

Draft 2

**CAPITAL IMPROVEMENTS ELEMENT
GOALS, OBJECTIVES, AND POLICIES**

Executive Summary

Goals, objectives and policies of the Capital Improvement Element (CIE) provide standards, processes, and principles to program, fund, and install infrastructure and to ensure the efficient and cost-effective use of such facilities.

The City of Delray Beach has placed priority on investments in the following “spending categories”:

- A. Facilities and Services
- B. Public Safety / Quality of Life
- C. Sustainability and Resiliency
- D. Technology
- E. Economic Development

Projects are prioritized around a hierarchy of needs: **Critical Items, Mandatory Items, and Desirable Items**. Because the City has previously addressed critical capital deficits, the City is now able to invest more in innovative capital projects that improve sustainability and increase the quality of life for Delray Beach citizens.

Best practices for these initiatives involve:

- Promoting initiatives that further environmentally responsible practices
- Managing assets for economic and ecological sustainability
- Evaluating capital improvements in terms of impact on the operating budget
- Utilizing of extensive stakeholder engagement
- Evaluation of capital projects in terms of economic development impact

The Goals, Objectives, and Policies provided in this element establish the framework for City capital improvements planning.

CAPITAL IMPROVEMENT FRAMEWORK

The City of Delray Beach’s capital improvement framework includes an orderly process for selecting capital improvement projects that are ranked by priority on a five-year schedule based upon expected project funding, with an estimate of project costs and financing resources. The Capital Improvement Element (CIE) goals, performance measures, and strategies reflect community input and statutory requirements, and inform the City’s Capital Improvement Plan (CIP).

The CIE and CIP serve to help Delray Beach realize other financial goals, such as securing a good credit rating, promoting economic development, avoiding unexpected expenditures, and competing more successfully for state or federal funds. Fortunately, the City does not have any critical capital deficits; however, developing and implementing a CIP takes a considerable amount of work by administrative and departmental staff who take an analytical approach to ensure public improvements are strategically located where public needs and priorities are the greatest.

Since the City has no critical capital deficits, this allows Delray Beach to invest in innovative capital projects that improve sustainability and increase the quality of life for Delray Beach citizens.

Delray Beach has developed a strategic approach to capital improvement planning that provides an orderly method of proposing projects, prioritizing projects, and identifying funding, while integrating public input throughout the budget approval process. The following general steps are involved in preparing the City's capital improvement plan:

1. **Project Submission** – City departments are asked to submit a list of capital improvement projects in order of priority, which includes a project description and justification, an estimate of initial project costs, ongoing operating and maintenance costs, and recommended funding sources.
2. **Project Evaluation.** The City budget team and City Administration reviews, prioritizes and selects projects based on initial vetting criteria:
 - a. The correction of a health hazard or deficiency;
 - b. The replacement of an existing facility; and/or;
 - c. Projected need to accommodate growth.
3. **Project Selection.** Another level of review, prior to project selection, includes a determination of priority (critical, mandatory, desirable). In addition, other pertinent information is also considered, such as:
 - a. Desired level of service standard;
 - b. Project demand, as determined by an inventory of existing land, equipment and facility conditions;
 - c. Number of residents or geographic area served;
 - d. Return on investment, cost savings or revenue generation;
 - e. Sustainability or energy efficiency improvements;
 - f. Economic, environmental, aesthetic or social impacts;
 - g. Public health, safety or other legal concerns;
 - h. Consistency with community plans and policies; and,
 - i. Public and political support.

4. **Financial Analysis** – Financial data, including historic and projected revenues, expenditures and debt service are used to assess the City’s ability to pay for proposed projects and to select appropriate financing tools.
5. **Plan Preparation** – The draft CIP is developed as a list of recommended projects by funding year, project and scheduling details, and financing sources.
6. **Review and Adoption** – Following public review and revisions, the City Commission adopts the CIP and capital budget.

Using the approach summarized above, the city maintains and manages a capital improvement plan and Capital Improvement Element that is assessed and updated annually. In addition, shared interests in local improvements that affect other public agencies add to the City’s framework for capital planning through interlocal agreements and funding partnerships.

