

ORDINANCE NO. 11-05

AN ORDINANCE OF JACKSON COUNTY, FLORIDA ADOPTING THE CAPITAL IMPROVEMENTS ELEMENT FIVE-YEAR CAPITAL IMPROVEMENTS PROJECTS UPDATE PURSUANT TO THE LOCAL GOVERNMENT COMPREHENSIVE PLANNING AND LAND DEVELOPMENT REGULATION ACT (CHAPTER 163, FLORIDA STATUTES); PROVIDING FOR SEVERABILITY; AND PROVIDING FOR AN EFFECTIVE DATE.

WHEREAS, Chapter 163 Florida Statutes empowers the County Commission of Jackson County, Florida to prepare, amend, and enforce a comprehensive plan for the development of the County; and,

WHEREAS, the Board of County Commissioners of Jackson County, Florida held an adoption public hearing on November 29, 2011 to update the Jackson County Comprehensive Plan Capital Improvements Element Five-Year Projects, pursuant to Section 163, Florida Statutes, with due public notice having been provided, and having reviewed and considered all comments received during the public hearing, and having provided for necessary revisions; and,

WHEREAS, in exercise of its authority, the Board of County Commissioners of Jackson County, Florida finds it necessary and desirable to adopt and does hereby adopt this Capital Improvements Element Update, in order to update and revise the existing Capital Improvements Element to the Jackson County Comprehensive Plan as follows:

NOW THEREFORE IT BE ORDAINED by the Board of County Commissioners of Jackson County, Florida as follows:

Section 1. Purpose and Intent.

This ordinance is enacted to carry out the purpose and intent of, and exercise the authority set out in, the Local Government Comprehensive Planning Act, Sections 163.3161 through 163.3215, Florida Statutes.

Section 2. Title of Ordinance.

This Ordinance for Jackson County, Florida shall be entitled, "Jackson County Comprehensive Plan Capital Improvement Projects Update."

Section 3. Ordinance Adopted

The Jackson County Comprehensive Plan Capital Improvements Element Update, attached hereto as Exhibit "A" (containing changes to the Five-Year

Capital Improvements Projects of the Capital Improvements Element), and which is incorporated herein by reference, is hereby adopted.

Section 4. Severability.

If any provision or portion of this Ordinance is declared by a court of competent jurisdiction to be void, unconstitutional, or unenforceable, then all remaining provisions and portions of this ordinance shall remain in full force and effect.

Section 5. Copy on File.

An official, true correct copy of Jackson County, Florida Comprehensive Plan Capital Improvements Element Projects Update as adopted shall be maintained by the Board of County Commissioners of Jackson County.

Section 6. Effective Date.

The effective date of this ordinance is November 29, 2011.

The foregoing ordinance was adopted by a vote of 5 to 0 by the Board of County Commissioners of Jackson County, Florida, on motion, second and discussion, in the meeting of November 29, 2011.

BOARD OF COUNTY COMMISSIONERS
JACKSON COUNTY, FLORIDA

By:

ATTEST:

Daniel McDaniel
Clerk/Deputy Clerk

Chuck Lockett
Hon. Chuck Lockett, Chairman

Exhibit "A"

CHAPTER SEVEN CAPITAL IMPROVEMENTS ELEMENT

EXECUTIVE SUMMARY

The Capital Improvements Element is the cornerstone of the Jackson County's Comprehensive Plan. It establishes the financial feasibility of the plan to ensure the availability of public facilities and services concurrent with the impacts of new development.

The County relies heavily on the local option gas tax and the one cent local option sales tax to fund capital improvements. The County shall also consider the increase of impact fees and voluntary cost sharing.

The Capital Improvements Element establishes a five-year schedule of capital improvements, which includes only those capital improvement needs identified in the other elements of the comprehensive plan.

As reported in the original EAR document, the County had sufficient capacity to handle the projected growth, which was less than projected in the EAR. The total County only experienced a growth of 1,062 residents, based on BEBR 2005 population estimates. The unincorporated growth was significantly less given inmate growth and municipal growth.

Since the 2001 EAR adoption, only three (3) LOS issues have arisen:

- (1) The County did not extend potable water lines along Highway 90 northward to Greenwood and therefore no new water system was developed in Northeast Jackson County as noted in the last EAR and which has not been developed since the last EAR.
- (2) The County and the School Board have adopted a School Concurrency System (effective May 2009).
- (3) The County's LOS for sewer is now 155 gallons per day per person (an increase of 55 gallons per person).

