

CAPITAL IMPROVEMENTS
ELEMENT SUPPORT
DOCUMENT

Data, Inventory & Analysis

Clay County 2040 Comprehensive Plan

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A. Introduction

The Capital Improvements Element (CIE) assesses and demonstrates the financial feasibility of the 2040 Clay County Comprehensive Plan. Feasibility is demonstrated by comparing projected capital and operating expenses to the anticipated revenues sources in order to determine that there are adequate financial resources to achieve and maintain the adopted level of service standards over the 5-year planning period. Included in this assessment are county revenues and capital expenditures which are required to meet the adopted level of service standards as well as other non-plan related capital and operating expenditures, which also must be met from the projected revenues.

Level of service is an indicator of the extent or degree of service provided by, or proposed to be provided by, a facility based on and related to the operational characteristics of the facility. Level of service (LOS) shall indicate the capacity per unit of demand for each public facility. Level of service standards have been adopted for: solid waste, potable water, wastewater, stormwater management, public schools, recreation mass transit and transportation. Clay County has implemented a concurrency management system to ensure that the adopted level of service standards are met as the impacts of development occur.

The CIE has a critical role within the County's comprehensive planning process. Other Elements of the Comprehensive Plan are closely tied to the implementation of the capital improvement program. The analysis and basis for the level of service and proposed capital improvements contained herein are explained fully in each of the elements. The most relevant elements to the CIE are:

- Community Facilities (Solid Waste, Potable Water, Wastewater, Drainage/Stormwater Management)
- Recreation and Open Space
- Mass Transit
- Transportation
- Public School Facilities.

In Clay County potable water, wastewater/sewer services, transit and public education are services provided by outside entities.

The provision of these services is vital to the well-being of the county and is discussed at length in the Community Facilities Element and the Public School Facilities Element; however the provision of these services and the necessary infrastructure does not involve direct expenditure of funds for capital improvements by the Clay County Board of County Commissioners (BCC). Transportation, recreation and stormwater management are provided directly by Clay County. Clay County contracts with Waste Management Inc. for the provision of solid waste disposal and with the Clay County Council on Aging (CCCOA) for operation of Clay Transit and with the Jacksonville Transportation Authority (JTA) for bus service to the Orange Park area.

The financial analysis of the capital improvement program of the County includes those new development related capital improvements that are required to be installed in order to achieve the level of service standards adopted in this element, which are termed Comprehensive Plan Capital Improvements. Capital expenditures necessary for the maintenance and expansion of

County facilities and infrastructure that are not caused by new development proposals which must also be examined when considering available funding for the capital improvements are termed Non Comprehensive Plan Capital Improvements.

Cost estimates for roadway and stormwater management facilities are prepared when projects necessary to meet deficiencies are identified in the Master Stormwater Management Plan and the Transportation Improvement Plan (TIP). County engineering will prepare a preliminary cost estimate, including an assessment of right of way to be acquired and environmental impacts to be mitigated based on the data available at the time an improvement is programmed in the CIE. In the year(s) immediately prior to the scheduled construction of the improvement, a more accurate engineer's estimate is prepared based on completed construction plans. The CIE is amended at that time to reflect the more accurate estimate. Cost estimates recreation facilities are based on the experiences of the Parks and Recreation Department.

Organization

The arrangement of the CIE is as follows:

- Capital Budget Review Factors
- Public Facilities: discussion including providers, coordination, needs, capacity and Level of Service (LOS).
- Resources: 5-year revenue analysis and schedule of Comprehensive Plan related capital improvements and non-plan related capital improvements.
- Concurrency Management

B. Capital Budget Review Factors

As set forth in CIE Policy 1.1.3 of the CIE, the relative priority of need among facility types, and capital improvement projects related to the comprehensive plan will be reviewed on the basis of the following factors:

- Facilities required to eliminate health and safety hazards
- Backlogged facilities, or facility improvements required to remedy existing capacity deficiencies
- Impact on Clay County general operating budget
- Consistency with Future Land Use Element
- Consistency and compatibility with the plans of state agencies and the St. Johns River Water Management District

C. Public Facilities

An analysis of need has been provided in the Community Facilities, the Public School Facilities, the Recreation and Open Space and Transportation Elements. Each of these needs analysis considered the data and analysis prepared for the Future Land Use Element. Consistency between the various elements is a basic requirement of this plan. The needs identified in each of these elements are briefly discussed in the CIE in order to demonstrate the availability of adequate funding and coordination among providers both within and without local government to maintain the adopted LOS, consistent with the Clay County 2040 Comprehensive Plan.

This section discussed each facility type, identifying the providers, coordination, needs, capacity, and LOS. Transportation is specifically addressed by identifying the capacity improvements in the Florida Department of Transportation 5-Year Work Program for Clay County as well as Clay County's transportation capacity improvements.

Solid Waste

Provider

Waste Management, Inc. of Florida has been responsible for managing Clay County Class 1 Waste, and has been transferring it to the Chesser Island Road Landfill Area since June 2006. During the last planning period the landfill operator Waste Management, Inc. secured approval for an additional 150-acre expansion adding 40 years to the landfill's life. Solid Waste is funded by user fees. The County maintains an enterprise fund for contract expenses and a trust fund to cover the eventual expenses of closing the landfill(s), as required by state regulation.

Capacity

Table 1 shows the solid waste capacity analysis for the Chesser Island Road Landfill. The Chesser Island Road Landfill is currently estimated to have a life span of 38 years. It cannot be disaggregated to show site data for Clay County alone. The solid waste capacity analysis is further discussed in the Community Facilities Element. Table 1 represents the existing capacity and averages and remaining life cycle of the Chesser Island Road Landfill site.

Table 1 - Chesser Island Road Regional Landfill Capacity

Remaining Capacity	55,565,151 cy
Daily Tons	4,537 tons
Rate of Fill	5,041 cy/day
Estimated Fill Date	01/04/55
Years Remaining	38 years

Source: Environmental Protection Division, Georgia Department of Natural Resources
CIE Table 1 is Community Facilities Element Data and Analysis Report Table 12.

Potable Water

Providers

The largest regional service provider for potable water is the Clay County Utility Authority (CCUA). Local governments providing potable water include the Town of Orange Park, the City of Green Cove Springs, the City of Keystone Heights and the Town of Penny Farms. A small number of county residents are also served by providers in Putnam County and Duval County. Additionally, there are some small on-site providers. No county-funded infrastructure improvements are identified for potable water service needs. Potable water improvements are funded by the collection of user fees by the service providers.

Capacity

For long term planning purposes, the capacity analysis is primarily concerned with regional facilities. There are a total of 23 regional water treatment plants providing service to the unincorporated County, as shown in the Potable Water Section of Community Facilities Data and Analysis Report. Eighteen of these are in the unincorporated County and are owned and operated by the CCUA. Melrose and JEA are the only providers that are owned and operated by a utility service other than CCUA or a local government. These regional water treatment facilities are not located in Clay County, but in Putnam and Duval Counties respectively.

The City of Green Cove Springs has two municipal water treatment plants which serve the city as well as a portion of the unincorporated area. In addition, the Town of Penney Farms and Penney Retirement Community each have one facility; however, these do not serve outside the Town limits. Table 2 shows all of the water treatment systems currently serving the unincorporated County and the available individual potable water treatment plants, their design capacities, and annual average daily flow. The Potable Water Section of Community Facilities Data and Analysis Report further describes the status of available capacities for all of the water facilities.

Small Providers and School District on-site facilities are further detailed in the Potable Water Section of the Community Facilities Element. These facilities all have sufficient capacity to provide meet demand through 2040.

Table 2 - Water Treatment System Capacities

Facility Name	Facility Location	Design Capacity (MGD)	Annual Average Daily Flow (MGD)
Fleming Oaks Water Treatment Plant	6572 Bahaia Road	6.147	1.457
Geneva Lake Water Treatment Plant	298 S.E. 27 th Loop	0.165	0.034
Greenwood Water Treatment Plant	171 Knight Boxx Road	0.637	0.067
Keystone Club Water Treatment Plant	4425 S.E. 2 nd Avenue	0.788	0.002
Keystone Heights Water Treatment Plant	120 Flamingo Street	0.588	0.029
Kingsley Cove Water Treatment Plant	4049 Buena Vista Avenue		0.010
Lakeview Villa Water Treatment Plant	7989-1 Floral Ridge Circle	0.010	0.000
Lucy Branch Water Treatment Plant	2970 Greenridge Road	4.957	0.319
Meadowbrook Water Treatment Plant	318 Parkwood Avenue	8.786	1.155
Meadow Lake Water Treatment Plant	3236 Bass Court	4.757	0.649
Middleburg High School Water Treatment Plant	2105-1 Blanding Boulevard	0.509	0.060
Oakleaf Water Treatment Plant	1020-1 Oakleaf Plantation Parkway	4.152	0.969
Old Jennings Road Water Treatment Plant	3573 Old Jennings Road	5.664	0.845
Orange Park South Water Treatment Plant	2722-1 Archer Street	2.800	0.235
Pace Island Water Treatment Plant	1851 Royal Fern Lane	6.941	1.065
Peter's Creek Water Treatment Plant	3630 Rosemary Hill Road	0.640	0.042
Pier Station Water Treatment Plant	4073 Pier Station Road East	0.086	0.012
Postmaster Village Water Treatment Plant	6449-1 County Road 214	2.438	0.388
Ravines Water Treatment Plant	2932 Ravines Road	1.915	0.382
Ridaught Landing Water Treatment Plant	3020 Chief Ridaught Trail	1.529	0.139
Ridgecrest Water Treatment Plant	1082 Camp Johnson Road	9.678	1.969
Spencer's Crossing Water Treatment Plant	398-1 Cheswick Oaks Avenue	4.488	0.934
Tanglewood Water Treatment Plant	1476 Gifford Avenue	3.488	0.899

Source: Clay County Utility Authority Special District Public Facilities Report, December 2016
 CIE Table 2 is Community Facilities Element Data and Analysis Report Table 1.

