STAFF REPORT

CITY OF GREEN COVE SPRINGS, FLORIDA

TO: City Council **MEETING DATE:** June 6, 2023

FROM: Michael Daniels, Development Services Director

SUBJECT: Second and Final Reading of Ordinance O-11-2023, Transportation Mobility Fee Ordinance

BACKGROUND

At present, the City manages traditional transportation concurrency carried out through traffic impact analyses. Development applicants generating 40 or more net new peak hour trips must complete a traffic study to determine the impact of their development on area roadways and identify improvements necessary to mitigate that impact. Traffic studies, on average, take approximately six months to complete, which can slow the process of development approval and may prove to be a hindrance to medium-sized development. While this system does intend to support multimodality, the mitigation generally supports vehicles more than other modes of transportation and generally, due to the proportional share requirements, the necessary funding to enact needed improvements is not provided.

In order to continue to manage the impacts of development and move toward a more multimodal transportation system, the City has hired Gannett Fleming to conduct a transportation mobility study to define the need for additional transportation investment, specifically multimodal, document the standards of service and rational for additional capacity and ensure that there is a rational nexus between the payees of the mobility fee and the beneficiaries. The plan was brought to the Planning and Zoning Commission at the February, 2023 meeting. In addition, in order to ensure that any change to the Concurrency Management requirements are consistent with the City's Comprehensive Plan, staff has proposed policy amendments to the Comprehensive Plan which was transmitted to the state after Council approval on April 4, 2023. The State has reviewed the Comprehensive Plan amendments and has determined that the proposed amendment do not adversely important state resources. The adoption of the Comprehensive Plan amendment is scheduled to be heard at the June 20th City Council meeting.

The final step in creating a mobility fee is to adopt an Ordinance amendment to the City's Concurrency Management Chapter whereby we would remove the traditional concurrency requirements with a mobility fee payment for new and expanding development projects. The Mobility Fee Ordinance consists of revisions to the existing Concurrency Management Requirements and the additions of Division 1. Mobility Fee Ordinance and sections 105-7 to 105-31, which includes:

The Planning and Zoning Commission unanimously approved the Mobility Fee Ordinance on April 25, 2023.

Staff is recommending approval of the City of Green Cove Springs Mobility Fee Ordinance

RECOMMENDED MOTION

Recommend approval of final reading of Ordinance O-11-2023 regarding the City's Mobility Fee Ordinance.

ORDINANCE NO. O-11-2023

AN ORDINANCE OF THE CITY OF GREEN COVE SPRINGS, FLORIDA, AMENDING CHAPTER 105 OF THE CITY CODE; AMENDING CHAPTER 105, SEC. 105-2 TO ADD TRANSPORTATION LEVEL OF SERVICE BASED ON PERSON MILES CAPACITY; DELETING CHAPTER 105, SEC. 105-5 AND RENUMBERING SUBSEQUENT SECTIONS ACCORDINGLY; AMENDING CHAPTER 105, SEC. 105-6 REGARDING TRANSPORTATION LEVEL OF SERVICE STANDARDS; ADDING DIVISION 1 MOBILITY FEE ORDINANCE AND SECTIONS 105-7 ~ 105-32 PROVIDING DEFINITIONS, RULES OF CONSTRUCTION, AND FINDINGS; ADOPTING THE MOBILITY FEE STUDY; PROVIDING FOR MUNICIPAL PARTICIPATION; IMPOSING MOBILITY FEES ON NEW CONSTRUCTION; PROVIDING FOR CALCULATION AND ALTERNATIVE CALCULATION PROCEDURES FOR MOBILITY FEES; PROVIDING FOR PAYMENT; PROVIDING FOR THE USE OF MOBILITY FEE PROCEEDS; PROVIDING FOR EXEMPTIONS; PROVIDING FOR AFFORDABLE AND WORKFORCE HOUSING MOBILITY FEE DEFERRAL; PROVIDING FOR AN ECONOMIC DEVELOPMENT MITIGATION PROGRAM; PROVIDING FOR CHANGES IN SIZE AND USE; PROVIDING FOR DEVELOPER CONTRIBUTION CREDIT; PROVIDING FOR APPLICABILITY; PROVIDING FOR AN ALTERNATIVE COLLECTION METHOD; PROVIDING FOR REVIEW HEARINGS; PROVIDING A REVIEW REQUIREMENT; PROVIDING FOR PERIODIC MOBILITY FEE RATE ADJUSTMENT; PROVIDING FOR A DECLARATION OF EXCLUSION FROM ADMINISTRATIVE PROCEDURES ACT; PROVIDING FOR ACCOUNTING AND REPORTING OF MOBILITY FEES; PROVIDING FOR NOTICE OF MOBILITY FEE RATES; PROVIDING FOR CONFLICTS, SEVERABILITY AND SETTING AN EFFECTIVE DATE.

NOW THEREFORE BE IT ENACTED BY THE CITY COUNCIL OF CITY OF GREEN COVE SPRINGS, FLORIDA, AS FOLLOWS:

Section 1. That Chapter 105, Section 105-2 (c) be added as follows: Sec. 105-2. Adopted levels of service shall not be degraded.

(a) *General rule.* All applications for development orders shall demonstrate that the proposed development does not degrade the adopted levels of service in the city comprehensive plan and/or any interlocal agreement with the county concerning such services.

(b) *Exception.* Notwithstanding the provisions of subsection (a) of this section, the prescribed levels of service may be degraded during the actual construction of new facilities if, upon completion of the new facilities, the prescribed levels of service will be met.

(c) Transportation standard of service shall be defined in person miles capacity (PMC). The Mobility Fee shifts away from a Level of Service (LOS) defined by average travel speed

(average delay per vehicle) toward a supply and accessibility based multimodal transportation system. The Florida Q/LOS Handbook shall be used to monitor multimodal level of service to inform future investment priorities and change investments accordingly to maintain a diverse, accessible, and multimodal suite of travel options at each update interval to the Mobility Fee.

Section 2. That Chapter 105, Section 105-5. Proportionate fair-share program shall be deleted as follows:

~~**Sec. 105-5. Proportionate fair-share program.**~~

~~(a) *Purpose and intent.* The purpose of this section is to establish a method whereby the impacts of development on transportation facilities can be mitigated by the cooperative efforts of the public and private sectors, to be known as the proportionate fair-share program.~~

~~(b) *Applicability.* The proportionate fair-share program shall apply to all developments for which the applicant has been notified of a lack of capacity to satisfy transportation concurrency on a transportation facility, including transportation facilities maintained by the state department of transportation (FDOT), or another jurisdiction that are relied upon for concurrency determinations. The proportionate fair-share program does not apply to developments of regional impact (DRIs) using proportionate fair-share under F.S. § 163.3180(12), or to developments exempted from concurrency.~~

~~(c) *General requirements.*~~

~~(1) An applicant may choose to satisfy the transportation concurrency requirements by making a proportionate fair-share contribution, pursuant to the following requirements:~~

~~a. The proposed development is consistent with the comprehensive plan and applicable land development regulations.~~

~~b. The five-year schedule of capital improvements adopted in the capital improvements element (CIE) includes a transportation improvement or transportation improvements that, upon completion, will provide the needed traffic capacity. The provisions of subsection (c)(2) of this section may apply if projects needed to satisfy concurrency are not presently contained within the local government CIE.~~

~~(2) The city may choose to allow an applicant to satisfy transportation concurrency through the proportionate fair-share program by contributing to an improvement that, upon completion, will satisfy the needed traffic capacity, but is not contained in the five-year schedule of capital improvements in the CIE, where the following apply:~~

~~a. The city adopts, by resolution or ordinance, a commitment to add the improvement to the five-year schedule of capital improvements in the CIE no later than the next regularly scheduled update. To qualify for consideration under this section, the proposed improvement must be determined to be financially feasible pursuant to F.S. § 163.3180(16)(b)1, consistent with the comprehensive plan, and in compliance with the provisions of this chapter. Financial feasibility for this section means that additional contributions, payments or funding sources are reasonably anticipated during a period not to exceed ten years to fully mitigate the impacts on the transportation facilities.~~

~~b. If the funds allocated for the five-year schedule of capital improvements in the CIE are insufficient to fully fund construction of a transportation improvement required by the CMS, the city may still enter into a binding proportionate fair-share agreement with the applicant authorizing construction of that amount of development on which the proportionate fair-share is~~

calculated if the proportionate fair-share amount in such agreement is sufficient to pay for one or more improvements which will, in the opinion of the governmental entity maintaining the transportation facilities, significantly benefit the impacted transportation system. The improvements funded by the proportionate fair-share component must be adopted into the five-year capital improvements schedule of the comprehensive plan at the next annual capital improvements element update.

(3) Any improvement project proposed to meet the developer's fair-share obligation must meet the design standards of the city for locally maintained roadways and those of the FDOT for the state highway system.

(d) *Intergovernmental coordination.* Pursuant to policies in the intergovernmental coordination element of the comprehensive plan and applicable policies in the regional policy plan adopted by the Northeast Florida Regional Council, the city shall coordinate with affected jurisdictions, including FDOT, regarding mitigation to impacted facilities not under the jurisdiction of the local government receiving the application for proportionate fair-share mitigation. An interlocal agreement may be established with other affected jurisdictions for this purpose.

