federal sources. The 2007-2012 capital improvements fund schedule does not include any projects funded this way. Recreation, potable water and school projects may also be recipients of state and federal aid. Federal grants-in-aid provide funding for specific projects. Examples of federal funding include Environmental Protection Agency (EPA) Grants, Urban Mass Transit Administration (UMTA) Grants, and Urban Development Action Grants (UDAG). It is very difficult to project Federal Aid revenue, since it hinges upon securing a grant with a Federal Agency. Therefore, this funding source cannot be projected. No projects are projected to be funded from these sources until the grants are secured.

2.I. OTHER FUNDS

The capital improvements fund schedule lists a number of other funding sources. In addition, additional funding sources are available that are not included in the 2007-2012 schedule, but may be used in the future. No projections for these funding sources are provided, and they are only included in the capital improvements fund schedule if funding has been identified and secured by an agreement with City Council. These funds include:

- **Developer Contributions.** Developers considering a development program that would negatively impact the level of service may contribute funding, land or improvements to address the deficiency. For transportation projects, developers may pay a proportionate fair share of an identified improvement.
- **Regional Partnerships.** For services that extend beyond City limits, the City often partners with other local and state agencies to fund a project. This is the case for many wastewater projects, potable water projects and transportation projects.
- **OUC Funds.** The City depends on OUC as the local utility providing public water services. OUC has a separate budget that is voted on by the OUC board. OUC and the City work together to project water demand, and OUC works with other local jurisdictions to account for demand outside City limits. Potable water projects are primarily funded by OUC. No projections are provided for this funding source because it is not directly controlled by the City's budgeting process.
- **OCPS Funds.** The City depends on OCPS to provide public school services for its residents. OCPS has a separate budget that is voted on by the School Board. OCPS, the City, the County, and other municipalities work together to project demand for schools. New and replacement schools are funded by OCPS through various sources including impact fees, developer contributions, Certificates of Participation (loans from future

impact fee collections), property taxes, state funding to address the Class Size Reduction Amendment, and other loans.

- **Special Assessments.** The City allows for the creation of special assessment areas to pay for capital improvements. Such assessments do not currently fund any projects included in the capital improvements fund schedule, but is available if necessary for future projects.
- **Tax Increment Financing.** The City collects revenue generated from the property tax increment received on property located within the Community Redevelopment Area, as established under Chapter 163, Part III, Florida Statutes. This revenue must be spent within the Community Redevelopment Area on capital improvements and administrative expenses. As of 2007, no projects currently in the capital improvements fund schedule are funded from this source.

3. DEBT MANAGEMENT

Figure CI-11 gives a summary of the City's debt service requirements to maturity. The City's current outstanding debt and maximum annual debt service is described in Figure CI-10 as follows:

FIGURE CI-10
CURRENT OUTSTANDING DEBT AND MAXIMUM ANNUAL DEBT SERVICE

Description of Individual Bond Issues and Loans Outstanding - Summarized below are the City's bond and loan issues which are outstanding at September 30, 2007:

| | <u>Purpose of Issue</u> | <u>Amount Issued</u> | <u>Amount Outstanding</u> | <u>Coupon Interest Rate</u> | <u>Maximum Annual Debt Service</u> |
|---|----------------------------|-----------------------|---------------------------|-----------------------------|------------------------------------|
| PRIMARY GOVERNMENT: | | | | | |
| Governmental Activities | | | | | |
| Community Redevelopment Agency-- | | | | | |
| Republic Dr. (Universal Blvd) Tax Increment Refunding | | \$ 45,620,000 | \$ 39,330,000 | 3.50-5.125% | \$ 3,335,356 |
| Revenue Refunding Bonds, Series 2002 | | | | | |
| Conroy Road, Series 1998A | Conroy Rd. Interchange | 28,010,000 | 25,880,000 | 5.50-5.80% | 2,284,820 |
| Downtown District, Series 2002 | Refunding | 12,500,000 | 9,170,000 | 3.50-4.75% | 1,142,099 |
| Downtown District, Series 2004 | Refunding | 9,855,000 | 5,725,000 | 2.00-2.50% | 1,501,600 |
| Total | | <u>95,985,000</u> | <u>80,105,000</u> | | |
| Internal Loan Fund -- | | | | | |
| Sunshine State Governmental | Provides Interfund | | | | |
| Financing Commission Loans (SSGFC) | Loanable Proceeds | 47,371,338 | 41,271,338 | (1) | (2) |
| SSGFC Taxable Series H | Sp. Assessment Loans | 21,630,000 | 7,230,000 | (1) | (2) |
| SSGFC Tax-exempt Series H | Refunding | 18,510,000 | 18,510,000 | (1) | (2) |
| Capital Improvement Special | | | | | |
| Revenue Bonds: | | | | | |
| Series 1998A | Refunding | 51,780,000 | 39,635,000 | 4.35-5.00% | 7,389,125 |
| Series 1998B | Narcoossee Road | 22,650,000 | 10,570,000 | 4.20-5.00% | 1,955,827 |
| Series 2002 | Parks, etc. construction | 33,690,000 | 18,690,000 | 3.00-4.00% | 2,659,836 |
| Series 2004 | Parks, etc. construction | 15,070,000 | 10,070,000 | 4.00-5.00% | 1,833,382 |
| Series 2005A | Capital Prjs., Expo Centre | 23,335,000 | 22,390,000 | 2.00-4.00% | 1,699,997 |
| Series 2005B | Refunding | 4,920,000 | 4,920,000 | 3.25-5.00% | 650,642 |
| Series 2006A | Jefferson St. Garage | 24,495,000 | 24,495,000 | 3.25-4.25% | 1,847,254 |
| Series 2006B | Refunding | 5,010,000 | 5,010,000 | 4.00% | 1,695,891 |
| Series 2007A | Refunding | 4,780,000 | 4,780,000 | 4.00-5.00% | 1,641,461 |
| Total | | <u>273,241,338</u> | <u>207,571,338</u> | | |
| Total Governmental Activities | | <u>\$ 369,226,338</u> | <u>\$ 287,676,338</u> | | |
| Business-Type Activities | | | | | |
| Wastewater Revenue Bonds -- | Wastewater Treatment | | | | |
| Senior Debt Issues: | and Distribution | | | | |
| 1997A | | 39,430,000 | 29,875,000 (3) | N/A | |
| 1997C | | 40,135,000 | 5,250,000 | 4.60-4.75% | |
| 2002A | | 46,970,000 | 36,320,000 | 3.00-4.00% | |
| 2003A | | 26,450,000 | 17,190,000 | 2.25-3.625% | |
| 2006A | | 18,240,000 | 18,240,000 | 4.00% | |
| Total Wastewater Senior Debt Issues | | <u>171,225,000</u> | <u>106,875,000</u> | | 11,584,969 |
| Wastewater State Revolving Fund | Wastewater projects | 26,189,915 | 25,215,420 | 2.50-2.66% | 1,633,904 |
| Total | | <u>197,414,915</u> | <u>132,090,420</u> | | |
| Parking Revenue Bonds -- | | | | | |
| Series 2004 | Refunding | 15,040,000 | 10,745,000 | 2.00-4.00% | 1,966,647 |
| Orlando Venues -- SSGFC Venue Loan | Events Center projects | 50,000,000 | 50,000,000 | (1) | (2) |
| Total Business-Type Activities | | <u>262,454,915</u> | <u>192,835,420</u> | | |
| COMPONENT UNIT: | | | | | |
| Civic Facilities Authority | Expansion of Florida | | | | |
| CFA Revenue Bonds | Citrus Bowl | | | | |
| Series 1973 | | <u>4,200,000</u> | <u>725,000</u> | 6.75% | 313,938 |

- (1) These variable rate bonds and loans are subject to a 15% interest rate cap. The tax-exempt, taxable Series H and tax-exempt Series H loans had interest rates of 3.8241%, 5.6127% and 3.7709% respectively on September 30, 2007.
- (2) The amortization requirement of the covenant program (not the individual issues) variable rate obligation require a minimum amortization over the last 1/3 (10 years) of the normal (30 years) maturity.
- (3) Mandatory redemption of the term bonds on October 1, 2007.

Source: 2007 Comprehensive Annual Financial Report

**FIGURE CI-11
SUMMARY OF DEBT SERVICE REQUIREMENTS TO MATURITY
ALL SERIES 2008-2033**

| Fiscal Year | Primary Government | | | | | | Component Unit | | |
|----------------|--|---|--|---|---------------------------------|-----------------------------|--|---|--|
| | Governmental Activities | | | | Business-type | Activities | Total Principal & Interest Primary Government | Civic Facilities Authority Bonds (2) | Total Principal & Interest Reporting Entity (3) |
| | Community Redevelopment Agency Bonds | Conroy Road Special Assessment Bonds | Republic Drive Tax Increment Revenue Ref. Bonds | Capital Improvement Revenue Bonds | Wastewater (1) Revenue Bonds | Parking Revenue Bonds | | | |
| 2008 | \$ 2,643,699 | \$ 2,283,540 | \$ 3,335,056 | \$ 9,418,782 | \$ 42,579,788 | \$ 1,963,335 | \$ 62,224,200 | \$ 313,938 | \$ 62,538,138 |
| 2009 | 2,632,855 | 2,280,090 | 3,331,806 | 9,370,403 | 11,584,969 | 1,966,647 | 31,166,770 | 311,050 | 31,477,820 |
| 2010 | 2,632,202 | 2,284,440 | 3,333,081 | 9,242,049 | 11,447,433 | 1,963,905 | 30,903,110 | 192,150 | 31,095,260 |
| 2011 | 2,634,418 | 2,281,040 | 3,330,444 | 9,194,519 | 11,328,779 | 1,963,969 | 30,733,169 | - | 30,733,169 |
| 2012 | 1,135,461 | 2,282,390 | 3,333,756 | 9,064,026 | 11,229,519 | 1,953,638 | 28,998,790 | - | 28,998,790 |
| 2013 | 1,127,555 | 2,280,550 | 3,335,356 | 8,985,181 | 11,308,531 | 1,948,531 | 28,985,704 | - | 28,985,704 |
| 2014 | 1,127,005 | 2,280,520 | 3,334,156 | 8,915,225 | 11,196,663 | - | 26,853,569 | - | 26,853,569 |
| 2015 | 1,128,393 | 2,282,010 | 3,334,344 | 7,361,549 | 11,118,000 | - | 25,224,296 | - | 25,224,296 |
| 2016 | 1,131,515 | 2,279,730 | 3,334,662 | 7,352,042 | - | - | 14,097,949 | - | 14,097,949 |
| 2017 | 1,126,125 | 2,283,680 | 3,334,856 | 10,570,944 | - | - | 17,315,605 | - | 17,315,605 |
| 2018 | - | 2,283,280 | 3,334,669 | 12,481,117 | - | - | 18,099,066 | - | 18,099,066 |
| 2019 | - | 2,283,530 | 3,333,844 | 12,480,107 | - | - | 18,097,481 | - | 18,097,481 |
| 2020 | - | 2,284,140 | 3,332,125 | 12,464,881 | - | - | 18,081,146 | - | 18,081,146 |
| 2021 | - | 2,284,820 | 3,334,256 | 12,462,679 | - | - | 18,081,755 | - | 18,081,755 |
| 2022 | - | 2,280,280 | 3,334,725 | 12,447,489 | - | - | 18,062,494 | - | 18,062,494 |
| 2023 | - | 2,280,520 | 3,333,625 | 13,371,679 | - | - | 18,985,824 | - | 18,985,824 |
| 2024 | - | 2,279,960 | 3,332,737 | 7,798,939 | - | - | 13,411,636 | - | 13,411,636 |
| 2025 | - | 2,283,310 | 3,335,025 | 9,168,659 | - | - | 14,786,994 | - | 14,786,994 |
| 2026 | - | 2,279,990 | - | 7,323,942 | - | - | 9,603,932 | - | 9,603,932 |
| 2027 | - | - | - | 5,333,469 | - | - | 5,333,469 | - | 5,333,469 |
| 2028 | - | - | - | 5,165,924 | - | - | 5,165,924 | - | 5,165,924 |
| 2029 | - | - | - | 4,998,380 | - | - | 4,998,380 | - | 4,998,380 |
| 2030 | - | - | - | 4,830,836 | - | - | 4,830,836 | - | 4,830,836 |
| 2031 | - | - | - | 4,663,293 | - | - | 4,663,293 | - | 4,663,293 |
| 2032 | - | - | - | 4,115,749 | - | - | 4,115,749 | - | 4,115,749 |
| 2033 | - | - | - | 1,543,064 | - | - | 1,543,064 | - | 1,543,064 |
| | <u>\$ 17,319,228</u> | <u>\$ 43,357,820</u> | <u>\$ 60,008,523</u> | <u>\$ 220,124,927</u> | <u>\$ 121,793,682</u> | <u>\$ 11,760,025</u> | <u>\$ 474,364,205</u> | <u>\$ 817,138</u> | <u>\$ 475,181,343</u> |

(1) For the Series 1997A Bonds, interest was computed at 5.244%, which is the CPI-U used for October 1, 2006 payment and assumed spread of 1.25% (2007).