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Water Conservation

Clay County Utility Authority (CCUA), the main potable water utility in the County, has developed a progressive water conservation plan through the distribution of reclaimed (non-potable) water from wastewater treatment plants primarily for landscape and golf course irrigation. According to CCUA’s December 2016 Special District Public Facilities Report, the system currently includes five (5) reclaimed (re-use) water distribution facilities which serves residential and commercial customers and three golf courses. County-wide water use data compiled by the St. Johns River Water Management District for 2015, shown below in Table 3, indicate that reuse accounted for 15% of all water used in the County. In 2006, reuse accounted for 11% of all water used in the County. A further discussion of additional conservation practices and design options can be found in the Community Facilities and Conservation Elements.

Table 3 - 2015 Water Use Data in Clay County

Water Use Category	Average Amount Used (million gallons per day)
Public Supply	13.51
Domestic Self-Supply	6.86
Commercial/Industrial/Institutional	0.38
Agricultural Self-Supply	1.17
Landscape/Recreational/Aesthetic Self-Supply	0.62
Reuse	4.04
Total	26.58

Source: St. Johns River Water Management District, 2015, Technical Fact Sheet SJ2007-FS1: 2015 Annual Water Use Data
CIE Table 3 is Conservation Element Data and Analysis Report Table 4.

Coordination with State and Regional Agencies

Clay County has been designated by the St. Johns River Water Management District’s Priority as a Water Resource Caution Area which requires the County to prepare a 10-Year Water Supply Facilities Work Plan (“Work Plan”) pursuant to Chapter 163.3191(2)(l), F.S. The County’s coordination with the Clay County Utility Authority in maintaining this new Work Plan is essential to their ability to protect the quality and quantity of potable water available to residents and businesses. The County does not own a centralized water and sewer systems. The Clay County Utility Authority (“CCUA”) is the main service provider to unincorporated Clay County.

Local governments must revise the potable water sub-element or community facilities element considering the appropriate Water Management District’s regional water supply plan and include a water supply facilities work plan for at least a 10-year planning period addressing the facilities for which the local government is responsible.

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The Work Plan must include:

- A projection of the local government's needs for at least a 10-year period;
- Identification and prioritization of the water supply facilities and sources of water that will be required to meet those demands; and
- Inclusion of the capital projects identified as needed for the first five years in the 5-Year Schedule of Capital Improvements, including financially feasible revenue sources

Clay County has elected to prepare their Work Plan covering the calendar years 2018 through 2028. Per s. 163.3177(6)(c), the Work Plan is intended to be updated every five years within eighteen months of the St. Johns River Water Management District ("SJRWMD") Governing Board's approving the updated regional water supply plan, or if needed, as future needs and plans change

Level of Service

The Community Facilities Element, Policy 1.1.1c, sets the following LOS for Potable Water:

Peak Flow – 311 GPD*/ERC* or as approved by FDEP

Pressure – 20 psi*¹

*GPD = Gallons per Day

*ERC = Equivalent Residential Connections

*psi=Pounds per Square Inch

** LOS for sanitary sewer and potable water at a specific treatment facility may be reduced to levels that have been reviewed and approved by the Florida Department of Environmental Protection.

¹Based upon minimum needed fire flow, Fire Suppression Rating Schedule, February 2004, Insurance Service Office.

At the adopted level of service of 311 gallons per day per equivalent residential unit, all regional facilities can meet the projected demand through 2040. Furthermore, all water treatment plants operating in Clay County are in good condition and will be maintained as needed.

Wastewater

Providers

As previously discussed with regard to potable water, the largest regional sanitary sewer and wastewater treatment provider is Clay County Utility Authority. In addition, municipalities and independent entities provide wastewater treatment services. The Sanitary Sewer Section of the Community Facilities Element Data and Analysis Report details the providers and facilities serving the County.

Capacity

Table 4 shows the capacity (MGD) and annual average daily flow (MGD) by treatment plant facility. The percentage of households served by facilities will vary, depending upon the proximity of available regional facilities, and anticipated density of growth in the various planning districts. The projection of unincorporated households to be served by sanitary sewer facilities will be impacted by County regulations that control of the use of on-site sewage treatment and disposal systems (also known as septic tank systems), and the availability of wastewater effluent disposal. Currently, approximately 49 percent of households in the County are served by centralized sewer treatment facilities.

Table 4 - Wastewater Treatment System Capacities

Facility Name	Facility Location	Design Capacity (MGD)	Annual Average Daily Flow (MGD)
Fleming Island Regional Wastewater Treatment Plant	5680 U.S. Highway 17 South	4.000	2.129
Keystone Heights Wastewater Treatment Plant	730 Nightingale Street	0.074	0.020
Mid-Clay Wastewater Treatment Plant	2727 Henley Road	0.650	0.000
Miller Street Wastewater Treatment Plant	1401 Bartlett	4.990	1.263
Peter's Creek Wastewater Treatment Plant	3616 Rosemary Hill Road	0.250	0.025
Ridaught Landing Wastewater Treatment Plant	2006 Chief Ridaught Trail	2.370	1.607
Spencer's Crossing Wastewater Treatment Plant	4145-1 Savanna Glenn Blvd.	4.000	1.641

Source: Clay County Utility Authority Special District Public Facilities Report, December 2016

Level of Service

The Community Facilities Element, Policy 1.1.1a, sets the following level of service for wastewater:

Sanitary Sewer

Average Flow – 279 GPD*/ERC* or as approved by FDEP

*GPD = Gallons per Day

*ERC = Equivalent Residential Connections

** LOS for sanitary sewer and potable water at a specific treatment facility may be reduced to levels that have been reviewed and approved by the Florida Department of Environmental Protection.

Stormwater Management/Drainage

Provider

Stormwater management facilities are provided as development occurs. Stormwater management improvements are designed as part of site plans, subdivisions, and road construction and constructed as part of the improvements permitted through that process. Both public and privately owned facilities constitute the stormwater management system.

State and Regional and Federal Coordination

Stormwater Discharge Facilities Permits are processed by the FDEP and the SJRWMD in accordance with Chapter 403 of the Florida Statutes, as implemented by Chapter 62-25, the Stormwater Management Rule of the Florida Administrative Code. Within the SJRWMD, stormwater discharge permits are issued under Chapter 40C-42, Stormwater Rule, Florida Administrative Code.

Local Regulations

Generally, the County does not have any stormwater regulations that extend beyond those set by the Florida Department of Environmental Protection which are implemented by SJRWMD. Permit issuance for a proposed development must be obtained prior to construction activity occurring on any project. The County relies upon the expertise of the SJRWMD to verify compliance with regulations, and accepts the issuance of the permit as verification of that compliance.

Clay County is divided between both the marine and fresh water portions of the Lower St. Johns River Basin, which has been assigned a Total Maximum Daily Load (TMSL) by FDEP. As such, more stringent stormwater requirements will be considered in addition to those being developed by FDEP in order to create a more sustainable development framework for the future.

Capacity Analysis

All of the stormwater management facilities identified on Table 5 have the design capacity to control the first inch of a 25-year, 24-hour storm.

Table 5 - Inventory of Stormwater Management Facilities (Active)

Facility ID	Facility Name	Facility Type	Ownership	Permit Issued
FLR04E045	Clay County	Stormwater - MS4 Phase 2	Clay County	11/19/12
FLR05H736	Clay County Port, Inc.	Multi-Sector Stormwater GP	Clay County Port, Inc.	09/22/14
FLR05C416	Clay County Solid Waste Trans	Multi-Sector Stormwater GP	Waste Management Inc. of FL	12/02/16
FLR05F444	Fleming Island Regional WWTF	Multi-Sector Stormwater GP	Clay County Utility Authority	10/27/16
FLR05F445	Miller Street WWTF	Multi-Sector Stormwater GP	Clay County Utility Authority	10/27/16
FLR10LY33	Moody Ave Park	Construction Stormwater GP	Clay County Division of Parks, Recreation & Special Events	08/26/12
FLR05F443	Ridaught Landing Regional WWTF	Multi-Sector Stormwater GP	Clay County Utility Authority	10/27/16
FLR05C249	Rosemary Hill Solid Waste Fac	Multi-Sector Stormwater GP	Clay County Board of County Commissioners	09/14/15
FLR05G609	Spencer WWTF	Multi-Sector Stormwater GP	Clay County Utility Authority	10/27/16

Source: Florida Department of Environmental Protection, 2017

Level of Service Standards

The Community Facilities Element, Policy 1.1.1d, sets the following LOS for stormwater management/drainage.