(e) *Application process.*

(1) Upon notification of a lack of capacity to satisfy transportation concurrency, the applicant shall also be notified in writing of the opportunity to satisfy transportation concurrency through the proportionate fair-share program.

(2) Prior to submitting an application for a proportionate fair-share agreement, a pre-application meeting shall be held to discuss eligibility, application submittal requirements, potential mitigation options, and related issues. If the impacted facility is on the strategic intermodal system (SIS), then the FDOT will be notified and invited to participate in the pre-application meeting.

(3) Eligible applicants shall submit an application to the city that includes an application fee of $400.00 and the following:

a. Name, address and phone number of owner, developer and agent;

b. Property location, including parcel identification numbers;

c. Legal description and survey of property;

d. Project description, including type, intensity and amount of development;

e. Phasing schedule, if applicable;

f. Description of requested proportionate fair-share mitigation method; and

g. Copy of concurrency application.

(4) The city shall review the application and certify that the application is sufficient. If an application is determined to be insufficient, incomplete or inconsistent with the general requirements of the proportionate fair-share program, then the applicant will be notified in writing of the reasons for such deficiencies. The applicant shall have 30 days from the receipt of the written notification to correct the deficiencies. The city may, in its discretion, grant an extension of time not to exceed 60 days to cure such deficiencies, provided that the applicant has shown good cause for the extension and has taken reasonable steps to affect a cure. If the applicant does not provide the information within 30 days or does not request an extension, the application shall be closed.

(5) Pursuant to F.S. § 163.3180(16)(e), proposed proportionate fair-share mitigation for development impacts to facilities on the SIS requires the concurrency of the FDOT. The applicant shall submit evidence of an agreement between the applicant and the FDOT for inclusion in the proportionate fair-share agreement.

(6) When an application is deemed sufficient, the applicant shall be advised in writing, and a proposed proportionate fair-share obligation and binding agreement will be prepared by the city. The agreement shall be delivered to the appropriate parties for review, including a copy to the FDOT for any proposed proportionate fair-share mitigation on a SIS facility.

(7) The city shall notify the applicant regarding the date of the city council meeting when the agreement will be considered for final approval. No proportionate fair-share agreement will be effective until approved by the city council.

(f) *Determining proportionate fair-share obligation.*

(1) Proportionate fair-share mitigation for concurrency impacts may include private funds, contributions of land, and construction and contribution of facilities.

(2) A development shall not be required to pay more than its proportionate fair-share. The fair market value of the proportionate fair-share mitigation for the impacted facilities shall not differ, regardless of the method of mitigation.

(3) The methodology used to calculate an applicant's proportionate fair-share obligation shall be as provided for in F.S. § 163.3180(12), as follows:

a. The cumulative number of trips from the proposed development expected to reach roadways during peak hours from the complete build-out of a project or phase being approved, divided by the change in the peak hour maximum service volume (MSV) of roadways resulting from construction of an improvement necessary to maintain the adopted LOS, multiplied by the construction cost, at the time of developer payment, of the improvement necessary to maintain the adopted LOS; or

b. Proportionate Fair-Share = $[[(Development trips)/(SV increase)] × Cost]

Where:

Development trips = Those trips from the development or phase of development under review that are assigned to roadway segment "I" and have triggered a deficiency;

SV increase = Service volume increase provided by the eligible improvement to roadway segment "I" per section E;

Cost = Adjusted cost of the improvement to segment "I." Cost shall include all improvements and associated costs, such as design, right-of-way acquisition, planning, engineering, inspection, and physical development costs directly associated with construction at the anticipated cost in the year it will be incurred.

(4) For the purposes of determining proportionate fair-share obligations, the city shall determine improvement costs based upon the actual cost of the improvement as obtained from the CIE, the MPO/TIP or the FDOT work program. Where such information is not available, improvement cost shall be determined using one of the following methods:

a. An analysis by the city of costs by cross-section type that incorporates data from recent projects and is updated annually and approved by the city council; or

b. The most recent issue of FDOT transportation costs, as adjusted based upon the type of cross-section (urban or rural); locally available data from recent projects on acquisition, drainage and utility costs; and significant changes in the cost of materials due to unforeseeable events. Cost estimates for state road improvements not included in the adopted FDOT work program shall be determined using this method in coordination with the FDOT district.

(5) If the city has accepted an improvement project proposed by the applicant, then the value of the improvement shall be determined using one of the methods provided in this section.

(6) If the city has accepted right-of-way dedication for the proportionate fair-share payment, credit for the dedication of the nonsite-related right-of-way shall be valued on the date of the dedication at 100 percent of the most recent assessed value by the county property appraiser or, at the option of the applicant, by fair market value established by an independent appraisal conducted by an appraiser that is a member of the appraisal institute (MAI) and approved by the city and at no expense to the city. The applicant shall supply a drawing and legal description of the land and a certificate of title or title search of the land to the city at no expense to the city. If the estimated value of the right-of-way dedication proposed by the applicant is less than the city estimated total proportionate fair-share obligation for that development, then the applicant must also pay the difference. Prior to purchase or acquisition of any real estate or acceptance of donations of real estate intended to be used for the proportionate fair-share, public or private partners should contact the FDOT for essential information about compliance with federal law and regulations.

(g) *Proportionate fair-share agreements.*

(1) Upon execution of a proportionate fair-share agreement, the applicant shall receive a city letter or certificate of concurrency approval. Should the applicant fail to apply for a development permit within 12 months of the execution of the agreement, then the agreement shall be considered null and void, and the applicant shall be required to reapply.

(2) Payment of the proportionate fair-share contribution is due in full prior to the issuance of the final development order or recording of the final plat and shall be nonrefundable. If the payment is submitted more than 12 months from the date of execution of the agreement, then the proportionate fair-share cost shall be recalculated at the time of payment based on the best estimate of the construction cost of the required improvement at the time of payment, and adjusted accordingly.

(3) All developer improvements authorized under this section must be completed prior to issuance of a development permit, or as otherwise established in a binding agreement that is accompanied by a security instrument that is sufficient to ensure the completion of all required improvements. It is the intent of this section that any required improvements be completed before issuance of building permits or certificates of occupancy.

(4) Dedication of necessary rights-of-way for facility improvements pursuant to a proportionate fair-share agreement must be completed prior to issuance of the final development order or recording of the final plat.

(5) Any requested change to a development project subsequent to a development order may be subject to additional proportionate fair-share contributions to the extent the change would generate additional traffic that would require mitigation.

(6) Applicants may submit a letter to withdraw from the proportionate fair-share agreement at any time prior to the execution of the agreement. The application fee and any associated advertising costs to the city will be nonrefundable.

(h) *Appropriation of fair-share revenues.*

(1) Proportionate fair-share revenues shall be placed in the appropriate project account for the funding of scheduled improvements in the city CIE, or as otherwise established in the terms of the proportionate fair-share agreement. At the discretion of the city, proportionate fair-share revenues may be used for operational improvements prior to construction of the capacity project from which the proportionate fair-share revenues were derived. Proportionate fair-share revenues may also be used as the 50 percent local match for funding under the FDOT Transportation Regional Incentive Program (TRIP).

(2) In the event a scheduled facility improvement is removed from the CIE, then the revenues collected for its construction may be applied toward the construction of another improvement within that same corridor or sector that would mitigate the impacts of development.

~~(3) Where an impacted regional facility has been designated as a regionally significant transportation facility in an adopted regional transportation plan as provided in F.S. § 339.155, the city may coordinate with other impacted jurisdictions and agencies to apply proportionate fair-share contributions and public contributions to seek funding for improving the impacted regional facility under the FDOT TRIP. Such coordination shall be ratified by the city through an interlocal agreement that establishes a procedure for earmarking of the developer contributions for this purpose.~~

~~(Code 2001, § 94-5; Ord. No. O-01-2000, § 4.00.05, 6-6-2000; Ord. No. O-18-2007, § 1, 8-7-2007; Ord. No. O-08-2011, § 4, 12-6-2011)~~

Section 3. That Chapter 105, Section 105-6. Adopted Levels of Service shall be amended as follows:

Sec. 105-6. Adopted levels of service.

(a) *Potable water.* Development activity shall not be approved unless there is sufficient available capacity to sustain the following levels of service for potable water as established in the potable water sub-element of the city comprehensive plan:

Type of Use	LOS (Average Flow)
Residential	150 gallons per person per day
All other land uses	Estimated use based on multiples of 150 gallons per person per day

(b) *Wastewater.* Development activities shall not be approved unless there is sufficient available capacity to sustain the following levels of service for wastewater treatment as established in the sanitary sewer sub-element of the city comprehensive plan:

Type of Use	LOS (Average Flow)
Residential	120 gallons per person per day
All other land uses	Estimated use based on multiples of 120 gallons per person per day

(c) *Transportation system.*

(1) *Level of service.* Development activities <u>shall be approved so that they align with the land use forecasts used at the time that the Mobility Fee was established. If so, the burden of the additional users associated with the land development have been accounted for in the multimodal transportation investments that comprise the mobility fee. If the land use development proposal is outside the forecast (either by type of land use or scale of land use change) than that land use development shall be required to have a third party traffic and mobility study performed to identify if additional multimodal investments may be necessary above and beyond those identified for funding by the mobility plan. A fees per user (trip or person miles traveled) shall be set based the costs to deliver the necessary system investments.</u>

(d) *Drainage system.* Development activities shall not be approved unless there is sufficient available capacity to sustain the following levels of service for the drainage system as established in the drainage sub-element of the city comprehensive plan:

Type of Use	LOS
Minor internal facilities	10-year return period storm/24-hour duration
Storage basins	25-year return period storm for peak flow attenuation/24-hour duration
Major drainage facilities; minimum floor elevations	100-year return period storm/24-hour duration
Water quality	Water quality standards for all development and redevelopment shall be in accordance with those standards set forth in F.A.C. chs. 40C-42 and 60. Stormwater discharge facilities must be designed so as not to degrade the receiving water body below the minimum conditions necessary to ensure the suitability of water for the designated use of its classification as established in F.A.C. ch. 17-302.

