

INTRODUCTION

CAPITAL IMPROVEMENTS ELEMENT

The purpose of the Capital Improvements Element (CIE) is to consider the need for and the location and the efficient use of public facilities. The Five-Year Capital Improvements Schedule functions as the vehicle for the Element's achievement. The Five-Year Capital Improvements Schedule identifies the County's capital projects necessary for implementation of the Comprehensive Plan ensures that the adopted Level of Service (LOS) standards for public facilities are achieved and maintained for the five-year planning period. The necessary capital projects must be listed in the Five-Year Capital Improvements Schedule which identifies the projected revenue resources and the capital projects that are funded or unfunded and assigned with a level of priority for funding.

The CIE has a critical role within the County's comprehensive planning process. The elements of the Comprehensive Plan that involve capital improvements, such as Transportation and Recreation, are tied together through the CIE. The improvements specified in these elements are set within an overall economic and financial framework which evaluates their combined fiscal impact, as well as the underlying fiscal impact of the growth and development efforts to be accommodated in the Comprehensive Plan.

The CIE also has a key relationship to the Future Land Use Element, which is mandated and strengthened through the concurrency requirements stipulated in Section 163.3180, F.S. to ensure that the provision of sanitary sewer, solid waste, drainage and potable water is maintained for development. This requirement, simply stated, says that facilities and services must be available at their adopted LOS standard concurrent with the impacts of development. This mandates that decisions concerning the planning of capital improvements and land use are correlated with each other. The CIE provides for the continued maintenance of the Concurrency Management System (CMS) to ensure that new development will have adequate infrastructure capacity and that the adopted LOS standards will be maintained. Pursuant to Florida Statutes, concurrency requirements are optional for parks and recreation, public schools and transportation; however, Clay County continues to require that parks and recreation, public schools and transportation LOS is maintained through the CMS.

CIE GOAL 1 To provide necessary public facilities and services to the County's residents, businesses and industries in a timely manner that maximizes the use of the existing infrastructure and promotes orderly growth.

CIE OBJ 1.1 Capital improvements will be provided to correct existing deficiencies, to accommodate desired future growth, and to replace worn out or obsolete facilities, as indicated in the Clay County Five-Year Schedule of Capital Improvements and the School District of Clay County's annually updated Five-Year Educational Facilities Plan.

CIE POLICY 1.1.1

Capital Improvement projects shall be those projects that are determined to cost at least \$25,000 and will maintain or improve the adopted levels of service in this Plan.

CIE POLICY 1.1.2

The County shall monitor capital facilities to identify deficiencies, to evaluate whether improvements have met demands, and to identify needed maintenance.

CIE POLICY 1.1.3

All capital improvement projects shall be reviewed, for consideration by the Board of County Commissioners, for funding using the criteria listed below. Projects will be scheduled in each subsequent fiscal year up to the limit of available existing revenue sources. Ranking of public school facilities will be the responsibility of the School District.

Criteria:

- 1) Facility is required to eliminate health or safety hazard.
- 2) Facility is required to remedy existing capacity deficiency.
- 3) Impact of resulting increases in operating costs on Clay County General Operating Budget.
- 4) Consistency with the future land use element
- 5) Facility is necessary to accommodate new development and redevelopment service demands.
- 6) Facility is consistent and compatible with the plans of state agencies, including the Florida Department of Transportation, and the St. Johns River Water Management District.

CIE POLICY 1.1.4

The Five-Year Schedule of Capital Improvements and the School District of Clay County's annually adopted Five-Year Educational Facilities Plan may be amended by ordinance and not deemed to be an amendment to the plan

for corrections, updates, and modifications concerning costs; revenue sources; acceptance of facilities pursuant to dedications which are consistent with the plan; or the date of construction of any facility enumerated in the Five-Year Schedule of Capital Improvements.

CIE POLICY 1.1.5

Capital Improvements funded by the same revenue source not included in the Five-Year Schedule of Capital Improvements may be amended by ordinance.