<u>Drainage Facility</u>	<u>Design Frequency</u>
Crossdrains for major watersheds	50 years 24 hours
Detention/Retention/Attenuation Basins	25-year, 24 hour critical event with protection to a 100 year rainfall
Bridges and Bridge Culverts	50 years
Crossdrains for minor watersheds	25 years
Crossdrains and ditches for internal drainage	25 years
Sidedrains for roadway ditches	10 years
Storm Sewers ¹	5 years

¹ Unless conditions prevail that indicate a lower control elevation desirable; the optimum hydraulic grade control shall be one foot below the invert of the gutter at the upstream end.

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Public Schools and Public Health Systems

The Clay County School District serves the entire county. Public school facilities improvements and maintenance are funded by state and local revenue sources which are under the jurisdiction of the School Board of Clay County.

The Clay County School District 2016-2017 Work Plan identifies the 5-year revenues capital expenditures for public schools between FY 2016/17 and 2020/21. It also provides a projection of needs for the long range period. The Educational Facilities Plan Fiscal Year 2016/17-2021/22, including the Work Plan, prepared by the Clay County School District is adopted by reference and is available upon request to the Clay County Planning Department.

The Educational Facilities Plan Fiscal Year 2016/17-2021/22 includes maps of existing facilities and proposed facilities for both the 5-year planning period and the long range planning period.

School concurrency has been implemented in Clay County by an interlocal agreement between Clay County Board of County Commissioners and the School Board of Clay County. The interlocal agreement includes the concurrency management procedures that ensure that:

Before approval of any Development Proposal, or phase thereof, either (A) a valid and unexpired School Concurrency Reservation Certificate or (B) a Proportionate Share Mitigation Agreement executed by the Applicant and the School District, must be obtained. A School Concurrency Reservation Certificate may only be authorized by the County based on a Finding of Available School Capacity and receipt by the County of a School Concurrency Reservation Letter that is dated no earlier than one (1) calendar year prior to the date of the School Concurrency Reservation Certificate.

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Figure 1 shows the service area and major system components for the public education system.

Figure 1: Public Education

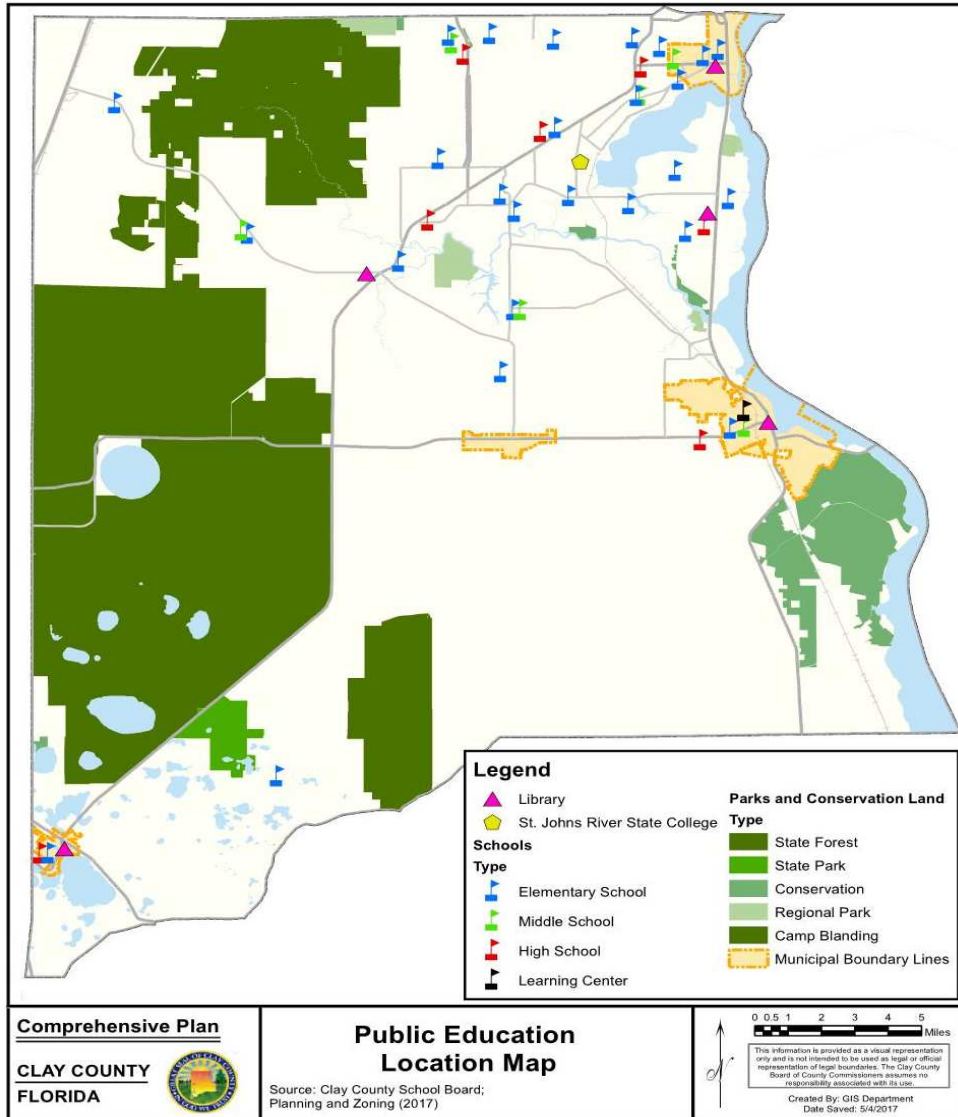
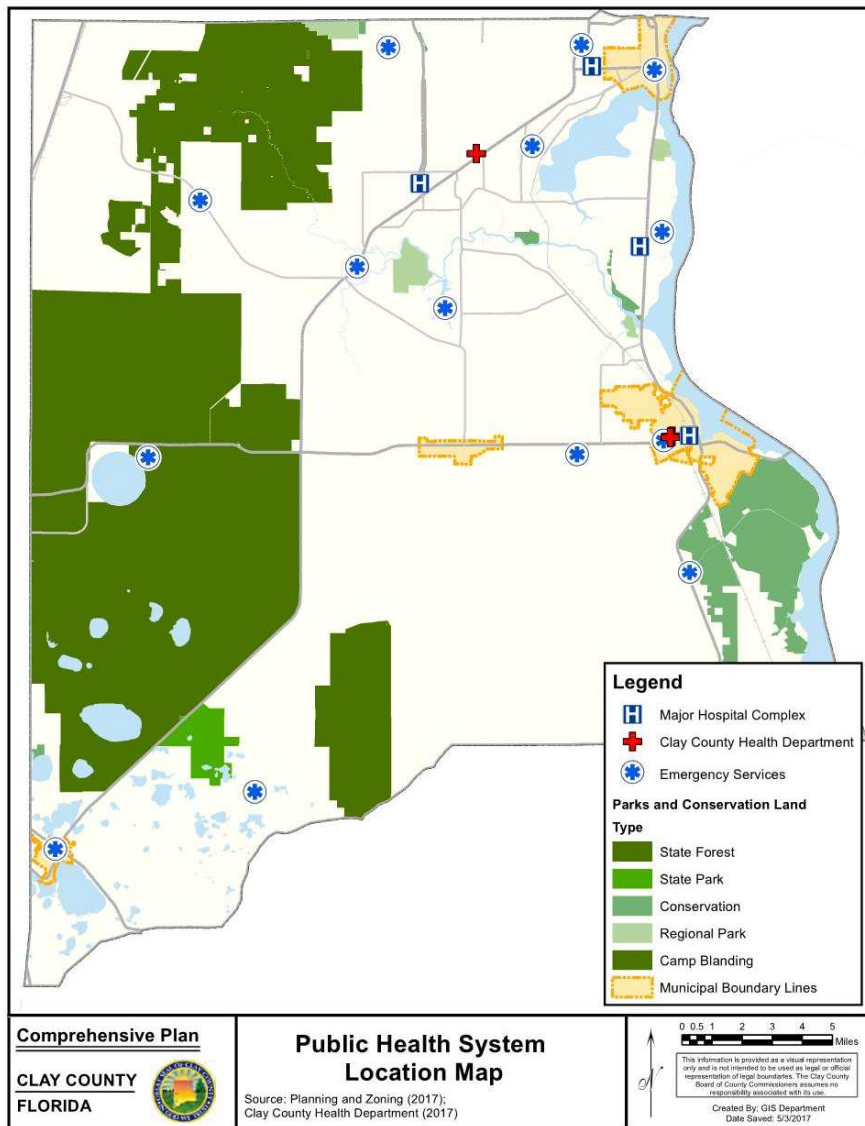


Figure 2 identifies the major components of the health system within Clay County.