The unincorporated population represents approximately 66% of the County's total population. Using BEBR's most recent population projections (2008 base year), the unincorporated population is only projected to increase by 1,624 people by 2010 (since 2008) and increase by a total of 6,700 over the next 12 years, assuming middle level BEBR projections. SPG believes that given the County's historic growth rate and possible increases in gasoline prices these middle level

projections are probably high. Nonetheless, the County has sufficient capacity to handle the existing CIP LOS standards.

Assessment of Level of Service (LOS) Conditions

Transportation

Based on a review of the maximum service volumes (“capacities”) of the County’s roadway network, there have been no deficiencies since the previous EAR as all roadways have been operating below the maximum service volume at the adopted LOS standard. Historical growth rates have been evaluated to project the future roadway LOS for the next planning period between 2007 and 2015 (a minimum of 1% annual growth was used if the historical trend was calculated to be less than 1%, otherwise the calculated growth rate was used). Projecting to 2015, there are no roadway LOS deficiencies anticipated on the County roadway network.

Recreation/Open Space

As shown in the EAR, the County has significantly more recreation acreage and facilities than required using current LOS standards.

Solid Waste

As shown in the previous EAR, the County expanded its landfill by 450 acres and has a current capacity in excess of 60+ years given the current LOS standard.

Potable Water

Potable Water LOS is still 155 gpd. Most of the County’s water supply is by individual wells and small water providers and major cities. The County can withdraw an annual average of 303,000 gallons per day, 612,000 during a single day and a monthly withdrawal of 12,500,000 gpd. Current plans include the possible water expansion into Indian Springs if arsenic and lead levels rise. No data is given as it depends on DEP water quality analysis

Sanitary Sewer

The County has sufficient capacity to more than meet the next seven year projected growth. For, example, the County has an inter-local agreement with the City of Marianna for sewer of 500,000 gallons per day (gpd). The current usage is 200,000 gpd. Current CIE plans include a sewer extension for Green Circle expansion by 2011 and possible sewer extension from the Town of Alford to I-10/231 also by 2011.

Drainage and Water Quality

The County relies upon the review and permitting process of the state to assess drainage and water quality. There are no specific local records monitoring the levels of service of these public facilities.

**CIE IMPLEMENTATION
FIVE YEAR SCHEDULE OF IMPROVEMENTS**

The Five Year Schedule of Improvements (see following Table 7.1) is the mechanism by which the County can effectively stage the timing, projected cost, and revenue sources for the capital improvements derived from the other comprehensive plan elements, in support of the Future Land Use Element. The 5-Year Schedule of Improvements has been used to document the “economic feasibility” of the comprehensive plan, based upon the other sections of this element. The 5-year schedule will be updated annually to reflect any changes in conditions and to roll the proceeding-year into the 5-Year schedule.

**PROGRAMS TO ENSURE THE IMPLEMENTATION OF THE CAPITAL
IMPROVEMENTS ELEMENT, GOALS, OBJECTIVES, AND POLICIES**

- (1) The Capital Improvements Element (CIE) will be updated annually as part of the County budget cycle which will include the Jackson County School Board District Five Year facilities Work Plan for the years ~~2010-2011 through 2014-2015~~ 2011-2012 through 2015-16 adopted ~~September 21, 2010~~ September 20, 2011 by the Jackson County School Board.
- (2) Land use decisions will be monitored for consistency with the Capital Improvements Element.
- (3) Maintaining the adopted LOS standards will function as a primary criterion for assessing the impact of new development on public facilities.
- (4) The County will track facility demand and capacity availability as site plans and subdivision plats are approved.
- (5) To the greatest extent possible and where financially prudent, the County’s excess fund balances will be reserved for Capital Improvement Projects.

As shown in the latest EAR document, the County does not have any identified deficiencies within its capital facilities.