CIE POLICY 1.1.6

The following roadway segments and schedule of construction of said segments will be added to Capital Improvements Table 1, Clay County Capital Improvements, at such time as the improvements fall within the fifth year of the schedule, consistent with the conditions of the stipulated settlement agreement (DOAH #03-3140GM) entered into on November 8, 2005 and revised pursuant to Ordinance 09-45. Said improvements are to be constructed by the developer/owner at the developer/owner's expense.

<u>Roadway Segment</u>	<u>Construction Date</u>
E-W Connector from the western Peters Creek property line to C.R. 315 Connector	As development occurs ... New 6a
Peters Creek Internal Road from the property line to C.R. 218 Extension	As development occurs ... New 2

CIE OBJ 1.2 The County will manage its fiscal resources to ensure the provision of needed capital improvements for previously issued development orders and for future development and redevelopment.

CIE POLICY 1.2.1

In providing capital improvements, the County shall limit the maximum ratio of outstanding indebtedness to no greater than four percent of the property tax base.

CIE POLICY 1.2.2

The County shall continue to adopt an annual capital budget as a part of its budgeting process throughout the planning period and should continue to improve the submittal process of budget requests from County departments.

CIE POLICY 1.2.3

The County should increase efforts to secure grants or private funds, whenever available, to finance the provision of capital improvements.

CIE OBJ 1.3 All land use decisions shall be coordinated with the availability of fiscal resources and the schedule of capital improvements and subsequent years' capital improvements programs to maintain adopted LOS and to provide existing and future facility needs.

CIE POLICY 1.3.1

The County shall use the following LOS standards in reviewing the impacts of new development and redevelopment upon public facility provision:

1)	Solid Waste	Design Capacity (Class I Waste) 2016-2045 3.99 lbs. per capita per day
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2)	Sanitary Sewer	Average Flow 311 GPD / ERC or as approved by FDEP
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3)	Potable Water	Peak Flow 450 GPD / ERC or as approved by FDEP Pressure 20 psi ¹
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GPD = gallons per day
ERC = Equivalent Residential Connection
Psi = Pounds Per Square Inch
GPM = Gallons Per Minute

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

4)	Drainage Facilities
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Drainage Facility	Design Frequency
Cross-drains for Major Watersheds	50 years / 24 hours
Detention/Retention/Attention Basins	25 years, 24 hour critical event with protection to a 100 year rainfall
Bridges and Bridge Culverts	50 years
Cross-drains for Minor Watersheds	25 years
Cross-drains and Ditches for Internal Drainage	25 years
Side-drains 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.	

5)	Roadway Facilities
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	Limited Access SIS and FIHS	Controlled Access SIS and FIHS	Trip Funded Multi-Lane 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	D	D	D	D	E
Urbanized Areas over 500,000	D	D	D	D	E

6)	Parks and Recreation Facilities
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Neighborhood Park	1 acre per 2,100 persons
Community Park	1 acre per 700 persons
Boat Ramps	1 per 25,000 persons
Baseball Fields	1 per 7,500 persons
Softball Fields	1 per 5,500 persons
Football Fields	1 per 24,000 persons
Soccer Fields	1 per 5,500 persons
Basketball Courts	1 per 5,500 persons
Tennis Courts	1 per 4,500 persons

7)	Parks and Recreation Facilities – Branan Field Master Plan
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Type of Park	Standard	Minimum Size
Neighborhood Park (overall)	500 SF per Single-Family Detached Unit, 150 SF per Multi-Family Unit	
Primary (Neighborhood) Park * with facilities	Minimum 300 SF per Single-Family Detached Unit, minimum 100 SF per Multi-Family Unit (up to 60,000 SF)	15,000 SF
Pocket (Neighborhood) Parks (for developments with 100 or more units)		7,500 SF
Neighborhood Park – Non-residential (Plaza or Green)	200 SF per 1,000 SF Commercial Space	2,500 SF
Community Park **	500 SF per Unit	20 Acres

* Where the development provides a swimming pool, tennis courts or basketball courts, the following alternative standards may apply.