(e) *Solid waste.* Development activities shall not be approved unless there is sufficient available capacity to sustain the following levels of service for the solid waste as established in the solid waste sub-element of the city comprehensive plan:

Type of Use	LOS
Residential	8.0 pounds per person per day
Commercial	Estimated by user based on 8.0 pounds per person per day

(f) *Recreation.* Development activities shall not be approved unless there is sufficient available capacity to sustain the following levels of service for the recreational facilities as established in the recreation and open space element of the city comprehensive plan:

Type of Use	LOS
Recreation/open space	5 acres per 1,000 population

Section 4. That Chapter 105, Division 1, Section 105-7 ~ 105-31. Mobility Fee Ordinance be added as follows:

Division 1. - MOBILITY FEE ORDINANCE

TABLE OF CONTENTS

Sec. 105-7. DEFINITIONS. When used in this Ordinance, the following terms shall have the following meanings, unless the context otherwise clearly requires:

"**Access Improvements**" shall mean adjacent improvements designed and constructed to provide safe and adequate ingress and egress from New Construction, which include, but are not limited to, rights-of-way, easements, paving of adjacent or connecting roadways, turn lanes, deceleration and acceleration lanes, intersection upgrades, traffic control devices, signage and markings, sidewalks, multi-use paths, bike lanes, and drainage systems and utilities.

"**Accessory Building or Structure**" shall mean a detached, subordinate building, meeting all property development regulations, the use of which is clearly incidental and related to the use of the principal Building or use of land, and which is located on the same lot as that of the principal Building or vacant land use.

"**Affordable Housing**" shall mean a Dwelling Unit which is offered for sale or rent to Low-Income Persons or Very-Low-Income Persons and which monthly rent or monthly mortgage payments, including taxes, insurance and utilities, do not exceed 30 percent of that amount which represents the percentage of the median adjusted gross income for Low-Income Persons and Very-Low-Income Persons.

"**Alternative Mobility Fee**" shall mean any alternative fee calculated by an Applicant and approved by the Mobility Fee Coordinator pursuant to Section 105-13.

"**Apartment**" shall mean a rental Dwelling Unit located within the same Building as other Dwelling Units.

"**Applicant**" shall mean the person who requests Electrical Power Clearance, an exemption, a deferral, an expansion, or a credit as the case may be and the context requires.

"**Building**" shall mean any structure, either temporary or permanent, having a roof impervious to weather and used or built for the support, shelter, or enclosure of persons, animals, chattels, or property of any kind. This term shall include tents, trailers, mobile homes, or any vehicles serving in any way the function of a building. This term shall not include temporary construction sheds or trailers erected to assist in construction and maintained during the term of a Building Permit.

"**Building Permit**" shall mean an official document or certificate issues by the City, under the authority of ordinance or law, authorizing the construction or siting of any building. "Building Permit" shall also include move-on permits or other development approvals for those structures or Buildings, such as a mobile home, that do not require a Building Permit in order to be constructed or occupied.

"**Certificate of Occupancy**" shall mean the document issued by the City under the authority of ordinance or law that indicates the completion of a Building erected in accordance with plans approved by the building department, and final inspection having been performed, thereby allowing the building to be occupied. "Certificate of Occupancy" shall also include move-on permits or other development approvals for those structures or Buildings, such as a mobile home, that do not require a Building Permit in order to be constructed or occupied.

"**City Transportation System**" shall mean the street system within the City as defined in section 334.03(3), Florida Statutes, or its statutory successor in function. Including those within the State Highway System, associated bike lanes, sidewalks, transit facilities and other multimodal facilities for non-vehicular modes of transportation.

"**Council**" shall mean the City Council of Green Cove Springs, Florida.

"**Comprehensive Plan**" shall mean the City of Green Cove Springs Comprehensive Plan adopted and amended pursuant to the Local Government Comprehensive Planning and Land Development Regulation Act as contained in Part II, Chapter 163, Florida Statutes, or its statutory successor in function.

"**Condominium**" shall mean a single-family or time-sharing ownership unit that has at least one other similar unit within the same building structure. The term Condominium includes all fee simple or titled multi-unit structures, including townhouses and duplexes.

"**City**" shall mean City of Green Cove Springs, Florida, a political subdivision of the State of Florida.

"**City Engineer**" shall mean the Person appointed by the City Manager to serve as its engineer or the designee of such Person, in accordance with Section 336.03, Florida Statutes, or its statutory successor in function.

"**City Manager**" shall mean the chief administrative officer of the City, appointed by the Council, or the designee of such Person.

"**Designated Mobility Improvement**" shall mean a specific capital improvement that adds capacity to the City Transportation System to accommodate the mobility demands from New Construction and is listed for improvement in the Capital Improvement Element of the Comprehensive Plan, as identified in the Mobility Fee Study or subsequently added to the City's Capital Improvement Element.

"**DRI Developer**" shall mean a developer of a Development of Regional Impact ("DRI") under section 380.06, Florida Statutes.

"**Dwelling Unit**" shall mean a Building, or portion thereof, designed for residential occupancy, consisting of one or more rooms which are arranged, designed or used as living quarters for one or more persons.

"**Electrical Power Clearance**" shall mean the establishment of a permanent electrical power service to New Construction. A request for Electrical Power Clearance shall be initiated by the Applicant's request for an Equipment Check Inspection from the City for the New Construction. If the New Construction passes the inspection, the City will notify the appropriate power company that electrical service may be established.

"**Encumbered**" shall mean monies committed by contract or purchase order in a manner that obligates the City to expend the encumbered amount for the delivery of goods, the completion of services, and the conveyance of right-of-way by a vendor, supplier, contract or owner.

"**External Trip**" shall mean any Trip which either has its origins from or its destination to the New Construction and which impacts the City Transportation System.

"**Government Buildings or Facilities**" shall mean property owned by the United States of America or any agency thereof, a sovereign state or nation, the State of Florida or any agency thereof, a county, a city, a special district, a school district.

"**Initial Purchaser**" shall mean the initial Owner-occupant of Residential Construction subject to an Affordable Housing deferral pursuant to Section 105-17.

"**Low-Income Persons**" shall mean one or more natural persons, the total adjusted gross household income of which does not exceed 80% of the median adjusted gross income for households within the Jacksonville, Florida metropolitan statistical area covering the City, adjusted by family size and adjusted annually, as reported by the U.S. Department of Housing and Urban Development or its governmental successor in function.

"**Mixed Use New Construction**" shall mean New Construction in which more than one Mobility Fee Land Use Category is contemplated with each Category constituting a separate and identifiable enterprise not subordinate to or dependent on other enterprises with the New Construction.

"**Mobile Home**" shall mean any vehicle without independent motive power which is designed for housing accommodations and transportation over the highways on a chassis under carriage, which is an integral part thereof, but does not include travel trailers or recreational units as defined by Section 320.01, Florida Statutes. This definition shall include: (1) any unit which meets the criteria above and is certified by the Department of Safety and Motor Vehicles as meeting requirements of (USAS) A-119.2 as prescribed in Chapter 320, Florida Statutes; and (2) manufactured homes designed to be used as Dwelling Units, as defined in Chapter 553, Florida Statutes, or its statutory successor in function.

"**Mobility Fee**" shall mean the Mobility Fee imposed by the City pursuant to Section 105-10, and set forth in Section 105-31 or, if applicable, the Alternative Mobility Fee, pursuant to Section 105-12.

"**Mobility Fee Coordinator**" shall mean the Director of the City of Green Cove Springs Development Services Department or his or her designee.

"**Mobility Fee Land Use Category**" shall mean those categories of land use incorporated in the Mobility Fee Rate Schedule adopted in the Mobility Fee Study.

"**Mobility Fee Rate**" shall mean a Mobility Fee imposed for a particular New Construction under the applicable Mobile Fee Land Use Category established in the schedules included in the Mobility Fee Study.

"**Mobility Fee Study**" shall mean the City of Green Cove Springs Mobility Fee Study adopted pursuant to Section 105-10, as amended and supplemented pursuant to Section 105-24.

"**New Construction**" shall mean land construction designed or intended to permit a use of the land which will contain more Dwelling Units, Buildings or floor space than the existing use of land, or to otherwise change the use of the land in a manner that increases the generation of vehicular or non-vehicular traffic or the number of External Trips.

"**New Net Trip**" shall mean the average daily External Trips after accounting for "pass-by trips". This is often referred to as a primary trip, which a stop at the location is the primary reason for the trip.

"**Off-Site Improvements**" shall mean road improvements located outside of the boundaries of a New Construction which are required to serve External Trips, but not including Access Improvements.