Figure 2: Health System Components



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Recreation

Provider

Clay County, the municipalities of Orange Park, Green Cove Springs, Keystone Heights and Penney Farms, the Clay County School District, the State and private entities provide recreation and open space facilities within Clay County.

Capacity

The Recreation and Open Space Element Data and Analysis identifies the existing recreation capacity county-wide in Clay County and through to 2040. The methodology to calculate the capacity analysis is detailed in the Recreation and Open Space Element Data and Analysis report. By 2040, without the addition of new inventory, the County will be deficient in the provision of several types of recreational facilities.

Table 6 - Future Recreation Demand, County-wide Facilities

Negative # is a deficit	Year	2020		2025		2030		2035		2040	
	Pop.	Demand	Delta	Demand	Delta	Demand	Delta	Demand	Delta	Demand	Delta
	604.67	319	286	349	256	374	230	398	207	420	185
Community Park	161.86	106	55	116	46	125	37	133	29	140	22
Neighborhood Park											
Baseball Field	42	30	12	33	9	35	7	37	5	39	3
Softball Field	11	41	-30	44	-33	48	-37	51	-40	53	-42
Football Field	14	9	5	10	4	11	3	12	2	12	2
Soccer Field	30	41	-11	44	-14	48	-18	51	-21	53	-23
Basketball Court	19	41	-22	44	-25	48	-29	51	-32	53	-34
Tennis Court	34	50	-16	54	-20	58	-24	62	-28	65	-31
Boat Ramp Lanes	13	9	4	10	3	10	3	11	2	12	1

Source: Source: Medium Projections of University of Florida Bureau of Economic and Business Research Florida Population Studies; Bulletin 177, April 12, 2017; Clay County Division of Planning and Zoning, May 16, 2017; Clay County Parks and Recreation 10 Year Master Plan (2017)
CIE Table 6 is Parks and Open Space Element Data and Analysis Report Table 8.

Requirements

The County concurrency management process requires recreation/open space to be addressed directly by each applicant for a development permit. At that time, each development application includes data on the development's projected demands and evidence that the applicable levels of service shall not be adversely impacted. If proposed development is found to compromise certain points of the required levels of service, the applicant will be required to provide said deficient facility. The following categories have adopted LOS standards: County-wide community parks; county-wide neighborhood parks; baseball fields; softball fields; football fields; boat ramp lanes; soccer fields; basketball courts and tennis courts.

Levels of Service Standards:

The Recreation and Open Space Element, Policy 1.1.1 sets the following LOS for parks/open space facilities:

Type of Park:

Unincorporated Areas outside Branan Field and Lake Asbury Master Plan Areas:

Neighborhood Parks 1 acre per 2,100 persons

Countywide outside Branan Field Master Plan Area:

Community Parks 1 acre per 700 persons

The Recreation and Open Space Element, Policy 1.1.2, sets the following LOS for recreational facilities:

Levels of service (LOS) for recreation facilities:

Countywide:

Boat Ramp Lanes	1 per 25,000 persons
Baseball Field	1 per 7,500 persons
Softball Field	1 per 5,500 persons
Football Field	1 per 24,000 persons
Soccer Field	1 per 5,500 persons
Basketball Court	1 per 5,500 persons
Tennis Court	1 per 4,500 persons

Mass Transit

Provider

The Community Transportation Coordinator for Clay County is the Clay County Council on Aging (CCCOA), which operates Clay Transit and provides transit service to all residents of Clay County. Clay Transit operates seven (7) public transportation routes that commute throughout Clay County. The Green, Blue, Red, and Orange Lines will connect you to Jacksonville Transportation Authority routes at the Orange Park Mall allowing transit riders to commute from Middleburg, Fleming Island, Green Cove Springs and Orange Park into Jacksonville or vice versa. The Black Creek Park and Ride located on CR 220 near Sleepy Hollow Road is Clay County's Central Transit Hub which provides service for the 201 Clay Regional Express into downtown Jacksonville and which connects to most of the public routes that go throughout Clay County. The Transit Hub is also anticipated to serve as a commuter rail station in the future in the event commuter rail is provided.

Clay Transit also operates demand response service providing service to meet the need for the transportation disadvantaged (TD) population for access to social services, medical appointments, senior centers and employment.

Level of Service Standards

The minimum level of service acceptable for JTA fixed route transit shall be:

Frequency of Service: Minimum service four times per day, twice daily in the morning and afternoon/evening.

Capacity

Sufficient capacity of fixed route service is expected during the 5-year planning period.

State and Regional Coordination

Clay County and its Community Transportation Coordinator CCCOA, work with JTA, the TPO and FDOT to provide regional transit service for Clay County residents. The FDOT 5-Year Work Program shows Sec. 5311 funding for Clay Transit. The Rural Transit Assistance Program (49 U.S.C. 5311(b)(3)) provides a source of funding to assist in the design and implementation of training and technical assistance projects and other support services tailored to meet the needs of transit operators in non-urbanized areas. Other funding for Clay Transit is disbursed to JTA and allocated through JTA to Clay Transit.

Traffic Circulation

Traffic circulation is addressed in the Transportation Element. Clay County's traffic circulation planning is intricately linked with the future land use element through the implementation of the concurrency review process that applies to each development application. It is further implemented through large scale master planning for new growth. The North Florida Transportation Planning Organization (TPO) is the agency providing long-range planning for the region, which includes Clay, Duval, Nassau and St. Johns Counties. The Long Range Transportation Plan (LRTP) developed for 2040 adopted in November 2014 was utilized in the

analysis for the update of the Transportation Element. The TPO's LRTP is updated every five years.

State and Regional Coordination

The TPO's Transportation Improvement Program (TIP) Fiscal Year 2016/17 to 2020/21 dated June 2016 identifies capital priorities for transportation planning in the region. The TIP is produced in cooperation with FDOT, and represents the FDOT District 2 Work Program in Clay County as well as including capital improvements shown in the County's Capital Improvement Program.

Capacity Analysis

The capacity analysis for the Transportation Element is based on the Northeast Florida Regional Model (NEFRM) as applied by the TPO in their 2040 Long Range Plan Update. The analysis is further discussed in the Transportation Element. This analysis included all of Clay County, both the TPO service area and the rural and transitioning areas of the TPO service area. Clay County has implemented a 10-Year Transportation Plan as part of the Transportation Element. There are no expected deficiencies for the county roadway system within the 5-Year planning period.

The analysis identified LOS deficiencies between 2017 and 2022 for the State Highway System that will not be resolved by the capacity improvements identified in the 5-Year TIP. Constrained facilities are not expected to be widened due to environmental, physical, political or severe economic constraints. Doctors Lake Road has been designated as "policy constrained" by the County Commission. Between 2016 and 2021, given the same dependence on single occupant vehicles and trip-making propensity as modeled, it is expected that additional deficiencies on the State Highway System will occur. Transportation Element Policy 1.3.7 states:

The Future Land Use Element includes strategies that are intended to improve the outcomes and mitigate these deficient segments. These include an increase in urban densities, implementation of mixed use developments and an increase the employment opportunities within Clay County as a means to address transportation demand. Currently, almost 60% of all work trips originating in Clay County include destinations outside of Clay County, mostly to Duval County. By increasing densities, the feasibility of transit and commuter rail as alternative transportation choices is improved. By promoting mixed use developments within the County, it is expected that trip lengths and the opportunity for multiple trip purposes to be combined is enhanced. Finally, by increasing employment opportunities within the county, the pressure for out-of-county work trips on the state highway system may be reduced. The County continues to work with JTA, FDOT, the TPO and other local governments to evaluate and implement, if feasible, additional transit and commuter service.

Table 7 - 2016 Deficient Roadway Segments

Roadway	Segment(s)
SR 21 Blanding Boulevard	Duval Co. Line to College Dr.

Table 8 - 2025 Deficient Roadway Segments

Roadway	Segment(s)
SR 21 Blanding Boulevard	Duval Co. Line to College Dr.
U.S. 17	Doctors Inlet Bridge to C.R. 220
U.S. 17	Black Creek Bridge to Green Cove Springs
C.R. 209	C.R. 739B to C.R. 315B
C.R. 220	C.R. 209 to Baxley
C.R. 218	S.R. 21 to S. Mimosa
C.R. 739B	C.R. 209 to C.R. 739

Level of Service Standards

New Policy 1.3.1 of the Transportation Element sets the following LOS for roadways:

	Limited Access SIS and FIHS	Controlled Access SIS and FIHS	Trip Funded Multi-laned Roads	TRIP funded Two Lane Roads	Other State Roads, County Arterials, Minor Arterials, Collectors
Rural Areas	B	B	B	C	D
Transitioning Urbanized Areas, Urban Areas or Communities	ED	ED	ED	ED	E
Urbanized Areas over 500,000	D	D	D	D	E

Source: 14-94.003 F.A.C. Statewide Minimum Level of Service Standards.

