

Water Supply Facilities Work Plan Update/Amendment Guide For use in all Regional Water Supply Plan areas

This Guide was prepared by the South Florida Water Management District (District) staff and is intended to assist local governments and their water providers in updating their existing Water Supply Facilities Work Plans (Work Plans) and to amend their Comprehensive Plans to incorporate the updated Work Plans. Most Work Plans were adopted between 2007 and 2010. Since then, Chapter 163 of the Florida Statutes (F.S.) has been amended and development has occurred or been postponed; Regional Water Supply Plans have been or are in the process of being updated; and lessons were learned with the development, review, and adoption of existing Work Plans.

This Guide will explain requirements and show local governments how to update their Work Plans. Following each section is a reference to the applicable numbered section in the WATER SUPPLY FACILITIES WORK PLAN TEMPLATE to cross reference information. However, not all questions will be answered. Technical assistance is available from District staff, including the review of draft updates. Additional assistance is available on the District's website. Staff contact and additional resource information is listed at the end of this document.

There are three potential options available to local governments for adopting an original Work Plan into their Comprehensive Plan:

- Incorporate the Work Plan as a sub-element (option recommended by the Department of Economic Opportunity (DEO) and SFWMD);
- Incorporate by reference in a policy; or
- Include as goals, objectives and policies throughout the Comprehensive Plan

This document provides information on how to update the Work Plan requirements in all three options. The local government should clearly state how the Work Plan is being updated and adopted. If options 2 or 3 are chosen, a summary table should be included identifying where various items are located within the local government's Comprehensive Plan.

If a local government has not adopted a Work Plan previously, please contact District staff for technical assistance on how to develop a new Work Plan and corresponding Comprehensive Plan amendment.

One Size Does Not Fit All

One lesson learned from the development, review, and adoption of the first round of Work Plans and corresponding Comprehensive Plan amendments is that each local government is unique and there is not a "one size fits all" solution to an issue or when addressing the same set of requirements. Most (but not all) local governments fall into one of the following categories:

- Has a water utility serving only the local government
- Has a water utility serving the local government and areas outside of the local government
- Has a water utility serving the local government and is served by one or more utilities from outside of the local government
- Does not have a water utility and is served by one or more utilities
- Does not have a water utility serving the local government and the residents are self supplied
- Local government is located in one or more water management districts

Another lesson is that not all requirements are applicable to all local governments. After reviewing the existing Work Plan and current statutory requirements, local governments may find requested information is not applicable or no updates are needed for the Work Plan. In these instances, provide an explanation of what is not applicable and why changes are not needed. For example, a Work Plan may not need major updates because it was recently adopted or the local government is built-out, growth has not occurred during Work Plan's planning time frames, and no growth is expected in the future. In addition, how a local government addresses the required information may vary from local government to local government.

Amendment Process/Statutory Requirements (Template Sections 1.0 and 1.2)

Local governments are required to update their Work Plans and Comprehensive Plans within 18 months after the District's Governing Board approves the Regional Water Supply Plan for that area. Work Plan Updates are comprehensive plan amendments, as required by Subsection 163.3177(6)(c)3., F.S. If a local government is located within the jurisdiction of two water management districts, the Work Plan update and comprehensive plan amendment should be completed within 18 months of the later adopted Regional Water Supply Plan.

Work Plan update amendments can be combined with other comprehensive plan amendments, such as map amendments, evaluation and appraisal review amendments, non-related text amendments, etc. The amendment will normally be processed following the DEO's Expedited State Review Process unless combined with an amendment required to be processed under the State Coordinated Review Process or the local government is required to process their amendments through the State Coordinated Review Process.

The data and analysis to support the Work Plan should be reviewed to see how it should be updated. Changes since the Work Plan was adopted, such as, service provider, service area, planned facilities, water suppliers, water users, level of service standards, etc. should be included in the revised data and analysis. In addition, during the Evaluation and Appraisal review of the Comprehensive Plan, determine if

comprehensive plan amendments are necessary to reflect statutory changes related to water supply and facilities planning since the last update to the comprehensive plan.