Table 7.1. Five Year Schedule of Improvements

Capital Improvement Projects	FY 10-11	FY 11-12	FY 12-13	FY 13-14	FY 14-15
Recreation					
Blue Springs Two Pavilions, Nature Trail, Floating Dock TBC 4/11 FRDAP	\$135,611				
Blue Springs FRDAP Anticipated Grant Build Campground Area					\$200,000
Cypress Park FRDAP Anticipated				\$200,000	
Round Lake Park FRDAP Anticipated					\$200,000
Chipola Greenway RTP and Timber Proceeds; Anticipated Grants					\$225,000
Neal's Landing FRDAP Anticipated				\$100,000	
Paramore's Landing FRDAP Anticipated				\$100,000	
Shangri-La Restoration Timber Cut Proc.—\$40,000 Rotary—\$2,500 Kiwanis—\$7,500	\$50,000				
Fire					
Water Tanker USDA Rural Dev. Grant— \$100,000 Loan; Anticipated Grant \$150,000					\$250,000
Safety Trailer Homeland Security (90%) Anticipated Grant General Revenue (10%) Matching Funds GR					\$55,000
Waste Water					
Lift Station USDA RBEG Awarded Grant	\$200,000				
Engineering & Transportation					
Resurfacing—Countywide Bond	\$1,000,000	\$1,000,000			
Pave Dirt Roads—Countywide Bond	\$5,932,000	\$1,568,000			
College Drive Erosion NCRS Grant—\$81,600 BOCC Rd. Const.—\$335,731	\$417,331				

Table 7.1, continued

Capital Improvement Projects	FY 10-11	FY 11-12	FY 12-13	FY 13-14	FY 14-15
Compass Lake Drive— Lakeview to EOP FDOT/CIGP—\$545,000 Bond—\$500,000	\$25,000	\$170,000	\$850,000		
Fillmore Drive (CR 280A) FDOT—\$381,150 BOCC Rd. Const.—\$168,850	\$550,000				
Hill Farm Rd—Blueberry Dr.— 0.5 miles BOCC Rd. Const.	\$79,342				
Old Spanish Trail—Bridge Cr. SCOP—\$708,503 BOCC Rd. Const.—\$167,297	\$200,000	\$675,800			
Old Spanish Trail—Sidewalks FDOT/LAP Grant	\$328,000				
SR 71—Beautification (I-10 to US 90) FDOT/JDA—\$96,000 BOCC Rd. Const.—\$7,300	\$103,300				
State Correctional Road End City Maintain to SR10 (US90) SCOP—\$300,000 BOCC Rd. Const.—\$350,000	\$650,000				
Sylvania Plantation Road Blue Springs Rd. to SR 69 BOCC Rd. Const.	\$1,300,000	\$1,077,286			
Whitetail Dr. Ext. and Drainage USDA RBEG—\$102,497 BOCC Rd. Const—\$282,603 in kind	\$385,100				
TOTAL	\$11,355,684	\$4,491,086	\$850,000	\$400,000	\$930,000

Note: Jackson County relies heavily on grant and loan funds in order to effect capital improvements. If grants or loans are not available to implement the above programs by the planned dates, funding from general revenue will be examined as an alternative. If there are insufficient general revenue funds available to implement the scheduled improvements, they will be rescheduled to later dates. None of the above listed capital improvements are essential to maintain adopted minimum levels of service.

Table 7.1. Five Year Schedule of Improvements

Capital Improvement Projects	FY 11-12	FY 12-13	FY 13-14	FY 14-15	FY 15-16
Recreation					
Round Lake Park/FRDAP Anticipated Grant/Parking Lot at boat landing				\$200,000	
Chipola Greenway/RTP and Timber Cut proceeds/Grant funded (2years to complete)/Walking Trails		\$225,000			
Neal's Landing/FRDAP Anticipated Grant/Camping Sites					\$100,000
Paramore's Landing/FRDAP Anticipated Grant/Replace bulkhead and dock					\$100,000
Shangri-La Restoration/Timber Cut proceeds/Rotary and Kiwanis donations	\$50,000				
Fire					
Safety Trailer/Homeland Security/General Revenue				\$55,000	
Waste Water					
Lift Station Steele City/ USDA RBEG Awarded Grant	\$200,000				
Engineering & Transportation					
Resurfacing – Countywide/ Bond	\$1,000,000				
Pave Dirt Roads – Countywide/ Bond	\$1,568,000				
Compass Lake Drive – Lakeview to EOP/FDOT/CIGP/Bonding	\$170,000	\$1,400,000			
State Correctional Rd/End Cty/Maintain to SR 10 (US90)/SCOP/BOCC Rd. Const.	\$450,000				
Butler Rd/CR 167 to SR 69/SCRAP	\$947,769				
Dogwood Hgts/Dogwood/Bond	\$600,000				
Meadowview Rd/Meadowview/ Bond	\$800,000				