** Community park space in excess of APF requirements will count toward neighborhood park LOS requirements.

i. When a Swimming Pool (minimum 1,000 sf) is provided, the LOS neighborhood park standard may be reduced by ten times the square foot of pool area. Neighborhood park minimum size may be reduced by this calculation, provided that such minimum park size is not reduced by more than 75%.

ii. When Tennis Courts or Basketball Courts (minimum of two) are provided, the LOS neighborhood park standards may be reduced by 8,750 SF per tennis court and 5,000 SF per basketball court. Neighborhood park minimum size may be reduced by this calculation, provided that such minimum park size is not reduced by more than 75%.

8) Parks and Recreation Facilities – Lake Asbury Master Plan

Type of Park	Standard	Minimum Size
Neighborhood Park (overall)	500 SF per Single-Family Detached Unit, 250 SF per Multi-Family Unit	
Primary (Neighborhood) Park with facilities	Minimum 400 SF per Single-Family Detached Unit, minimum 150 SF per Multi-Family Unit (up to 60,000 SF)	30,000 SF unless applied LOS is less, then 20,000 SF minimum
Pocket (Neighborhood) Parks		7,500 SF
Neighborhood Park – Non-residential (Plaza or Green)	200 SF per 1,000 SF Commercial Space	2,500 SF

9)	Public School Facilities
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Elementary Schools	110 percent of Capacity*
Middle Schools	110 percent of Capacity*
High Schools	110 percent of Capacity*

CIE POLICY 1.3.2

Decisions regarding the issuance of development permits will be based upon coordination of the development requirements included in this plan, the land development regulations, and the availability of necessary public facilities needed to support such development at the time needed to serve the development. The County will continue, as needed, to develop formal procedures regarding the issuance of development permits and the findings included within staff reports submitted to appointed and elected officials during the development review process.

CIE POLICY 1.3.3

Adequate water supplies and potable water facilities shall be in place and available to serve new development no later than the issuance by Clay County of a certificate of occupancy or its functional equivalent. Prior to approval of a building permit or its functional equivalent, Clay County shall consult with the applicable water supplier to determine whether adequate water supplies to serve the new development will be available no later than the anticipated date of issuance of certificate of occupancy or its functional equivalent.

CIE POLICY 1.3.4

Proposed development within the Planned Community (PC) land use category requires an approved, executed development agreement with the County. Such a development agreement shall address the provision of facilities and services for needs generated by development within and beyond the Five-Year Schedule of Capital Improvements.

CIE POLICY 1.3.5

The development agreement for the Agricola Property shall require that the landowner and the utility supplier, Clay County Utility Authority (CCUA), collaborate to prepare a Utilities Master Plan that identifies the most efficient manner to serve the Agricola Property while protecting natural resources, and enter into an 'agreement to serve' the Agricola Property by CCUA prior to the commencement of any development in the Agricola Property. The development agreement also shall require that, at the request

of CCUA, an appropriate site for water and/or wastewater facilities within the Agricola Property shall be conveyed to CCUA, with any applicable credit against connection fees to the landowner. Any facilities provided in the 'agreement to serve' and/or located on lands so conveyed shall be added to the County's Five-Year Schedule of Capital Improvements at such time as the facilities fall within the fifth year of the schedule.

CIE POLICY 1.3.6

Prior to the Project Phase projected to include the 1,251st residential unit, Sandricourt Farms LLC or the Master Developer(s) shall conduct a transportation study of the Development, access to the Property, area roadways, and scheduled transportation improvements. Such study shall be based upon a methodology to which the County and Florida Department of Transportation (FDOT) have agreed and shall identify any level of service failures attributable to future Project Phase(s), then prior to the commencement of such future Project Phases(s), Sandricourt Farms LLC or the Master Developer(s) shall propose an amendment to the Development Agreement which includes access modifications and/or other mitigative measures which address the projected level of service failures. Such modifications and measures may include but not be not limited to roadway, intersection, and/or other improvements; provided, however, that Sandricourt Farms LLC or the Master Developer(s) shall not be obligated to incur costs for such improvements exceeding mobility fees projected to be paid by Development within such future Project Phases. Such improvements may be eligible for credits against mobility fees pursuant to County ordinance. Such improvements will be added to the County's Five-Year Schedule of Capital Improvements at the appropriate time. Unless and until such an amendment to the Development Agreement is approved by the Board of County Commissioners, residential development within or beyond the Project Phase including the 1,251st residential unit shall not commence.