The Muni CPIs maturing on October 15, 2015 are assumed to be remarketed on October 1, 2007 at a spread of 1.25%. This resulted in estimated rate of 6.494%.

(2) Orange County Civic Facilities Authority Fund.

(3) This schedule represents only bonded indebtedness; therefore, the Sunshine State Governmental Financing Commission Loans (SSGFC) are not included in this schedule.

475,181,343

Source: 2007 Comprehensive Annual Financial Report

Since neither State law nor the City charter provide any fixed or arbitrary limits on the amount of debt which may be incurred (other than the requirement to have General Obligation debt approved in advance by referendum), the City Council has approved by policy the following targets to ensure future flexibility.

FIGURE CI-12: DEBT RATIO TARGETS

| Target Category | Target | 9/30/04 | 9/30/05 | 9/30/06 |
|---|------------|---------|---------|---------|
| General Government Debt as a Percentage of Non-Ad Valorem General Fund Expenditures | | | | |
| Debt Limit (within the covenant program limit) | 20% max | | | |
| Goal / Target | 10% max | 9.1% | 9.4% | 17.4% |
| Weighted Average Maturity of Debt Program(s) | | | | |
| Self Supporting | 15 yr max | 7.3 | 6.7 | 6.4 |
| Non-self Supporting | 20 yr max | 5.5 | 6.0 | 5.7 |
| Government Direct Debt per capita | \$850 max | \$483 | \$496 | \$475 |
| Net Direct Debt as a Percentage of Ad Valorem Property Values | | | | |
| General Government | 2.5% max | 0.8% | 0.7% | 0.6% |
| Total Tax Supported | 3.5% max | 1.9% | 1.7% | 1.5% |
| General Fund Reserve as a Percentage of the Current Year's Operating Budget | 15% to 25% | 23.7% | 23.9% | 25.3% |

The City also considers per capita debt in its financial decisions. As shown in Figure CI-13, per capita debt has declined slightly since 1998.

Outside analysis of the City's debt is provided by three national rating agencies: Moody's, Standard and Poor's and Fitch. All three agencies rated the City's 2005 and 2006 bond issues as "high quality" only one step below the highest "premium quality" rating. Detailed information about the City's debt management practices is available in the Comprehensive Annual Financial Report (CAFR) available at the City's website:

<http://www.cityoforlando.net/admin/accounting/reports.htm>

**FIGURE CI-13
RATIOS OF OUTSTANDING DEBT BY TYPE
LAST TEN FISCAL YEARS**

| Fiscal Year Ended Sept. 30 | Governmental Activities | | | | | | Business-Type Activities | | | | | Total Primary Government | Percentage of Personal Income | Per Capita |
|-------------------------------------|-----------------------------|-----------------------------------|--------------------------------|---------------------------------|--|-------------------|--|--------------------------------|-----------------------------|------------------------------------|------------------------------------|--------------------------------|-------------------------------------|---------------|
| | Re- development Bonds | Tax Increment Revenue Bonds | Special Assessment Bonds | Capital Improvement Bonds | Sunshine State Governmental Financing Commission Loans (1) | Capital Leases | Wastewater State Revolving Fund | Wastewater Revenue Bonds | Parking Revenue Bonds | SSGFC Orlando Venues Loan | Solid Waste Capital Lease | | | |
| 1998 | 27,095,000 | 0 | 47,400,000 | 85,570,000 | 56,071,338 | 0 | 0 | 188,425,000 | 23,560,000 | 0 | 0 | 428,121,338 | 9.64 | 2,372 |
| 1999 | 25,910,000 | - | 79,755,000 | 83,550,000 | 56,071,338 | - | - | 181,545,000 | 22,430,000 | - | - | 449,261,338 | 9.41 | 2,434 |
| 2000 | 24,665,000 | - | 79,080,000 | 79,820,000 | 56,071,338 | 2,933,471 | - | 174,315,000 | 21,240,000 | - | - | 438,124,809 | 8.68 | 2,356 |
| 2001 | 23,360,000 | - | 77,330,000 | 75,980,000 | 56,071,338 | 1,704,789 | - | 166,690,000 | 20,000,000 | - | - | 421,136,127 | 8.31 | 2,234 |
| 2002 | 23,995,000 | 45,620,000 | 29,235,000 | 105,720,000 | 62,071,338 | 539,692 | - | 158,705,000 | 18,710,000 | - | - | 444,596,030 | 8.33 | 2,281 |
| 2003 | 22,490,000 | 44,840,000 | 29,210,000 | 101,640,000 | 62,071,338 | 689,466 | - | 146,865,000 | 17,365,000 | - | - | 425,170,804 | 7.41 | 2,106 |
| 2004 | 21,190,000 | 43,505,000 | 28,010,000 | 107,495,000 | 82,801,338 | 579,597 | - | 138,495,000 | 15,040,000 | - | - | 437,115,935 | 6.96 | 2,092 |
| 2005 | 19,055,000 | 42,145,000 | 27,340,000 | 126,400,000 | 102,891,338 | 260,737 | - | 128,570,000 | 13,995,000 | - | - | 460,657,075 | 6.71 | 2,117 |
| 2006 | 16,995,000 | 40,755,000 | 26,630,000 | 146,400,000 | 81,411,338 | - | 12,508,082 | 117,515,000 | 12,385,000 | - | - | 454,599,420 | N/A | 2,029 |
| 2007 | 14,895,000 | 39,330,000 | 25,880,000 | 140,560,000 | 67,011,338 | 9,200,000 | 25,215,420 | 106,875,000 | 10,745,000 | 50,000,000 | 1,431,889 | 491,143,647 | N/A | 2,147 |

(1) Included in the SSGFC Loans is the 1994 Commercial Paper Notes which was refunded by an SSGFC loan in December, 2004.

Computations: Demographic and Economic Statistics

$$\text{Percentage of Personal Income} = \frac{\text{Total Primary Gov}}{\text{City Personal Income}} \times 100$$

$$\text{Per Capita} = \frac{\text{Total Primary Gov}}{\text{Population}}$$

Source: City of Orlando Finance Department

FIGURE CI-14: CITY OF ORLANDO 2008-2013 CAPITAL IMPROVEMENTS ELEMENT CAPITAL IMPROVEMENTS FUND SCHEDULE

See Policy Document.

4. FIVE YEAR CAPITAL IMPROVEMENTS FUND SCHEDULE

The five year Capital Improvements Fund Schedule is found in the adopted policy document and labeled as Figure CI-14. This schedule is intended to meet the requirements of Section 163.3177(3)(a)5, F.S. For the five-year period from 2007 to 2012, the schedule represents a public and private investment totaling \$805.4 million, of which the City is financially responsible for \$100 million. The fund schedule includes the project name, project number, funding source, and cost for each project is to be funded. A description for each project can be found in Appendix A. The projects included in the fund schedule correspond to a subset of the projects listed in the City's adopted Capital Improvement Program. The fund schedule includes projects from the adopted CIP that are needed to meet LOS standards. Other capital projects, such as new fire stations or renovations to City Hall, are only included in the CIP. Additional projects funded by OUC, FDOT, and GOAA are included in the fund schedule because although they are not the City's financial responsibility, they are needed to meet LOS standards. OCPS school construction projects are adopted by reference in Policy 2.2.30.

The fund schedule is organized by project type and includes the following categories:

- Roads
- Mass Transit
- Bicycle and Pedestrian Facilities
- Parks and Open Space
- Solid Waste Collection
- Wastewater
- Reclaimed Water
- Drainage/Stormwater
- Water – OUC projects

These project types correspond to the categories of public facilities for which the City has adopted level of service standards.

4.A. PRIORITIZATION OF CAPITAL IMPROVEMENTS PROJECTS

The following analysis provides an inventory of existing facilities, an analysis of capital needs for the next five years, and a description of projects planned in the next five years to address those needs. Each project is identified as a future need/planned expansion, existing deficiency, or repair/repair of existing facilities. Priority is first given to any emergency or high priority deficiencies (none identified in this document), followed by repair and replacement, existing deficiencies, and finally future needs.

Additional prioritization factors include:

- If project is required based on legislative mandate
- The extent to which the project furthers the City's growth policy goals as described in the Future Land Use Element

- The extent to which the project promotes stability and vitality in established neighborhoods
- The extent to which the project promotes inter-governmental coordination
- The extent to which the project goals are not already addressed by other facilities (limit duplication)
- The extent to which the project impacts the City's operating budget
- The extent to which the project leverages City funding by obtaining grants or by coordinating with other local jurisdictions to jointly fund a project

Because capital projects are paid for from different funds, this prioritization primarily occurs within facility types, rather than between them. In other words, if the City has gas tax funding available, it has to be spent on transportation projects, even if a high-priority parks project is identified. The same is true for funds collected from payment for services such as wastewater, potable water, stormwater and solid waste.

Projects are prioritized annually during the capital budgeting process. Each department is aware of existing LOS needs as provided in the Capacity Availability Report. The other factors are weighed and consensus is reached to present an overall capital budget recommendation to City Council. The projects presented in this document reflect the five-year adopted schedule. Additional projects are planned for future years and will be included in the schedule as funding becomes financially feasible.

4.B. FIVE YEAR SCHEDULE BY FUNDING SOURCE

Figure CI-15, on the following page, rearranges the information in the fund schedule (Figure CI-14) to categorize each project by funding source. This reflects the amount of revenue needed over the five year program to fund the various public facilities required in the Capital Improvements Element. The City-funded projects represent only a portion of the City's adopted capital improvements budget because non-LOS related projects are not included in the CIE. The complete capital improvements budget and the financial feasibility of this plan are described in Section 6 of this document.

**FIGURE CI-15
PROGRAM SUMMARY BY FUNDING SOURCE**

| CAPITAL IMPROVEMENTS PROJECTS | | | | | | |
|--|--------------------|--------------------|--------------------|-------------------|-------------------|--------------------|
| | 2007/2008 | 2008/2009 | 2009/2010 | 2010/2011 | 2011/2012 | Total |
| City- Funded Projects | | | | | | |
| Transportation | 14,577,262 | 6,114,354 | 6,229,285 | 6,373,413 | 6,521,865 | 39,816,179 |
| Recreation and Culture | - | 250,000 | 1,750,000 | 13,000,000 | 250,000 | 15,250,000 |
| Solid Waste | - | 1,009,000 | 549,000 | 219,000 | 571,000 | 2,348,000 |
| Wastewater | 21,153,249 | 10,338,038 | 500,000 | - | - | 31,991,287 |
| Stormwater | 3,015,532 | 2,450,000 | 1,700,000 | 1,700,000 | 1,700,000 | 10,565,532 |
| Projects funded by other agencies | | | | | | |
| Transportation | 333,338,911 | 136,644,777 | 95,012,063 | - | - | 564,995,751 |
| Wastewater | 464,346 | | | | | 464,346 |
| Potable Water | 19,465,000 | 17,155,000 | 31,845,000 | 41,060,000 | 30,460,000 | 139,985,000 |
| Total | 392,014,300 | 173,961,169 | 137,585,348 | 62,352,413 | 39,502,865 | 805,416,095 |

| FUNDING SOURCES | | | | | | |
|--|--------------------|--------------------|--------------------|-------------------|-------------------|--------------------|
| | 2007/2008 | 2008/2009 | 2009/2010 | 2010/2011 | 2011/2012 | Total |
| For City-Funded Projects | | | | | | |
| Capital Improvement Fund | 400,000 | 650,000 | 2,150,000 | 13,400,000 | 650,000 | 17,250,000 |
| General Fund | 25,000 | 25,000 | - | - | - | 50,000 |
| Gas Tax | 4,852,262 | 4,889,354 | 5,029,285 | 5,173,413 | 5,321,865 | 25,266,179 |
| Transportation Impact Fee | 9,300,000 | 800,000 | 800,000 | 800,000 | 800,000 | 12,500,000 |
| Service Charges | 711,447 | 2,431,893 | 549,000 | 219,000 | 571,000 | 4,482,340 |
| Sewer Capacity Charges | 20,441,802 | 8,915,145 | 500,000 | - | - | 29,856,947 |
| Stormwater Utility | 3,015,532 | 2,450,000 | 1,700,000 | 1,700,000 | 1,700,000 | 10,565,532 |
| For Projects funded by other agencies | | | | | | |
| OUC | 19,465,000 | 17,155,000 | 31,845,000 | 41,060,000 | 30,460,000 | 139,985,000 |
| GOAA | 10,458,034 | - | - | - | - | 10,458,034 |
| FDOT | 154,532,109 | 54,079,777 | 61,461,063 | - | - | 270,072,949 |
| Expressway | 95,540,492 | 82,565,000 | 33,551,000 | - | - | 211,656,492 |
| Turnpike | 72,808,276 | - | - | - | - | 72,808,276 |
| Seminole County and SJRWMD | 464,346 | | | | | 464,346 |
| Total | 392,014,300 | 173,961,169 | 137,585,348 | 62,352,413 | 39,502,865 | 805,416,095 |

5 ANALYSIS OF PUBLIC FACILITIES

Each of the following sections includes a brief summary describing existing inventory and facilities, the applicable LOS standard, a capital needs analysis, a 5-year schedule of projects and their costs, and a description of projected capital needs beyond the 5-year fund schedule horizon.