GOAL CIE 1 CAPITAL IMPROVEMENT PLANNING, PROGRAMMING AND IMPLEMENTATION

THE CITY OF DELRAY BEACH SHALL PLAN, PROGRAM, FUND, AND INSTALL PUBLIC FACILITIES AND INFRASTRUCTURE AND RELATED CAPITAL IMPROVEMENTS WHICH SERVE THE EXISTING COMMUNITY AND ARE NECESSARY TO ACCOMMODATE FUTURE DEMAND, IN AN EFFECTIVE AND TIMELY MANNER.

CIE Goal 1 Performance Measures: Success shall be measured utilizing the following performance indicators:

- Success in meeting established and adopted Level of Service (LOS) standards.
- Number of internal planning sessions held to prioritize, plan and monitor capital projects.
- Percent of city’s annual budget dedicated to capital and operating costs for public facilities and infrastructure.
- Annual inventory of infrastructure characteristics (i.e. age, outdated technology, condition) shall reflect “good” condition, or better, for 75% of total inventory.

Objective CIE 1.1 Maintain LOS. The City shall direct available financial resources to projects that maintain and upgrade existing public facilities to achieve and maintain the adopted levels of service. The City shall also allocate sufficient reserves and annual recurring funding to address critical needs and system deficiencies.

Policy CIE 1.1.1 The City shall continue the program for establishing and maintaining the schedule of improvements in the Capital Improvement Element.

Policy CIE 1.1.2 The City shall strive to coordinate projects providing water and sewer services to unserved, inhabited areas with other infrastructure work in the area, and shall include them in the Capital Improvement Plan to optimize cost efficiency and service delivery.

Policy CIE 1.1.3 The City shall use the Stormwater Utility Fee to finance drainage improvements and the related maintenance and administration of the system.

Policy CIE 1.1.4 To maintain the viability of public facilities, the City shall maintain a funding source for the timely maintenance and repair of buildings and facilities, including such items as roof replacement and

major structural repair. Funds for these purposes will be allocated annually from general funds.

Policy CIE 1.1.5 The City shall allocate funds annually to maintain and improve public facilities which serve existing development.

Policy CIE 1.1.6 The City shall strive to maintain a General Fund Reserve equal to 25% of the recurring annual operating revenue, excluding major one-time costs such as those related to bonding.

Policy CIE 1.1.7 The City shall use water and sewer operating funds to provide for the repair, replacement, and upgrade of critical components of the water and sewer systems in the amount of 2.5% of the value of fixed assets excluding land and works in progress.

Policy CIE 1.1.8 The City shall allocate funds necessary to implement the 10-Year Water Supply Facilities Work Plan as adopted in the CIP.

Policy CIE 1.1.9 The City of Delray Beach hereby adopts the list of capital projects contained in the Five-Year schedule and establishes that all projects identified shall be carried out in accordance with that schedule or within one-year thereof unless a comprehensive plan amendment is adopted to change the schedule.

Policy CIE 1.1.10 The Five-Year Capital Improvements Schedule shall be established in accordance with the Guidelines for Prioritizing Capital Improvement Projects, as contained in this Element.

Policy CIE 1.1.11 The criteria which shall be considered in the amendment and possible modification of the Five Year schedule shall include the following:

- a) The highest priority shall be afforded to activities and projects which eliminate a public hazard whether it be to health or the reduction of damage potential.
- b) The second highest priority shall be given to public safety equipment replacement.
- c) The third highest priority shall be given to activities and projects which eliminate system deficiencies, less than desirable conditions or provide services to unserved, inhabited areas.

- d) Consideration shall be given to impacts upon the availability of funds for the project and for other projects; when appropriate for the purpose of providing financial resources for other needs, an activity or project may be phased over a period of time.
- e) A project shall receive a higher priority when it can be combined with another project in the same geographic area, e.g. combining needed street improvements with scheduled water and sewer improvements may accelerate the street improvement project.
- f) A project shall be accelerated on the schedule when it will receive significant funding assistance from a development project or through neighborhood contributions through an assessment district or other method.
- g) When a project can be funded through an exclusive funding source, it shall have a priority determined through that funding source regardless of its relationship to projects which are funded by other funding sources, e.g. a park constructed with dedicated park funding can have a higher priority than a mandatory need when the financing for the need is not available.
- h) A project's priority shall increase if it can be tied to the construction of a project undertaken by another unit of government, e.g. water main upgrading and hydrant placements shall be coordinated with street improvements constructed by Palm Beach County.
- i) A project's scheduling shall be consistent with respect to other projects which have been prioritized within other elements of this Plan, except as they may be modified through the criteria contained within this Policy.