CIE OBJ 1.4 **The County shall maintain a Concurrency Management System (CMS) as a part of the land development regulations which shall ensure that the impacts resulting from the issuance of final development permits shall not result in a reduction in the adopted level of service for the affected public facilities as established in this element.**

CIE POLICY 1.4.1

The County shall maintain a CMS as a part of its land development regulations. The CMS shall incorporate provisions which shall require that the level of service standards for the following public facilities are met prior

to the issuance of a final development permit: sanitary sewer, potable water, solid waste, drainage, parks and recreation and public school facilities.

CIE POLICY 1.4.2

To ensure that public facilities and services to support development are available concurrent with the impacts of development, the CMS shall require that the following minimum standards be satisfied:

- 1) At the time a Concurrency Reservation Certificate (CRC) is issued, the necessary solid waste, drainage, sanitary sewer and potable water facilities must be:
 - a) in place and available to serve the new development; or
 - b) guaranteed in an enforceable development agreement, pursuant to Section 163.3220, F.S., or development order issued pursuant to Chapter 380, F.S., to be in place and available to serve the new development at the time a certificate of occupancy is issued.
- 2) School facilities necessary to achieve and maintain the established level of service standard must be in place or under construction within three years of the issuance of final subdivision or site plan approval.
- 3) For parks and recreation facilities, one of the following must be met:

At the time the CRC is issued, the necessary facilities and services are:

 - a) in place or under actual construction; or
 - b) in place and available to serve the new development; or
 - c) guaranteed in an enforceable development agreement, pursuant to Section 163.3220, F.S., or development order issued pursuant to Chapter 380, F.S., to be in place and available to serve the new development at the time a certificate of occupancy is issued; or
 - d) a CRC is issued subject to the condition that at the time a certificate of occupancy is issued:
 - i) acreage for the necessary facilities and services is dedicated or acquired by the County or funds in the amount of the developer's fair share are committed; and
 - ii) the necessary facilities and services are scheduled to be in place or under actual construction not more than one year after a certificate of occupancy is issued as provided in the County's Five-Year Schedule of Capital Improvements, a binding executed agreement, or an enforceable development agreement,

pursuant to Section 163.3220, F.S., or development order issued pursuant to Chapter 380, F.S.

CIE POLICY 1.4.3

The County shall maintain a monitoring system, as part of the land development regulations that shall at least annually (a) update the available capacity for roads, sanitary sewer, potable water, solid waste, drainage, parks and recreation; and (b) update the County's compliance with the scheduling contained in the Five-Year Schedule of Capital Improvements.

CIE POLICY 1.4.4

The County shall annually update into its Capital Improvement Element that portion of the School Board's Educational Facilities Plan (EFP) providing a five-year schedule and long-term schedule of Capital improvements which include those necessary school capacity projects to address existing deficiencies and future needs to achieve and maintain the adopted level of service standard for public schools.

CIE POLICY 1.4.5

Proposed development within the Planned Community (PC) land use category shall be subject to the CMS, and development agreements corresponding to each PC property shall address concurrency for the applicable facilities and services.

CIE POLICY 1.4.6

Consistent with CIE Policy 1.3.3, the development agreement for the Agricola Property shall further provide that adequate potable water and wastewater facilities shall be in place and available to serve new development within the Agricola Property no later than the issuance by Clay County of a certificate of occupancy or its function equivalent for such development.