5.A. RECREATION AND OPEN SPACE

Purpose

The purpose of the City of Orlando's Recreation, Open Space and Cultural Element is to help fulfill the community's vision for a more beautiful, pleasant urban environment and to identify recreational and cultural resources needed to maintain mental and physical health. All citizens need access to open space and recreational amenities to ensure that fresh air, sunlight, and physical exercise can be enjoyed by everyone. Recreational and cultural opportunities serve positive human needs and are key components of any community's livability and sustainability. Orlando residents depend on the provision of diverse recreational and cultural opportunities to ensure a high quality of life.

Inventory

The City of Orlando develops, maintains and provides programming for the City's parks and recreation centers. The City is committed to providing both neighborhood-serving and regional activity-based facilities. At present, the City's park system encompasses 4,225 acres of public park land. This acreage has been broken down into the following hierarchy of park facilities: 1) metropolitan parks and special facilities, 2,003 acres with 17 locations; 2) community parks, 843 acres with 42 locations; 3) neighborhood parks, 486 acres with 102 locations; 4) decorative greenspace, 110 acres with 82 locations; 5) undeveloped park land, 1098 acres with 52 locations; and 6) multiple use parks, 374 acres with 7 locations.

Existing Levels of Service

On a City-wide basis, the citizens of Orlando (2007 Population = 229,857) are well served by the existing number and acreage of park sites, as presented in Figure CI-16. As was stated previously, the City of Orlando has a total inventory of 4,225 acres of public park land. If all of this park land is included in the level of service analysis, it would show that the City has an existing level of service of 18.39 acres per 1,000 people. However, this number includes Metropolitan Parks/Special Facilities and Decorative Greenspace, along with Undeveloped Park land. Metropolitan/Special Facilities such as the Orlando Arena and Carr Performing Arts Center, because of their regional nature, are not acreage-dependent. Also, it is debatable whether the Orlando Wilderness Park should be included in any level of service discussion, because of its remote location - well outside of the City's corporate limits. Decorative Greenspace, while important from an urban design and livability perspective, is usually dependent on natural features and thus is difficult to assign a particular level of service.

Undeveloped Parks should obviously not be included in the LOS discussion. Therefore, these parks are not included for adopted level of service standards.

FIGURE CI-16: 2007 CITY-WIDE ACTUAL PARK LEVELS OF SERVICE

| | Existing Acreage | Actual Existing Level of Service |
|--------------------|-------------------------|---|
| All City Park Land | 4225.62 | 18.38 Acres per 1,000 pop. |
| Community Parks | 843.59 | 3.67 Acres per 1,000 pop. |
| Neighborhood Parks | 486.40 | 2.11 Acres per 1,000 pop. |

Capital Needs Analysis

From a technical standpoint, the City of Orlando has an acceptable amount of park land. However, distribution of this acreage is uneven. New residents of the City of Orlando deserve to have access to the same types of recreational and cultural opportunities available to older residents. The City of Orlando will actively pursue alternative funding mechanisms in order to provide an adequate level of service for park facilities in areas experiencing new residential development.

City-Wide Parks 2007 to 2030

The City of Orlando has a total of over 1,258 acres of park land available to meet level of service standards. Using the City-wide LOS standard of 3.25 acres per 1,000 population, in 2007 Orlando had a surplus of 511.54 acres of park land. If no new parks were built, the City-wide surplus would decrease to 219.75 acres in 2030, based on 2007 population projections. However, with additional park projects programmed for completion in the 5-year schedule of capital improvements (Figure CI-14) and other public/private funding mechanisms in the Southeast Orlando Sector Plan area, it is anticipated that a substantial City-wide surplus will be maintained through the year 2030.

Community Parks - 2007 to 2030

The City of Orlando has a large disparity in community park coverage. In an effort to identify areas of greatest need, community park service areas were delineated using a service radius of approximately three (3) miles. Because of substantial overlap between park service areas, six sectors were identified. The six sectors, shown on Figure R- 1 Part A are generally consistent with a 3 mile service radius. A 1.3 acres per 1,000 population level of service standard has been established. Community parks are typically 15 acres in size and include amenities such as little league baseball fields, soccer fields, and playground areas. Community Park Sectors 1-5 currently have surplus capacity to meet LOS standards. If no new parks are built, all Sectors except Sectors 5 and 6 will continue to have surplus capacity in 2030.

Community Park Sector 6 has a small deficit of four acres as of 2007. If no new parks are built, that deficit is projected to grow to 14 acres by 2030. Using the timing threshold specified in Recreation Policy 1.1.1, a park project will need to be added to the 5-year capital improvements schedule between 2010 and 2015. This new park would be sufficient in size to address the

existing small deficit and the projected future deficit. This project will be added to the capital improvements schedule when a financially feasible plan is available.

Community Park Sector 5 currently has a surplus of 17.83 acres, but due to rapid population growth in this area, a deficit of 2.8 acres is expected to develop by 2020, with the deficit to grow to 16 acres by 2030 if no new parks are built. The City is planning a regional sports complex in Sector 5. The CIE shows \$13,000,000 for land acquisition in 2010/2011, with construction to follow after 2012. Once this project is complete, it will ensure that a surplus of park land is available through 2030.

Neighborhood Parks - 2007 to 2030

City-wide, the provision of neighborhood parks is adequate. However, some neighborhoods are well served while there is a notable lack of facilities in other areas of the City. In order to analyze neighborhood park needs, service areas were delineated using a 1 mile service radius. This resulted in 25 distinct service areas. A 0.75 acre per 1,000 population level of service standard has been established to evaluate service availability. Neighborhood Parks are typically 5 acres in size. Of the 25 neighborhood park service areas (NPSAs) identified, all currently meet the required acreage standard, except for NPSAs 9, 10, and 18. If no new parks are built, deficits will develop by 2030 for Service Areas 5, 20, 21 and 24.

NPSA 5 is expected change from surplus to deficit by 2020, and the deficit will grow to 2.3 acres by 2030. Using the timing guidelines specified in Recreation Policy 1.1.1, a new project will not be required until 2030 or beyond. Therefore, no projects are proposed at this time.

NPSA 9 has a small 0.7 acre deficit because a previously approved joint use agreement between the City of Orlando and OCPS for joint use of the ballfields at Azalea Park Elementary School has expired. There is no other City park land in this NPSA. Using the timing thresholds in Recreation Policy 1.1.1, it is anticipated that the deficiency will not reach a point where a new neighborhood park is required.

NPSA 10 has a deficit of 1.9 acres, which is expected to grow to 3.8 acres by 2030. Using the timing thresholds in Recreation Policy 1.1.1, there is a project included in the capital improvements schedule that will allow for park construction prior to reaching a threshold of 90% deficit (4.5 acres). Acquisition and construction are funded through 2010.

NPSA 18 has a deficit of 1.8 acres, which will grow to 2.2 acres by 2030 if no new parks are built. Using the timing guidelines specified in Recreation Policy 1.1.1, a new project will not be required until after 2012. A project will be considered to be added to the CIE prior to 2030.

NPSAs 20, 21 and 24 all require residential developers to meet park LOS as part of their development programs. NPSA's 21-24 are located within the Southeast Orlando Sector Plan area, and therefore undergo SPMP site plan review. As part of this review, staff will work with applicants to identify appropriate park locations. Depending on timing of a new elementary school in the Randal Park PD, located in NPSA 21, the City may need to allocate funding for the

development of a corresponding neighborhood park. Funding for this project is expected to begin in 2001/2012.

Neighborhood Park Special Study Areas

Aside from the established neighborhood park service areas, there are a number of areas located throughout the City of Orlando exhibiting special characteristics that make the development of park land extremely problematic. These areas have been separated from the other 24 neighborhood park service areas and analyzed to ascertain the level of private recreational opportunities available in each area. The Recreation Element Support Document explains in detail the special characteristics of each of these areas. Figure CI-17 displays the acreage required, or LOS deficiency, for each special study area.

FIGURE CI-17: NEIGHBORHOOD PARK SPECIAL STUDY AREAS – LOS DEFICIENCIES

| Study Area | 2007 Deficiency (Acres) | 2010 Deficiency (Acres) | 2015 Deficiency (Acres) | 2020 Deficiency (Acres) | 2025 Deficiency (Acres) | 2030 Deficiency (Acres) |
|-------------------|--------------------------------|--------------------------------|--------------------------------|--------------------------------|--------------------------------|--------------------------------|
| A | -0.73 | -0.74 | -0.75 | -0.76 | -0.77 | -0.77 |
| B | -8.70 | -8.70 | -9.19 | -9.77 | -10.12 | -10.12 |
| C | -0.96 | -0.96 | -0.96 | -0.96 | -0.96 | -0.96 |
| D | 5.31 | 5.27 | 5.21 | 5.21 | 5.21 | 5.21 |
| E | -0.75 | -0.75 | -0.75 | -0.75 | -0.75 | -0.75 |
| F | 1.58 | 0.14 | -0.86 | -4.20 | -6.19 | -6.19 |

Several policies under Objective 1.1 of the Recreation Element state that these deficiencies shall be addressed through City-wide LOS and that because of special conditions, no funds will be expended in these areas for new neighborhood park land.

Planned Projects

As described in the analysis, several locations have been identified as priorities for new parks needed to meet projected LOS deficiencies. Recreation Element 1.1.1 provides thresholds for scheduling projects in the CIE. The following five year schedule for recreation and open space meets or exceeds these timing thresholds. Operating costs as shown in the City's budget are \$8,000 per acre of park land.

FIGURE CI-18: 2007-2012 RECREATION AND OPEN SPACE CAPITAL IMPROVEMENTS PROJECTS

| Project Name | Project ID # | Funding Source | Project Type | 2007-2012 Funding |
|---|---------------------|--------------------------|---------------------|--------------------------|
| Service Area #10 Neighborhood Park | 01-731-014 | Capital Improvement Fund | Planned Expansion | 2,000,000 |
| Southeast Annexation-Neighborhood Parks | 99-731-016 | Capital Improvement Fund | Planned Expansion | 250,000 |
| SE Regional Sports Complex | 05-284-005 | Capital Improvement Fund | Planned Expansion | 13,000,000 |

5.B. SOLID WASTE

Purpose

The Solid Waste Element has three major purposes: first, to address the material and financial needs of the City's solid waste service; second, to address the City's role in urgent issues such as hazardous wastes and environmental impacts; and finally to produce an economically feasible level of service standard which will maintain the health, safety, and welfare of the citizens of Orlando.

The disposal of solid waste is a great concern to communities across the country. Locally, Orange County operates and maintains the Orange County Landfill. The City operates service vehicles to pick up and transport waste to the landfill. As one of the largest contributors to the Orange County landfill, the City must accept its fair share of the responsibility to minimize costs of disposal and to reduce or eliminate any environmental impact created within Orange County.

Inventory

The City's solid waste service area is the city limits. The City does not collect solid waste from any other jurisdiction nor does any other jurisdiction collect within the City. There are currently 13 private companies collecting commercial solid waste within the City through franchise agreements. These companies are allowed to provide "roll-off" and construction container services to property owners within the City.

The Solid Waste Management Division has a fleet of 57 vehicles, including six claw trucks for bulk refuse. The City provides twice a week service on 18 automated residential routes, and a minimum of twice a week service to 10 commercial routes.