Notes: There are no exclusive through lanes and no HOV Lanes; there are no existing Limited Access Facilities. TPO area is an urbanized area over 500,000; areas of Clay County not within TPO area are rural or transitioning.

Table 9 shows the proposed State and Federally funded improvements to the transportation system within Clay County during the 5-Year period as depicted in the North Florida TPO Transportation Improvement Program. Projects not identified include traffic control devices, right-of-way acquisition, bridge replacements, aviation, landscaping, sidewalks, railroad crossing upgrades, resurfacing/paving shoulders, lighting, studies and other miscellaneous projects. Local Funds are included within total project funding amount. To determine actual Local Funds, refer to the North Florida TPO Transportation Improvement Program.

Table 9 - Transportation Improvement Program (TIP) Projects 2016-17 to 2020-21 (Dollars)

Facility	Project	Phase	Segment	2016-17	2017-18	2018-19	2019-20	2020-21
SR 21	Add Lanes and Reconstruct	Multiple	CR 218 to Black Creek	\$231,805	\$653,566	\$447,870	\$18,472,117	\$352,780
SR 21	Add Lanes and Reconstruct	Multiple	Long Bay Road (CR 220) to Allie Murray Rd	\$2,132,587	\$2,559,346	\$26,240,324	\$14,430	-
SR 23	New Road Construction - First Coast Expressway	Multiple	US 17 to SR 21	\$51,823,606	\$104,145,061	\$8,608,485	\$4,109,178	-
US 17 at SR 16	Intersection Modifications/Access Management	1	US 17 at SR 16 Intersection	-	\$2,201,452	-	-	-

Source: North Florida TPO, Transportation Improvement Program, FY 2016/17-2020/21, June 2016

Table 10 shows the improvements to the Clay County Roadway System as depicted in the approved 5-Year Capital Improvement Program. These improvements are capital expenditures that are required to maintain level of service and indicated as Comprehensive Plan related.

Table 10 – Transportation Capacity Improvements (Dollars)

Facility	Project	Segment	2016-17	2017-18	2018-19	2019-20	2020-21
Challenger Center Roadway	-	-	\$1,000,000	-	-	-	-
CR 218	Road Widening	Pine to Cosmos	\$4,500,000	-	-	-	-
CR 218	Safety Improvements	-	\$3,000,000	-	-	-	-
CR 220	-	CR 209 to Knight Boxx	\$955,000	\$4,000,000	-	-	-
Tynes Blvd – Bond	Road Extension	-	\$3,060,000	-	-	-	-
Tynes Blvd – Non-Bond	Road Extension	-	-	\$1,000,000	\$3,000,000	-	-

Source: Clay County Budget and Administrative Services, Clay County Resolution 16/17-56, Exhibit A, Table 1, July 25, 2017

Ports, Aviation and Rail

Currently no level of service has been set for aviation or rail facilities within Clay County.

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D. Resources

Table 11 shows the revenue sources for Capital Improvements. Table 12 shows the schedule of Capital Improvements over the next five years. Those improvements listed under the category Comprehensive Plan Capital Improvements are the capital expenditures that are required to maintain level of service. The Non-Plan Capital Improvements are other capital improvements necessary for county function but not directed to maintaining required levels of service. Table 12 the cost of all transportation improvements, which are in fact the only improvements required to meet the projected level of service for the 5-year planning period.

Table 11 – Capital Program Revenue Sources FY 2015-16 to FY 2020-21

Exhibit B Table 2. Clay County Capital Program Revenue Sources						
CLAY COUNTY, FLORIDA Revenue Analysis for Capital Improvement Element CIP Combined FY 2015-16 TO FY 2020-21 RCC APPROVED 07/25/17						
	2015-16 Actual	2016-17	2017-18	2018-19	2019-20	2020-21
Sales Tax Revenues						
Prior Year Carry Forward	42,486,595	39,593,881	7,293,891	11,084,057	25,785,293	45,457,682
Local Option Sales Tax Receipts	17,817,694	18,240,663	18,681,791	19,113,586	19,396,308	20,070,221
Interest Earnings	129,933	66,020	20,350	15,650	21,080	32,710
Subtotal	60,334,225	57,900,564	25,996,032	30,213,293	45,405,682	65,560,612
Other Revenues						
Other Revenue	44,277	50,000	50,000	50,000	50,000	50,000
FDOT Grant	-	404,929	-	-	-	-
Donation	682,547	-	-	-	-	-
Subtotal	726,824	454,929	50,000	50,000	50,000	50,000
Total Funds	60,961,049	58,355,493	26,046,032	30,283,293	45,455,682	65,610,612
Less 5% of Revenues	-	938,080	937,607	959,962	993,519	1,007,647
Total Revenues Available to County	60,961,049	57,417,413	25,108,425	29,323,331	44,472,163	64,602,965
Expenditures						
Plan Improvements	10,654	12,515,000	5,000,000	3,000,000	-	-
Non-Plan Improvements	21,356,514	38,540,602	9,961,975	1,500,000	-	-
Total	21,367,168	51,055,602	14,961,975	4,500,000	-	-
Excess of Revenues Over Expenditures						
Annually (total funds less expenditures)	39,593,881	7,299,891	11,084,057	25,783,293	45,455,682	65,610,612
Over (Under) 95 Percent	39,593,881	6,361,811	10,146,450	24,823,331	44,472,163	64,602,965

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Source: Clay County Budget and Administrative Services, Clay County Resolution 16/17-56, Exhibit B, July 25, 2017

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Table 12 - Capital Improvements Schedule FY 2015-16 to FY 2020-21

Exhibit A Table 1. Clay County Capital Improvements						
CLAY COUNTY, FLORIDA FY 2015-16 TO FY 2020-21 CIP Combined BCC APPROVED 07/25/17						
Improvement	2015-16 Actual	2016-17	2017-18	2018-19	2019-20	2020-21
Section I COMPREHENSIVE PLAN CAPITAL IMPROVEMENTS						
Traffic Circulation Element						
6076 Challenger Center Roadway	10,654	1,000,000	-	-	-	-
6031 CR 218 Widening from Pine to Cosmos	-	4,500,000	-	-	-	-
6077 CR 218 Safety Improvements	-	3,000,000	-	-	-	-
6065 CR 220 (CR209 to Knight Boxes)	-	955,000	4,000,000	-	-	-
6064B Tynes Blvd Ext. - Bond	-	3,060,000	-	-	-	-
6064 Tynes Blvd Ext. - Non-Bond	-	-	1,000,000	3,000,000	-	-
Total Capital Improvement Plan Improvements	10,654	12,515,000	5,000,000	3,000,000	-	-
Section II NON-PLAN CAPITAL IMPROVEMENTS						
Transportation						
6059 Equipment - Transportation	177,400	415,000	-	-	-	-
Parks and Recreation						
6038 Parks & Recreation - Match	-	-	-	-	-	-
6047 Fleming Island (Ball Park)	-	-	-	-	-	-
6048 Moody Ave Ball Field/Drainage	-	12,826	-	-	-	-
6052 Fleming Island (Baseball Park)	-	-	-	-	-	-
6058 Parks and Recreation Equipment	-	27,000	-	-	-	-
6061 Oakleaf Community Park	38,566	760,000	-	-	-	-
6062 Multipurpose Field @ Fleming Island (FLAA)	-	883,683	-	-	-	-
6063 Fleming Island Baseball Park	-	1,019,215	-	-	-	-
6066 Spring Park - Reno	187,735	512,265	-	-	-	-
6068 Omega Land Park	-	290,000	-	-	-	-
6069 OP Skate Park	360,000	-	-	-	-	-
6070 O.P.A.A. Park	20,000	-	-	-	-	-
6075 Moody Park -Special Needs	495	-	-	-	-	-
Environmental						
6051 Equipment - Animal Care & Control	-	108,000	-	-	-	-
Public Safety						
6049 Sheriff Multipurpose	882,547	457,453	-	-	-	-
6054 800 MHz	4,565,612	8,636,969	7,000,000	-	-	-
6055 Station 11 Replacement	151,412	1,868,588	-	-	-	-
6057 Equipment - Public Safety Non-Bond	856,335	1,441,625	-	-	-	-
6057B Equipment - Public Safety - Bond	-	1,630,000	-	-	-	-
Public Works						
27 Road Resurfacing	662,465	5,000,000	1,000,000	1,000,000	-	-
6005 Road Paving	2,280,490	880,130	500,000	500,000	-	-
6024 Storm Water - Bear Run	606,305	-	-	-	-	-
6040 Drainage Storm Water	-	117,418	-	-	-	-
6071 RR Crossing	12,500	849,500	-	-	-	-
6072 Sandridge Box Culvert	-	2,500,000	-	-	-	-
6073B Oakleaf Box Culvert - Bond	560,457	-	-	-	-	-
6074 Public Works Equipment	473,499	-	-	-	-	-
Other Projects						
58 P.A. Equipment	49,226	50,000	-	-	-	-
6056 Building Maintenance	-	150,000	-	-	-	-
6067 Fairgrounds Improvements	29,395	1,470,605	-	-	-	-
Debt Service						
4205 Debt Financing - transfer to Debt Service Fund	9,462,075	9,460,325	1,461,975	-	-	-
Total Non-Plan Improvements	21,356,514	38,540,602	9,961,975	1,500,000	-	-
Grand Total - Improvements	21,367,168	51,055,602	14,961,975	4,500,000	-	-

Source: Clay County Budget and Administrative Services, Clay County Resolution 16/17-56, Exhibit, A, Table 1, July 25, 2017

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E. Concurrency Management

Concurrency in Clay County requires the adoption of level of service standards, elimination of existing service deficiencies, and provision of infrastructure to accommodate new growth reflected in the Comprehensive Plan.

