CAPITAL IMPROVEMENTS ELEMENT

Goals, Objectives and Policies

Draft: November 18, 2025

Revised December 4, 2025

CAPITAL IMPROVEMENTS ELEMENT GOALS, OBJECTIVES, AND POLICIES

GOAL

Public facility and public service needs of Dunnellon citizens shall be met in a timely and efficient manner, while maintaining the financial health of the community and promoting orderly compact growth.

Objective 1:

The Capital Improvements Element will be utilized throughout the long-range planning period by the City as the formal guide to the construction of new capital facilities, which are necessary to correct existing deficiencies, identified in the Dunnellon Comprehensive Plan. This element shall also guide decisions on facilities to accommodate desired future growth through public or private investment, and to replace obsolete or worn-out facilities. The Capital Improvements Element shall include only: expenditures for facilities with adopted level of service standards; necessary water supply projects identified by the SWFWMD; and, where applicable, a list of projects necessary to achieve the pollutant load reductions, as established in a basin management action plan.

Policy 1.1:

Individual capital improvement projects will be budgeted and programmed annually following an evaluation process. Projects will be evaluated based on the following criteria, ~~and~~ the City of Dunnellon Project Worksheet, and in accordance with Policy 1.4:

A. Priority based on ~~other~~ projects which are required to meet adopted levels of service, as specified by the individual elements of the Comprehensive Plan.
B. Necessity is created by public hazards or potential public hazards.
C. The urgency to eliminate existing capacity deficits.
D. The total impact on the City's budget.
E. The financial feasibility of the project; and
F. The plans of other agencies, such as the Southwest Water Management District (SWFWMD) and the Florida Department of Transportation (FDOT) to provide public facilities within the City of Dunnellon;
~~G. In providing capital improvements, the City shall limit the maximum of outstanding indebtedness to no greater than 10% of the property tax base.~~

Policy 1.2:

Beginning with the first full fiscal year following the adoption of the Dunnellon Comprehensive Plan, the annual budget process shall have a capital budget component, including adequate provisions for renewal and replacement of capital facilities under the control of the City.

Policy 1.3:

The provision of facilities identified in the Five-Year Capital Improvements Schedule shall be sufficient to meet the needs of existing development and may advance improvements required for annexed lands through the use of a development agreement in accordance with Policy 1.4.

Policy 1.4:

In order to discourage urban sprawl, the City shall prioritize capital improvement expenditures for ~~water, sewer and~~ drainage based on the following order:

A. Correcting existing system deficiencies, including replacement or upgrade of existing system components, with the highest priority given to correcting known health or safety deficiencies.
B. ~~Extension of lines or p~~Provision of other infrastructure upgrades to serve existing infill developments were deemed necessary due to known performance problems with existing ~~water or sewer lines, private wells, septic systems,~~ stormwater conveyance or treatment facilities ~~or where a concentration of septic systems occur within an area identified as a risk to groundwater quality~~.
C. Existing system improvements to meet adopted level of service standards.
D. ~~Extension of lines or p~~ Provision of other infrastructure upgrades to serve existing infill developments or vacant infill properties where such service is deemed fiscally prudent based on the policies of the Capital Improvements Element.
E. ~~Extension of lines or p~~ Provision of other infrastructure upgrades to serve existing, non-infill developments deemed necessary due to known performance problems with ~~existing water or sewer lines, private wells, septic systems,~~ stormwater conveyance or treatment facilities ~~or where a concentration of septic systems occur within an area identified as a risk to groundwater quality~~.
F. ~~Extension of lines or p~~ Provision of other infrastructure upgrades not meeting the above criteria and consistent with Future Land Use Policy 5.1.