"**Ordinance**" shall mean this City of Green Cove Springs Mobility Fee Ordinance.

"**Owner**" shall mean the Person holding legal title to the real property containing the New Construction.

"Pass-by Trip" is made as an intermediate stop on the way from an origin to a primary trip destination without a route diversion. Pass-by trips are attracted from traffic passing the site on an adjacent street or roadway that offers direct access to the generator (origin or destination).

"**Person**" shall mean any individual, corporation, governmental agency, business trust, estate, trust, partnership, association, property owners' association, two (2) or more persons having a joint or common interest, governmental agency, or other legal entity.

"Person Miles Traveled (PMT)" is a standard measure of mobility that combines both the number and length of trips that is mode neutral.

"**Qualified Target Industry Business**" shall mean a new or expanding business in the City that has a positive economic and fiscal impact on the City and meets the definitional requirements of Section 288.106, Florida Statutes, or its statutory successor in function, for a Qualified Target Industry Business.

"**Residential**" shall mean Apartments, Condominiums, Single-Family Detached Houses, duplexes, and mobile homes.

"**School**" shall mean a Building, including ancillary facilities, designed to house an organization of students for educational purposes at elementary, middle, or high school levels, including public schools authorized under the rules of the State Board of Education and private schools serving the same student grade level populations, but not including any facilities for post high school educational instruction and not including any Day Care Center.

"**Single-Family Detached House**" shall mean a home on an individual lot.

"**Square Footage**" shall mean the gross area measured in square feet from the exterior faces of exterior walls or other exterior boundaries of the Building, including all floors and mezzanines within said Building, but excluding areas within the interior of the Building which are utilized for parking.

"**State Highway System**" shall mean the road system of the State of Florida that lies within the City, as defined in Section 334.03(24), Florida Statutes, or its statutory successor in function.

"**Target CRA Businesses**" shall include the following new or expanded uses within the Community Redevelopment Area (CRA):

- Restaurant (applicable ITE Land Use Codes: 930-Fast Casual Restaurant, 931-Fine Dining Restaurant, 932-High Turnover (sit-down) Restaurant)

- Brewpub (applicable ITE Land Use Codes: 970-Wine Tasting Room, 971-Brewery Tap Room, 975-Drinking Place)
- Hotel (applicable ITE Land Use Codes: 310-Hotel, 311-All Suites Hotel, 312-Business Hotel)

"**Trip**" shall mean a one-way movement of vehicular travel from an origin (one trip end) to a destination (the other trip end). The word Trip shall have the meaning which it has in commonly accepted traffic engineering practice.

"**Trip Generation or Trip Generator Rate**" shall mean the maximum average new daily trip generation rates for the applicable Trip Generation Land Use Category defined by the current version of the Institute of Transportation Engineers Trip Generation, and adjusted by the Mobility Fee Study.

"**Trip Generation Land Use Category (LUC)**" shall mean the trip characteristics studies within the 11th edition of the Institute of Transportation Engineers Trip Generation, published by the Institute of Transportation Engineers (ITE), as the same may be updated from time to time, when used in calculation of any update or revision of the Mobility Fee Study pursuant to Section 3.09.

"**Very-Low-Income Persons**" shall mean one or more natural persons, the total adjusted gross household income of which does not exceed 50% of the median adjusted gross income for households within the Jacksonville, Florida metropolitan statistical area covering the City, adjusted by family size and adjusted annually, as reported by the U.S. Department of Housing and Urban Development or its governmental successor in function.

Sec. 105-8. RULES OF CONSTRUCTION. For the purposes of administration and enforcement of this Ordinance, unless otherwise stated in this section, the following rules of construction shall apply:

A. The word "shall" is always mandatory and not discretionary; the word "may" is discretionary.

B. Words used in the present tense shall include the future and words in the singular shall include the plural and the plural the singular, unless the context clearly indicates the contrary.

C. Unless the context clearly indicates the contrary, where a regulation involves two (2) or more items, conditions, provisions, or events connected by the conjunction "and," "or" or "either…or" the conjunction shall be interpreted as follows:

(1) *And* indicates that all the connected terms, conditions, provisions or events shall apply.

(2) *Or* indicates that the connected terms, conditions, provisions or events may apply singly or in any combination.

(3) *Either…or* indicates that the connected terms, conditions, provisions or events shall apply singly but not in combination.

D. The word "includes" shall not limit a term to the specific example but is intended to extend its meaning to all other instances or circumstances of like kind or character.

Sec. 105-9. FINDINGS. It is hereby ascertained, determined and declared:

A. Pursuant to Article VIII, section 1(g), Florida Constitution, sections 166.021 and 166.041, Florida Statutes, and other applicable provisions of law, the Council has all powers of local self-government to perform functions, except when prohibited by law, and such power may be exercised by the enactment of legislation in the form of City ordinances.

B. The City Council has determined that the multimodal ground transportation system benefits all residents, employees, and visitors in Green Cove Springs. The size and configuration of the multimodal transportation system is suitable for one transportation mobility fee district.

C. Growth contemplated in the Comprehensive Plan and Mobility Fee Study will require improvements and additions to the City Transportation System to accommodate the additional users generated by such growth in order to mitigate and maintain the existing multimodal level of service.

D. Future growth, as represented by New Construction, should assist in mitigating its impacts by contributing its fair share to the cost of improvements and additions to the City Transportation System that are required to accommodate the growth in multimodal traffic, both vehicular and non-vehicular, generated by such growth.

E. Imposition of a Mobility Fee to require New Construction to contribute its fair share to the cost of required vehicular and multimodal additions is an integral and vital element of the regulatory plan of growth management incorporated in the Comprehensive Plan and Mobility Fee Study.

F. The imposition of a Mobility Fee is to provide a source of revenue to fund the construction or improvement of the City Transportation System, including both vehicular and multimodal improvements, that are necessitated by growth as delineated in the capital improvement element of the Comprehensive Plan, Downtown Master Plan, and the Mobility Fee Study.

G. The Designated Mobility Improvements identified in the Mobility Fee Study include roadway capacity improvements, multimodal bicycle and pedestrian improvements,

sidewalks, shared use and multiuse paths, transit stops and mobility hubs, as well as intersection improvements to improve overall efficiency of the City Transportation System.

H. The Mobility Fee Study uses "person miles travelled" (PMT) as the basis for calculating the Mobility Fee. Although the Designated Mobility Improvements include multimodal improvements, those improvements are a vital and necessary part of the City's future transportation system and have been identified to increase connectivity by providing alternatives to vehicular transportation, thereby reducing the number of single-occupant vehicles, and providing a more efficient use of space and travel efficiency on the City Transportation System. The Northeast Regional Planning Model, V.2., developed by the North Florida Transportation Planning Organization, used to estimate the PMTs used in the Mobility Fee Study, incorporates the impact of these existing and future multimodal elements when determining the PMT used in the calculation of the Mobility Fee.

I. The Designated Mobility Improvements to the City Transportation System and the allocation of projected costs between those improvements and additions necessary to serve existing development and those improvements and additions required to accommodate the growth represented by New Construction, as presented in the Mobility Fee study, are proportional and reasonably connected to, and have a rational nexus with the expenditures of the Mobility Fee funds collected and the benefits accruing to the New Construction, and are hereby approved and adopted by the City. Such projections are hereby found to be in conformity with the Comprehensive Plan.

J. Transportation planning is an evolving process and the Designated Mobility Improvements to the City Transportation System identified upon the date of the adoption of this Ordinance constitute projections of growth patterns and transportation improvements and additions based upon present knowledge and judgment. Therefore, in recognition of changing

growth patterns and the dynamic nature of population and employment growth, it is the intent of the Council that the Designated Mobility Improvements to the City Transportation System be reviewed and adjusted periodically, pursuant to Section 105-24, to ensure that Mobility Fees are imposed equitably and lawfully and are utilized effectively based upon actual and anticipated traffic conditions at the time of their imposition.

K. The purpose of this Ordinance is to regulate the development of land within the City by requiring payment of Mobility Fees by New Construction and to provide for the cost of the Designated Mobility Improvements to the City Transportation System which are required to accommodate such growth. This Ordinance shall not be construed to permit the collection of Mobility Fees in excess of the amount reasonably anticipated to offset the demand on the City Transportation System generated by such New Construction.

L. The Mobility Fee Study, Mobility Fee, and this Ordinance are based on the most recent and localized data and comply with the goals, objectives and policies of the Comprehensive Plan, specifically the Transportation Element Policies; and the Capital Improvements Element Policies and are consistent with Florida law.

M. Chapter 420, Florida Statutes, the Florida Legislature directly recognizes the critical shortage of Affordable Housing in the State of Florida for very low to moderate income families, the problems associated with rising housing costs in the State, and the lack of available housing programs to address these needs. In recognition of these problems and the State's encouragement to local governments to work in partnership with the State and private sector to solve these housing problems, the City finds a need for local programs to stimulate and provide for the development of Affordable Housing for Low and Very-Low Income Persons.

N. The Council desires to provide financial incentives to develop and provide Affordable Housing within the City to Low, and Very Low Income Persons. Persons who desire to live and to work in the City may have access to housing, and thus to offset the negative consequences of the shortage of such housing.

O. To accomplish this objective the City Council finds that it is fair and reasonable to provide for deferral of Mobility Fees for Affordable Housing to reduce the burden of Mobility Fees on Low and Very-Low Income Persons and encourage the development of Affordable Housing in the City.