The concurrency management system tracks the allocation of the capacity as new development is permitted and eventually completed. Clay County publishes an Annual Capacity Statement indicating the current capacity information for each public facility or service. The County also maintains an inventory of existing, reserved and pending reserved capacity by facility type.

Clay County requires a Concurrency Reservation Certificate to be issued upon a finding that the specific final development order or final development permit will not result in the reduction of the adopted level of service standards for impacted potable water, sanitary sewer, parks and recreation, drainage, solid waste, transportation and mass transit facilities and services. A Development Agreement or a Fair Share Agreement entered into between the County and an applicant also can serve as the functional equivalent of a Concurrency Reservation Certificate. An unexpired Concurrency Reservation Certificate is required prior to issuance of a final development order.

The community must be able to show in the Capital Improvement Element that the necessary facilities will be available and adequate to address the impacts of development within 3 years of issuing the building permit or its functional equivalent. Each year the local government is required to update the Capital Improvement Program. Projects that were scheduled in order to maintain LOS can only be eliminated or delayed through a comprehensive plan amendment. CIE Policy 1.1.4 requires a plan amendment to eliminate or delay the construction of any road or mass transit facility or service listed in the Five-Year Schedule of Capital Improvements.

When the existing and planned capacity is insufficient for a development project to be approved, there is a pay and go option. This option is fair share mitigation. The proportionate fair share option allows developments to proceed under certain conditions, notwithstanding a failure to meet concurrency where applicants contribute their fair share of the cost of improving the facility. Proportionate share mitigation has been implemented for transportation and school concurrency. Developers, participating in fair share mitigation are eligible for impact fee credits for their contribution to the extent that all or a portion of the proportionate fair share mitigation is used to address the same capital infrastructure improvements contemplated by the local impact fee ordinance.

The local government is limited in its negotiations of fair share agreements to only mitigating the impacts of the subject development. The developer is not responsible for the additional cost of reducing or eliminating backlogged facilities. State law allows proportionate fair share mitigation to be directed to one or more improvements reasonably related to the demands created by the development. It also allows Developments of Regional Impact (DRI) to satisfy concurrency through fair share contributions under certain circumstances.

Clay County adopted a Concurrency Management Ordinance in 1992 and has continued to update and implement the Ordinance. CIE Objective 1.5 and Policies 1.5.1 through 1.5.8 address proportionate fair share mitigation. **Table 13** lists of proportionate share contributions, collected by Clay County.

Table 13 - Transportation Fair Share Contributions

PROJECT NAME	SOURCE	ROADWAY SEGMENT	SOURCE FUND	TOTAL CONTRIBUTION	DATE OF CONTRIBUTION
Pine Tree Plaza	Regency Centers	CR 220 widening 2 lanes to 4 lanes from College Dr. to Knight Boxx Rd.	Northeast- Zone 3	\$10,353.00	10/1/2004
Wal-Mart Supercenter	Wal-Mart Stores East	CR 209 Ext. – new 2 lane road from CR 220 to SR 21 CR 209 Ext. North – new 2 lane road from SR 21 to SR 23 CR 209 Ext. North – new 2 lane road from end of Trailridge Rd. to Oakleaf Plantation Pkwy	Northeast- Zone 3	\$1,158,469.20	10/20/2005
Murphy Oil USA	Murphy Oil Corporation	CR 209 Ext. – new 2 lane road from CR 220 to SR 21 CR 209 Ext. North – new 2 lane road from SR 21 to SR 23 CR 209 Ext. North – new 2 lane road from end of Trailridge Rd. to Oakleaf Plantation Pkwy	Northeast- Zone 3	\$52,486.27	4/19/2007
Goo Goo Car Wash	Car Clean & Associates	CR 220 widening 2 lanes to 4 lanes from College Dr. to Knight Boxx Rd.	Northeast- Zone 3	\$35,111.00	8/18/2008
Bojangles	Fl. Chicken & Biscuits	CR 220 widening from 2 lanes to 4 lanes from CR 224 to CR 220B	Northeast- Zone 3	\$59,816.00	10/12/2005
Orange Park Medical Expansion	Orange Park Medical	Blanding Blvd. (SR 21) widening from Old Jennings Rd. to CR 220 Cleveland Connector new road from Branam Field Rd. to Blanding Blvd. (SR 21) Blanding Blvd (SR 21) widening from CR 220 to CR 218	Northeast- Zone 3	\$34,451.00	10/12/2005

Table 13 (continued)

Florida/Georgia Blood Alliance	Fl/GA Blood Alliance	Blanding Blvd. (SR 21) widening from Old Jennings Rd. to CR 220 Cleveland Connector new road from Branan Field Rd. to Blanding Blvd. (SR 21)	Northeast- Zone 3	\$2,871.00	2/6/2006
Dick's Sporting Goods	Simon Property Group	SR 23 (Branan Field Rd) widening from Old Jennings Rd. to SR 21 (Blanding Blvd) Cleveland Connector new road from Branan Field Rd. to Blanding Blvd. (SR 21)	Northeast- Zone 3	\$26,703.00	4/10/2006
Cypress Point Multi-Family	Frank Pepe	CR 220 widening from 2 lanes to 4 lanes from CR 224 to CR 220B CR209 widening from 2 lanes to 4 lanes from CR 220 to CR 739 SR 23 widening 2 lanes to 4 lanes from Argyle Forest Blvd. to Oakleaf Plantation Pkwy. CR 209 Ext. new 2 lane road from CR 220 to SR 21	Northeast- Zone 3	\$507,580.00	9/25/2006
Myers Pediatric Dentistry	Gary Myers	Blanding Blvd. (SR 21) widening from Old Jennings Rd. to CR 220 Cleveland Connector new road from Branan Field Rd. to Blanding Blvd. (SR 21)	Northeast- Zone 3	\$9,198.00	3/2/2006

Table 13 (continued)

Orange Park Medical Exp.	Orange Park Medical	Blanding Blvd. (SR 21) widening from Old Jennings Rd. to CR 220 Cleveland Connector new road from Branam Field Rd. to Blanding Blvd. (SR 21) Blanding Blvd (SR 21) widening from CR 220 to CR 218	Northeast- Zone 3	\$96,770.00	4/4/2006
Sonic	Jacksonville SDI, LLC	Peoria Rd. from Doctors Lake Dr. to College Ave. Cleveland Connector new road from East of Little Black Creek to Blanding Blvd. (SR 21)	West- Zone 2	\$28,249.00	8/29/2006
Home Depot	Kimco, Middleburg	CR 209 Ext. – new 2 lane road from CR 220 to SR 21 CR 209 – widening from 2 lanes to 4 lanes from CR 220 to CR 739 CR 209 Ext. North – new 2 lane road from end of Trailridge Rd. to Oakleaf Plantation Pkwy.	Northeast- Zone 3	\$91,585.00	5/4/2006
Foxmeadow Unit 9	AHPLA, Inc.	CR 220 from College Dr. to Knight Boxx Rd. CR 209 N. Ext. from SR 23 to Long Bay Ext. Tynes Blvd Ext. from terminus to Long Bay Ext.	Northeast- Zone 3	\$9,794.00	5/5/2006
Climatized Storage	Climatized Developers	CR 209 Extension - new 2 lane from CR 220 to SR 21	Northeast- Zone 3	\$97,525.22	10/13/2006
RaceTrac	RaceTrac Petroleum	Branam Field Rd. 2 LN to 4 LN, Blanding Blvd. to County Line	Northeast- Zone 3	\$81,773.00	8/25/2006

Table 13 (continued)