Existing Levels of Service

The solid waste LOS indicates the extent or degree of service provided by the solid waste facility. These LOS standards shall be applied to new and existing development and used to project solid waste tonnage to the year 2020.

Solid Waste Existing Land Use LOS Standards

| <u>Land Use</u> | <u>Pounds Per Day</u> | <u>Units</u> | <u>Minimum Pick Up</u> |
|-----------------|---------------------------|-------------------|----------------------------|
| Residential | 8.29 | Dwelling Unit | Twice a Week |
| Commercial | 3.96 | 1,000 Square Feet | Twice a Week |

Users perceive a solid waste LOS standard in terms of the frequency of pick-ups at the lowest cost. In this respect, the City offers a residential LOS of 2 pick-ups per week and a commercial LOS of six days a week on an as needed basis, with a minimum of 2 pick-ups per week. As described in Section 6.0 of the Solid Waste Element Support Document, actual pickups per unit are lower than the adopted LOS, meaning that the City has sufficient vehicle capacity to pick up the waste that is generated.

Capital Needs Analysis

Since the City does not have responsibility for the landfill, capital needs are limited to truck replacement and additions. The need for a new truck or route is difficult to project. The single trip capacity of a truck depends upon the type of waste and the compaction capability of the truck. The daily capacity of a truck also depends upon the driving time between customers and the landfill. However, by taking the average of all these factors, an average capacity per truck can be calculated. This information is provided in the Solid Waste Element Support Document. According to the results of the analysis six new collection trucks will be needed by 2015.

Planned Projects

The following five year schedule for solid waste describes those capital projects that will be funded during the 2007-2012 program. This schedule gives the project name, project number, funding source, project cost, and year it is programmed to be funded. All project costs are then totaled for each fiscal year and for the five year program. Capital projects are broken down into three categories: 1) repair and replacement 2) existing deficiencies and 3) future needs.

Capital needs for Solid Waste include two commercial compaction vehicles, one commercial roll-off container vehicle, four residential compaction collection vehicles, four automated residential collection vehicles and two residential rear load collection vehicles for 2007-2012 CIP. The total five year program for solid waste is \$2,348,000. There is sufficient service charge revenue to fund the five year program and the associated increase in operating costs.

FIGURE CI-19: 2007-2012 SOLID WASTE CAPITAL IMPROVEMENT SCHEDULE

| Project Name | Project ID # | Funding Source | Project Type | 2007-2012 Funding | Projected Operating Cost Impact |
|---|---------------------|-----------------------|---------------------|--------------------------|--|
| Commercial Collection Vehicles | 83-365-001 | Service Charges | Planned Expansion | 714,000 | \$382,870 |
| Residential/Recycling Collection Vehicles | 90-366-001 | Service Charges | Planned Expansion | 1,634,000 | \$221,150 |

5.C. WASTEWATER

Purpose

The purpose of the Wastewater Element is to address the capital facility needs of the three components of the wastewater system: collection, treatment, and disposal. This is accomplished through the development of a LOS standard which will maintain the health, safety, and welfare of the citizens of Orlando, while accommodating new users in a cost effective manner.

Inventory

The City has three wastewater treatment plants for a total combined permitted capacity of 72.5 million gallons per day (MGD). The Iron Bridge, Water Conserv I, and Water Conserv II treatment facilities serve the City and other incorporated and unincorporated areas outside the city limits. The City has approximately 730 miles of gravity lines, 165 miles of force mains, and 206 lift stations that the City is responsible for maintaining. Sub-areas were delineated based upon main trunk lines and the plants that service these lines.

Existing Levels of Service

Level of service (LOS) is defined as the capacity per unit of demand for a public facility. The wastewater LOS is an indicator of the extent or degree of service provided by the wastewater facility. The LOS is generally expressed in terms of gallons per capita per day (g/c/d) or gallons per unit of land use per day.

Occupancy and infiltration/inflow rates are other factors which must be included for greater accuracy. For this analysis, occupancy rates were estimated from local surveys by the Regional Planning Council and private economic consultants. Infiltration/Inflow rates were assigned based upon first-hand knowledge of the age of the pipes and the amount of rehabilitation work in the sub-area. Below are the LOS standards by land use. These LOS standards shall apply to Conserv I, Conserv II, and Iron Bridge service areas:

| <u>Land Use</u> | <u>Gallons Per Day</u> | <u>Unit</u> |
|-----------------|------------------------|---------------|
| Single Family | 250.00 | Dwelling Unit |
| Multi Family | 190.00 | Dwelling Unit |
| Office | 0.08 | Square feet |
| Commercial | 0.09 | Square feet |
| Industrial | 0.12 | Square feet |

| | | |
|------------|--------|-------------|
| Lodging | 119.00 | Room |
| Hospital | 0.08 | Square feet |
| Government | 0.08 | Square feet |

Note: The capacity of the collection system shall be based upon the peak flow with the pipe capacity at 75%, lift stations with the largest pump out of service, and force mains flowing full at 5 feet per second. Treatment plant capacity shall be based upon the average daily flow.

Capital Needs Analysis

Before determining the capital improvement needs of the system, a surplus/deficit analysis was completed. A surplus/deficit analysis determines the available capacity within the collection, treatment and disposal components of the wastewater system. Existing and future capacity and deficits were calculated for each sub-area based upon anticipated growth from the City's land use projections. From the surplus/deficit analysis, capital improvement needs are identified and costs for the improvements calculated.

As shown in Wastewater Element Section 5.B., the Iron Bridge treatment plant will have surplus capacity through the year 2030. Water Conserv II shows a surplus in capacity until 2015. A minor deficit is shown at that time and throughout the planning period thereafter, however because of the margin of error in the flow projections and inflow and infiltration values, these deficits are not considered significant. Water Conserv I, on the other hand, shows 3.44 MGD projected capacity deficit starting in 2010, extending to a 7.15 MGD projected deficit in 2030. Re-routing of sewage from Water Conserv I to the available surplus in Iron Bridge will alleviate anticipated deficits. Re-routing of sewage flow already occurs between the plants and reduces the need to add treatment plant capacity through 2030. The City plans to upgrade the treatment capacity at Water Conserv II which will further address the projected deficits and ensure that the City meets level of service standards throughout the planning period.

In addition, several lift stations are modeled to be above capacity in the future. If actual demand increases, the lift stations will be upgraded to accommodate the additional flows. At

this time, there is not sufficient demand to place any lift station upgrades in a 5-year or 10-year schedule of capital improvements.

At this time, except for the planned projects shown below, no additional areas are scheduled to receive new wastewater service. To the extent that City Code requires new private development to connect to the City's public wastewater service, the property owner will be required to pay for these improvements.

Planned Projects

The following five year schedule for wastewater describes those capital projects funded during the 2007-2012 program. Capital projects are broken down into categories based on priority and need. Capital projects are broken down into three categories: 1) repair and replacement, 2) existing deficiencies and 3) planned expansions. Total capital costs for wastewater projects totaled \$64,509,837 for the five year program. There is sufficient revenue from sewer service charges, sewer impact fees, and secured grants to fund the five year program.

No increase to operating costs is expected because individual sewer connections are paid for by property owners.

FIGURE CI-20: 2007-2012 WASTEWATER CAPITAL IMPROVEMENT SCHEDULE

| Project Name | Project ID # | Funding Source | Project Type | 2007-2012 Funding | Projected Operating Cost Impact |
|---|---------------------|---|---------------------|--------------------------|--|
| Lake Fairview Area Sewers | 98-344-003 | Sewer Capacity Charge | Existing Deficiency | 10,250,000 | n/a |
| Narcoossee Road Sewers | 01-344-002 | Sewer Capacity Charge | Planned Expansion | 5,915,145 | n/a |
| Water Conserv I Diversion | 99-351-002 | Sewer Capacity Charge | Planned Expansion | 6,700,000 | n/a |
| Water Conserv II Master Pump Station | 99-352-002 | Service Charges | Repair/ Replacement | 2,134,340 | n/a |
| Eastern Regional Reclaimed Water System | 01-351-001 | Sewer Capacity Charge & Other Funds: Seminole County and SJRWMD | Planned Expansion | 7,456,148 | n/a |

5D. STORMWATER

Purpose

The primary purpose of the Stormwater Management and Aquifer Recharge Element is to review the City's stormwater management programs and to identify existing and anticipated needs pertaining to water quantity and water quality. Knowledge of these needs will then lead to capital improvement projects which will preserve the area's land and water resources.

Inventory

The physical stormwater system for the City contains collection, storage, disposal, and pollution control facilities. A description of stormwater facilities is contained within the Stormwater and Aquifer Recharge Element Support Document. Many of these facilities serve more than one function.

Collection facilities include pipes, swales, inlets, ditches, and canals. Collection and disposal is augmented by pumps and force mains. Design storms and capacities are known for collection facilities built after 1984, when OUSWMM was adopted. Design storms and capacities are not known for development before OUSWMM.

Storage facilities include retention and detention (holding) ponds, lakes, and wetlands. The City maintains approximately 100 holding ponds and approximately 231 acres of open ditches, canals and swales. Of the 117 lakes partially or wholly within the City, 94 miles of shoreline are maintained by the City. The location of lakes and wetlands can be found in the Conservation Element.

Disposal of stormwater is accomplished through lakes, wetlands, streams, and drainage wells. Many of the basins are landlocked and rely totally on lake storage augmented by drainage wells. Drainage wells are involved with disposal throughout the City and are responsible for preventing flooding in roadways and property. Pollution Control Devices (PCD's) have been installed to attenuate some of the pollution potential of runoff to lakes and the aquifer. PCD's include screens, sediment traps, aerators, and created wetlands.

Existing Levels of Service

Level of service (LOS) is defined as the capacity per unit of demand for a public facility, usually expressed in terms of a per capita per day or land use unit per day. It is difficult to express a stormwater LOS in meaningful terms as a per capita or land use unit per day LOS. A stormwater LOS is best described in terms of the physical characteristics of the system. The physical characteristics must address the needs for capacity and performance criteria for water quality and flood control for new and existing systems.

A capacity LOS can be expressed as the design storm condition. This will require the selection of a storm frequency, duration and the antecedent soil condition for conveyance and storage

facilities. A performance or water quality treatment LOS should establish specific pollutant load reduction goals. This will require treatment of runoff volumes or reduction in the total runoff volume. The LOS standards must consider the impacts from both new and existing development.

Pre-1984 LOS Standard

Prior to 1984, the City did not have adopted LOS for stormwater facilities. For development constructed prior to 1984, including many City roads, drainage may be minimal or not meet current City standards. This increment of development is considered the “backlog” of existing deficiencies. Prioritization of existing deficiencies is based on results of environmental and permitting studies. As a condition of the City’s National Pollution Discharge Elimination System Permit (NPDES) from the U.S. EPA, the City regularly updates its inventory of storm sewer facilities. The capital improvement projects list is then revised to reflect any deficiencies determined by the NPDES study. In prioritizing facilities for improvements, a number of criteria are considered, such as the number of people affected, improvement to water quality, coordination with other capital infrastructure projects, reduction in maintenance, and available funding.

Post-1984 LOS Standard

In 1984, the City adopted the Orlando Urban Stormwater Management Manual (OUSWMM). This document established stormwater level of service standards and provided detailed requirements to construct systems that meet those standards. In 2003, the City revised OUSWMM to remove Volume II, the design requirements, and replace it with the Engineering Standards Manual (ESM). The ESM is consistent with Water Management District requirements. This change makes the review process easier for applicants, since design standards for City and WMD approvals are almost identical.

