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Comprehensive City Plan, Valparaiso, Florida

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COMPREHENSIVE
CITY PLAN
VALPARAISO, FLORIDA

1962

CAPITAL IMPROVEMENT BUDGET

(REVISION OF CHAPTER X, REPORT ON THE
COMPREHENSIVE CITY PLAN VALPARAISO, FLA., 1961)

COMPREHENSIVE CITY PLAN

VALPARAISO, FLORIDA

January, 1962

ADDENDUM

Following the preparation of the report of the Comprehensive Planning of Valparaiso, Florida additional and new information pertinent to capital improvements was accessible, which enabled us to prepare a more complete budget of capital improvements. This addendum therefore supplements Chapter X of the Comprehensive Plan of Valparaiso, Florida 1961.

XI

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For and under the General Direction of the Florida Development Commission and in collaboration with officials of the City of Valparaiso.

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CAPITAL IMPROVEMENT PROGRAMMING

A. Department heads submit requests for proposed projects.



B. Planning Commission reviews proposed projects for conformity or conflict with Comprehensive Plan.



C. Controller and Budget Director prepare report of City's financial position.



D. Capital Improvement Program Committee
Receives lists of proposed projects, report of Planning Commission and report of Controller and Budget Director.



E. Review of master list of projects for scheduling and assigning priorities.



F. Interdepartmental hearing on master list of proposed projects.



G. Adoption of six year Capital Improvement Program.



H. Controller and Budget Director explore methods of financing projects.



I. Publication and transmittal to City Council, citizen groups and newspapers.



J. Council Action



CAPITAL IMPROVEMENT BUDGET

A capital improvement may be defined as a major improvement or betterment of a recurring nature to the physical plant of the municipality as differentiated from ordinary repairs or maintenance items of a recurring nature. It includes expenditures for the construction, reconstruction, replacement, major repair, addition or other improvements to public buildings, highways, bridges, parks, playgrounds, utilities or other public works or any facility or structure appurtenant to any of these, or any expenditure for the purchase of land, building, structure or major equipment.

Studies made in the preparation of the Comprehensive Development of the ~~Valparaiso~~ ^{Cairo} Plan revealed the need of ~~many and diverse~~ ^{a number of} capital improvements; a need intensified and enlarged by the magnitude, nature and rate of community growth.

~~Fortunately, all~~ ^{whereas} the various projects suggested by the planning studies are desirable ~~but not needed at the same time. Some are so urgent and essential that~~ ^{a number are} funds for their realization must be provided through the issuance of bonds.

Sewerage and sewage disposal facilities, water supply, schools and public buildings fall within this category. There are however, other improvements of such nature and size that they may even be included as items in annual operating budgets of the city.

To enable the city to proceed with a capital improvements program in an orderly manner, consistent with an ability to finance it, the following list of needed improvements was first arranged according to categories of improvements. Subsequently the various projects were reassembled and budgeted over a period of five to six years in accord with a priority of necessity.

VALPARAISO CAPITAL IMPROVEMENTS THAT SHOULD BE PROVIDED IN THE NEXT SIX YEARS

UTILITIES

1. Sewerage and Sewage Disposal.

2. Water Supply: Additional wells, storage tanks
(a) These two projects could be undertaken jointly with Niceville.

PUBLIC PARKS AND RECREATION

1. Develop Robert E. Lee and other water front park strips to include plantings, benches, pavilions, walks, etc.
2. Develop natural drainage areas - creeks - into parks and parkways.
3. Improve existing park and recreation areas - beautification and additional equipment.
4. Develop Jimmy Doolittle Park.
5. Develop Boggy Creek Swamp into fresh water lake.

PUBLIC BUILDINGS

1. New City Hall and Police Headquarters - Land and Improvements.
2. New Fire Station - Building and equipment.
3. New Library.
4. Community Center and Marina.
5. Hospital and Medical Center.
6. Expand City Garage facilities.

STREETS, SIDEWALKS AND PARKING

1. Acquisition of right of way for street extensions and ultimate street widenings.
2. Street Paving and curb and gutter extensions.
3. Off-Street Parking Lots.
4. Highway beautification.

In its lifetime, Valparaiso has had a limited experience in fisical administration. Primarily the task has been to raise only enough money on which to operate and much of this came from sources other than advalorem taxes. At no time has the city contemplated and long range program of capital improvements that would necessitate the use of funds over and beyond those derived from advalorem taxes. Obviously the rate at which a city can install or provide capital improvements depends primarily on its fiscal ability - its ability to acquire capital funds.

FISCAL STATUS

The city currently has no general obligation bond debt.