For the purpose of this policy, infill is defined as an existing development at a density over two units per acre or higher or non-residential development with sewage flows greater than 1,500 gallons per acre, or a vacant parcel with a future land use category meeting the same criteria, where the existing development or vacant parcel is located within a quarter mile of a water or sewer line or is contiguous to other parcels served by water or sewer. ~~In applying this policy, the City shall have the flexibility to prioritize provision of infrastructure to serve new development as specified in Policy 1.4.F, in situations where the developer executes a service agreement, which~~

~~the City deems sufficient to advance the improvement.~~

Objective 2:

The Capital Improvements Element will be utilized throughout the planning period to coordinate land use decisions and available or projected fiscal resources with a schedule of capital improvements. The schedule of capital improvements will include new or expanded facilities and services needed to maintain adopted level of service standards.

Policy 2.1:

In order to ensure that capital expenditure furthers the objectives of the Dunnellon Comprehensive Plan, each proposed capital improvements project will be considered in light of the City's policies, which are included in each element of the plan.

Policy 2.2:

The City will utilize the Capital Improvements Element to guide development in accordance with the plan for future land use. Individual land use decisions on comprehensive plan amendments will be based on the ability of the city, or the developer, to provide the necessary facilities in conjunction with anticipated growth demands.

Policy 2.3:

The City adopts the Five-Year Capital Improvements Schedule (Attachment A) and shall review and update the schedule on an annual basis and may adopt such updates by Ordinance. The Five-Year Capital Improvements Schedule shall identify proposed improvements, projected improvement costs, and projected revenues to fund the proposed improvements. Publicly funded projects may rely on local, state or federal government funding sources or privately funded projects for which the City does not have fiscal responsibility. Projects may be identified as unfunded with the priority indicated, including projects that may be advanced through the use of a development agreement. The City adopts the Marion County TPO Five Year Transportation Improvement ~~Plan~~ Program by reference.

Objective 3:

It is the intent of the City of Dunnellon that all future development or expanded development will bear a proportionate cost of facility improvements necessitated by the development in order to maintain adopted level of service standards. ~~The provision to ensure assignment of proportionate cost shall be included in the land development regulations to be adopted one year after plan submission for State review.~~

Policy 3.1:

The adopted levels of service for public facilities will be the same level of service standards adopted in the ~~other~~ Public Facilities Element ~~elements~~ of the Dunnellon Comprehensive Plan. They are listed as follows:

A. Potable Water Facilities – Policy 5.1.2 ~~125 gallons per capita per day.~~

B. Wastewater/Sanitary Sewer Facilities – Policy 2.1.1 ~~87 gpd per capita.~~

C. Solid Waste Facilities – Policy 3.1.1 ~~5.3 pounds per capita per day.~~

~~D. Neighborhood Parks – 2 acres per 1,000 population.~~ This LOS Standard was eliminated

~~E. Community Parks – 2 acres per 1,000 population~~ This LOS Standard was eliminated

F. Drainage Facilities: Policy 4.1.1 ~~The City hereby establishes the following water quantity and quality level of service standards for drainage facilities:~~

~~Water Quantity~~

~~The City shall enforce a 25-year frequency, 24-hour duration, design storm level of service for open basins and a 100-year, 24-hour duration level of service for closed basins as the basis for stormwater management system design for proposed new development and redevelopment projects, and for determining availability of facility capacity. Stormwater collection systems (including designs for minimum impacts to the natural water flow), transport systems, and allowable peak density rates shall meet requirements and specifications as defined in the City of Dunnellon Land Development Code. Developers will also be required to analyze the ultimate effects of stormwater disposal for all storm events, up to and including the 100-year, 24-hour duration, and storm event. In addition, developers will comply, where applicable, with the SWFWMD flood control criteria for stormwater quantity and quality [Chapters 40D-4, 40D-40, and 40C-400, F.A.C.].~~

~~The demand for stormwater facility capacity by new development shall be determined based on the difference between the pre-development and post-development stormwater runoff characteristics (including rates and volumes) of the development site using the design storm level of service standard stated above and facility design procedures consistent with accepted engineering practice.~~

~~The City shall ameliorate the future discharge of inadequately treated stormwater runoff into waters and wetlands of the state by requiring that the first one-inch of runoff be retained on-site, or in the case of runoff entering any body of water designated an Outstanding Florida Water (OFW), the first one and a half inches shall conform to the standards used by SWFWMD and DEP.~~