College Drive Condos	Vault Investors	CR 209- Black Creek Bridge	Northeast- Zone 3	\$25,470.00	6/7/2006
Woodbridge	S. Dr.'s Lake LTD	CR 220 widening from 2 lanes to 4 lanes from CR 224 to CR 220B CR209 widening from 2 lanes to 4 lanes from CR 220 to CR 739	Northeast- Zone 3	\$335,949.00	6/1/2006
Accolade of FL	Fl. Island Holdings	Branan Field Rd. widening, Duval County Line to SR 21	Northeast- Zone 3	\$19,430.73	1/29/2007
Green South Equipment	Vault Investors	Branan Field Rd. 2 LN to 4 LN, Blanding Blvd. to Duval County Line	Northeast- Zone 3	\$110,459.00	12/19/2006
CR 220 Townhomes	Silver Creek Comm.	CR 209 Ext. – new 2 lane road from CR 220 to SR 21 CR 209 – widening from 2 lanes to 4 lanes from CR 220 to CR 739 CR 209 Ext. North – new 2 lane road from end of Trailridge Rd. to Oakleaf Plantation Pkwy.	Northeast- Zone 3	\$369,711.00	12/20/2006
Magnolia Heights	Honeysuckle Hill	Branan Field E. Service Road from Old Jennings Road to Blanding Blvd, 2 lane to 4 lane	West- Zone 2	\$12,292.00	6/13/2007
Two Creeks	Matovina & Company	SR 23 (Branan Field Rd. from Duval County Line to SR 21 (Blanding Blvd.) SR 21 (Blanding Blvd) from CR 220 to CR 218	Northeast- Zone 3	\$465,161.00	7/2/2007

Table 13 (continued)

Broadriver Estates	Apex Construction	CR 220 from College to Knight Boxx 2 Lane to 4 Lane	Northeast- Zone 3	\$8,147.00	7/27/2007
Clays Golden Triangle Shops	Kimco Construction	CR 209 Ext. – new 2 lane road from CR 220 to SR 21 CR 209 – widening from 2 lanes to 4 lanes from CR 220 to CR 739 CR 209 Ext. North – new 2 lane road from end of Trailridge Rd. to Oakleaf Plantation Pkwy.	Northeast- Zone 3	\$451,965.08	11/13/2007
Shoppes @ Fleming Island	Ash Properties	Widening of CR 220 2 LN to 4 LN, College to Knight Boxx	Northeast- Zone 3	\$525,825.92	11/15/2007
Wheelchairs Plus	K & T Enterprises	New construction CR 209 Ext. North, New 4 LN, CR 220 to Blanding	Northeast- Zone 3	\$21,892.00	4/7/2008
Church of the Good Samaritan	Church of the Good Samaritan	Branan Field Rd 2 LN to 4 LN, Blanding Blvd to County Line	Northeast- Zone 3	\$36,670.00	5/5/2008
Wells Road Business Park	Wells Road Investors	Wells Road Corridor	Northeast- Zone 3	\$11,746.00	6/11/2008
Lowe's of Middleburg	Lowe's Home Center	CR 209 Ext. – new 2 lane road from CR 220 to SR 21 CR 209 – Widening from 2 lanes to 4 lanes from CR 220 to CR 739 CR 209 Ext. North – new 2 lane road from end of Trailridge Rd. to Oakleaf Plantation Pkwy.	Northeast- Zone 3	\$1,733,983.38	9/10/2009
Girl Scouts of Gateway	Girl Scouts of Gateway	Branan Field E. Service Road from Old Jennings Road to Blanding Blvd.	Northeast- Zone 3	\$9,061.00	7/10/2008
Family Dollar of Middleburg	Florida Retail Investments	Branan Field E. Service Road from Old Jennings to Blanding Blvd.	Northeast- Zone 3	\$39,417.00	7/6/2008

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Table 13 (continued)

Discount Tire	Kimco Construction	CR 209 Ext. – new 2 lane road from CR 220 to SR 21 CR 209 – widening from 2 lanes to 4 lanes from CR 220 to CR 739 CR 209 Ext. North – new 2 lane road from end of Trailridge Rd. to Oakleaf Plantation Pkwy.	Northeast- Zone 3	\$65,182.60	8/8/2008
Darrel Hanna Expansion	Darrel Hanna & Associates	CR 220 widening from College to Lakeshore Drive	Northeast- Zone 3	\$48,934.00	8/13/2008
Branan Field Walk Parcel B	Atlantic Coast Development	CR 209 Ext. – new 2 lane road from CR 220 to SR 21 CR 209 – widening from 2 lanes to 4 lanes from CR 220 to CR 739 CR 209 Ext. North – new 2 lane road from end of Trailridge Rd. to Oakleaf Plantation Pkwy.	Northeast- Zone 3	\$12,055.11	2/20/2009
Branan Field Walgreens	Rattlesnake Bend	CR 209 Ext. – new 2 lane road from CR 220 to SR 21 CR 209 – widening from 2 lanes to 4 lanes from CR 220 to CR 739 CR 209 Ext. North – new 2 lane road from end of Trailridge Rd. to Oakleaf Plantation Pkwy.	Northeast- Zone 3	\$64,436.41	11/24/2008

Table 13 (continued)

Branan Field Tires Plus	Embree Construction	CR 209 Ext. – new 2 lane road from CR 220 to SR 21 CR 209 – widening from 2 lanes to 4 lanes from CR 220 to CR 739 CR 209 Ext. North – new 2 lane road from end of Trailridge Rd. to Oakleaf Plantation Pkwy.	Northeast- Zone 3	\$11,781.40	10/6/2008
Kindlewood Phase 1 A	Taylor Morrison	SR 23 (Branan Field Rd. from Duval County Line to SR 21 (Blanding Blvd.))	Northeast- Zone 3	\$225,244.22	11/24/2008
Kindlewood Phase 1 A	Taylor Morrison		Northeast- Zone 3	\$483,612.59	4/14/2009
Tuffy Muffler	Boos Development		Northeast- Zone 3	\$58,917.00	4/10/2009
Chick-fil-A	Chick-fil-A		Northeast- Zone 3	\$49,538.37	10/30/2009
Rolling Hills	Rolling Hills Ventures, LLC		Northeast- Zone 3	\$342,362.70	8/4/2010
Rolling Hills	Rolling Hills Ventures, LLC		Northeast- Zone 3	\$228,833.10	6/30/2011
Flash Foods #184 Middleburg	Flash Foods, Inc.		Northeast- Zone 3	\$129,698.00	6/9/2011
Orange Park Medical Center	Orange Park Medical Center		Northeast- Zone 3	\$5,371.00	5/10/2011
Order of the Knights of Rizal	Order of the Knights of Rizal		Northeast- Zone 3	\$32,800.00	8/15/2011
Chick-fil-A	Chick-fil-A		Northeast- Zone 3	\$4,853.04	11/13/2012
Family Dollar – Middleburg	On Porpoise, LLC		West- Zone 2	\$35,636.00	5/4/2015
Bland Creek Veterinary Hospital	Bland Creek Veterinary Hospital		West- Zone 2	\$7,127.00	9/4/2015

Source: Clay County Development Services, 5/22/2017 (filename: FS InvoiceLog.xls)

The total Fair Share Contributions collected as of May 22, 2017 are:

- West Sector - \$99,659.00
- Northeast Sector - \$9,206,197.34
- Southeast Sector - \$0.00

F. Major Local Issues

Five (5) major local issues regarding the future of Clay County were developed by consolidating public input gathered at ten community meetings held throughout the County and the results of an online survey of County residents:

Major Issue 1

Infrastructure (including roads, parks and recreation, libraries and fire stations) is lagging behind development

The public commented expressed their desire for no more residential development until supporting infrastructure (especially roadway capacity) catches up. They stressed new development should pay for impacts (impact fees) and asked the County to consider financing alternatives such as Tax Increment Financing and public/private partnerships. The public repeatedly commented on the need more funding for the Library System to provide service to the entire county; the need for more fire stations; and a desire for community-scaled parks to include amenities such as athletic fields for baseball, soccer, lacrosse, Frisbee golf, pickle ball courts and fee based dog parks.

Residents and businesses want to live in communities that are able to maintain levels of service for public infrastructure and services that contribute to a high quality of life. The provision of adequate infrastructure is critical to support the community's existing needs. How well a community plans for its infrastructure needs also serves as a platform to accommodate future growth and development. Communities which lag in the provision of capital expenditures for infrastructure investment are not able to attract the quality growth and development it desires. Infrastructure planning and funding to accommodate new growth and development is part of the implementation component of the Comprehensive Plan and directly related to how a community achieves its desired quality of life. Adequate roads, parks, libraries and fire stations are key element that contribute to a community's quality of life. For this reason, the planning and funding of infrastructure and the development of financing alternatives to accommodate new community development and ensure existing facilities are well maintained is a fundamental component of the Capital Improvement Element of the 2040 Comprehensive Plan for Clay County.

Major Issue 2

Transportation networks for auto, bicycle and pedestrian need better connectivity and improvements for safety and efficiency

The public commented on the need for addressing deteriorating roads, better street lighting, and signal synchronization; providing more connectivity of roads to offer relief to Blanding Boulevard traffic (Cheswick Oaks Drive, College Drive Extension and connection at Loch Rane); the need for bike lanes/paths and an interconnected system of pedestrian/bicycle trails that includes conservation areas.