Table 7.1, continued

<u>Capital Improvement Projects</u>	<u>FY 11-12</u>	<u>FY 12-13</u>	<u>FY 13-14</u>	<u>FY 14-15</u>	<u>FY 15-16</u>
<u>Old Spanish Trail/S of Lockey to US 90/SCOP</u>	<u>\$836,875</u>				
<u>Fleet Management Tire/Inventory Shop/Road & Bridge Transportation Trust Budget</u>	<u>\$300,000</u>				

Note: Jackson County relies heavily on grant and loan funds in order to effect capital improvements. If grants or loans are not available to implement the above programs by the planned dates, funding from general revenue will be examined as an alternative. If there are insufficient general revenue funds available to implement the scheduled improvements, they will be rescheduled to later dates. None of the above listed capital improvements are essential to maintain adopted minimum levels of service.

MONITORING AND EVALUATION

The role of monitoring and evaluation is vital to the effectiveness of any planning program and particularly for the Capital Improvements Element of this comprehensive plan. New sources of local government revenues or changes in state and federal allocation of shared revenues and grants will have important implications for the financial feasibility of this plan. Therefore, the Capital Improvements Element requires a continuous program for monitoring and evaluation. Pursuant to Chapter 163, F.S., this element will be reviewed on an annual basis to ensure that required fiscal resources are available to provide public facilities needed to support adopted LOS standards.

The annual review will be the responsibility of the Local Planning Agency. In Jackson County, the County Planning Director, and County Administrator will serve as advisory members at all formal deliberations related to capital improvement monitoring and evaluation. The Local Planning Agency's findings and recommendations will be presented to the local governing body at a public meeting. The local governing body will direct staff to take action deemed appropriate based upon the Local Planning Agency's findings and recommendations.

The annual review of the CIE will include the following considerations, and will include an examination of the considerations themselves in order to determine their continued appropriateness.

- (1) Any corrections, updates, and modifications concerning cost; revenue sources; acceptance of facilities pursuant to dedications which are consistent with the element; or the date of construction of any facility enumerated in the element.
- (2) The Capital Improvement Element's consistency with the other elements and its support of the Future Land Use Element.
- (3) The ability to provide public facilities and services within a particular service area in order to determine any need for provision of additional services.
- (4) The priority assignment of existing public facility deficiencies.
- (5) The progress in meeting any needs determined to be existing deficiencies.
- (6) The criteria used to evaluate capital improvement projects in order to ensure that projects are being ranked in their appropriate order of priority.
- (7) The effectiveness in maintaining the adopted LOS standards.

- (8) The effectiveness in reviewing the impacts of plans and programs of State agencies, the Water Management District, and any other agency that provides and/or regulates public facilities within the County's jurisdiction.
- (9) The impacts of special districts and any regional facility and service provisions upon the ability to maintain adopted LOS standards.
- (10) The ratio of outstanding general obligation indebtedness versus annual revenue.
- (11) Efforts made to secure grants or private funds, whenever available, to finance the provisions of capital improvements.
- (12) The transfer of any unexpended account balances.
- (13) The criteria used to evaluate proposed plan amendments and request for new development or redevelopment.
- (14) Capital improvements needed for the latter part of the planning period, for inclusion in the Five Year Schedule of Improvements.

CAPITAL IMPROVEMENTS ELEMENT

GOALS, OBJECTIVES, AND POLICIES

GOAL: The County adopts the goal of providing adequate facilities to all residents within the jurisdiction in a timely and efficient manner.

Objective 1: Capital improvements will be programmed to correct existing deficiencies, to accommodate future growth, and to replace worn out or obsolete facilities, as indicated in the five-year schedule of improvements.

Policy 1.1: The Board of County Commissioners will evaluate and rank capital improvements projects proposed for inclusion in the Five-Year Schedule of Capital Improvements.