Deleted because redundant with what is in the Public Facilities Element Policy 4.1.1

~~Water Quality~~

~~Stormwater Management Systems – Stormwater management systems shall be designed to either retain on-site the runoff generated by a 25-year, 24-hour storm or detain and discharge the runoff from a 25-year, 24-hour storm at peak discharge rates which do not exceed pre-development rates.~~

~~Water quality treatment, shall be provided for a volume equivalent to ¾ inch of depth over the entire site or the runoff from the first 1 ½ inches of rainfall on the entire site, consistent with Chapter 17-25.025(9), FAC, design criteria for Outstanding Florida Waters. All stormwater discharge facilities shall be designed so as to not degrade the receiving water body below the minimum conditions necessary to assure the suitability of water for the designed use of its classification as established in Chapter 17-302, F.A.C.~~

~~Site-specific conditions may require other design criteria to be satisfied in order to obtain Water Management District construction permits and shall meet the requirements of Chapter 40D-4, as well as the requirements of Florida Department of Environmental Protection Chapter 17-40,420, FAC, State Water Policy. To ensure compliance with those requirements, a copy of a valid Water Management District permit or exemption letter shall be presented before building permits or development approvals are granted.~~

Single family, duplex, triplex and quadruplex residential development not located directly on the water and served by City stormwater treatment facilities shall be exempt from level of service standards. However, all waterfront development must meet the above level of service standards.

Move all the Water Quality LOS text into the Public Facilities Element under Policy 4.1.1 concerning Stormwater LOS

Policy 3.2:

The City shall include in the land development regulations provisions for developer's agreements. These shall be used as a mechanism to assess new developments' rational and equitable share of the costs of public facilities necessitated by such developments.

Objective 4:

The annual update of the Capital Improvements Element will be utilized as a guide to monitor capital improvements. It will demonstrate how the City will provide or require the provision of improvements that are identified by the other elements of the Dunnellon Comprehensive Plan.

Policy 4.1:

In addition to sources of revenue which were available in the previous fiscal year, additional

sources will be investigated by City staff on an annual basis. The Revenue sources section of the Capital Improvements Element will be updated to reflect current revenue conditions, and these sources will be utilized to project revenues in the fiscal analysis.

Policy 4.2:

The City will continually explore alternative funding sources for capital projects. When examining the fiscal feasibility of a project the City will consider all available methods of financing and will proceed with a necessary project through the mechanism most beneficial to the City.

Objective 5:

The Capital Improvements Element will balance available revenues and borrowing capacity with needed improvement in order to maintain the level of capital debt at a manageable level.

Policy 5.1:

A Capital Improvement project will be included in the 5-Year Schedule of Capital Improvements ~~Element~~ only after adequate sources of funding have been identified which will allow a level of flexibility consistent with the potential fiscal demands of the particular project. The 5-Year Schedule of Capital Improvements may include privately funded projects for which the City of Dunnellon has no fiscal responsibility. Projects necessary to ensure that any adopted level of service standards are achieved and maintained for the 5-year period must be identified as either funded or unfunded and given a level of priority for funding.

Policy 5.2:

Capital improvement projects, or individual project phases, will be prioritized in order to allow for project scheduling in accordance with available funding.

Policy 5.3:

The City will maintain a contingency fund and/or line of credit which is sufficient to meet unplanned cost overruns in capital projects.

Objective 6:

Decisions regarding the issuance of development orders and permits will be based upon coordination of the development requirements included in this plan, the land development regulations, and the availability of necessary public facilities needed to support such development at the adopted level of service standards.

Policy 6.1:

The City shall use the LOS standards adopted in Policy 3.1 of this Capital Improvements Element for water, sewer, solid waste, ~~parks,~~ and drainage when reviewing the impacts of new development and redevelopment upon public facilities.