A multi-modal transportation network (i.e., transit, vehicles, bicycles and pedestrians etc.) which provides commuter choice and regional interconnectivity is critical to a growing community and for safe and efficient circulation. The provision of adequate transportation infrastructure is critical to support the community's existing needs as well as serve as a platform for future growth and development. Modal choice such as pedestrian and bicycle facilities are key components in the provision of quality of life factors for a community. Transportation systems connect workers to businesses and connect businesses to regions and international markets. For this reason, the development of a comprehensive transportation network and developing adequate funding sources to support new community development is a fundamental component of the Capital Improvement Element of the 2040 Comprehensive Plan for Clay County.

Major Issue 3

Develop a balanced economic environment that focuses on the strengths of the County's resources (natural, built and human)

The public commented on the need for employment opportunities in the fields of manufacturing, light (clean) industrial, logistics, and high tech. Comments included the need to refurbish/complete empty commercial to prevent blight and before new construction; provide incentives to keep agriculture industry active; and the need for small business retention and incentives. On more than one occasion the public stressed the need for a mix of job opportunities for professionals and for young adults, as well as more nightlife/family entertainment options.

A balanced economy is one of the critical components for a community's ability to achieve a sustainable natural, built and human environment. Clay County's urban centers are emerging, yet there are many opportunities for redevelopment and the creation of urban environments which are attractors for residents and businesses. In order to prevent blight and promote redevelopment of existing underutilized commercial areas, new policies and funding sources need to be identified and incorporated into the Comprehensive Plan to support and encourage the expenditure of private investment. For this reason, public expenditures will be an important catalyst to accommodate redevelopment and is a fundamental component of the Capital Improvement Element of the 2040 Comprehensive Plan for Clay County.

Major Issue 4

Ensure the health and vitality of the natural environment

The public commented on the need for water quality protection (spring and lakes) and aquifer protection pointing to negative impacts from the drawdown of lakes. The public expressed a need to maintain the rural character of the County's existing rural areas.

While this issue is an important quality of life factor for Clay County and its residents, there are no Capital Improvement Element objectives or policies that directly relate to or otherwise impact this issue.

Major Issue 5

Provision of recreational opportunities for the entire County

The public commented on the need for community-scaled parks to include amenities such as athletic fields for baseball, soccer, lacrosse, Frisbee golf, pickle ball courts and fee based dog parks. They also prefer recreational opportunities/activities for all ages with extended hours and sufficient lighting.

The provision of recreational opportunities for County residents is a key quality of life factor for the community. Clay County's recreational needs are a reflection of its active population which is comprised of the extensive participation in youth sport programs, young families, adult sports programs and its older residents. For this reason, the demands for recreational facilities are becoming broader to ensure that are opportunities for residents of all ages. Communities which lag in the provision of adequate resources to fund recreational facilities are not able to provide the level of service desired by the community. Recreational facility funding to accommodate new growth and development is an important goal in Clay County. Clay County residents of all ages are very active and participate in a range of recreational and competitive athletic endeavors. For this reason, the planning and funding for recreational facilities to accommodate existing needs

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and new community growth is a fundamental component of the Capital Improvement Element of the 2040 Comprehensive Plan for Clay County.

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G. Matrix for Evaluating Plan Policies

As part of the evaluation of the 2025 Comprehensive Plan's Capital Improvements Element, the County evaluated each goal, objective and policy against the following six criteria to determine if any modifications to them are necessary or recommended.

1. Does the objective or policy have a measurable target?
2. Are there definitions of the terms contained in the objective or policy?
3. Has the objective or policy been achieved?
4. Is the objective or policy related to one or more of the County-identified major issues?
5. Is the objective or policy required to be included in the Comp Plan by statute?
6. Does the objective or policy support other objectives or policies?

Capital Improvements	Measurable Target	Defined Terms	Achieved	Major Issue	Statute Requires	Supports Others	Observations
GOAL 1	No	No	Ongoing	Yes	Yes	Yes	No changes recommended
OBJ 1.1	No	No	Ongoing	Yes	Yes	Yes	No changes recommended
POLICY 1.1.1	Yes	Yes	Ongoing	Yes	No	Yes	No changes recommended
POLICY 1.1.2	Yes	No	Ongoing	Yes	Yes	Yes	No changes recommended
POLICY 1.1.3	Yes	No	Ongoing	Yes	Yes	Yes	No changes recommended
POLICY 1.1.4	Yes	No	DK	Yes	No	Yes	No changes recommended
POLICY 1.1.5	Yes	No	DK	Yes	Yes	Yes	No changes recommended
POLICY 1.1.6	Yes	No	Ongoing	Yes	No	Yes	No changes recommended
POLICY 1.1.7	Yes	Yes	Ongoing	Yes	No	Yes	No changes recommended
OBJ 1.2	No	No	Ongoing	Yes	No	Yes	No changes recommended
POLICY 1.2.1	Yes	No	Ongoing	Yes	No	Yes	No changes recommended
POLICY 1.2.2	Yes	Yes	Ongoing	Yes	Yes	Yes	No changes recommended
POLICY 1.2.3	Yes	No	Ongoing	Yes	No	Yes	No changes recommended
OBJ 1.3	Yes	No	Ongoing	Yes	Yes	Yes	No changes recommended
POLICY 1.3.1	Yes	Yes	Ongoing	Yes	Yes	Yes	No changes recommended
POLICY 1.3.2	Yes	No	Ongoing	No	No	No	No changes recommended
OBJ 1.4	Yes	No	Ongoing	Yes	Yes	Yes	No changes recommended
POLICY 1.4.1	Yes	No	Ongoing	Yes	No	Yes	No changes recommended
POLICY 1.4.2	Yes	No	Ongoing	Yes	No	Yes	No changes recommended
POLICY 1.4.3	Yes	No	Ongoing	Yes	Yes	Yes	No changes recommended
POLICY 1.4.4	Yes	Yes	Ongoing	Yes	No	Yes	No changes recommended
OBJ 1.5	Yes	No	Ongoing	Yes	Yes	Yes	No changes recommended
POLICY 1.5.1	Yes	No	Ongoing	Yes	Yes	Yes	No changes recommended
POLICY 1.5.2	Yes	No	Ongoing	Yes	No	Yes	No changes recommended
POLICY 1.5.3	Yes	No	Ongoing	Yes	No	Yes	No changes recommended

Capital Improvements	Measurable Target	Defined Terms	Achieved	Major Issue	Statute Requires	Supports Others	Observations
POLICY 1.5.4	Yes	No	Ongoing	Yes	No	Yes	No changes recommended
POLICY 1.5.5	Yes	Yes	Ongoing	Yes	No	Yes	No changes recommended
POLICY 1.5.6	Yes	Yes	Ongoing	Yes	No	Yes	No changes recommended
POLICY 1.5.7	Yes	Yes	Ongoing	Yes	No	Yes	No changes recommended
POLICY 1.5.8	Yes	NA	Ongoing	Yes	No	Yes	No changes recommended

H. Assessment of Changes to Florida Statutes

As part of the evaluation of the 2025 Comprehensive Plan’s Capital Improvements Element, the County examined changes in state statutory requirements since 2009, the last update of the Comprehensive Plan. The County has adopted and maintains a Concurrency Management System to ensure there is not a reduction in the adopted Level of Service standards for the affected public facilities identified in the Comprehensive Plan.

2011 Legislation

- Established a definition of “level of service” which is should be included in the Capital Improvement Element.

I. Conclusions and Proposed Revisions

The Comprehensive Plan is substantively up-to-date and the County has done a good job of implementing its Comprehensive Plan. Most necessary amendments are those as required by changes in State law, or to provide greater emphasis on issues of particular importance to Clay County.

- Add the name of the Element to all GOPs to better differentiate among others in the Comprehensive Plan.
- There are a number of minor corrections to Goal, Objectives and Policies in the Element to update specific terms, references, phrases or entities which are now defined or have changed since the last modification to the Element such as:
 - Eliminate references to Rule 9J-5, Florida Administrative Code as it no longer exists and was replaced by the Community Planning Act in 2011.
 - Eliminate references to Florida Department of Community Affairs (FDCA or DCA) as it no longer exists and was replaced by the Florida Department of Economic Opportunity (FDEO or DEO).
- Adopt a definition for “Level of Service” pursuant to Section 163.3164(28)
- It is an observation that the County Departments which are responsible for developing and coordinating the Annual Capital Budget and the 5-Year Capital Improvement Schedule should develop internal processes to assist in the facilitation and preparation of documents that satisfy the requirements of the Capital Improvement Element including annually updating of all tables in the Element.

The following offers easy identification of changes made to update the Capital Improvements Element. New (added) language is underlined and removed (deleted) language is ~~struck through~~.

Proposed Amendment 1

In order to achieve consistency with Florida Statutes and include an accepted definition of “level of service”:

CIE Policy 1.1.8

Level of service (LOS) means an indicator of the extent or degree of service provided by, or proposed to be provided by, a facility based on and related to the operational characteristics of the facility. Level of service shall indicate the capacity per unit of demand for each public facility.