Policy CIE 1.1.12 The City will prepare, for adoption, a Five-Year Capital Improvement Plan (CIP) each year, in addition to a projection of the current year. The CIP shall address currently publicly funded federal, state, and local government projects and unfunded projects over a five-year period, including priority levels of funding for projects necessary to achieve LOS standards . The CIP shall include all projects contained on the Five Year schedule of this Element and shall contain those projects of greater than \$25,000 which are funded through the dedicated financial resources for renewal and replacement projects and all other projects of greater than \$25,000 which are proposed, except for repair and replacement items identified and funded via renewal and replacement programs. The CIP must also include transportation

improvements from the Metropolitan Planning Organization which are related to concurrency and financial feasibility. The first year of the CIP will be the Capital Improvement Budget (CIB) projected for the next year.

Policy CIE 1.1.13 The CIP shall be reviewed annually to determine consistency with the Comprehensive Plan by the Planning & Zoning Board prior to its consideration by the City Commission.

Policy CIE 1.1.14 Whenever a grant which will fund a capital project becomes available, the City Commission must determine that either the grant will fund a previously identified need, or that obtaining the grant and its administration and the construction of the capital project will not diminish the resources and activity which is directed toward meeting scheduled needs.

Policy CIE 1.1.15 In developing financial programs to fund needed capital projects, the following principles shall be considered for the management of debt:

- a) Long term debt will not be issued to finance current operating costs or normal, routine maintenance.
- b) The City will strive to maintain a gross bonded general obligation debt (general obligation bond principal) at a level not to exceed 2% of the assessed value of property within the City.
- c) The City will strive to insure that its net bonded debt does not exceed \$700 per capita.
- d) The City will strive to insure that the combined total of its direct net bonded debt and its share of overlapping debt issued within Palm Beach County does not exceed \$2,000 per capita.
- e) The City will strive to insure that annual general bonded debt service costs (principal and interest) will not exceed 15% of General Fund Expenditures.
- f) Wherever possible, the City will use Revenue, Self-Supporting, or Special Assessment Bonds instead of General Obligation Bonds.
- g) The length of a bond issue shall relate to the useful life of the projects which it is financing. The City will attempt to schedule Bond Issues so that an equal principal amount is retired each year over the life of

the Issue, producing a total debt service schedule with a declining balance each year.

- h) Each proposed borrowing shall analyze the impact of the future debt service upon projections of operating revenues and expenditures and the City Commission must make a finding that the impact will not diminish the City's ability to continue to provide services.
- D) Long-term borrowing shall be used only for capital projects listed in the Capital Project Schedule of this Element.

Policy CIE 1.1.16 To maintain the adopted public facility levels of service, the City shall maintain a funding source for the timely replacement of irreparable or obsolete buildings, facilities, and major facility elements, and upgrades of existing facilities.

Objective CIE 1.2 New Development or Redevelopment. Concurrent with new development or redevelopment, the City of Delray Beach shall require the development to include needed and desired improvements as identified in this plan and improvements required to address the development's impact on public facilities and/or the respective LOS.

Policy CIE 1.2.6 The City of Delray Beach hereby adopts the Level of Service (LOS) standards as set forth in Appendix A, Table CIE-1 Level of Service Standards, as the levels of service for public facilities within the city's municipal boundaries and planning area.

Policy CIE 1.2.7 Wherever the term "concurrent" is used in this Element and other elements of the Plan, it shall mean that the public facility capacity needed to satisfy the adopted level of service standards established in this Plan shall be in place and operational under the following conditions:

- a) The improvement is guaranteed to be completed prior to the issuance of a certificate of occupancy on the basis of financial surety provided by the developer, or the inclusion of the funded improvement in the schedule of capital improvements;
- b) For roadways, a project may also satisfy concurrency if the developer enters into a binding agreement to pay for or construct its proportionate fair-share of required improvements pursuant to F.S. 163.3180 and Article 8.6 of the Land Development Regulations.