Policy 6.2:

The City shall ~~adopt within~~ shall maintain in the land development regulations a concurrency management procedure to ensure that, at the time the development permit is issued, adequate facility capacity is available or will be available when needed to serve the development.

Policy 6.3:

Proposed plan amendments shall be evaluated ~~according to the following guidelines~~ as to whether the proposed action would impact the 5-Year Schedule of Capital Improvements.~~:~~

~~A. contribute to a condition of public hazard as described in the Sanitary Sewer, Solid Waste, Drainage, Potable Water, and Natural Groundwater Aquifer Recharge Element, and Recreation and Open Space Element;~~

~~B. exacerbate any existing condition of public facility capacity deficits, as described in the Traffic Circulation, Sanitary Sewer, Solid Waste, Drainage, Potable Water, and Natural Groundwater Aquifer Recharge Element, and Recreation and Open Space Element;~~

~~C. generate public facility demands that may be accommodated by capacity increases planned in the 5-year schedule of improvements;~~

~~D. be served in accordance with the policies set forth in this element regarding prioritization of Capital Improvements Element and within identified service areas as described in the Public Facilities Element;~~

~~E. if public facilities are developer-provided, accommodate public facility demands based upon adopted LOS standards as determined by a service agreement;~~

~~F. if public facilities are provided, in part or whole, by the city, demonstrate financial feasibility, which shall allow for reliance on planned improvements in the fourth and fifth year of the Capital Improvements Schedule; and~~

~~G. affect state agencies and water management districts facilities plans.~~

Policy 6.4:

The City shall ~~implement a~~ maintain the Monitoring and Evaluation Program and Concurrency Management System as specified in the land development regulations. ~~following text, the entirety of which shall be considered as policy:~~

~~MONITORING AND EVALUATION PROGRAM~~

Entire section deleted because the Monitoring Program is in the land development regulations

~~The Dunnellon Comprehensive Plan will be evaluated on an annual basis during the preparation of the annual budget in connection with the evaluation of the Capital Improvements Element. In addition, a program has been developed for the annual review of the plan to determine whether it is effectively guiding Dunnellon in decisions about growth and development. This program provides for monitoring on an annual basis as well as a more detailed evaluation after five years or as required by Florida Law.~~

~~The annual monitoring program is designed to consider accomplishments and obstacles encountered by Dunnellon in all areas covered by the Comprehensive Plan. At the end of the fiscal year a monitoring report will be prepared which includes a brief statement of the following:~~

~~A. Activities or programs undertaken and/or completed within the immediately past fiscal year which implement one or more provisions of the Comprehensive Plan.~~

~~B. A list of all plan amendments proposed and whether they were approved or denied.~~

~~C. Problems encountered during the fiscal year which require plan amendment for reasonable solution.~~

~~D. Recommendations regarding future actions, programs, or plan amendments in response to the findings in A-C above. Recommendations shall address whether data must be updated, goals/objectives/policies added or modified, and estimate the time and cost for carrying out the recommendations.~~

~~E. A brief summary of the development and redevelopment which has occurred in Dunnellon during the fiscal year.~~

~~F. A brief statement of the relationship of development within Dunnellon to the adopted levels of service.~~

~~The annual monitoring report shall be presented to the Dunnellon Town Council after review and comment by the Local Planning Agency (LPA). Consideration of the monitoring report shall be at a regular meeting of the Council.~~

~~The City shall periodically evaluate the Comprehensive Plan pursuant to the requirements of Section 163.3191, Florida Statutes.~~

CITY OF DUNNELLON CONCURRENCY MANAGEMENT SYSTEM

Entire section deleted because the Concurrency Management System is in the land development regulations

INTRODUCTION

This concurrency management system is designed to ensure that prior to the issuance of a development order and development permit, the adopted level of service standards required within this Comprehensive Plan for potable water, sanitary sewer, solid waste, drainage, and recreation and open space will be maintained.

The City has adopted policies within this Comprehensive Plan, which established level of service standards for public facilities; the concurrency management system in turn provides a mechanism for which the City can ensure the maintenance of the standards concurrent with the impacts of development.