Comprehensives plan elements that may need to be updated include: Future Land Use, Infrastructure, Conservation, Coastal Management, Intergovernmental Coordination, and Capital Improvements. The amendment should focus on updating the following issues:

- Planning timeframes
- Population estimates and projections
- Projections of future water demand
- Identification of viable water sources and projects to meet those demands
- Capital Improvement needs to meet future demands
- Conservation efforts
- Coordination with applicable Regional Water Supply Plan

If a local government relies upon another local government for its water needs, and is utilizing the data and analysis from that local government's Work Plan, it can incorporate the Work Plan of the water provider into their comprehensive plan with an adopted policy. In order to incorporate the water supplier's Work Plan into the Comprehensive Plan, the title and date of the document must be included in the policy. Here is a suggested policy for incorporating the water provider's Work Plan:

"The Local Government hereby adopts by reference the Water Supply Facilities Work Plan (Work Plan), dated xxxx, for a planning period of not less than 10 years. The Work Plan addresses issues that pertain to water supply facilities and requirements needed to serve current and future development within the Local Government's water service area. The Local Government shall review and update the Work Plan at least every five (5) years within 18 months after the governing board of the water management district approves an updated regional water supply plan. Any changes affecting the Work Plan shall be included in the annual Capital Improvements Plan update to ensure consistency between the Potable Water Sub-element and the Capital Improvements Element."

Relevant Regional Issues (Template Section 2.2)

This section is intended to briefly address overarching regional issues impacting water supply planning at the local level, such as the adoption of rules affecting availability of water, a Sector Plan or other large scale development. Include a narrative of the effects of identified regional issues on the local government. Also describe the local government's policies addressing regional concerns.

NOTE: The issues for each Regional Water Supply Planning Region can be found in Attachment One, Regional Issues Identified In Regional Water Supply Plans.

Planning Timeframes (Template Sections 3.0 and 3.4)

The timeframes of the Work Plan should be revised to include new planning timeframes, covering at least a 10-year planning period to meet existing and projected water demands. For example, if the existing planning period is for 2008-2018, the new planning period would span 2013-2023 at a minimum. The planning period should start with the current year and be based on the most current available data. If possible, the planning periods in the Work Plan should be consistent with the applicable Regional Water Supply Plan. For example, the Upper East Coast Water Supply Plan uses a 20-year planning time frame of 2005-2030; with the year 2005 as the base year with projections and estimates provided in five (5) year increments. If it is not possible to have consistent planning periods, the data and analysis should include an explanation why it is not possible and how the timeframes have been coordinated with the applicable Regional Water Supply Plan and the rest of the Comprehensive Plan.

Population Projections (Template Sections 3.1 and 3.4)

Population estimates and projections should be revised and updated to address a minimum 10-year planning period, and be based on both permanent and seasonal population. Changes to the population estimates and projections in the Work Plan could necessitate revisions and updates to other elements of the comprehensive plan in order to maintain internal consistency. Affected elements may include but are not limited to: Future Land Use, Housing, Transportation, Infrastructure, Conservation, and Capital Improvements. Where population projections cannot be consistent in all elements of the Comprehensive Plan, the data and analysis should include an explanation why it is not possible. For example, the population projections in the Housing Element may be different to meet requirements for federal and state housing programs. Adopted or anticipated large scale developments, such as Developments of Regional Impact or Sector Plans, should also be included in the updated population projections.

The population projections and estimates should be based on the most current data available and include permanent and seasonal populations. If a seasonal population is not applicable to the local government, clearly state this. Projections and estimates could be different between the Local Government's Work Plan (and Comprehensive Plan) and the applicable Regional Water Supply Plan. Population projections and estimates for the Regional Water Supply Plans are based on University of Florida's Bureau of Economic and Business Research (BEBR) medium population projections for a particular year and were coordinated with utilities during the Plan development. Chapter 163.3177(1)(f)3, **F.S.** directs local governments to use either population estimates and projections based on the latest published Office of Economic and Demographic Research population estimates and projections or be generated by the local government based upon a professionally acceptable methodology. Another source of population projections and estimates is the University of Florida's Bureau of Economic and Business Research and the Florida Housing Data Clearinghouse (FHDC), maintained by the Shimberg Center for Housing Studies at the University of

Florida. If utilizing an alternative methodology, the local government should contact DEO to determine if the methodology will be acceptable.

The updated population projections and estimates should address the following geographic areas:

- The geographic extent of the local government
- Areas served by the local government's water facilities as well as self-supplied areas
- Areas that a local government provides water to outside of its jurisdiction
- Areas within a local government where another local government or utility provides water

Maps of Current and Future Areas Served (Template Section 3.2)

As applicable, depict areas being served by the local government's own utility, areas being served by other water suppliers, locations of small public supply systems, and areas of self-supply. Distinguish between current and future areas served. If current and future areas to be served are the same, please state this. Maps of utility areas currently served and future utility areas are included in the applicable Regional Water Supply Plan Update in the appendix titled "Information for Local Government Comprehensive Plans." Alternatively, a narrative description of the service areas can be included.