Objective CIE 1.3 Proportionate Fair Share. Future development and redevelopment shall continue to pay its proportionate share for providing public facilities to maintain the adopted levels of service, and shall be responsible for the extension of public facilities to the site of development or expansion of public facilities to address the impacts of the development.

Policy CIE 1.3.1 The City shall continue to require impact fees for water, sewer connection, and park facilities.

Policy CIE 1.3.2 The City commits to the collection and transfer of funds pursuant to the Traffic Impact Fee Program.

Policy CIE 1.3.3 The City will participate in the Palm Beach County mobility fee planning process to explore the feasibility of implementing a mobility fee to fund multimodal improvements on new developments in the City as an alternative to roadway concurrency.

Policy CIE 1.3.4 The City shall require the dedication of rights-of-way for streets and easements for utility systems concurrent with the appropriate stage of granting of development orders. The size and location of such dedications shall be consistent with the Transportation and Public Facilities Elements.

Policy CIE 1.3.5 New development shall be required to extend public utilities for water, sewer, and drainage to the furthest portions of the property which is being developed in a manner so that adjacent property will have access to the facilities. This policy shall apply in all cases unless it is determined by the City Engineer that no other development will occur at the end of such extensions.

Policy CIE 1.3.6 New development should be required to install sidewalks along abutting streets and should be responsible for the construction of one-half of any street or alleyway which abuts the property being developed whether it serves the development or not. The developer's responsibility is limited to one-half of a local street or alleyway unless the improvement is needed to meet LOS standards, in which case full improvement is required.

Objective CIE 1.4 Coordination with Land Use. The City shall maintain programs and procedures to ensure that the land use decision-making process is coordinated with the Capital Improvement Element.

Policy CIE 1.4.1 The City will review all new development in terms of the LOS standards in this element.

GOAL CIE 2 PUBLIC SAFETY AND QUALITY OF LIFE.

THE CITY OF DELRAY BEACH SHALL PROVIDE PUBLIC FACILITIES AND SHALL INVEST PUBLIC FUNDS TO SUSTAIN AND IMPROVE A HIGH DEGREE OF PUBLIC SAFETY AND QUALITY OF LIFE.

Performance Measures: Success in addressing the Objectives and Policies of Goal CIE 2 (Quality of Life) shall be measured utilizing the following performance indicators:

- **Infrastructure investments budgeted to support new and improved public facilities that improve public safety and quality of life.**

Objective CIE 2.1 Fiscal Evaluation of Programs. Programs and activities identified in this and other elements will be evaluated using the fiscal policies established in this element.

Policy CIE 2.1.1 All projects and activities identified in this Element shall be included on the schedule of improvements of this Element.

Policy CIE 2.1.2 The projects and activities identified in this element shall be subject to the rules of implementation of the schedule, with the exception of changes in priority or timing which may be enacted as local amendments to the Comprehensive Plan.

Policy CIE 2.1.3 The School District of Palm Beach County Five-Year Capital Improvement Schedule is adopted as a supplement to the City of Delray Beach's "Five-Year Capital Improvements Schedule".

Objective CIE 2.2 Complete Streets. The city shall support capital investments in right-of-way infrastructure projects that implement the goals and principles of Complete Streets.

Policy CIE 2.2.1 All roadway capital improvement projects shall fully integrate the Complete Street goals and principles adopted November 2016 from the initial project scoping and budgeting phases to ensure that the overall project budget is sufficient to assure conformance with this policy. Available budget may be allocated to address the needs of transit users; integrate "Green Street" practices, including street trees and landscape elements; and/or provide other amenities that enhance the multi-modal transportation options.

Policy CIE 2.2.2 The adopted Complete Streets Policy and its long-range goals shall be incorporated into the planning, scoping, budgeting, funding, design, approval and implementation process for all city roadways and right-of-way infrastructure projects.