It does have outstanding, however, an issue of Water Revenue Refunding and

Improvement Certificates in the sum of \$115,000 at 4%, maturing 1954 - 1981. The 1960 Assessed Value approximated \$9,000,000 of which about \$6,000,000 was non-exempt and taxable. Of a total operating income of \$93,000 in 1960, one third was derived from advalorem tax (six mills levied against six - + million assessed). Cigarette, Utility and franchise taxes accounted for nearly one-half the total income. As of September 1960, the city ended the year with a surplus of nearly \$6,000. From this favorable experience record it would appear that the city is not experiencing any serious tax or fiscal troubles. In fact, with a steady, constant growth and improvements, the Assessed Valuation should increase substantially, which would enable the city to attain a fiscal stature whereby its operating position and its bonding capacity will be greatly enhanced. In the light of such a satisfactory status the realization of the foregoing list of capital improvements can be reasonably anticipated.

Included in the foregoing list of Capital Improvements are items that can be consummated solely by the issuance of General Obligation bonds, i.e. the City Hall, Library, Fire Station, Police Headquarters and Jail, Community Center and Marina and Municipal Garage. The cost of these various items would approximate \$430,000.00, distributed as follows:-

City Hall, land and building	75,000
Fire Station and equipment	50,000
Library	30,000
Marina and Community Center	150,000
Parks, and Beautification	25,000
Right of Way Acquisition	50,000
Streets	50,000
TOTAL	<u>430,000</u>

The fiscal structure of Valparaiso without any general obligation bond debt, with a reasonable and enhancing assessed value and a relatively low millage, reflects that a general bond issue could be supported for the foregoing needed capital improvements all of which could be used to advantage now.

Although it may seem unwise to install or erect all the facilities at once, the bonds for the respective items could be authorized at one free-holder election and if favorable, they could be issued as needed.

A Hospital and Medical Center is not the sole responsibility of the city of Valparaiso; it is the responsibility of Valparaiso, Niceville and Okaloosa County jointly and should therefore be financed through the agency of a Hospital District created in a manner to avail itself of essential federal aid. To accomplish this, a Hospital Authority may have to be created, authorized to finance, build and operate a hospital. Such an institution, needed now, could be self liquidating.

UTILITIES

The essential utility expansion and extension programs of primary importance can be financed by revenue bonds or certificates, payable from utility earnings. The currently outstanding issue of \$115,000 is being treated in this manner. Utility improvements are continuing operations dependent on demand and growth so are usually payable as the work progresses. The engineering studies will develop the master utility plans with estimates of cost and determine the amount of bonds that can be issued.

1. SEWERAGE EXTENTION, SEWAGE DISPOSAL.

Engineering studies should be initiated and plans prepared for a master sewerage and sewage disposal system. Initial studies and the preparation of plans may be financed with federally advanced funds. The cost of major installations will be financed from proceeds of revenue bonds or certificates payable from service charges. None of these costs will be a direct charge on the advalorem tax structure. The estimate for initial plans and construction should approximate \$500,000 including the cost of acquiring the Marion Heights

Sewerage Plant. The construction of this work may extend over a period of two or more years.

2. WATER DISTRIBUTION EXTENSION.

The installation of these facilities is dependent on subdivision development and population growth; they are also of a self liquidating nature. To finance major portions of such work, funds are derived from revenue bonds payable from service charges. To provide for small extensions a reserve fund should be established from earnings of the water department.

3. WELL FIELD AND STORAGE TANK.

Additional wells will be needed, dependent on growth and also, additional or augmented water storage. These facilities also payable from revenue bonds, will cost in the aggregate some \$275,000.00. Some of these wells may be necessary in 1962 but the major part of the work should be completed in 1963.

STREETS AND PARKING

Capital improvements in this category relate principally to (a) right of way acquisitions for street extensions and widenings (b) street paving, curbs and gutters (c) Off Street Parking lots and facilities and (d) highway beautification. These various items can be financed in one of several ways.

They are all facilities for expediting and improving vehicular circulation, providing storage space and promoting aesthetics. The amount of work undertaken annually in each segment depends on growth, trend of growth and demands of the people. Because of the restricted fiscal ability of the community, an effort is made to distribute the respective needs in a way the city can conform most advantageously.

General obligation bonds, suggested previously, could provide funds for

some of this work, especially right of way acquisitions. On the other hand, street paving and sidewalks may be financed as needed by proceeds from special assessments or liens levied against the benefitted properties - two thirds being paid by the abutting properties and one third by the city. The city's portion can be provided either by general bonds or by advalorem taxes. Such assessments or liens require no election.

Off Street Parking site acquisitions are financed often by revenue certificates payable from parking revenues but until a revenue experience has been established, sites will have to be purchased through the issuance of general obligation bonds, by advalorem taxes or other funds.

Currently the city is expending substantial moneys each year for street work. It is therefore suggested that the existing budgeted amount be increased by \$5,000.00 from surplus annually for the next six years to provide needed sidewalk improvements and parkway beautification.