The LOS standards contain quantity and quality criteria which contain storm frequencies and durations relating to conveyance and roadway facilities. The following design criteria have been adopted as the City's post-1984 LOS standard:

| <u>Facility</u> | <u>LOS</u> |
|-----------------|---|
| City Primary | Design Storm: 25 year / 24 hour storm Max Flood Stage: 100yr / 3 day below floor elevations Max. Hydraulic Grade Line (HGL) at gutter elevation for 25 year/ 6 hour storm |
| City Secondary | Design Storm: 10 year / 6 hour Max HGL: 1' below gutter elevation Check Storm 25 year / 6 hour Max HGL: at gutter elevation |
| City Tertiary | Design Storm: 10 year / 6 hour storm Max HGL: 1' below gutter elevation Check Storm 25 year / 6 hour Max. HGL: at gutter elevation |
| Arterial Road | Roadway Section and Inlet |

| | |
|-------------------------------------|---|
| | Design: 10 year/6 hour storm Minimum 2' between seasonal high water table and bottom of base course |
| Collector Road | Roadway Section and Inlet Design: 5 year/6 hour storm Minimum 1' between seasonal high water table and bottom of base course. |
| Minor Road | Roadway Section and Inlet Design: 3 year/6 hour storm Minimum 1' between seasonal high water table and bottom of base course. |
| Travel Lane Spread | 12 feet for all roads; roads with parking lane, width measured from face to curb centerline outermost travel lane; clearance between design water surface and top of curb - 1". |
| Maximum Run Distance | 400 feet to first inlet |
| Retention Ponds | Retain the greater of - first 1 inch of runoff, or - runoff from the first inch of rain; separate from detention system. |
| Detention Ponds | Design Storm: 25 year / 24 hour Detain the volume necessary to restrict post-development peak runoff to pre-development peak runoff. |
| Detention Ponds (landlocked basins) | Same as above plus volume storage on-site for the 100 year / 24 hour storm. |
| Floodprone Areas | Development allowed in 100 year floodplain with compensating storage loss and floodstage increases less than one foot from the base elevation. |

Each individual development project is required to meet these standards. This includes road projects and other City-funded facilities. Therefore, there is no backlog or deficiencies for facilities built after 1984. Over time, through code enforcement and other means, the City works with property owners to ensure that systems are maintained and improved as needed to ensure continuing functionality of the stormwater systems. The City maintains its own stormwater systems to meet these water quality criteria.

Planned Projects

As described in the analysis, pre-1984 deficiencies continue to be a priority. The following five year schedule for stormwater projects meets reflects these priorities.

FIGURE CI-21: 2007-2012 STORMWATER CAPITAL IMPROVEMENT SCHEDULE

| Project Name | Project ID # | Funding Source | Project Priority | 2007-2012 Funding | Projected Operating Cost Impact |
|--|---------------------|------------------------|-------------------------|--------------------------|--|
| Al Coith/Euclid/Gore Drainage Improvements | 06-721-006 | Stormwater Utility Fee | Critical Deficiency | 650,000 | n/a |
| Albert Shores Storm Drainage Improvements | 04-719-006 | Stormwater Utility Fee | Existing Deficiency | 1,250,000 | n/a |
| Drainage Well Enhancement | 89-722-072 | Stormwater Utility Fee | Existing Deficiency | 1,600,000 | n/a |
| Lake Enhancement Improvements | 83-722-029 | Stormwater Utility Fee | Existing Deficiency | 2,000,000 | \$3,000 |
| Little Lake Fairview Stormwater Treatment System | 95-721-010 | Stormwater Utility Fee | Existing Deficiency | 400,000 | n/a |
| Maury Rd./Edgewater Dr. Drainage | 96-721-008 | Stormwater Utility Fee | Existing Deficiency | 1,000,000 | n/a |
| Par Street Drainage Improvements | 04-719-028 | Stormwater Utility Fee | Existing Deficiency | 400,000 | n/a |
| System Repair and Rehabilitation | 83-722-022 | Stormwater Utility Fee | Repair/Replacement | 2,350,000 | \$2,000 |
| Lucerne-Cherokee-Davis-Lancaster Interconnection | 04-719-027 | Stormwater Utility Fee | Existing Deficiency | 915,532 | n/a |

In the longer term, the City will continue to address deficiencies in conjunction with the NPDES permitting process and recommendations of the Water Management Districts.

5.E. TRANSPORTATION

Purpose

The purpose of the Transportation Element is to plan for a multi-modal transportation system which emphasizes resident's accessibility to goods and services, provides alternative transportation mode choice and supports the Future Land Use Element. Further, the purpose is to encourage the development of compact, pedestrian-oriented urban areas, promote energy efficient development patterns, and protect air quality. Consistent with the Future Land Use Element, the Transportation Element supports development within activity centers and high intensity mixed-use corridors. The Transportation Element establishes Level of Service

Standards and supports land development regulations that promote transit leadership. Under this approach, the City will invest transportation infrastructure dollars to leverage private sector investment in areas identified as appropriate in the Future Land Use Element.

Inventory

The inventory and analysis of the existing traffic circulation system involved reviewing the physical and operational characteristics of the major thoroughfares, measuring its performance, and identifying travel demand characteristics.

The inventory and analysis of the existing public transportation system involves reviewing the physical and operational characteristics of the service provided and measuring its performance. The Central Florida Regional Transportation Authority (dba LYNX) is the existing public transit provider in Orlando.

Existing Levels of Service

The Transportation Element looks at roads as multi-modal transportation corridors. Multiple modes are accommodated in these corridors through appropriate design. A roadway capacity analysis was performed to measure system performance. Needed capacity improvements were then programmed in the Transportation Element and in the Capital Improvements Element in order to maintain the LOS standards described in Figure CI-1.

The recommended traffic circulation plan involves the following key directives:

- Ensure that the roadways proposed to serve the city are consistent with the existing and proposed population densities, housing and employment patterns, and land uses
- Provide for the protection of existing and future rights-of-way from building encroachment
- Evaluate the connections and access points of driveways and roads
- Ensure that appropriate facility capacity will be provided to serve existing and future land uses
- Coordinate roadway improvements with future needs for other public transportation facilities
- Purpose financially feasible roadway improvements.

The designation of a Transportation Concurrency Exception Area (TCEA) and the establishment of Level of Service Standards (LOS) for major thoroughfares outside the TCEA are intended to fulfill those general directives.

The TCEA is intended to promote greater development densities and land use mixtures in the city, that in turn support other transportation modes. This scenario provides personal mobility alternatives, reducing automobile dependency.

Figure CI-1 establishes roadway segment LOS standards for the major thoroughfare network based on the Highway Capacity Manual, Third Edition, 1997 Update. Major thoroughfares

outside the TCEA with a LOS of "F" shall not be significantly degraded. Significant degradation means traffic increases exceeding the following percentages over the adopted vehicles per hour per lane (vphpl) standard:

Limited Access Facilities

- 4 Lanes 29%
- 6 Lanes 18%

Arterials and Collectors

- 2 Lanes Undivided 56%
- 4 Lanes Undivided 34%
- 4 Lanes Divided 25%
- 6 Lanes Divided 17%

One-Way Roads

- 2 Lanes 25%
- 3 Lanes 17%
- 4 Lanes 15%

Constrained Facilities

- 4 or 6 Lanes 10%

The Transportation Element states the City shall monitor the level of service conditions for public transit through annual evaluations of weighted average transit corridor headways. Fifty-nine percent (59%) of the designated transit service corridors within the TCEA shall maintain or improve a 30 minute weighted average headway.

Trip Allocation Program

Upon completion of the LOS analysis, a Trip Allocation Program was developed to identify the number of additional trip ends that could be accommodated on the major thoroughfare network while maintaining the adopted LOS standards. The performance of the 15 Transportation Areas (TA's) shall be monitored on an annual basis using the travel demand model to ensure that the LOS standards are being achieved.

Capacity Needs Analysis

Most of the major roads within the City are part of the state highway system and are the responsibility of Florida Department of Transportation (FDOT). As shown in the annual Capacity Availability Report, local roads are meeting adopted level of service standards. Growth areas may cause certain road segments to exceed adopted LOS, and these segments are prioritized for improvements. The recommended plan identified in the Transportation Element includes a combination of increased roadway supply, transportation systems management and transit strategies.

Since LYNX is responsible for providing transit service, regional employment projections are used to determine the City's share of demand on transit service. This percentage is used to determine the City's contribution each year to LYNX for capital and operating costs to serve the City of Orlando.

Planned Projects

The following five year schedule for transportation projects describes those capital improvements funded in the 2007-2012 program. This schedule gives the project name, project number, funding source, cost of project, and year it is programmed to be funded. All project costs are totaled for each fiscal year and for the five year program. Capital projects are broken down into categories based on priority and need. These categories are: 1) repair and replacement, 2) critical deficiency 3) existing deficiency and 4) future need/planned expansion. The 2007-2013 capital improvement schedule for City-funded roadway projects totals \$13,102,262 in capital improvement costs. Regional road projects within City limits are managed and funded by FDOT, the Expressway Authority and the Turnpike. Over five years, the cost of these projects totals \$534,724,522. An additional project is being undertaken by GOAA, at a cost of \$10,458,034.

Operating costs for the street network are currently \$8.2 million per year, as shown in the operating budget (General Fund #100 for Streets Administration, Maintenance, Materials & Equipment, and Keep Orlando Beautiful). These funds have increased by 2.5% over the previous year. The City expects a similar rate of growth through the planning period. Although new roads will add to maintenance costs, the bulk of funding goes toward repairs of older roads. In the very long term, as the City matures and becomes built out, it is expected that operating/maintenance costs will begin to increase more rapidly as funds are shifted away from roadbuilding/capital projects toward maintenance of the existing network.

FIGURE CI-22: 2007-2012 TRANSPORTATION CAPITAL IMPROVEMENT SCHEDULE

| Project Name | Project ID # | Funding Source | Project Type | 2007-2012 Funding |
|------------------------------------|---------------------|-----------------------------|---------------------|--------------------------|
| Central Florida Commuter Rail | FDOT #4227291 | FDOT | Planned Expansion | 16,340,000 |
| LYNX Annual Contribution | 91-812-001 | Gas Tax Fund & General Fund | Repair/Replacement | 24,088,917 |
| Bicycle Plan Implementation | 94-812-008 | Gas Tax Fund | Existing Deficiency | 125,000 |
| Dinky Line Bike/Pedestrian Trail | FDOT #4154331 | FDOT | Planned Expansion | 951,000 |
| I-4 Pedestrian Bridge @ Ivanhoe Bv | FDOT #4218641 | FDOT | Planned Expansion | 2,522,195 |
| School/Safety Sidewalk Program | 84-722-039 | Capital Improvement | Repair/Replacement | 2,500,000 |

| Project Name | Project ID # | Funding Source | Project Type | 2007-2012 Funding |
|---|---------------|---------------------|---------------------|-------------------|
| | | Fund & Gas Tax Fund | | |
| Airport-South Access Road Widening | GOAA #BP-376 | GOAA | Planned Expansion | 10,458,034 |
| Area Wide Signal System Upgrading | 81-755-004 | Gas Tax Fund | Repair/Replacement | 500,000 |
| Conway Road-Hoffner to Beeline | 93-812-013 | Impact Fees | Existing Deficiency | 600,000 |
| Crystal Lake/Maguire Bv Debt Service | 88-812-003 | Impact Fees | Existing Deficiency | 4,000,000 |
| I-4 & E/W Expy Interchange Interim Improvements | FDOT #2424842 | FDOT | FDOT project | 12,862,242 |
| I-4 Orange County Master Plan | FDOT #4084161 | FDOT | FDOT project | 176,884,211 |
| I-4 from US 441 to Ivanhoe Bv | FDOT #242844 | FDOT | FDOT project | 11,305,370 |
| I-4 Auxiliary Lanes from Kirkman Rd to Turnpike | FDOT #242961 | FDOT | FDOT project | 714,093 |
| I-4 from Ivanhoe Bv to Kennedy Bv | FDOT #242845 | FDOT | FDOT project | 2,016,173 |
| International Drive - North Improvements | 93-812-011 | Gas Tax Fund | Critical Deficiency | 102,262 |
| International Drive - Oak Ridge to Sand Lake | FDOT #4172581 | FDOT | FDOT project | 337,500 |
| John Young Pky extension: Shader Rd to Edgewater Dr | FDOT #2394962 | FDOT | FDOT project | 5,693,470 |
| Mission Road: Conroy to OWG/Pine Hills Rd | 93-812-003 | Impact Fees | Critical Deficiency | 7,900,000 |
| Narcoossee Rd/Hoffner(SR15): Beachline to Leevista | FDOT #2392662 | FDOT | FDOT project | 19,241,310 |
| Narcoossee Rd/Hoffner(SR15) @ | OOCEA #907 | Expressway | Expressway project | 27,708,000 |

| Project Name | Project ID # | Funding Source | Project Type | 2007-2012 Funding |
|--|---------------|----------------|--------------------|-------------------|
| Beachline | | | | |
| Sand Lake Rd - Turkey Lake Rd to Presidents Dr | FDOT #4071433 | FDOT | FDOT project | 21,205,385 |
| SR 408 from Crystal Lake to Conway - 8 lanes | OOCEA #253B | Expressway | Expressway project | 92,138,000 |
| SR 408 from Conway to Goldenrod - widen to 8 lanes | OOCEA #253C | Expressway | Expressway project | 73,238,000 |
| SR 417 from the Beachline to Curry ford - 6 lanes | OOCEA n/a | Expressway | Expressway project | 9,320,000 |
| SR 417 @ Boggy Creek Rd Interchange | FDOT #4197661 | Expressway | Expressway project | 9,252,492 |
| Turnpike from Beulah Rd to I-4 - widen to 8 lanes | FDOT #4061483 | Turnpike | Planned Expansion | 72,808,276 |

5F. POTABLE WATER

Purpose

The purpose of the Potable Water Element is to protect the supply of fresh water; ensure that sufficient water is available for current needs and future growth; and estimate the capital facility needs for the water system, including the transmission, distribution, and plant components.