Policy CIE 2.2.3 The City will prioritize public infrastructure projects that provide safe and comfortable routes for walking, bicycling, and riding public transportation to increase use of these modes of transportation, enable convenient and active travel as part of daily activities, reduce pollution, and meet the needs of all users of the streets, including children, families, older adults, and people with disabilities.

Policy CIE 2.2.4 City Departments shall consult city master plans and policies related to pedestrian, bicycle, transit, and vehicle transportation. All projects shall strive to advance and integrate multiple goals, including a high-quality public space, place-making, “Green Streets”, expansive tree canopy, and landscaping.

Policy CIE 2.2.5 Projects should seek resources to acquire necessary right-of-way and/or easements and provide separate accommodations within the existing right-of-way for each mode of travel if right-of-way acquisitions are cost prohibitive.

GOAL CIE 3 SUSTAINABILITY AND RESILIENCY.

TO PREVENT LOSS OF PROPERTY AND PROTECT PUBLIC FACILITIES, THE CITY OF DELRAY BEACH SHALL IMPLEMENT PROGRAMS AND STRATEGIES THAT MITIGATE THE PERIL OF FLOOD, DUE TO THE IMPACTS OF CLIMATE CHANGE.

Performance Measures: Success in addressing the Objectives and Policies of Goal CIE 3 (Adaptation Action Strategies) shall be measured utilizing the following performance indicators:

- The percentage of City budget dedicated to investments in hard and soft infrastructure.

Objective CIE 3.1 Mitigating Impacts of Climate Change. The City shall support programs and policies that mitigate the impact of climate change to public facilities, including sea level rise, extreme high tide, storm surge, and coastal flooding through the dedication of resources for adaptation planning and assessment.

Policy CIE 3.1.1 The City will pursue state and federal funding to support adaptation planning, assessment, and mitigation.

Policy CIE 3.1.2 The City will prioritize funding for adaptation planning, assessment, and mitigation and include such projects in the schedule of capital improvements.

Policy CIE 3.1.3 The City will require green building certification for all new public buildings.

Policy CIE 3.1.4 The use of public funds in the Coastal High Hazard Area shall be limited to those projects that

- Are necessary to maintain the level of service to the existing development,
- Provide adequate evacuation in case of an emergency,
- Provide public access to the water,
- Provide recreational needs and other water-related uses in a manner consistent with the preservation of existing natural resources
- Improve the resiliency of the area against the impacts of climate change;
- Promote access via walking, bicycling or riding mass transit.

Objective CIE 3.2 Barrier Island Development. The City of Delray Beach shall limit public expenditures on the barrier island which subsidize increased development intensities, or development which adversely affects hurricane evacuation times.

Policy CIE 3.2.1 The City shall maintain the existing density and intensity on the barrier island.

GOAL CIE 4 TECHNOLOGY.

THE CITY SHALL INVEST PUBLIC FUNDS TO ENHANCE THE CITY'S USE OF TECHNOLOGY TO MAINTAIN AND/OR IMPROVE THE LEVEL OF SERVICE OF ITS PUBLIC FACILITIES AND SERVICES AND WHICH FURTHERS THE GOALS OF PUBLIC SAFETY, QUALITY OF LIFE, AND ECONOMIC DEVELOPMENT.

Objective CIE 4.1 High Speed Internet. The city will explore options for improving access to high speed internet.

Policy CIE 4.1.1 The City will assess the need, determine necessary improvements, and identify funding sources to provide access to high speed internet.

Policy CIE 4.1.2 The City will strive increase access to computers and technology to reduce the “digital divide” among residents.

Objective CIE 4.2 Technological Upgrades to City Facilities. To more efficiently serve the public, the City will invest in technological upgrades to its systems.

Policy CIE 4.2.1: The City will continue to evaluate and fund technological upgrades that improve efficiency and the customer service experience.

Policy CIE 4.2.2: The City will continue to use new technology to better share information with the public.

Policy CIE 4.2.3 The City shall maintain a funding source for replacement of irreparable or obsolete office equipment, replacement of computer hardware and software and replacement of other major pieces of equipment. Funds for these purposes will be allocated annually from general funds.

GOAL CIE 5 ECONOMIC DEVELOPMENT.