\$2,000 per year should also be set aside in the annual budget in each of the next five years to create a parking sites acquisition fund and for the servicing and equipping of such lots. Ultimately these facilities will become self liquidating and funds derived from them can expand the program. The principal need currently is to get the program started and establish a feasibility.

PARKS AND RECREATION

The general bond issue proposed earlier includes an item of \$25,000 for parks and beautification of which \$10,000 is allocated to the Jimmy Doolittle Park as a project in which both Niceville and Okaloosa County should share. The remaining \$15,000 should be devoted to new park acquisitions, shelters, and to the conversion of creek and swamp areas into parks and parkways. This sum however should be augmented by advalorem tax revenues levied

in the annual budget; \$2,000 per year, for at least five years, should be allocated to the improvement and equipment of existing parks and \$1,000 to the reclamation of creek areas.

CAPITAL IMPROVEMENT BUDGET

1962

1. Sewerage and Sewage Disposal studies and plans.	\$10,000.00	(R)*
2. Studies and proceedings incident to preparation of General Obligation bond issue.	10,000.00	(G)*
3. Sidewalk improvements and beautification.	5,000.00	City Sh.
4. Parking lot reserve fund, for land purchase.	2,000.00	(C)*
5. Park improvements, existing parks.	1,000.00	(C)
6. Improvement recreation areas.	2,000.00	(C)
7. Conversion drainage basins into parks.	1,000.00	(C)

1963

1. General bond issue election in sum of \$400,000.00.		
(a) Prepare plans-City Hall, Library, Fire Station	10,000.00	(G)
2. Right of way acquisition.	10,000.00	(G)
3. Park improvements and beautification.	5,000.00	(G)
4. Sidewalk improvement and beautification.	5,000.00	City Sh.
5. Improvement existing parks and recreation areas.	1,000.00	(C)
6. Parking lot reserve fund for land purchase.	2,000.00	(C)
7. Water wells and storage tank.	250,000.00	(R)
8. Conversion of drainage areas into parks.	1,000.00	(C)

1964

1. General bond issue projects - Marina - Community Center.	150,000.00	(G)
2. Right of way acquisition.	10,000.00	(G)
3. Park improvement and beautification.	5,000.00	(G)
4. Park and recreation area improvements.	1,000.00	(C)
5. Sidewalk improvements (city share).	5,000.00	(A)*
6. Street Paving.	10,000.00	(A)
7. Erect City Hall, Fire Station.	125,000.00	(G)
8. Parking Lot reserve fund for land purchase.	2,000.00	(C)
9. Conversion of drainage areas into parks.	1,000.00	(C)

1965

1. Erect Library.	30,000.00	(G)
2. Right of way acquisition	10,000.00	(G)
3. Park improvements and beautification	5,000.00	(G)
4. Sidewalk improvements and beautification.	5,000.00	(A)
5. Street Paving.	10,000.00	(A)

6. Parking lot reserve fund for land purchase.	\$2,000.00	(C)
7. Recreation area improvement.	1,000.00	(C)
8. Conversion of drainage areas into parks.	1,000.00	(C)

1966

1. Right of way acquisition.	10,000.00	(G)
2. Park improvement and beautification.	5,000.00	(G)
3. Recreation area improvement.	1,000.00	(C)
4. Sidewalk improvements and beautification (city share).	5,000.00	(A)
5. Street Paving.	20,000.00	(A)
6. Parking lot reserve fund for land purchase.	2,000.00	(C)
7. Jim Doolittle Park.	10,000.00	(G)
8. Conversion of drainage areas into parks.	1,000.00	(C)

1967

1. Right of way acquisition.	10,000.00	(G)
2. Park improvement and beautification.	5,000.00	(G)
3. Park and recreation area improvements.	1,000.00	(C)
4. Sidewalk improvements and beautification (city share).	5,000.00	(A)
5. Parking lot reserve fund for land purchase.	2,000.00	(C)
6. Conversion of drainage areas into parks.	1,000.00	(C)

*R - Revenue Bond

*G - General Obligation Bond

*C - Current Revenue

*A - Special Assessment

SUMMARY

The Capital Improvements needs of Valparaiso can be provided during the next five - six years as indicated. General obligation bonds, revenue bonds, special assessment liens and annually budgeted amount will adequately see the consummation of the program. To accomplish these various improvements within the time prescribed, a general obligation bond issue should be resolved and authorized as soon as possible. Surveys and plans should be initiated for utility needs - sewerage, sewage disposal - water supply. The amounts indicated should be added to the annual budget to defray the cost of a number of items not included elsewhere.

Again the desirability of merging the cities of Valparaiso and Niceville is emphasized. Many of the improvements essential to the growth of Valparaiso are also essential to the growth of Niceville. Instead of two water systems, two sewerage systems, two fire departments, two libraries, there should be one of each. Much more could be accomplished by a combined entity than by two of each. This is the parting thought.