Inventory

Delivery of water to individual customers requires the construction of water supply wells, a water plant and transmission facilities. Potable Water Element Figures PW-3 through PW-5 shows the location of OUC's water production and transmission facilities and associated data. OUC operates 8 water treatment plants. These consist of the Southwest Plant, the Kirkman Plant, the Pine Hills Plant, the Highland Plant, the Sky Lake Plant, the Navy Plant, the Conway Plant and the Southeast Plant. Water is delivered through an interconnected system of transmission lines.

Existing Levels of Service

The City has adopted the following Levels of Service in its evaluation of future potable water infrastructure service:

| <u>Land Use</u> | <u>LOS Without Reclaimed Water</u> | <u>LOS With Reclaimed Water</u> |
|-----------------|--|-------------------------------------|
| Single-Family | 325 g/du/d | 160 g/du/d |
| Multi-Family | 200 g/du/d | 200 g/du/d |
| Office | 0.15 g/sqft/d | 0.15 g/sqft/d |
| Commercial | 0.13 g/sqft/d | 0.13 g/sqft/d |
| Hotel | 187 g/rm/d | 187 g/rm/d |
| Industrial | 0.22 g/sqft/d | 0.22 g/sqft/d |
| Government | 0.15 g/sqft/d | 0.15 g/sqft/d |
| Hospital | 0.22 g/sqft/d | 0.22 g/sqft/d |

| <u>Design Flow</u> | <u>Pressure</u> |
|--------------------|-----------------|
| Average Day | 50 psi |
| Peak Day | 40 psi |
| Peak Day plus Fire | 25 psi |

These LOS shall be based on the average day demand.

Capacity Needs Analysis

A Consumptive Use Permit (CUP) limits the amount of water that OUC may withdraw from the aquifer. OUC's CUP (Permit #3159) allows OUC to withdraw up to 109.2 million gallons per day (MGD) of groundwater by 2023. This amount may be withdrawn using existing plant capacity.

However, the allocation is approximately 22.4 MGD less than OUC's projected water demand of 131.61 MGD in 2023. OUC has three strategies to meet the remaining water demand:

- Partner with the City to expand the availability of reclaimed water
- Maintain an effective conservation program to reduce potable water demand
- Partner with the water management districts and local utilities to identify alternative water supplies

In addition, replacement and repair of existing capital facilities is an ongoing need.

Planned Projects

OUC is responsible for implementing water capital improvement projects. Water system expansions must be funded through service fees, grants, or funding from state/federal agencies. City tax dollars are not available for use by OUC. Operating costs are also OUC's responsibility. Figure CI-23 provides the five year schedule for water projects funded in through 2012.

FIGURE CI-23: 2007-2012 POTABLE WATER CAPITAL IMPROVEMENT SCHEDULE

| Project Name | Project ID # | Funding Source | Project Type | 2007-2012 Funding |
|--|---------------------|-----------------------|---|--------------------------|
| Production Plant Modifications and Equipment | OUC-109 | OUC Funds | Replace obsolete equipment and modify plants to maintain capacity | 1,500,000 |
| Well and High Service Pump Rehabilitation | OUC-111 | OUC Funds | Replace, refurbish, improve well and high service pumps to maintain capacity | 1,750,000 |
| Consumptive Use Compliance | OUC-112 | OUC Funds | Alternative water supply projects | 5,900,000 |
| System Reliability Upgrades | OUC-113 | OUC Funds | Install additional standby generators at plants to comply with new FDEP rules | 2,350,000 |
| Project Renew | OUC-114 | OUC Funds | Deliver 9.2 MGD reclaimed water from Iron Bridge WRF to west Orange County where there is a deficit of reclaimed water supply capacity. | 44,145,000 |
| Alternative Water Supply | OUC-115 | OUC Funds | Add up to 40 MGD average daily flow AWS capacity; with 5MGD available to OUC | 27,960,000 |
| Ozone Generator Replacements | OUC-116 | OUC Funds | Replace obsolete ozone generators at plants to maintain capacity | 4,050,000 |
| Southeast Plant Expansion | OUC-118 | OUC Funds | Modifications to prepare for alternative water supply. | 500,000 |
| Renewal and Replacement | OUC-121 | OUC Funds | Replace or renew distribution system services, meters and hydrants to maintain capacity | 12,000,000 |
| Inter-Agency Projects | OUC-122 | OUC Funds | Projects scheduled to coincide with FDOT, Orange County, or Orlando infrastructure improvements. | 8,600,000 |
| Loop Closures/Tools and Equipment | OUC-123 | OUC Funds | Main installations to close loops which will improve water quality and/or pressure in a specific area. | 2,130,000 |
| Developer Initiated Projects | OUC-124 | OUC Funds | OUC's share of construction costs for specific distribution system pipelines needed to serve new developments | 1,900,000 |
| Back Flow Devices - (CIAC) | OUC-125 | OUC Funds | Install backflow prevention devices with the residential potable meter where reclaimed service is provided. | 2,500,000 |
| Donated Water Plant | OUC-126 | OUC Funds | Transmission and distribution facilities constructed and donated to OUC to serve new customers. | 17,900,000 |
| Constructed Water Plant | OUC-127 | OUC Funds | Distribution system services, meters, hydrants installed by OUC to serve new developments | 6,800,000 |

5.G. SCHOOLS

Purpose

The purpose of the Public School Facilities Element is to facilitate coordination among the County, Municipalities and Orange County Public Schools (OCPS) to ensure that school capacity at the adopted level of service standard is available at the time of the impacts of development.

Inventory

The inventory of the school system is defined by Orange County Public Schools. Each school is assigned a student capacity based on the state-wide FISH Capacity. Permanent Florida Inventory of School Houses (FISH) Capacity refers to the number of students that can be housed in the permanent portion of a school as determined by a formula developed by the state. This formula is based on the square footage of classroom space divided by the allocated square footage per student station and takes into account the 18/22/25 students per classroom requirement of the class size amendment. OCPS adjusts the FISH capacity to include the capacity from the District's 16 modular campuses that "in-slot" classrooms by using covered walkway connections. A complete inventory is available in Appendix 1 of the Public School Facilities Element. The inventory is summarized in Figure CI-24.

FIGURE CI-24: SCHOOL CAPACITY SUMMARY

| Facility | Amount |
|-------------------------|------------|
| Permanent Buildings | 1,717 |
| Relocatable Buildings | 4005 |
| Permanent Stations | 168,058 |
| Relocatable Stations | 77,296 |
| Total Stations | 245,354 |
| CAPACITY | 235,082 |
| Permanent Classrooms | 7,733 |
| Relocatable Classrooms | 3,847 |
| Total Classrooms | 11,580 |
| TOTAL NET SQ FT | 25,773,964 |
| Permanent Net Sq Ft | 22,061,253 |
| Relocatable Net Sq Ft | 3,712,711 |
| Instructional Net Sq Ft | n/a |

Source: Reports from DOE as of August 16, 2007. Data includes technical centers and all OCPS owned facilities

Existing Levels of Service

For public school facilities, the LOS may be expressed as the percentage or ratio of student enrollment to the student capacity of the school.

The following LOS has been adopted:

- Elementary – 110% of Adjusted FISH Capacity
- K through 8 – 110% of Adjusted FISH Capacity
- Middle – 100% of Adjusted FISH Capacity
- High – 100% of Adjusted FISH Capacity

Capacity Needs Analysis

OCPS has generated student enrollment projections based on the City's growth projections and other data supplied by municipalities and the County. Figure 25 summarizes the 10-year projections.

FIGURE CI-25: STUDENT ENROLLMENT PROJECTIONS, 2008/09 – 2016/17

| School Level | Projected Enrollment | | | | |
|--------------|----------------------|---------|---------|----------|-----------|
| | 2008/09 | 2009/10 | 2010/11 | 2011/12* | 2016/2017 |
| Elementary | 79,642 | 79,899 | 80,332 | 82,093 | 88,264 |
| K-8 | 2,906 | 2,866 | 2,823 | 4,049 | 3,886 |
| Middle | 37,169 | 35,860 | 36,387 | 34,917 | 35,386 |
| High | 48,516 | 47,820 | 47,468 | 47,737 | 48,790 |
| Special | 7,337 | 7,337 | 7,337 | 7,337 | 7,337 |
| Total | 174,607 | 172,819 | 173,384 | 175,170 | 176,960 |

Source: Planning & Governmental Relations, April 2008

*Denotes five-year planning horizon

Since 2000, the student population in Orange County has grown at a higher rate than the county's overall population. Between 2000 and 2006, the number of students enrolled has increased by 16 percent, or 24,871 students. Enrollment has declined slightly for the last two school years, but beginning in 2011/12, projections indicate that the student population will begin rising to levels seen before the decline, but at much lower percentages than in the past.

Appendix 2 of the Public School Facilities Element support document provides a school-by-school 10-year projection of enrollment.

Planned Projects

Orange County Public Schools is responsible for implementing school capital improvement projects. School construction, renovation and expansion is funded through the ½ cent sales tax, property taxes, state funding, impact fees, and developer contributions. City tax dollars are not available for use by OCPS. OCPS has chosen to adopt a 10-year capital improvements program. The OCPS 10-Year Capital Outlay Plan anticipates construction of 18 elementary, four middle, one K-8 and three high schools. The Plan is subject to change from year to year, based on needs and available funding. The current plan includes an additional 26 new schools funded through Certificates of Participation (COPs), Impact Fee revenue and state-allocated Class Size revenue. In addition, the plan includes agreements with local developers to advance the construction of

two high schools, two middle schools and one elementary school. The capital outlay budget for FY 2008 totals \$858,008,682. OCPS's budget also proposes to spend \$136.3 million for comprehensive needs (renovations and retrofits). Figure CI-26 provides a summary of the proposed new schools to be built between 2007 and 2017.

Operating cost impacts will be managed by OCPS. The annual operating budget is funded primarily by local property taxes and state appropriations. The 2008/2009 budget includes state appropriations that are significantly lower on a per-student basis than previous years, due in part to lower state sales tax collections. Because most funding is on a per student basis, as the school population grows, revenues from the state will increase proportionally. Given the uncertain nature of state appropriations, projection of operating cost impacts is not possible.