Policy 1.2: Capital improvements projects will be prioritized and ranked according to the following set of criteria and associated points (the highest point total having the highest priority):

2 pts. (1) The project is needed to eliminate a proven or obvious hazard to the public health and safety;

2 pts. (2) The project is needed to fulfill a legal obligation by the

County or municipality;

- 2 pts. (3) The project is needed to eliminate existing capacity deficiencies;
- 2 pts. (4) The project is needed to maintain adopted level of service standards;
- 2 pts. (5) The project is needed to comply with state or federal regulations;
- 1 pt. (6) The project is needed to preserve or replace an existing public facility;
- 1 pt. (7) The project is financially feasible;
- 1 pt. (8) The project is consistent with the plans of the state agencies and water management districts that provide public facilities within the local government's jurisdiction; and
- 3 pts. (9) The project will increase the economic base and quality of life of the residents.

Policy 1.3: The County will update annually the Capital Improvements Element and Schedule as part of the county Budget cycle to include by reference the most recently adopted Jackson County School Board District Five Year Facilities Work Plan as provided by the Jackson County School Board.

Policy 1.4: Funding for infrastructure replacement and renewal shall be evaluated and allocated so as to minimize operating costs and maximize the life of infrastructure.

Objective 2: The Land Development Code will include adequate public facilities provisions that ensure that all land use decisions are consistent with the adopted level of service standards.

Policy 2.1: The following level of service standards are hereby adopted and will be maintained as growth occurs in Jackson County. The level of service listed below will also apply to Chapter 2, Transportation Element.

(1) ROADWAYS:

Principal Arterials.....LOS C for peak hour

All segments, all State roads within Jackson County designated as urban arterials shall have the LOS standard of "B". These will include roadways which are part of the Florida Intrastate Highway System (FIHS).

Minor Arterials.....LOS D for peak hour
Major and Minor Collectors.....LOS D for peak hour
Strategic Intermodal System (SIS) facilities...FDOT recommended level or service.

(2) RECREATION AND PARKS:

Regional Parks.....20 acres/1000 population
Community Parks.....2 acres/1000 population

(3) SOLID WASTE:.....3.3 pounds per capita per day

(4) POTABLE WATER:.....155 gallons per capita per day

(5) SANITARY SEWER:.....100 gallons per capita per day

Private On-site Systems

The following level of service standard applies to the unincorporated area of Jackson County that is served by private, on-site disposal systems.

Private, on-site disposal systems shall meet or exceed the requirements set by the Florida Department of Health.

(6) DRAINAGE:

Conveyance Systems: All drainage swales and ditches shall be designed to convey the runoff generated from a 25-year, 24-hour storm event.

On collector roads, culverts and cross-drains shall convey the runoff from a 10-year, 24-hour storm.

On local roads and internal subdivision roads, culverts and cross-drains shall be designed to convey the runoff from a 10-year, 24-hour storm.

Stormwater Management Systems for development in commercial, Industrial land use categories and other land uses within the Urban Service Areas (USAs) 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.

Stormwater Management Systems for development in all other land use districts shall be designed to either retain on-site the runoff generated by a 5-year, 24-hour storm or detain and discharge the runoff from a 5-year, 24-hour storm at peak discharge rates, which do not exceed pre-development rates.

(7) WATER QUALITY:

Water quality treatment, in general, shall be provided for runoff from the first one-inch of rainfall; or as an option, for projects or project sub-units with drainage areas of less than 100 acres, from the first 2-inch of runoff consistent with Chapter 62-25, F.A.C.

Facilities that directly discharge into Outstanding Florida Waters shall provide water quality treatment for runoff from the first one and one-half inch of rainfall;

Or as an option, for projects or project sub-units with drainage areas at less than 100 acres from the first ¾ inch of runoff consistent with Chapter 62-25, F.A.C.

All other discharge facilities shall be designated so as to not degrade the receiving water body below the minimum conditions necessary to assure the suitability of water for the designated use of its classification as established in Chapter 62-302, F.A.C.

As adopted by the NFWFMD, environmental resource permits (ERP) for determining the landward extent of wetland and surface waters shall be obtained, as applicable, in accordance with Chapter 62-346, F.A.C.