P. Because the imposition of the Mobility Fees herein may place the City in a non-competitive position with other local governments that have chosen not to impose mobility fees and thus hinder efforts by the City and the community to (1) encourage economic development opportunities within the City, (2) create permanent employment expansion opportunities for the City's citizens and (3) encourage new or expanded businesses within the City to help reverse the daily commute out of the City, there is hereby created an Economic Development Mobility Fee Mitigation Program for certain Non-Residential New Construction, Qualified Target Industry Businesses, and the Target Industry Businesses within the CRA to mitigate any real or perceived disadvantage occurring from the imposition of the Mobility Fees.

Sec. 105-10. ADOPTION OF MOBILITY FEE STUDY. The City Council hereby adopts and incorporates by reference, the study entitled "City of Green Cove Springs Mobility Fee Study," dated as of April, 2023, particularly the assumptions, conclusions and findings in such study as to the allocation of anticipated costs of Designated Mobility Improvements to the City Transportation System between those costs required to accommodate existing traffic and those costs required to accommodate traffic generated by growth and those assumptions, conclusions

and findings in such study as to the determination of anticipated costs of additions to the City Transportation System required to accommodate growth.

ARTICLE II

MOBILITY FEES

Sec. 105-11. IMPOSITION.

A. All New Construction occurring within the area of the City shall pay the applicable Mobility Fee established in this Ordinance. The City Council hereby establishes one (1) Mobility District that encompasses the corporate boundary of the City of Green Cove Springs.

B. The City Council hereby adopts the formulae for calculation and the schedules of Mobility Fees as included in the Mobility Fee Study.

Sec. 105-12. CALCULATION OF MOBILITY FEE.

A. Upon receipt of a complete application for a Building Permit, the Mobility Fee Coordinator shall calculate the applicable Mobility Fee, incorporating any applicable credits. If a person has received a credit pursuant to this Ordinance, that credit shall be subtracted from the otherwise applicable Mobility Fee, if such credit applies. A person may request at any time a nonbinding estimate of the Mobility Fee due for a particular development; however, such estimate is subject to change when a complete application for a Building Permit or other development permit is made.

B. The Mobility Fee shall be calculated by using (1) the Mobility Fee Rate Schedule adopted in the Mobility Fee Study in Appendix A and set forth in Section 105-31 herein,, or (2) an Alternative Trip Generation Study approved in accordance with Section 105-13 herein. The Mobility Fees in the Mobility Fee Rate Schedule have been calculated using the formulae presented in the Mobility Fee Study. The dollar amount of a Mobility Fee required to be paid by

each land use in in the Mobility Fee Rate Schedule shall be multiplied by the number of units in the development seeking a Building Permit for such land use.

C. Land uses that are not specifically listed in the Mobility Fee Rate Schedule shall be assigned the trip generation rate of the most similar land use listed in the most recent edition of the Institute of Transportation Engineers, Trip Generation, as provided for in the Mobility Fee Study.

D. In the event New Construction involves 'spec' construction, the Mobility Fee shall be calculated on the basis of the land use for the finished space. The Mobility Fee for spec construction occupied upon completion of construction shall be paid in the following manner: An initial payment shall be due at the time the Applicant requests Electrical Power Clearance for the shell building and shall be in the amount attributable to the most applicable land use category and associated Mobility Fee Rate Schedules set forth in the Mobility Fee Study. If the land uses at the time of Interior Permits are issued generate more trips than the initial assumed set of land uses then the balance of the Mobility Fee shall be paid upon the Applicant's request for the Interior Permits.

E. In the event a New Construction involves a Mixed Use New Construction, the Mobility Fee Coordinator shall calculate the Mobility Fee based upon the number of New Net Trips to be generated by each separate Mobility Fee Land Use Category included in the proposed Mixed Use New Construction.

Sec. 105-13. ALTERNATIVE MOBILITY FEE CALCULATION.

A. In the event an Applicant believes that the impact to the City Transportation System necessitated by its New Construction is less than the New Trips that are assumed under the applicable Mobility Fee Land Use Category adopted in the Mobility Fee Study, such Applicant may, prior to requesting Electrical Power Clearance for such New Construction, file with the Mobility Fee Coordinator an Alternative Mobility Fee calculation that seeks to establish an

alternative number of New Net Trips using the methodology contained in the Mobility Fee Study adopted in Section 105-10. The Mobility Fee Coordinator shall review the alternative calculations of the New Net Trips and make a determination within thirty (30) days of submittal as to whether such calculation complies with the requirements of this Section.

B. For purposes of any Alternative Mobility Fee calculation, the New Construction shall be presumed to have the maximum impact on the City Transportation system for the Trip Generation Land Use Category.

C. The Alternative Mobility Fee calculation of New Net Person Miles Traveled shall be based on data, information or assumptions contained in this Ordinance and the Mobility Fee Study or an independent source, provided that:

(1) The independent source is a generally accepted standard source of transportation engineering or planning information, or

(2) The independent source is a local study supported by data adequate for the conclusions contained in such study performed by a professional engineer pursuant to a generally accepted methodology of transportation planning or engineering.

(3) If, during its approval process, a previously approved New Construction project containing the same proposed uses submitted a trip characteristic study substantially consistent with the criteria required by this Section, and if such study is determined by the Mobility Fee Coordinator to be current, the trip characteristics of such previously approved New Construction shall be presumed to be as described in the prior study. In such circumstances, an Alternative Mobility Fee shall be established reflecting the trip characteristics described in the prior study. There shall be a rebuttable presumption that a trip characteristic study conducted more

than three (3) years earlier is invalid. A traffic impact study conducted more than seven years earlier is invalid and will not be considered.

(4) It is acknowledged that the Mobility Fee Rates are based upon the applicable Trip Generation Rates for the Trip Generation Land Use Categories corresponding to the Mobility Fee Land Use Categories set forth in the Mobility Fee Study. In recognition of such acknowledgment, the Trip Generation Rates for the Trip Generation Land Use Categories shall be considered an independent source for the purpose of an Alternative Mobile Fee calculation without the necessity of a study as required by Subsections C(1) and C(2) of this Section.

D. If the Mobility Fee Coordinator determines that the data, information, and assumptions utilized by the Applicant comply with the requirements of this Section and that the calculation of the Alternative Mobility Fee number of Person Miles Traveled was by a generally accepted methodology, then the Alternative Mobility Fee shall be paid in lieu of the fee set forth in Sections 105.11 and 105.12 of this Section.

E. If the Mobility Fee Coordinator determines that the data, information and assumptions utilized by the Applicant to compute an alternative number of Person Miles Traveled using the methodology contained in the Mobility Fee Study do not comply with the requirements of this Section, then the Mobility Fee Coordinator shall provide to the Applicant by certified mail, return receipt requested, written notification of the rejection of the Alternative Mobility Fee and the reasons therefore, including notification that the Mobility Fee imposed in Section 105-11 and 105-12, as applicable, shall be paid in accord with the provisions of this Ordinance.

F. An Applicant who submits a proposed Alternative Mobility Fee pursuant to this Section, and desires to secure Electrical Power Clearance prior to the resolution of a pending

Alternative Mobility Fee shall pay the applicable Mobility Fee at the time said Applicant requests Electrical Power Clearance. Said payment shall be deemed paid "under protest" and shall not be construed as a waiver of any rights. Any difference in the amount of the Mobility Fee after resolution of the pending Alternative Mobility Fee shall be refunded to the Applicant or Owner.

G. The Council shall require that the applicant pay the costs of outside third-party experts for the review of the Alternative Mobility calculation to cover the City's costs incurred in processing and reviewing any Alternative Mobility Fee applications, including fees incurred for review of any applications by third party experts.

Sec. 105-14. PAYMENT.

A. The City will provide the amount of the Mobility Fee due for the requested New Construction at the time a Building Permit is issued for said construction.

B. Except as otherwise provided in this Ordinance, an Applicant shall pay the Mobility fee to the City at the time of requesting Electrical Power Clearance for New Construction.

C. The obligation for payment of the Mobility Fee and any credits related thereto shall run with the land.

D. The payment of the Mobility Fee shall be in addition to any other fees, charges or assessments of the City which are due in order to secure Electrical Power Clearance for the New Construction.

E. A mobility fee collected under this Ordinance may be considered for refund to the payor by the Mobility Fee Coordinator if the request is made within sixty (60) days of payment, if the payment was made in error, and if the funds have not been expended or encumbered. A request must include a notarized sworn statement that the requestor mad the payment and the reason the payment was made in error along with a copy of the dated receipt issued for payment of the fee.

The decision on a request for a refund is within the sole discretion of the Mobility Fee Coordinator and is final. The City shall retain 2% of any Mobility fee with respect to which a refund is made hereunder as a charge to offset its administrative costs. Credits applied in lieu of payment of Mobility Fees shall not be eligible for a refund under this section.

Sec. 105-15. USE OF MOBILITY FEE PROCEEDS.

A. The City Council hereby establishes one (1) trust account for the Mobility Fee, which shall be maintained separate and apart from all other accounts of the City.

B. All Mobility Fees and all interest which may accrue thereon shall be used solely to provide for the growth contemplated in the Comprehensive Plan and the Mobility Fee Study in the form of Designated Mobility Improvements to the City Transportation System which when completed will serve to accommodate the additional users and transportation demand generated by such growth and maintain existing levels of service within the City.