CIE POLICY 1.4.7

The County shall annually update as necessary into its Capital Improvement Element a schedule of capital improvements which may include any publicly funded projects of federal, state, or local government, and which may include privately funded projects for which the local government has no fiscal responsibility that provide for increased capacity or upgrade of treatment required to achieve the pollutant load reductions attributable to the County, to meet the Total Maximum Daily Load (TMDL) established in the Lower St. Johns River Basin Management Action Plan (BMAP) pursuant

to Section 403.067(7), F.S. If the current TMDL is being met, no projects shall be listed.

CIE OBJ 1.5 Future development will bear a pro rata share of the costs necessary to finance improvements necessitated by such development in order to adequately maintain adopted LOS standards.

CIE POLICY 1.5.1

New developments will be required to pay their proportionate share of the costs necessary to provide the public facility capacity necessary to serve such developments and maintain the LOS standards stipulated in this plan. New developments will be required to pay their proportionate share of the costs

necessary to provide transportation capacity necessary to serve such new developments and to assist with maintaining the LOS standards stipulated in this plan (except that new development shall not be responsible for correcting existing deficiencies on the County Road System) by paying mobility fees adopted October 27, 2020.

CIE POLICY 1.5.2

The County hereby incorporates the Mobility Fee Ordinance adopted October 27, 2020 into the 2045 Comprehensive Plan thereby providing a funding mechanism as a means of assessing new development a proportionate share of the costs necessary to provide mobility facilities and services to accommodate new growth.

CIE POLICY 1.5.3

Where site specific costs are not available, the County shall use costs published by FDOT that most closely match the facility to be constructed to calculate the cost of any transportation facility to be adopted in the Five-Year Capital Improvements Plan or 10-Year Transportation Plan.

CIE POLICY 1.5.4

The County shall use the most recent edition of the publication put forth by the Institute of Transportation Engineers entitled Trip Generation to estimate project trip generation to update the County Road Inventory capacity calculations.

CIE POLICY 1.5.5

Proposed development within the Planned Community (PC) land use category shall be subject to impact fees, mobility fees, and proportionate share agreements, as applicable, to address the required funding for services and facilities necessary for proposed development. The applicability of such

fees and exactions to proposed development within PC shall be addressed in a development agreement.

CIE POLICY 1.5.6

Development of the Agricola Property (tax parcel identification #s 03-07-26-015793-000-00, 14-07-26-015884-000-00, 14-07-26-015889-000-00, 10-07-26-015836-000-00, 03-07-26-015795-000-00, 32-06-26-015650-000-00) shall be subject to a development agreement requiring compliance with school concurrency and payment of applicable school proportionate share and school impact fees. The agreement also shall provide that, at the request of the School District, an appropriate school site within the Agricola Property shall be conveyed to the School District, with applicable credit to the landowner. Any schools funded by such payments or located on lands so conveyed shall be added to the School District's annually adopted Five-Year Educational Facilities Plan and to the County's Five-Year Schedule of Capital Improvements at such time as the improvements fall within the fifth year of the schedule.

Definitions

Capital Improvement means physical assets constructed or purchased to provide, improve, or replace a public facility and which are typically large scale and high in cost. The cost of a capital improvement is generally nonrecurring and may require multiyear financing. For the purposes of this part, physical assets that have been identified as existing or projected needs in the individual comprehensive plan elements shall be considered capital improvements [Section 163.3164(7), Florida Statutes].

Level of Service 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 [Section 163.3164(28), Florida Statutes].

Tables

Tables 1 & 2 – Clay County Capital Improvement Plan

Table 3 – Projected New Revenue (EFP Table 3.1)

Table 4 – Proposed New Schools (EFP Table 1.4.1)

Table 5 - District Capital Outlay Expenditures (EFP Table 3.1.1)

Table 6 - Capital Projects Plan Worksheet (EFP Table 3.1.2)

Table 7 - FDOT and TPO 5-Year Transportation Improvement Program

Facility	Project	Phase	Segment	2024-25	2025-26	2026-27	2027-28	2028-29
S.R. 21	Intersection Improvement	Multiple	S. of Wells Road to Duval County Line	\$11,097,585				

Source: North Florida TPO, Transportation Improvement Program, FY 2025-2029, Adopted 6-13-2024