FIGURE CI-26: 2007-2017 PUBLIC SCHOOL FACILITIES CAPITAL IMPROVEMENT SCHEDULE

| Project Name | Funding Source | Project Type | 2007-2017 Funding | Year Open |
|---|----------------|--------------|-------------------|-----------|
| Avalon ES Relief II | Impact Fees | Elementary | \$17,833,887 | 2008 |
| Lake Whitney Thornebrooke ES Relief | Class Size | Elementary | \$18,000,001 | 2008 |
| Cypress Creek/Oak Ridge HS Relief | Loan | High | \$79,342,926 | 2009 |
| Horizon West ES/Whispering Oak ES Relief II | Impact Fees | Elementary | \$19,500,000 | 2009 |
| Ocoee MS Relief I | 2008 COPS | Middle | \$36,682,500 | 2009 |
| Timber Creek/University HS Relief | 2007 COPS | High | \$79,501,089 | 2009 |
| Azalea Park/Little River ES Relief | Impact Fees | Elementary | \$21,418,750 | 2010 |
| Clarcona/Citrus Lakeville ES Relief | Impact Fees | Elementary | \$20,418,750 | 2010 |
| Endeavor/Southwood/Meadow Woods ES Relief | Loan | Elementary | \$20,418,750 | 2010 |
| Lakeview MS Relief II | Loan | Middle | \$37,951,625 | 2010 |
| North Lake Park ES Relief III (Eagle Creek) | Class Size | Elementary | \$21,910,060 | 2010 |
| Odyssey MS Relief I | Loan | Middle | \$41,451,625 | 2010 |
| Corner Lake MS Relief/Columbia ES Relief (K-8) | Impact Fees | K-8 | \$42,361,706 | 2011 |
| Horizon West ES (Village H) | Impact Fees | Elementary | \$21,383,438 | 2011 |
| West Orange HS Relief I | Loan | High | \$90,519,940 | 2011 |
| Tangelo Park/Waterbridge ES Relief | Impact Fees | Elementary | \$21,271,359 | 2012 |
| North Lake Park ES Relief IV (Randal Johnson/Moss Park/Lake Nona) | Impact Fees | Elementary | \$22,334,927 | 2013 |
| Wolf Lake MS Relief (Stoneybrook Hills) | Impact Fees | Middle | \$46,434,314 | 2014 |
| Wyndham Lakes ES Relief (Boggy Creek) | Impact Fees | Elementary | \$23,451,674 | 2014 |
| South ES Relief/Tangelo/Waterbridge ES Relief II | Impact Fees | Elementary | \$24,624,257 | 2015 |
| Wolf Lake/Zellwood ES Relief | Impact Fees | Elementary | \$24,624,257 | 2015 |
| Horizons West ES II/Whispering Oak ES Relief III | Impact Fees | Elementary | \$25,855,470 | 2016 |

| Project Name | Funding Source | Project Type | 2007-2017 Funding | Year Open |
|--|----------------|--------------|-------------------|-----------|
| North Lake Park ES Relief V (Randal Johnson/Moss Park) | Impact Fees | Elementary | \$25,855,470 | 2016 |
| Horizon West ES Relief III/Whispering Oak ES Relief V | Impact Fees | Elementary | \$27,148,244 | 2017 |
| Horizon West ES Relief/Whispering Oak ES VI | Impact Fees | Elementary | \$27,148,244 | 2017 |
| CSA DD Elementary Relief | 2017 COPS | Elementary | \$20,418,750 | 2017 |
| CSA U Elementary Relief | 2017 COPS | Elementary | \$20,418,750 | 2017 |

6. FINANCIAL FEASIBILITY OF THE PLAN

Figure CI-27 gives a financial feasibility assessment that demonstrates how the City will implement the first five years of the Growth Management Plan. The capital improvement budget includes all City-funded projects included in Figure CI-14, plus additional capital improvement projects not related to maintaining adopted level of service standards such as new fire stations or venues projects. Over the next five years, the City projects that revenue needed for CIP projects will match available sources. In particular, the funding sources needed for LOS-related projects are projected to have collections greater than what is needed to fund LOS projects. The remaining funds are used for other projects, but if needed the City can shift the allocation of this money toward LOS projects if additional funding is needed. In this way, the City ensures that LOS can be met over the long term for all public facilities described in the GMP.

Figure CI-27 does not include projects or funding sources for which the City does not have a primary financial responsibility. These include aviation projects, water supply projects, public schools, and state-funded transportation projects.

Figure CI-27 is divided into two parts: LOS and non-LOS. LOS is financially feasible, meaning year 1-3 have funding programmed, year 4-5 planned. The projects are financially feasible because funding represents only a portion of total projected collections for each funding source. Total projected collections are estimated consistent with past collections and assume no significant changes in tax collection rates or methods. Non-LOS only the first year is financially feasible. Totals for the first year represent the City's adopted capital improvements budget.

**FIGURE CI-27
FINANCIAL FEASIBILITY ASSESSMENT**

| CAPITAL IMPROVEMENTS PROJECTS | | | | | | |
|---|----------------------|-----------------------|-----------------------|----------------------|----------------------|-----------------------|
| | 2007/2008 | 2008/2009 | 2009/2010 | 2010/2011 | 2011/2012 | Total |
| Projects needed to meet LOS (see Figure CI-14) | | | | | | |
| Transportation | 14,577,262 | 6,114,354 | 6,229,285 | 6,373,413 | 6,521,865 | 39,816,179 |
| Recreation and Culture | - | 250,000 | 1,750,000 | 13,000,000 | 250,000 | 15,250,000 |
| Solid Waste | - | 1,009,000 | 549,000 | 219,000 | 571,000 | 2,348,000 |
| Wastewater | 21,153,249 | 10,338,038 | 500,000 | - | - | 31,991,287 |
| Stormwater | 3,015,532 | 2,450,000 | 1,700,000 | 1,700,000 | 1,700,000 | 10,565,532 |
| Projects not related to LOS | | | | | | |
| Transportation | 19,274,577 | 67,094,719 | 68,606,771 | 18,484,685 | 9,989,626 | 183,450,378 |
| Recreation and Culture | 1,984,624 | 1,139,624 | 1,009,624 | 1,009,624 | 1,009,624 | 6,153,120 |
| Solid Waste | - | - | - | - | - | - |
| Wastewater | 12,562,846 | 24,673,562 | 26,720,000 | 20,325,000 | 16,300,000 | 100,581,408 |
| Stormwater | 4,329,884 | 6,586,533 | 7,019,210 | 6,669,608 | 6,285,628 | 30,890,863 |
| Economic Development | - | - | - | - | - | - |
| General Government | 1,200,000 | 700,000 | 700,000 | 700,000 | 700,000 | 4,000,000 |
| Public Safety | 1,325,000 | 1,000,000 | 1,000,000 | 1,000,000 | 1,000,000 | 5,325,000 |
| Total Planned Expenditures | \$ 79,422,974 | \$ 121,355,830 | \$ 115,783,890 | \$ 69,481,330 | \$ 44,327,743 | \$ 430,371,767 |

| FUNDING SOURCES | | | | | | |
|---|----------------------|-----------------------|-----------------------|----------------------|----------------------|-----------------------|
| | 2007/2008 | 2008/2009 | 2009/2010 | 2010/2011 | 2011/2012 | Total |
| For Projects needed to meet LOS (see Figure CI-14) | | | | | | |
| Capital Improvement Fund | 400,000 | 650,000 | 2,150,000 | 13,400,000 | 650,000 | 17,250,000 |
| General Fund | 25,000 | 25,000 | - | - | - | 50,000 |
| Gas Tax | 4,852,262 | 4,889,354 | 5,029,285 | 5,173,413 | 5,321,865 | 25,266,179 |
| Transportation Impact Fee | 9,300,000 | 800,000 | 800,000 | 800,000 | 800,000 | 12,500,000 |
| Service Charges | 711,447 | 2,431,893 | 549,000 | 219,000 | 571,000 | 4,482,340 |
| Sewer Capacity Charges | 20,441,802 | 8,915,145 | 500,000 | - | - | 29,856,947 |
| Stormwater Utility | 3,015,532 | 2,450,000 | 1,700,000 | 1,700,000 | 1,700,000 | 10,565,532 |
| For Projects not related to LOS | | | | | | |
| Capital Improvement Fund | 6,525,000 | 4,580,000 | 4,000,000 | 4,000,000 | 4,000,000 | 23,105,000 |
| General Fund | - | - | - | - | - | - |
| Gas Tax | 3,406,293 | 3,423,428 | 3,485,436 | 3,494,989 | 3,147,930 | 16,958,076 |
| Transportation Impact Fee | 4,255,284 | 7,714,991 | 1,791,696 | 2,111,696 | 4,691,696 | 20,565,363 |
| Service Charges | 1,208,300 | 6,545,167 | 14,936,600 | 23,033,200 | 7,583,000 | 53,306,267 |
| Sewer Capacity Charges | 10,648,500 | 16,084,855 | 21,300,000 | 6,325,000 | 6,300,000 | 60,658,355 |
| Stormwater Utility | 4,329,884 | 6,586,533 | 7,019,210 | 6,669,608 | 6,285,628 | 30,890,863 |
| Other Funds | 3,043,670 | 10,756,164 | 18,688,024 | 1,804,424 | 2,526,624 | 36,818,906 |
| State Aid | 7,260,000 | 44,753,300 | 33,084,639 | - | - | 85,097,939 |
| Tax Increment Financing | - | 750,000 | 750,000 | 750,000 | 750,000 | 3,000,000 |
| Total Funding Sources | \$ 79,422,974 | \$ 121,355,830 | \$ 115,783,890 | \$ 69,481,330 | \$ 44,327,743 | \$ 430,371,767 |

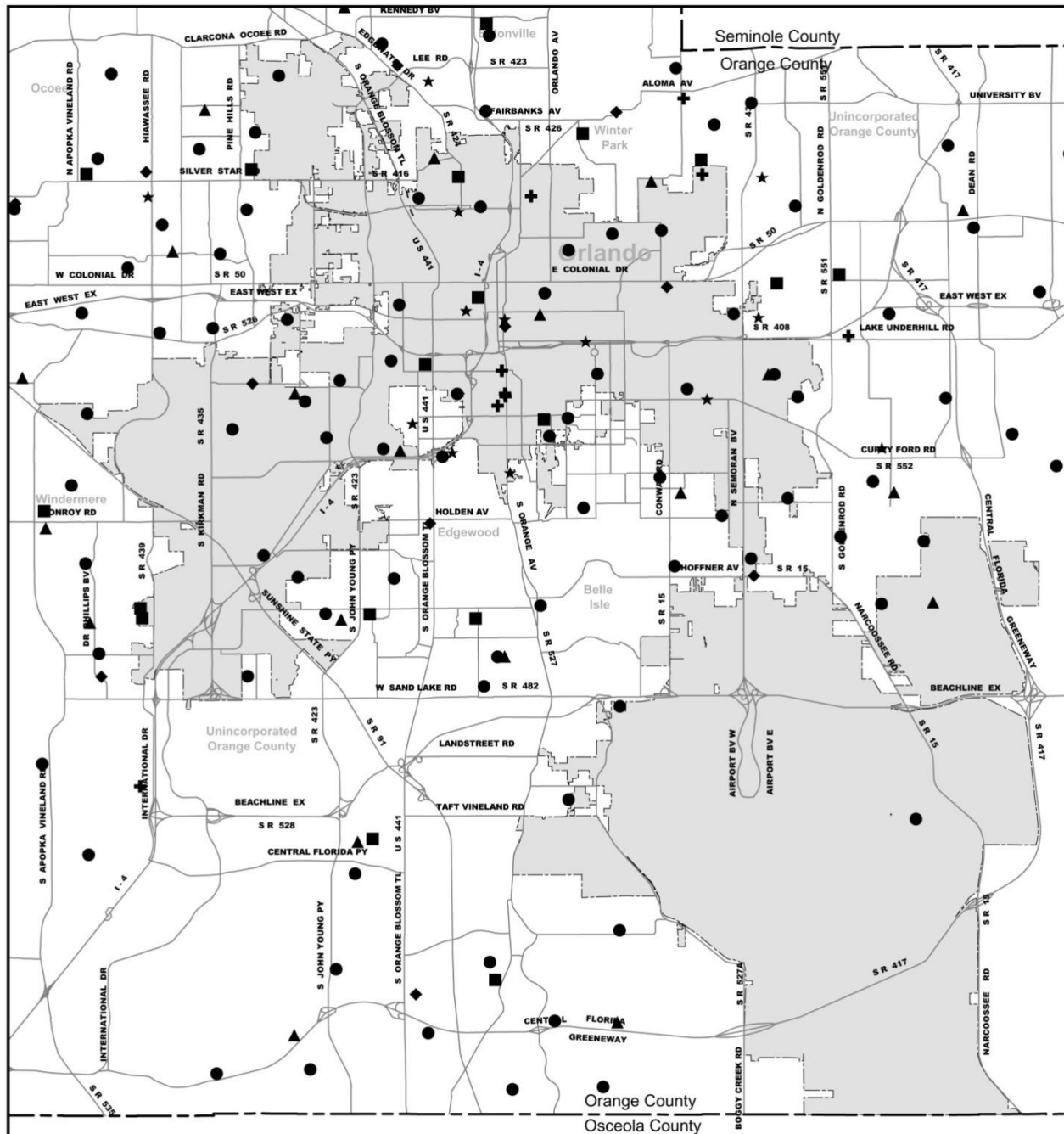
7. OTHER PUBLIC FACILITIES

The locations of the major health system facilities within the City's jurisdiction have been identified in Figure CI-28. It is assumed that the geographic service area for these facilities will be the area shaded on Figure CI-28. It was determined that such existing systems and facilities were adequately served by roadways, wastewater, solid waste, stormwater, potable water, and recreation facilities.

Future needs, based on the City's land use projections, were used to determine the impact new public facilities would have on infrastructure. Public facilities included government buildings, jails, fire stations, schools, and libraries. New schools will have the largest impact on public facilities and infrastructure and have been taken into account in the level of service analysis for each respective public facilities element. It was found that no additional public facilities will be needed beyond those already planned in order to adequately satisfy the projected demand and maintain adopted level of service standards, as proposed in the other elements of the GMP.