In order to adopt a concurrency management system in the City of Dunnellon, three things are required. First, the City must adopt the concurrency management system as an amendment to the comprehensive plan. Section 1 contains the proposed amendment to the Capital Improvements Element to adopt the concurrency management system. Second, the City must amend the level of service standard for stormwater management. The standard contained in the comprehensive plan is no longer consistent with the requirements of the Southwest Florida Water Management District. Section 2 contains the proposed amendments necessary to adopt the current standard. Finally, the City must implement the concurrency management system with administrative procedures. Section 3 contains the administrative procedures for implementation.

Section 1. Amendment of the Capital Improvements Element Concurrency Management System

The City shall review applications for development and a development approval shall be issued only if the proposed development does not lower the existing level of service of public facilities and services below the adopted level of service set forth in the Capital Improvements Element of this Comprehensive Plan.

1.1 Developments or redevelopments requiring the use of potable water, sanitary sewer, solid waste, or drainage facilities shall receive development orders subject to:

- The public facilities being in place at the time of issuance of the

certificate of occupancy; or

- The provision of the facilities is guaranteed in an enforceable development agreement pursuant to Section 163.3220, *Florida Statutes*, or an agreement or development order issued pursuant to Chapter 380, *Florida Statutes*, to be in place at the time of certificate of occupancy issuance.

1.2 Developments or redevelopments requiring the use of park and recreation facilities shall receive development orders subject to:

- The facilities and services are in place or under construction at the time of development order issuance; or
- Dedication of land and facilities or fees in lieu are committed by the time of certificate of occupancy issuance; and
- The development order is issued conditioned on the necessary facilities and services scheduled to be in place or under construction not more than one year after certificate of occupancy as provided in the Five-Year Schedule of Capital Improvements; or
- The necessary facilities are subject to a binding agreement which requires them to be in place or under construction not more than one year after certificate of occupancy issuance; or
- When the development order is issued, the facilities and services are guaranteed in an enforceable development agreement stipulating that they will be in place or under construction not more than one year after certificate of occupancy issuance.

Section 2. Administrative Procedures to Implement the Concurrency Management System

2.1 Purpose and Overview

The City shall require a concurrency review be made with applications for development approvals and a Certificate of Concurrency issued prior to development. If the application is deemed concurrent, a Certificate of Concurrency will be issued by the City. If the development requires any other development permit, a copy of the Certificate of Concurrency shall be included with any future application for a development permit. A separate concurrency review shall not be required for each development permit for the same project. Concurrency review addresses only the availability of public facilities and capacity of services and a Certificate of Concurrency does not represent overall

development approval.

If the application for development is not concurrent, the applicant shall be notified that a certificate cannot be issued for the development. The burden of showing compliance with the adopted levels of service and meeting the concurrency test shall be upon the applicant.

2.2 Applicability

These minimum requirements shall be ensured as follows:

1. Building Permits. The issuance of a building permit has more of an immediate impact on the level of service for public facilities than may be the case with the issuance of other types of development orders. Therefore, building permits shall be issued only when the necessary facilities and services are in place for water, sewer, solid waste and drainage. The determination of the existence of the necessary facilities and services in place shall be made by the City as part of the Certificate of Concurrency Compliance procedure.

2. Other Types of Development Orders. Other types of development orders include, but are not limited to, approval of subdivisions, rezoning, special permits, and site plan approval. These other types of development orders have less immediate impacts on public facilities and services than the issuance of a building permit. However, public facilities and services must be available concurrent with the impacts of development permitted by other types of development orders. Therefore, subject to the City determining that the necessary facilities and services are in place and are maintaining the adopted level of service, the following concurrency management requirements shall apply for the issuance of development orders:

   a. Provisions shall be included within the development order, which shall require the construction of additional public facility capacity, where public facilities, due to the impacts of the development proposal do not meet the adopted level of service; and,
   b. Such provisions shall require the necessary public facilities be constructed by the developer and at the developer's expense, or by the public or private entity having jurisdictional authority

over the facility to the adopted level of service so that the necessary facilities and services will be in place when the impacts of the development occur and within conformance with the Five-year Schedule of Improvements found within the City's Capital Improvements Element.