THE CITY SHALL INVEST PUBLIC FUNDS TO SUPPORT THE CITY’S ECONOMIC DEVELOPMENT GOALS AND WHICH MAXIMIZE PRIVATE INVESTMENT.

Objective CIE 5.1 Capital Improvement Projects. The City shall support capital improvement projects that further the City’s Economic Development goals.

Policy CIE 5.1.1 The City will plan for and strive to provide the necessary public infrastructure to enable businesses to operate successfully and direct new businesses to areas that can adequately serve their infrastructure needs.

Policy CIE 5.1.2 The City will continue to publicize the purpose, phasing, and goals of major capital improvements to provide assurances to business owners and potential developers regarding the City's commitment towards providing a quality infrastructure system.

Policy CIE 5.1.3 The City will continue to maintain and expand infrastructure and other public amenities, including cultural and recreational assets, to sustain the quality of life enjoyed by residents and attractive to outside businesses.

Appendix A	
Table CIE-1 Level of Service Standards	
FACILITY	STANDARDS
<i>Sewer Treatment System</i>	
<ul style="list-style-type: none"> • Generation Inflow • Plant Design Capacity 	<ul style="list-style-type: none"> 115 gal per person per day. 24 mgd average / 30 mgd peak.
<i>Water Treatment System</i>	
<ul style="list-style-type: none"> • Finished Water Usage • Storage • Raw Water • Permitted Water Treatment Capacity • Water Pressure 	<ul style="list-style-type: none"> 234.8 gal per person per day. 15% of maximum flow + fire reserve at 1.5 mg + emergency reserve at 25% of storage 19.10 mgd. 26 mgd. 20 psi, minimum.
<i>Solid Waste</i>	
<ul style="list-style-type: none"> • Generation Inflow 	<ul style="list-style-type: none"> 7.13 pounds per capita per day.
<i>Drainage</i>	
<ul style="list-style-type: none"> • SFWMD Standard 	<ul style="list-style-type: none"> Retention of the first one inch of runoff for the entire site or 2.5 inches of water storage times the percentage of impervious areas, to protect water quality.
<i>Traffic</i>	
<ul style="list-style-type: none"> • Local Streets • City Collectors and Arterials • County Streets • State Facilities • SIS Facilities 	<ul style="list-style-type: none"> “D” under any condition. “D” under any conditions, pursuant to Exhibit 1 and 2. “D” under any conditions, per the adopted County level of service. Basis for calculations are the County Traffic Performance Standards. “D” Under any conditions, pursuant to Exhibit 2. “E” for I-95 and “D” for the Tri-Rail connector (Atlantic Avenue westward from I-95 to Congress Avenue and Congress Avenue southward to the Tri-Rail Station)
<i>Open Space and Recreation</i>	
<ul style="list-style-type: none"> • Local Determination • Facilities Mini Park / Playground Neighborhood Park Community Park Urban District Park Regional Park • Activities Children Play Area Baseball Field Softball Field Football / Soccer Field Tennis Courts Golf Course (18 hole) Basketball Court Shuffleboard Court Handball / Racquetball Court Swimming Pool (small) Swimming Pool (Large) Boatramps Beachfront Boating 	<ul style="list-style-type: none"> 3 acres per 1,000 residents. 1 per 2,500 residents, ¼ mile service area. 1 per 5,000 residents, ¼ to ½ mile service area. 1 per 25,000 residents, ½ to 3 mile service area. 1 per 50,000 residents, 30 to 40 minutes driving time. 1 per 100,000 residents, 30 to 60 minutes driving time, 250 + acres. 1 per 5,000 residents. 1 per 5,000 residents. 1 per 5,000 residents. 1 per 6,000 residents. 1 per 2,000 residents. 1 per 25,000 residents. 1 per 5,000 residents. 1 per 2,000 residents. 1 per 10,000 residents. 1 per 2,000 residents. 1 per 25,000 residents. 1 per 5,000 residents. 1 mile per 25,000 residents. ¼ acre per 1,000 residents.
<i>Coastal Zone Levels of Service</i>	
<ul style="list-style-type: none"> Shall be the same as elsewhere in the City. 	
<i>Source: The City of Delray Beach</i>	