(8) Schools:

The following are level of service standards for the Jackson County School District:

TYPE OF SCHOOL	LEVEL OF SERVICE
Elementary	107% of DOE permanent FISH capacity
Middle	100% of DOE permanent FISH capacity
High	90% of DOE Total Satisfactory Student Stations
Magnet / Special Education	100% of DOE permanent FISH capacity

- Objective 3:** Annual review of the Capital Improvements Element will be coordinated with the County budget review process. The review will ensure that projected revenues will be sufficient to comply with the 5-year schedule of capital improvements.
- Policy 3.1:** The County shall limit long-term borrowing for projects that are too expensive to be financed by current revenues.
- Policy 3.2:** Bond issues shall be structured to be amortized within a period not to exceed the useful life of the capital project.
- Policy 3.3:** Where possible, revenue, special assessment and other self-supporting bonds shall be used instead of general obligation bonds.
- Policy 3.4:** Total debt service for general obligation bonds will not exceed ten percent of net operating revenues.
- Policy 3.5:** Efforts shall be made to secure grants or private funds whenever available to finance the acquisition of capital improvements.
- Policy 3.6:** Reserved.
- Policy 3.7:** Reserved.
- Objective 4:** Future development will bear a proportionate share of the cost of facility improvements necessitated by the development in order to maintain adopted level of service standards.
- Policy 4.1:** Reserved.
- Policy 4.2:** The County will identify and use alternative sources of revenue to finance needed drainage improvements.
- Objective 5:** No final development orders will be issued that result in the degradation of public services below acceptable level of service standards adopted in the Element.
- Policy 5.1:** The County shall not issue a development order or permit that results in a reduction below the acceptable levels of service adopted in the Jackson County Comprehensive Plan.
- Policy 5.2:** The Land Development Code will include a development review process to determine the availability of public facilities concurrent with the impacts of development.

Policy 5.3: If capital projects needed to maintain the adopted level of service standards are not available at the time the development order is issued, then the development order shall be conditioned upon the availability of those items at the time the impacts of development occur.

Policy 5.4: Prior to the issuance of certificate of occupancy, the County shall verify that all public facilities are available to serve development for which development orders were issued prior to the date of adoption of this plan. Development orders for future development shall not be issued unless the County has demonstrated the following:

Compliance with the adopted Level-of-Service Standards in the Comprehensive Plan and One or a combination of the following conditions exist:

- (1) Necessary facilities and services are in place at the time that a development order or permit, consistent with Section 9J-5.055(2)(e), Florida Administrative Code is issued;
- (2) A development order or permit is issued subject to the condition that a certificate of occupancy shall not be issued unless necessary facilities and services are in place;
- (3) Necessary facilities are under construction at the time a development order or permit is issued;
- (4) For recreation or transportation facilities only, necessary facilities are the subject of a binding executed contract for the construction of the facilities at the time a development order or permit is issued which provides for the commencement of construction within one year of the issuance of the development order or permit; and/or
- (5) Necessary facilities and services are guaranteed in an enforceable development agreement, including but not limited to development agreements pursuant to Section 163.3220 or Chapter 380, Florida Statutes, which guarantees that the necessary facilities and services will be in place when the impacts of the development occur.

Policy 5.5: The County shall adopt Concurrency Management provisions to ensure that, at the time a development order or permit is issued, adequate facility capacity is available, consistent with the criteria established in Policy 5.4 and based upon the application of the Level-of-Service Standards to the proposed development. Development orders approved prior to the actual authorization for the commencement of construction or physical activity

on the land shall be conditioned to provide that actual authorization of the final development permit which shall authorize the commencement of construction or physical activity on the land shall be contingent upon the availability of public facilities and services necessary to serve the proposed development consistent with the criteria established in Policy 5.4. In all cases, a test for concurrency will occur prior to the application for a development order or permit which contains a specific plan for development, including densities and intensities of use.

Policy 5.6: Proposed Comprehensive Plan amendments and requests for new development or redevelopment shall be evaluated to determine whether the proposed action would: conform with future land uses as shown on the Future Land Use Map (Map 1) of the Future Land Use Element, and public facility availability as described in the Infrastructure Element.

Policy 5.7: A plan amendment shall be required to eliminate, defer, or delay construction of any road facility needed to maintain the adopted level of service and which is listed in the five-year schedule of capital improvements.

Policy 5.8: The County has adopted a School Concurrency Management provision to ensure that, at the time a development order or permit is issued, adequate public school capacity is available, consistent with the criteria established in School Facilities Element.