Water Demand Projections (Template Sections 3.3 and 3.4)

The water demands should be updated to address current and projected needs based on the demands and needs for potable water use, and if applicable, industrial, agricultural, and any other use appropriate to the local government. The water demand projections should be based on the updated planning timeframes and population projections and be coordinated with the applicable Regional Water Supply Plan. Specify whether the water demands are for raw water or finished water. The use of finished water demands is encouraged. Included in the water demand projections should be the projected demands to serve adopted or anticipated large scale developments, such as Developments of Regional Impact or Sector Plans.

The water demand projections should consider the following in revisions and updates:

- The existing level of service standard(s) for each water supplier, service area, and facility(ies)
- Existing standard(s) compared to current use and consistency with level of service of the existing water supplier(s)
- The need for revising standards for residential uses
- The need for additional standards for non-residential uses

If more than one water supplier serves the local government, updated water demand projections will be needed for each water supplier. If a local government provides water to area(s) outside of their jurisdiction, updated water demand projections will be needed for those service area(s). Updated water demand projections should include the same geographic areas as the updated population and projections estimates and also be consistent with the updated timeframes.

The information can be presented as a table with the population projections.

Water Supply Sources (Template Sections 3.5 and 3.6)

Review the current Work Plan to determine if existing and future water sources will be adequate to serve the needs of the local government and the projected demands over the planning timeframes. Updated information should address the following, as applicable:

- If no new water sources will be needed, include an explanation of how this was determined
- Plans for new water suppliers
- A demonstration that each water supplier serving the local government has adequate capacity
- Plans for areas currently self-supplied and future plans (if any) to provide regional water service to these areas during the planning period
- An identification of new water sources needed or planned, including plans to develop new water sources to meet demands
- Alternative water supply options
- An identification of new commitments for water conservation and reclaimed water programs

For existing water suppliers, the following information should be addressed:

- The status of their Water Use Permits and if capacities are adequate to meet demand over the planning period
- Information on the potential impacts to existing Minimum Flow and Levels (MFLs), water reservations, or restricted allocation areas in the updated planning period
- Updated facility/service area map(s) for each water supplier

Water Suppliers (Template Sections 3.5 and 3.6)

Review the Work Plan to determine the status of existing water suppliers and, if applicable and appropriate, to determine if new suppliers will be needed. Updated information should address the following, as applicable for each water supplier that serves the local government:

- Update information concerning the water suppliers (i.e. new/modified water use permit information; agreements; service areas; etc.)
- Updated information on the water supplier's service area(s), the applicable Regional Water Supply Plan, and the Water Use Permits
- An identification of how the water will be provided, including any in bulk sales and contract information
- How water suppliers are coordinating with the applicable Regional Water Supply Plan
- Plans, if any, for new water suppliers to serve the local government

Conservation and Reuse Efforts (Template Sections 3.7, 3.7.1, 3.7.2, 3.8, 3.8.1 and 3.8.2)

Review existing conservation and reuse efforts to determine whether they need to be updated or revised based on how they have been implemented or because of changes in statutory requirements. The updated information should address the following, as applicable:

- An analysis of the existing levels of water conservation, use, and protection and the applicable policies of the local government, the District, and the applicable Regional Water Supply Plan
- Identify options to conserve water, including rate structures, education programs, Florida-friendly landscape ordinances, irrigation ordinances, etc.
- A description of the successful implementation of the Mandatory Year-Round Landscape Irrigation Conservation Measures as detailed in 40E-24 Florida Administrative Code
- How reclaimed/reuse water has been used, if applicable
- How successful local government enforcement of water shortage and other irrigation restrictions has been
- New conservation and reuse efforts to be studied and/or implemented
- How efforts have been coordinated with the applicable Regional Water Supply Plan

Sector Plans (Template Section 3.9)

Sector Plans are long-term development plans, typically for a time period of 20 to 50 years, for an area at least 15,000 acres in size. The Sector Plan includes a Master Plan, consisting of a Future Land Use Map and approved future land use entitlements or amounts/intensities of development. Sector Plans are implemented through smaller but more specific Detailed Specific Area Plans, which are a minimum of 1,000 acres. The adopted long-term Master Plan may be based upon a planning period longer than the planning period of the Work Plan and of the local comprehensive plan and may include a phasing or staging schedule allocating a portion of the local government's future growth to the planning area through the planning period. As a part of the Sector Plan process, the water needs, source and water resource development, and water supply

development projects identified in the Sector Plan's Master Plan must be incorporated into the local government's comprehensive plan and the applicable Regional Water Supply Plan.