2.3 Concurrency Determination Procedures

A concurrency test shall be made of the following public facilities and services for which level of service standards have been established in this Comprehensive Plan, which are, (1) sanitary sewer, (2) solid waste, (3) drainage, (4) potable water, and (5) recreation and open space.

The concurrency test for facilities and services will be determined by comparing the available capacity of a facility or service to the demand created by the proposed project. Available capacity will be determined by adding together the total excess capacity of existing facilities and the total capacity of any new facilities which meet the previously defined concurrency standards and subtracting any capacity committed through concurrency reservations or previously approved development orders.

1. For development orders and permits, the following determination procedures shall apply:

   a. If an applicant desires to determine whether there is sufficient capacity to accommodate their proposed project, the City shall make an informal nonbinding determination of whether there appears to be sufficient capacity in the public facilities and services to satisfy the demands of the proposed project. If there appears to be insufficient capacity the City shall then make a determination of what public facilities or services would be deficient if the proposed project were approved.
   b. There are certain development approvals that are ineligible to receive concurrency reservation because they are too conceptual, and consequently, do not allow an accurate assessment of public facility impacts. These development approvals are future land use map amendments to the Comprehensive Plan and rezoning requests that are not addressed by a Chapter 163

Development Agreement or Concurrency Agreement. Those development approvals shall receive a non-binding concurrency determination.

c. Any concurrency determination, whether requested as part of an application for development approval or without an application for development approval, is a non-binding determination of what public facilities and services are available at the date of inquiry. The issuance of a Certificate of Concurrency Compliance shall be the only binding action, which reserves capacity for public facilities and services.

2. For sanitary sewer, solid waste, drainage, potable water, and recreation and open space the following determination procedures shall apply:

a. The City shall provide level of service information as set forth in the most recent Data and Analysis Report in support of the City's Comprehensive Plan.

b. If such level of service information indicates that the proposed project would not result in a level of service failure, the concurrency determination would be that adequate facility capacity at acceptable levels of service was available.

c. If such level of service information indicates that the proposed project would result in a level of service failure, the concurrency determination would be that adequate facility capacity at the acceptable levels of service was not available at the date of application or inquiry.

2.4 Priorities

In such cases where there are competing applications for public facility capacity, the following order of priority shall apply:

1. Issuance of a building permit based upon previously approved development orders permitting redevelopment;

2. Issuance of a building permit based upon previously approved development orders permitting new development;
3. Issuance of new development orders permitting redevelopment;
4. Issuance of new development orders permitting new development.

2.5 Conditions

In addition, the following conditions apply to the City's concurrency management system:

1. Amendments to the Comprehensive Plan can be made twice each year and as otherwise permitted as small scale developments. In addition, changes can be made to the Capital Improvements Element by ordinance if the changes are limited to the technical matters listed in Chapter 163, Part II, Florida Statutes.

2. No development order or development permit shall be issued which would require the City Council to delay or suspend construction of any of the capital improvements on the Five-year Schedule of Improvements of the Capital Improvements Element.

3. If by issuance of a development order or development permit a substitution of a comparable project on the Five-year Schedule of Improvements is proposed, the applicant may request the City to consider an amendment to the Five-year Schedule of Improvements.

4. The result of any development not meeting adopted level of service standards for public facilities shall be cessation of the affected development or the reduction of the standard for level of service (which requires an amendment to the Comprehensive Plan).

2.6 Certificate of Concurrency Compliance:

A Certificate of Concurrency Compliance shall only be issued upon final development approval. The Certificate of Concurrency Compliance shall remain in effect for the same period of time as the development order or permit granting final development approval. If the development approval does not have an expiration date, the Certificate of Concurrency Compliance shall be valid for twelve months from the date of issuance.