C. Mobility Fee funds shall not be used for any expenditure that would be classified as a transportation operation and maintenance expense. The monies deposited into the Mobility Fee Trust Account shall be used solely for the purpose of constructing or improving the Designated Mobility Improvements to the City Transportation System, as these improvements may be amended from time to time, including, but not limited to:

(1) design, engineering and construction plan preparation;

(2) permitting;

(3) right-of-way acquisition, including any costs of acquisition or condemnation;

(4) construction of new through lanes;

(5) construction of new turn lanes;

(6) construction of new bridges;

(7) construction of new drainage facilities in conjunction with new roadway construction;

(8) purchase and installation of traffic signals;

(9) construction of new curbs, medians and shoulders and associated costs for curb work, utility corridors, and elements associated in a street right of way which may be affected by the project so long as these costs do not represent a significant portion of the overall costs;

(10) construction of new shared use and multi-use paths, bike lanes, sidewalks and other bicycle and pedestrian improvements;

(11) construction of new transit facilities and mobility hubs;

(12) relocating utilities to accommodate new roadway construction;

(13) construction management and inspection, including multimodal mobility hub buildings and structures and initial asset capitalization of microtransit, shared use mobility and micromobility solutions;

(14) surveying and soils and material testing;

(15) repayment of monies transferred or borrowed from any budgetary fund of the City which were used to fund any growth impacted construction or improvements as herein defined;

(16) payment of principal and interest, necessary reserves and costs of issuance under any bonds or other indebtedness issued by the City to provide funds to construct or acquire growth impacted capital transportation improvements on the City Transportation System; and

(17) transportation planning, development and engineering including an annual analysis of the City roadway network.

Any monies on deposit which are not immediately necessary for expenditure shall be invested by the City. All income derived from such investments shall be deposited in the Mobility Fee Trust Account and used as provided herein.

G. The City Council hereby adopts a $100 Administrative fee to cover the City's costs for processing mobility fee applications.

H. The Mobility Fees collected pursuant to this Ordinance may be returned to the then current Owner of the property on behalf of which such fee was paid if such fees have not been expended or encumbered prior to the end of the fiscal year immediately following the eighth anniversary of the date upon which such fees were paid. Refunds shall be made only in accordance with the following procedure:

(1) The then current Owner shall petition the City for the refund within 180 days following the eighth anniversary date on which the Mobility Fees Fee was paid.

(2) The petition for refund shall be submitted to the Mobility Fee Coordinator and City Manager by regular and certified mail and shall contain:

(a) A notarized sworn statement that the petitioner is the current Owner of the property on behalf of which the Mobility Fees Fee was paid;

(b) A copy of the dated receipt issued for payment of such fee or such other record as would indicate payment of such fee;

(c) A certified copy of the latest recorded deed; and,

(d) A copy of the most recent ad valorem tax bill.

(3) Within ninety days from the date of receipt of a petition for refund, the Mobility Fee Coordinator will advise the Owner of the status of the Mobility Fee requested for

refund, and if such Mobility Fee has not been spent or Encumbered within the applicable time period, then it shall be returned to the Petitioner subject to the extension described in 105-15H(4). For the purposes of this Section, fees collected shall be deemed to be spent or Encumbered on the basis of the first fee in shall be the first fee out.

(4) The City may, by resolution, extend for up to 3 years the date by which the funds must be refunded. Such an extension, shall be made upon a finding that within the three-year period, improvements are scheduled to be constructed that are reasonably attributable to the Owner's land development activity and that the fees for which the time of refund is extended shall be spent for those capital improvements. The City may adopt a resolution extending the date by which the funds must be refunded at any time, up to 270 days after the eighth anniversary date on which the mobility fee was paid.

(5) Any application submitted after the 180 day period provided in 105-15H(1) shall not be accepted and the Applicant shall have no further right to a refund of Mobility Fees.

Sec. 105-16. EXEMPTIONS.

A. Subject to the Changes of Size and Use provisions in Section 105-19 herein, the following shall be exempted from payment of the Mobility Fee:

(1) Alterations, expansion, or replacement of an existing Dwelling Unit which does not result in any additional Dwelling Units or increase the number of families for which such Dwelling Unit is arranged, designed or intended to accommodate for the purpose of providing living quarters.

(2) Subject to Section 105-19A, the alteration or expansion of a Building if the Building use upon completion does not increase the number of External Trips under the applicable Mobility Fee Rate which were initially attributed to the Building.

(3) The replacement of a Dwelling Unit, Mobile Home, Building or an Accessory Building or Structure if the replacement Dwelling Unit, Mobile Home, Building or Accessory Building or Structure does not result in a land use generating greater External trips under the applicable Mobile Fee Rate. In the event of a replacement of the primary Building, the existing and replacement structures must be located on the same lot and the electrical Power Clearance for such replacement must occur within five (5) years of the date the previous Building was previously occupied.

(4) The issuance of a tie-down permit on a Mobile Home on which applicable Mobility Fees have previously been paid for the lot upon which the Mobile Home is to be situated. The Electrical Power Clearance must be secured for the replacement Mobile Home within five (5) years of the date the previous Mobile Home was occupied.

(5) Government Buildings or Facilities and Schools. The City is ultimately responsible for funding all Designated Mobility Improvements for which Mobility Fee payments will be collected including any shortfalls. The cumulative number of trips and resulting PMT from any City, County or State proposed development or School Board school facility development will be analyzed and included in the modeled capacity available. Neither the City, County or School Board will be required to pay Mobility Fees in order to proceed with their respective proposed development. However, any Mobility Fee exemption issued for a Government Building or Facilities or School shall expire if an alteration causes the Government Building or Facility or

School facility to no longer be a government Building. The Mobility Fee for other land uses shall not be increased as a result of this exemption for government facilities.

Sec. 105-17. AFFORDABLE HOUSING MOBILITY FEE DEFERRAL.

A. Pursuant to the requirements established in this Section, the City shall defer the payment of the Mobility Fees for any new Owner-occupied Residential Construction which qualifies as Affordable Housing as defined herein.

B. Any Applicant seeking an Affordable Housing deferral for proposed Residential New Construction shall file with the Mobility Fee Coordinator an Application for Deferral, prior to requesting Electrical Power Clearance for the proposed Residential New Construction. The Application for Deferral shall contain the following:

(1) The name and address of the Initial Purchaser;

(2) The legal description of the residential New Construction;

(3) The proposed selling price of the residential New Construction;

(4) Evidence that the Residential New Construction shall be occupied by Very Low-Income Persons and Low-Income Persons, as certified by the Mobility Fee Coordinator; and

(5) Evidence that the residential New Construction is funded by a governmental affordable housing program, if applicable.

C. If the proposed residential New Construction meets the requirements for an Affordable Housing Deferral as set forth in this Section, the City Manager shall be authorized to enter into an Affordable Housing Mobility Fee Deferral Agreement (the "Deferral Agreement") with the developer or the Initial Purchaser, as applicable. The Deferral Agreement shall be accepted by the City in lieu of prompt payment of the Mobility Fees that would otherwise be due

and payable but for the Agreement. The Deferral Agreement shall provide for, at a minimum, the following, and shall further include such provisions deemed necessary by the Council to effectuate the provisions of this Section:

(1) The deferred Mobility Fees shall be a lien on the New Construction for the duration of the deferral period established pursuant to this Section. The lien may be foreclosed upon in the event of noncompliance with the requirements of the Deferral Agreement. The lien shall terminate upon the expiration of a deferral period or upon payment of the lien following a sale or transfer of the New Construction as provided herein. Such termination of the lien shall be evidenced by the recording of a release or satisfaction of lien in the public records of the County. Such release shall be recorded upon payment in full.

(2) Neither the deferred Mobility Fees nor the Deferral Agreement shall be transferred, assigned, credited or otherwise conveyed from the Residential New Construction. The deferral of Mobility Fees and the Deferral Agreement shall run with the land.

(3) In the event the Owner is in default under the Deferral Agreement, and the default is not cured within 30 days after written notice is provided to the Owner, the Council may at its sole option collect the Mobility Fee amounts in default or bring a civil action to enforce the Deferral Agreement or declare that the deferred Mobility Fees are then in default and immediately due and payable. The Council shall be entitled to recover all fees and costs, including attorney's fees and costs, incurred by the City in enforcing the Deferral Agreement plus interest at the then maximum statutory rate for judgments calculated on a calendar day basis until paid. In the event the City initially funded the deferred Mobility Fee for the Residential New Construction from other available City revenues, the deferred Mobility Fees collected upon a breach of the Deferral Agreement will be used to repay such City funds.

(4) The Deferral Agreement shall be binding upon the developer and Initial Purchaser's successors and assigns, as applicable.

(5) The Deferral Agreement shall be recorded in the official records of the County at the owner’s expense.

D. To qualify for a deferral under this Section, Owner-occupied residential New Construction must meet all of the following criteria:

(1) The Initial Purchaser(s) or anticipated Initial Purchaser(s) must qualify as Very-Low Income Persons or Low-Income Persons, as defined herein, at the time of execution by the City of the Deferral Agreement.