Local governments with a Sector Plan adopted by a Comprehensive Plan amendment and authorized by s.163.3245, F.S., should include information from the Sector Plan, the adopted Master Plan, and any adopted Detailed Specific Area Plan, into the Work Plan for the planning time frame of the Work Plan. The needed information includes:

- The phasing or staging schedule allocating a portion of the local government's future growth to the planning area through the planning period
- Population estimates and projections
- Projections of water demand
- Identification of viable water sources to meet demands
- Proposed water conservation measures
- A general identification of other regionally significant public facilities necessary to support future land uses
- Capital improvements needed to meet demands and to be included in the Local Government's 5-Year Capital Improvements Schedule
- Identification of general procedures and policies to coordinate with the District and to incorporate the Sector Plan area's proposed development into the applicable Regional Water Supply Plan

Intergovernmental Coordination Activities (Template Sections 2.2, 3.1, 3.4, 3.5, and 3.6)

Goals, objectives, and policies and other coordination activities should be reviewed to determine if they need to be updated or revised based on how they have been implemented or because of changes in statutory requirements. The updated information should address the following, as applicable:

- Coordination activities with all water suppliers, relevant agencies and partners
- Needs for additional coordination activities
- Information on any Memorandums of Understandings, bulk service agreements, contracts, etc.
- Coordination with the applicable Regional Water Supply Plan

If intergovernmental coordination activities are adequate and no new activities will be needed, include an explanation of how this was determined.

Capital Improvements/Water Supply Projects (Template Section 4.0, 4.1, and 4.2)

Review the Capital Improvements Element and the Five-Year Schedule of Capital Improvements to identify capital improvement projects to be implemented in the first 5 years of the work plan and the entity responsible for the improvements. This includes

both publicly and privately funded water supply projects necessary to achieve and maintain adopted level of service standards, including projects needed to serve any adopted or anticipated large scale developments, such as Developments of Regional Impact or Sector Plans. Update the following information, as applicable:

- An updated 5-Year Schedule of Capital Improvements with a revised listing of water supply projects (alternative and traditional) to be consistent with the Work Plan's planning period, including deleting completed projects and adding projects planned for the updated 10-year planning period.
- A revised the 5-Year Schedule of Capital Improvements to include the water supply projects deemed necessary within the five-year planning period. For example, if you are planning to construct a new Floridan well in year two (2) of the planning period, the financial plans for the well would be included the 5-Year Schedule of Capital Improvements.
- The 5-Year Schedule of Capital Improvements indicating if projects are either funded or unfunded. If a project is unfunded, provide a level of priority for funding.
- An explanation of projects outside the 5-Year Schedule (such as a needed project in year seven (7) of a 10-year plan) and how they will be addressed.
- A description of projects needed to serve any adopted or anticipated large scale developments, such as Developments of Regional Impact or Sector Plans.
- A description of how projects are coordinated with the applicable Regional Water Supply Plan.

Comprehensive Plan Goals, Objectives and Policies (Template Section 5.0)

Goals, objectives, and policies should be reviewed to see if they need to be updated or revised based on how they have been implemented or because of changes in statutory requirements. Information for the update comprehensive plan amendment can be cross-referenced and/or located in more than one area or element of the Comprehensive Plan. The goals, objectives and policies to be reviewed should consider the following issues:

- Implementation of the Work Plan
- Concurrency for water supply availability
- Water conservation programs
- Alternative water supply projects
- Reclaimed water programs
- Level of service standards
- Population projections
- Water supply/source needs and demands
- Intergovernmental coordination with the District, water suppliers, and other local governments. Identify any joint planning areas and joint infrastructure service areas related to water supply.

For further information:

- **DEO Website**

- Water Supply Planning:
<http://www.floridajobs.org/community-planning-and-development/programs/technical-assistance/planning-initiatives/natural-resource-planning/water-supply-planning>
- Comprehensive Plan Amendments:
<http://www.floridajobs.org/community-planning-and-development/programs/comprehensive-planning/amendment-submittal-and-processing-guidelines>

- **SFWMD Resources and Contacts**

- Work Plan Webpage: www.sfwmd.gov/work_plan_support
- Water Supply Planning Page for Regional Water Supply Plans:
<http://www.sfwmd.gov/portal/page/portal/xweb%20-%20release%203%20water%20supply/water%20supply%20planning>
 - > Upper East Coast Water Supply Plan
 - > Lower West Coast Water Supply Plan
 - > Lower East Coast Water Supply Plan
 - > Lower Kissimmee Basin Water Supply Plan
 - > Upper Kissimmee Basin Water Supply Plan