**Figure
CI-28**

Community Facilities Service Areas



LEGEND

0 1.5 3
Miles

City of Orlando Economic Development Department
City Planning Division May, 2008

- Elementary School
- ▲ Middle School
- High School
- ★ Charter School
- ✚ Hospital
- ◆ Library
- City Jurisdiction (May 2008)



Existing Facilities as of Sept. 2007

8. IMPLEMENTATION AND MONITORING

The existing Capital Improvement Program (CIP) and Land Development Code (LDC) serve as the implementing mechanisms for the GMP Capital Improvements Element. Together, these two devices comprise the Concurrency Management System (CMS). The LDC includes adopted provisions for the CMS. This section describes the CMS and CIP process to ensure that the goals, objectives and policies of the CIE are met or exceeded.

The provision of the 1985 Growth Management Act that gives local governments the authority to effectively manage growth is referred to as the “concurrency requirement”. It is this concurrency requirement that is referred to as the “teeth” of the 1985 Growth Management Act because it distinguishes growth management from open-ended planning. Essentially, the concurrency requirement means that “needed” public facilities must be in place “concurrent” with the impact of new growth, so that new growth does not further degrade adopted levels of service for public facilities and services.

“Needed” public facilities are determined by each local government by setting and adopting LOS standards for a number of critical public facilities. The state requires that a minimum of seven public facilities have LOS standards adopted in order to meet the concurrency requirement.

Local governments have the prerogative to set whatever LOS standards they find acceptable for these public facilities. However, the state mandate precludes local governments from issuing development approval which would result in a lowering of LOS below the adopted standards. In order for the concurrency requirement to be effective, local governments must have an integrated and interactive system available to implement this mandate. The City of Orlando Concurrency Management System has been effective since January 1, 1992 and is referred to as Chapter 59 of the City Code. Implementation successfully ensured that the CMS is integrated into the permitting system and corresponds to the facility needs identified in the CIE. As of 2007, the City has not identified any infrastructure backlogs caused by existing development.

8.A. CONCURRENCY MANAGEMENT

The goals of the CIE are implemented through the City’s Concurrency Management System (CMS). The CMS allows the City to collect project data, perform concurrency analyses, allocate approved capacity to development projects, monitor available capacity, and identify areas where limits to available capacity indicate that a capital improvement project is needed. The Planning Division is primarily responsible for implementing concurrency. The Permitting Services Division and the Transportation Department also play vital roles in the day to day operations of concurrency implementation.

As of 2008, the City is working closely with Orange County Public Schools and Orange County to develop and implement a concurrency management system for public schools.

The City ensures that level of service standards are met by requiring all building permit applicants to meet the standards of LDC Chapter 59, the Concurrency Management Regulations. Chapter 59 adopts the LOS standards included in the GMP. It requires a concurrency evaluation as part of any application for a zoning map amendment or GMP amendment which would increase the permitted density or intensity. The regulations establish a concurrency management system to track available capacity. This is accomplished by drawing down capacity from capacity banks set up within the Tidemark permit tracking system. Tidemark is the software program the City uses to track and issue building permits. For each building permit, a concurrency analysis is performed and standard multipliers are applied to the amount of development proposed. The resulting demand for each facility is then withdrawn from the banks set up for each type of public facility.

Tidemark tracks bank balances and if the balance is zero, no additional permits can be issued. This would indicate that the City needs to add capacity through a capital improvements project. In reality, the City carefully tracks the bank balances to ensure that capital improvements projects are added to the CIP and completed prior to reaching a zero account balance. The balances are reported annually by each service provider and summarized in the “Capacity Availability Report.”

If capacity is not available, and none is planned in the near future, the City works with property owners to enter into a concurrency resolution agreement. In Orlando, this most commonly occurs for transportation capacity, and agreements generally outline developer contributions to nearby facilities to increase capacity of the road network.

In order to provide transparency and a degree of certainty to developers, they may request a concurrency verification request (to find out if capacity is available) or a capacity reservation (to reserve available capacity for up to three years prior to submitting a building permit). Vested rights are also available to DRIs. The City is required to honor trip capacity commitments because projects with committed trips have agreements that tie specific infrastructure improvements to actual development. As a result, projects with committed trip capacity will not lower LOS because necessary improvements will be made as development occurs.

Outside the TCEA, trips are withdrawn from banks that have been set up for each transportation area (shown in Figure CI-4). Inside the TCEA, the banks are not necessary because development is exempt from the concurrency requirement. A new requirement to consider state LOS for SIS facilities inside the TCEA means that the City will have to work with FDOT to address concurrency for these facilities.

8.B. MONITORING AND EVALUATION

The City prepares an annual Capacity Availability Report which describes current levels of service for all public facilities identified in the Capital Improvements Element and determines the amount and location of available capacity by July 1st of each year. This report is transmitted as supporting documentation for each year’s update of the capital improvements

fund schedule. It demonstrates that “real” levels of service are being maintained by providing documentation of demand for various facilities over the last year. This can be compared to results of the CMS to ensure that standard CMS-based recordkeeping is consistent with real-world results. This report also helps the City prioritize timing and location of needed capital improvements.

APPENDIX A: CAPITAL IMPROVEMENTS PROJECT DESCRIPTIONS

FIGURE CI-29
CAPITAL IMPROVEMENT PROJECT DESCRIPTIONS

| Project Name | Project # | Project Description |
|---|---------------|--|
| Roads | | |
| Airport-South Access Road Widening | GOAA #BP-376 | Widen access road to Greenway (SR 417). |
| Area Wide Signal System Upgrading | 81-755-004 | Continuous maintenance and replacement of existing signal communications and the connection of remote devices. |
| Conway Road-Hoffner to Beeline | 93-812-013 | Widen Conway Road to four lanes with bicycle lanes and sidewalks. |
| Crystal Lake/Maguire Bv Debt Service | 88-812-003 | Widen Crystal Lake Drive to four lanes between Anderson Street and Livingston Street, add streetscaping and pedestrian improvements, and realign existing curbs to improve traffic flow. |
| I-4 & E/W Expy Interchange Interim Improvements | FDOT #2424842 | Improve on ramps between I-4 and the East-West Expressway (SR 408). |
| I-4 Orange County Master Plan ROW acquisition | FDOT #4084161 | Preparation for construction of I-4 ultimate. |
| I-4 from US 441 to Ivanhoe Bv | FDOT #242844 | Preparation for construction of I-4 ultimate. |
| I-4 from Ivanhoe Bv to Kennedy Bv | FDOT #242845 | Preparation for construction of I-4 ultimate. |
| I-4 Auxiliary Lanes from Kirkman Rd to Turnpike | FDOT #242961 | Preparation for construction of I-4 ultimate. |
| International Drive - North Improvements | 93-812-011 | Intersection and streetscape improvements for the intersection of International Drive and Kirkman Road. |
| International Drive - Oak Ridge to Sand Lake | FDOT #4172581 | Traffic operations improvements. |
| John Young Pky extension: Shader Rd to Edgewater Dr | FDOT #2394962 | Extend John Young Parkway to Edgewater Drive. |
| Mission Road: Conroy to OWG/Pine Hills Rd | 93-812-003 | Construct 4-lane extension of Mission Road between Old Winter Garden Road and Pine Hills Road. |
| Narcoossee Rd/Hoffner(SR15): Beachline to Leevista | FDOT #2392662 | Widen Narcoossee Road to four lanes. |
| Narcoossee Rd/Hoffner(SR15) @ Beachline | OOCEA #907 | Intersection improvements. |
| Narcoossee Rd/Hoffner(SR15): 6 lanes from SR 417 to County line | 07-812-019 | Project to widen Narcoossee Road to four lanes between the Greenway (SR 417) and the Osceola County line. |
| Sand Lake Rd - Turkey Lake Rd to Presidents Dr | FDOT #4071433 | Widen Sand Lake Road. |
| SR 408 from Crystal Lake to Conway - 8 lanes | OOCEA #253B | Widen SR 408. |
| SR 408 from Conway to Goldenrod - widen to 8 lanes | OOCEA #253C | Widen SR 408. |
| SR 417 from the Beachline to Curry ford - 6 lanes | OOCEA n/a | Widen SR 417. |

**FIGURE CI-29
CAPITAL IMPROVEMENT PROJECT DESCRIPTIONS**

| Project Name | Project # | Project Description |
|---|------------------|----------------------------|
| SR 417 @ Boggy Creek Rd Interchange | FDOT #4197661 | Construct new interchange. |
| Turnpike from Beulah Rd to I-4 - widen to 8 lanes | FDOT #4061483 | Widen to eight lanes. |

Mass Transit

| | | |
|-------------------------------|------------|--|
| Central Florida Commuter Rail | 07-812-003 | Disbursement of state infrastructure bank loan to pay City portion of the planned commuter rail project. |
| LYNX Annual Contribution | 91-812-001 | Annual payment for City's share of LYNX costs for fleet, operational and paratransit requirements. |

Bicycle and Pedestrian Facilities

| | | |
|------------------------------------|---------------|---|
| Bicycle Plan Implementation | 94-812-008 | Annual signage improvements to identify the bicycle network described in the City's Bicycle Plan. |
| Dinky Line Bike/Pedestrian Trail | FDOT #4154331 | Construct bike path. |
| I-4 Pedestrian Bridge @ Ivanhoe Bv | FDOT #4218641 | construct pedestrian path. |
| School/Safety Sidewalk Program | 84-722-039 | Ongoing construction of sidewalks and bike paths allong collector and arterial streets. |

Parks and Open Space

| | | |
|---|------------|--|
| Service Area #10 Neighborhood Park | 01-731-014 | Construct neighborhood park in Metrowest area. |
| Southeast Annexation-Neighborhood Parks | 99-731-016 | Construct neighborhood park in Randal Park area. |
| SE Regional Sports Complex | 05-284-005 | Construct park with ball fields and other facilities in the Southeast portion of the City. |

Solid Waste Collection

| | | |
|---|------------|---|
| Commercial Collection Vehicles | 83-365-001 | Purchase commercial collection vehicles. |
| Residential/Recycling Collection Vehicles | 90-366-001 | Purchase residential and recycling collection vehicles. |

Wastewater

| | | |
|--------------------------------------|------------|---|
| Lake Fairview Area Sewers | 98-344-003 | Construct new sewer lines for the Lake Fairview neighborhood. |
| Narcoossee Road Sewers | 01-344-002 | Construct new sewer lines as part of the Narcoossee Road widening project. |
| Water Conserv I Diversion | 99-351-002 | Install 36-inch forcemain to parallel the existing line from SR 436 and Curry Ford Road to the Crane Strand pumping station and the Crane Strand interceptor system. Project will allow for future closure of Conserv I facility and diversion of flow to other treatment plants. |
| Water Conserv II Master Pump Station | 99-352-002 | Redesign master pump station to include increasing wet well capacity, implementing odor control, and potential replacement of pumps. Also includes addition of self-cleaning flow equalization tanks. |

FIGURE CI-29
CAPITAL IMPROVEMENT PROJECT DESCRIPTIONS

| Project Name | Project # | Project Description |
|--|------------------|--|
| Reclaimed Water | | |
| Eastern Regional Reclaimed Water System | 01-351-001 | Increase supply of reclaimed water from the Iron Bridge facility. |
| Drainage | | |
| Al Coith/Euclid/Gore Drainage Improvements | 06-721-006 | Construct a 42-inch outfall to address flooding in the vicinity of Al Couth Park. |
| Albert Shores Storm Drainage Improvements | 04-719-006 | Construct drainage improvements to prevent flooding in the Albert Shores neighborhood. |
| Drainage Well Enhancement | 89-722-072 | Install pollution control devices, re-route runoff and create alternative discharge methods to minimize risk of groundwater pollution. |
| Lake Enhancement Improvements | 83-722-029 | Stormwater management techniques will be implemented at various lakes and prioritized based on the magnitude of the problem. |
| Little Lake Fairview Stormwater Treatment System | 95-721-010 | Design and construction of a regional detention facility. |
| Maury Rd./Edgewater Dr. Drainage | 96-721-008 | Upgrade the stormwater system to prevent flooding at the intersection of Maury Road and Edgewater Drive. |
| Par Street Drainage Improvements | 04-719-028 | Design and construct storm sewer to address flooding on Par Street. |
| System Repair and Rehabilitation | 83-722-022 | Funding for drainage pipe rehabilitation, piping materials for minor projects and drainage facility fences. |
| Lucerne-Cherokee-Davis-Lancaster Interconnection | 04-719-027 | Construct a larger, deeper storm sewer and address lake levels. |
| Water - OUC Projects | | |
| see Figure PW-3 for a description of OUC water projects. | | |