(2) The purchase price of the residential New Construction, shall not exceed 30 percent of the amount which represents the percentage of the median annual gross income for the applicable household category and the standards set forth for Very Low, and Low Income persons for the Jacksonville, Florida metropolitan statistical area covering the City as reported by the U.S. Department of Housing and Urban Development or its governmental successor in function

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(3) The residential New Construction shall qualify as "Owner-occupied" if:

(a) a written affirmation from the developer to the City guarantees that the requisite Affordable Housing units will be constructed; and

(b) the affirmation is in effect on the date of execution of the Deferral Agreement by the City; and

(c) within six months from the date of Electrical Power Clearance or the execution of the affirmation, whichever is later, any option to purchase is exercised and the qualified Initial Purchaser takes ownership of the residential New Construction. If the

qualified Initial Purchaser fails to purchase the residential New Construction within the six-month period, then the deferred Mobility Fees are considered in default as of the date that the Mobility Fees would have been due without the deferral and the Applicant shall pay all of the Mobility Fees that would have been assessed but for the deferral.

(4) The residential New Construction must be the homestead of the Initial Purchaser(s). The Initial Purchaser(s) of the residential New Construction must be at least 18 years of age and must be either citizen(s) of the United States or be a legal alien who permanently resides in the United States. Proof of United States Citizenship or permanent legal residency must be established to the City's sole satisfaction. The residential New Construction must be granted a homestead exemption pursuant to Chapter 196, Florida Statutes, within one year after the initial purchase of the residential New Construction.

(5) No more than 30 Mobility Fee Deferral Agreements are permitted at any single time for an individual developer, or for any developments that are under common ownership; provided, however, that a developer may apply to the Council for approval to exceed this cap on deferrals for projects that will increase the availability of Affordable Housing within the City. For purposes of this subsection, "common ownership" means ownership by the same person, corporation, firm, entity, partnership, or unincorporated association; or ownership by different corporations, firms, partnerships, entities, or unincorporated associations, in which a stockbroker, partner, or associate, or a member of his family owns an interest in each corporation, firm, partnership, entity, or unincorporated association.

E. All Mobility Fees deferred at the time Electrical Power Clearance was issued shall become due and payable upon the first occurrence of any sale or transfer of the residential New

Construction if such sale or transfer occurs within eight years of the date of Electrical Power Clearance for the residential New Construction.

(1) All such deferred Mobility Fees shall be immediately paid in full to the City not later than the closing date of the sale or the effective date of the transfer.

(2) Repayment shall include any accrued interest. Interest shall be computed at the prevailing prime interest rate established for commercial lenders within the City not to exceed the maximum rate of interest permitted by law.

(3) If the household income of the Initial Purchaser rises above the levels for Very Low-Income or Low Income Persons, as defined herein, the Initial Purchaser shall maintain the deferral for the duration of their ownership of the residential New Construction. If, at the point of land sale or transfer, the household income of the Initial Purchaser exceeds that set out in the Deferral Agreement, the appropriate Mobility Fee will become due.

(4) The deferred Mobility Fees shall be forgiven upon the eighth anniversary of the date of Electrical Power Clearance if the Initial Purchaser does not sell or transfer the property within such deferral period.

F. The amount of the Mobility Fees shall not be increased to replace any revenue lost due to any deferral approved pursuant to this Section.

Sec. 105-18. ECONOMIC DEVELOPMENT MITIGATION PROGRAM.

A. Because the imposition of the Mobility Fees herein may place the City in a non-competitive position with other local governments that have chosen not to impose road impact fees or other programs to provide needed transportation improvements to serve future growth, and thus hinder efforts by the City and the community to (1) encourage economic development opportunities within the City; (2) create permanent employment expansion opportunities for the

City's citizens; and (3) encourage new or expanded businesses within the City to help reverse the daily commute out of the City, there is hereby created an Economic Development Mobility Fee Mitigation Program for certain land uses to mitigate any real or perceived disadvantage occurring from the imposition of the Mobility Fees.

B. The City has developed a CRA District within the city boundary. The CRA may contribute funds to offset and reduce the net mobility fee assessed to specific land uses and New Construction within specific areas of the city or for specific land use types. CRA Targeted Businesses as defined in Section 105-7 would be eligible for up to a 50% discount (CRA contribution) in mobility fee payments within the CRA.

Sec. 105-19. CHANGES OF SIZE AND USE. A Mobility Fee shall be imposed for the alteration, expansion or replacement of a Building or Dwelling Unit or the construction of an Accessory Building or Structure if the alteration, expansion or replacement of the Building or Dwelling Unit or the construction of an Accessory Building or Structure results in a land use determined to generate greater External Trips than the present use under the applicable Mobility Fee Rate, and shall be calculated as provided herein:

A. If the Building or Dwelling Unit was continuously vacant and only generating a de minimis number of External Trips for at least five (5) years prior to the date of Electrical Power Clearance for the alteration, expansion or replacement of said Building or Dwelling Unit, then this Section 105-19 shall not apply and the New Construction shall pay the Mobility Fee established in Section 105-11.

B. If Subsection A. of this Section 105-19 is not applicable, then the Mobility Fee shall be calculated as follows:

(1) If the Mobility Fee is calculated on land use and not square footage, the Mobility Fee imposed shall be the Mobility Fee due under the applicable Mobility Fee Rate for the Mobility Fee Land Use Category resulting from the alteration, expansion or replacement, less the Mobility Fee that would be imposed under the applicable Mobility Fee Rate for the Mobility Fee Land Use Category prior to the alteration, expansion or replacement.

(2) If the Mobility Fee is calculated on the basis of square footage and the Square Footage of a Building is increased, the Mobility Fee Rate for the increased Square Footage represented by the New Construction shall be at the Mobility Fee Rate applicable to New Construction with Square Footage resulting from the alteration, expansion or replacement, less the Mobility Fee that would be imposed under the applicable Square Footage prior to the alteration, expansion or replacement.

(3) The Mobility Fee imposed for any Accessory Building or Structure shall be that applicable under the Mobility Fee Rate for the land use for the primary Building.

(4) The Mobility Fee applicable to occupied spec construction and the finished spec space shall be determined pursuant to Section 105-12D herein.

Sec. 105-20. DEVELOPER CONTRIBUTION CREDIT.

A. Subject to the terms and conditions of this Section 105-20, a credit shall be granted against the Mobility Fees imposed by this Ordinance for the construction of all or any portion of a Designated Mobility Improvement or for the donation of land or contribution of funds for a Designated Mobility Improvement made pursuant to a development order or voluntarily in connection with New Construction. The donation, contribution or construction shall only provide improvements or additions to Designated Mobility Improvements which are required to accommodate growth as projected in the Mobility Fee Study. No credit shall be given for the

construction of Access Improvements. Further, no credit shall be given for the donation of land or construction of a capital improvement unless such property is conveyed, in fee simple to the City without remuneration. Such conveyance and construction shall be subject to the approval of the Mobility Fee Coordinator and the following standards:

(1) Any land to be conveyed shall be suitable as right-of-way for the contemplated Designated Mobility Improvement;

(2) Any monetary contribution shall be used in accord with Section 105-15 herein for capital improvements and additions to a Designated Mobility Improvement;

(3) Any improvements to be constructed shall be an integral part of the contemplated Designated Mobility Improvement, shall improve the function thereof, and shall exclude Access Improvements;

(4) Any road right of way or land required to be dedicated to the City as a condition of development approval shall be dedicated by plat or deed no later than the time at which Mobility Fees are required to be paid under this Ordinance. The portion of the fee represented by a credit for construction shall be deemed paid when the construction is completed and accepted by the City for maintenance or when adequate security for the completion of the construction has been provided.

(5) The design and/or construction of a Designated Mobility Improvement shall be performed by professionals who are qualified under Florida law and the City Code to perform such work.

B. Prior to requesting Electrical Power Clearance, the Applicant shall submit to the Mobility Fee Coordinator a proposed plan for donation, contribution or construction. The proposed plan shall include:

(1) a designation of the New Construction for which the plan is being submitted;

(2) a legal description of any land proposed to be donated and a written appraisal prepared in conformity with subsection D. of this section;

(3) the amount and source of any monetary contribution;

(4) a list of any contemplated improvements to Designated Mobility Improvements;

(5) a proposed time schedule for completion of the proposed plan.

C. The Mobility Fee Coordinator shall review the proposed plan and determine:

(1) If such proposed plan is in conformity with contemplated capital improvements for and additions to Designated Mobility Improvements;

(2) If the proposed donation, contribution or construction by the Applicant is consistent with the public interest; and

(3) If the proposed time schedule for the conveyance of land, contribution of funds or construction is consistent with the City's capital improvement program for the Designated Mobility Improvements;

(4) Upon approval of a proposed plan, the Mobility Fee Coordinator shall determine the amount of credit based upon the standards contained in Subsection D. of this Section and shall approve the timetable for completion of the plan. The Mobility Fee Coordinator shall issue a decision within forty-five days after the filing of the completed proposed plan.

D. The amount of developer credit to be applied to the Mobility Fee shall be:

(1) The value of constructing an improvement to a Designated Mobility Improvement as estimated in the Mobility Fee Study and which formed the basis of the fee. The

successful completion of the project shall comply with Transportation Design Standards accepted by the City Engineer.

(2) The amount of any monetary contribution for a Designated Mobility Improvement.