SFWMD Contacts in the Water Supply Coordination Unit:

District:

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(561) 682-2545

Upper East Coast, Lower West Coast, and Upper Kissimmee Basin:

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Lower East Coast and Lower Kissimmee Basin:

Terry Manning
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(561) 682-6779

Other Water Management District Contacts:

Southwest Florida Water Management District:

Trisha Neasman

trisha.neasman@watermatters.org

(352) 796-7211 X4407

St. Johns River Water Management District:

Steve Fitzgibbons

sfitzgib@sjrwmd.com

(386) 312-2369

Mailing Information (Updates and Comprehensive Plan Amendments)

Local governments are encouraged to submit comprehensive plan amendments to the District by cd/dvd or in electronic format (by e-mailing a pdf copy or by providing a link to a site, such as a website or an ftp site). Submit the plan amendments to:

Terry Manning, Policy and Planning Analyst

South Florida Water Management District

Water Supply Bureau

3301 Gun Club Road

West Palm Beach, FL 33406

tmanning@sfwmd.gov

(561) 682-6779

ATTACHMENT ONE

REGIONAL ISSUES IDENTIFIED IN REGIONAL WATER SUPPLY PLANS

A summary of the issues for each Regional Water Supply Plan can be found below. More detailed information can be found in the applicable Regional Water Supply Plan; a web link has been included for additional information. As of May 10, 2013, plans have not been approved for the Lower East Coast, Lower Kissimmee and Central Florida Water Initiative Area regions; as plans are approved in these regions, this document will be updated to include the major issues.

Upper East Coast Water Supply Plan

Detailed information on the regional issues can be found in Chapter 3, Issues and Evaluations, in the Upper East Coast Water Supply Plan. The information can be accessed at:

http://www.sfwmd.gov/portal/page/portal/xrepository/sfwmd_repository_pdf/2011_uec_wsp_update_planning_doc.pdf

Briefly, the issues are:

1. Increased withdrawals from the Surficial Aquifer System are limited
2. C-23, C-24, and C-25 Canal Surface Water Availability is Insufficient
3. Freshwater discharges to coastal resources are problematic

Lower West Coast Water Supply Plan

Detailed information on the regional issues can be found in Chapter 3, Issues and Evaluations, in the Lower West Coast Water Supply Plan. The information can be accessed at:

http://www.sfwmd.gov/portal/page/portal/xrepository/sfwmd_repository_pdf/lwc_planning_doc_2012.pdf.

Briefly, the issues are:

1. Increased withdrawals from the Surficial Aquifer and Intermediate Aquifer Systems are limited
2. Lake Okeechobee Service Area Restricted Allocation Area criteria
3. Freshwater discharges to the Caloosahatchee Estuary

Lower East Coast Water Supply Plan

For information on the Lower East Coast Water Supply Plan and available draft documents, please go to:

http://www.sfwmd.gov/portal/page/portal/xweb%20-%20release%203%20water%20supply/lower%20east%20coast%20plan#wsp_docs

Briefly, the issues are:

1. Increased withdrawals from both the Surficial Aquifer System and surface water from Lake Okeechobee are limited
2. Conservation continues to be relied upon to reduce per capita use and a means to potentially delay or perhaps avoid adding capacity
3. Use of reclaimed water continues to be important alternative source in the region and helps to meet requirements of the 2008 Leah G. Schad Ocean Outfall Program

Lower Kissimmee Basin Water Supply Plan

Detailed information on the regional issues can be found in Chapter 3, Water Resource analyses – Current and Future Conditions, in the Lower Kissimmee Water Supply Plan. The information can be accessed at:

<http://www.sfwmd.gov/portal/page/portal/xweb%20-%20release%203%20water%20supply/kissimmee%20basin%20plan>

Briefly, the issues are:

1. Regulatory limitations on surface waters from Lake Istokpoga and Lake Okeechobee
2. Future water needs of the Kissimmee River Restoration Project
3. The effects of groundwater withdrawals on Lake Wales Ridge water bodies

Upper Kissimmee Basin Water Supply Plan

For information on the Upper Kissimmee Basin Water Supply Plan and available draft documents, please go to: <http://www.sfwmd.gov/portal/page/portal/xweb%20-%20release%203%20water%20supply/upper%20kissimmee%20basin%20plan>