(3) The value of donated land (when not part of an above Designated Mobility Improvement) based upon a written appraisal of fair market value by an M.A.I. Appraiser who was selected and paid for by the Applicant, and who used generally accepted appraisal techniques. If the appraisal does not conform to the requirements of this Ordinance and any applicable administrative regulations, the appraisal shall be corrected and resubmitted. In the event the Mobility Fee Coordinator accepts the methodology of the appraisal but disagrees with the appraised value, the Mobility Fee Coordinator may engage another M.A.I. Appraiser at the City's expense, and the value shall be an amount equal to the average of the two appraisals. If either party does not accept the average of the two appraisals, a third appraisal shall be obtained, with the cost of said third appraisal being shared equally by the City and the Owner or Applicant. The third appraiser shall be selected by the first two appraisers and the third appraisal shall be binding on the parties.

E. If a proposed plan is approved for an infrastructure credit by the Mobility Fee Coordinator, the Applicant or Owner and the Council shall enter into a Credit Agreement which shall provide for the parties' obligations and responsibilities, including, but not limited to:

(1) The timing of actions to be taken by the Applicant and the obligations and responsibilities of the Applicant, including, but not limited to, the construction standards and requirements to be complied with;

(2) The obligations and responsibilities of the City, including, but not limited to, inspection of the project;

(3) The amount of the credit as determined in accordance with Subsection D. of this section; and

(4) If required, provisions for a payment bond or an irrevocable letter of credit to be posted with the City, in an amount representing the difference between the Mobility Fee obligation and the amount of any credit from donated land.

F. A credit for a monetary contribution or a land donation shall be granted at such time as the City is in receipt of the full amount of the monetary contribution and/or the donated land has been conveyed to the City, and a Credit Agreement is approved and executed by both the Council and the Applicant or Owner. A credit for a land donation in conjunction with construction of a Designated Mobility Improvement, or portion thereof, shall be available after a Credit Agreement is approved and executed by both the Council and the Applicant or Owner, and upon dedication and acceptance by the Council of the donated land, up to the value of the donated land. A credit for the construction of the Designated Mobility Improvement shall be available once the improvement is completed, dedicated to, and accepted by the City. In the alternative, following the dedication and acceptance of the donated land for a Designated Mobility Improvement, the Applicant or Owner may access the credit for the construction of the Designated Mobility Improvement early by posting a payment bond or irrevocable letter of credit with the City in an amount representing the difference between the Mobility Fee obligation and the value of the donated land. Provided, however, that in the event the Applicant or Owner fails to convey the land to be donated or fails to convey the completed Designated Mobility Improvement or such property or improvement is not ultimately accepted by the City in accordance with the terms of the Credit

Agreement, then the credit shall be revoked and all Mobility Fees shall immediately become due and payable and collected in any manner authorized by law. The administration of said credits shall be the responsibility of the Mobility Fee Coordinator. Mobility Fee credits available for use as provided for in this subsection which are in excess of those required to satisfy the Mobility Fee obligation generated by the New Construction may be transferred in accord with the provisions of Section 163.31801, Florida Statutes, as amended.

H. All construction cost estimates shall be based upon and all construction plans and specifications shall be in conformity with the road construction standards of the City or the Florida Department of Transportation as deemed appropriate by the City Engineer. All plans and specifications shall be approved by the City Engineer prior to commencement of construction. For construction projects within City-owned right-of-way, the requirements set forth in Sections 101-327 through 101-331 of the City of Green Cove Springs Code, state law and city ordinance bidding requirements and construction bonding requirements shall be deemed to apply to such construction only to the extent required by law.

I. Any Applicant who submits a proposed plan pursuant to this Section and who desires Electrical Power Clearance prior to the resolution of a pending credit shall pay the applicable Mobility Fee at the time of requesting Electrical Power Clearance. Said payment shall be deemed paid "under protest" and shall not be construed as a waiver of any review rights. Any difference shall be refunded to the Applicant or Owner upon the execution of a Credit Agreement.

J. Nothing contained herein shall be construed to qualify the conveyance of land which is required as right-of-way for the construction of Access Improvements for a developer contribution credit.

Sec. 105-21. APPLICABILITY. This Ordinance and the obligations herein for the payment of the Mobility Fee shall apply to all New Construction that requests an Electrical Power Clearance on or after the effective date of this Ordinance, as provided in Section 105-30.

Sec. 105-22. ALTERNATIVE COLLECTION METHOD. In the event that an equipment check inspection for Electrical Power Clearance is granted in error by reason of the failure to collect the applicable Mobility Fee, then prompt demand for payment of the Mobility Fee shall be made to the Building Permit holder of the New Construction, and no final inspection shall be made or certificate of occupancy issued until payment of the Mobility Fee has been received. In the event that an Equipment Check Inspection for Electrical Power Clearance is performed in error by reason of the failure to collect the applicable Mobility Fee, and the New Construction has been completed and final authorization for occupancy has been granted, then prompt demand for payment of the Mobility Fee shall be made to the Owner of New Construction for which the Building Permit was issued, and such Mobility Fee shall be subject to collection in any manner authorized by law.

Sec. 105-23. REVIEW HEARINGS.

A. An Applicant or Owner who is required to pay a Mobility Fee shall have the right to request a review hearing.

B. Such hearing shall be limited to the review of the following:

(1) The application or calculation of the Mobility Fee under Sections 105-11 and 105-12 of this Ordinance.

(2) The rejection of the Alternative Mobility Fee calculation pursuant to Section 105-9.

(3) The denial or partial denial of a credit pursuant to Section 105-20.

(4) The denial of an Affordable Housing Mobility Fee Deferral pursuant to Section 105-17.

(5) The denial or partial denial of an Economic Development Mobility Fee Mitigation waiver pursuant to Section 105-18.

C. Such hearing shall be requested by the Applicant or Owner in writing within thirty (30) days of the following dates:

(1) The issuance of a Building Permit which shall contain the amount of the Mobility Fee that is due for the New Construction;

(2) A negative determination in writing on a proposed Individual or Alternative Mobility Fee pursuant to Sections 105-12 and 105-13, respectively; credit pursuant to Section 105-20; Mobility Fee deferral pursuant to Section 105-17; or Mobility Fee mitigation pursuant to Section 105-18.

(3) Failure to request a hearing within the time provided shall be deemed a waiver of such right.

D. The request for hearing shall be filed in writing with the Mobility Fee Coordinator with copy to the City Manager and shall contain the following:

(1) The name and address of the Applicant or Owner;

(2) The legal description of the property in question;

(3) If issued, the date the Building Permit was issued.

(4) A brief description of the nature of the construction being undertaken;

(5) If paid, the date the Mobility Fee was paid; and

(6) A statement of the reasons why the Applicant or Owner is requesting the hearing.

E. Upon receipt of such request, the Mobility Fee Coordinator shall schedule a hearing before the City Manager called for the purpose of conducting the hearing and shall provide the Applicant and/or Owner written notice of the time and place of the hearing. Such hearing shall be held within sixty (60) days of the date the request for hearing was filed.

F. Such hearing shall be before the City Manager and shall be conducted in a manner designed to obtain all information and evidence relevant to the requested hearing. Formal rules of civil procedure and evidence shall not be applicable; however, the hearing shall be conducted in a fair and impartial manner with each party having an opportunity to be heard and to present information and evidence.

G. Any Applicant who requests a hearing pursuant to this Section who desires Electrical Power Clearance prior to the hearing shall pay the applicable Mobility Fee pursuant to Section 105-11 or Section 105-12, as applicable, at the time of requesting Electrical Power Clearance. Said payment shall be deemed paid "under protest" and shall not be construed as a waiver of any review rights.

H. An Applicant may request a hearing under this Section without paying the applicable Mobility Fee, but Electrical Power Clearance shall not be granted until such Mobility Fee is paid in the amount initially calculated, or the amount approved upon completion of the review provided in this Section.

Sec. 105-24. REVIEW REQUIREMENT. This Ordinance and the Mobility Fee Study shall be reviewed by the City Council at least every five (5) years and not sooner than every four (4) years. The initial and each review thereafter shall consider new estimates of population and other socioeconomic data, changes in construction, land acquisition and related costs, and adjustments to the assumptions, conclusions or findings set forth in the Mobility Fee Study adopted

by Section 105-10. Each review shall additionally consider changes in right-of-way acquisition and related costs and changes in Trip Generation rates, External Trip lengths, traffic volume counts, and a review of the administrative fees authorized herein. The purpose of this review is to evaluate and revise the Mobility Fee, if necessary, to ensure that they do not exceed the reasonable anticipated costs associated with the improvements and additions necessary to offset the demand generated by the New Construction on the City Transportation System. In the event the review of the Ordinance required by this Section alters or changes the assumptions, conclusions and findings of the studies adopted by reference in Section 105-10, revises or changes the Designated Mobility Improvements, or alters or changes the amount or classification of the Mobility Fee, the Mobility Fee Study adopted by reference in Section 105-10 shall be amended and updated to reflect the assumptions, conclusions and findings of such reviews and Section 105-10 shall be amended to adopt by reference such updates studies.

Sec. 105-25. PERIODIC MOBILITY FEE RATE ADJUSTMENT.

A. Beginning on October 1, 2024, and on each October 1 thereafter, the Council shall escalate the base Mobility Fees by a percent change for the previous Fiscal Year using available data from the Florida Department of Transportation Construction Cost Indictor Reports.

B. Provided, however, that in the event the Mobility Fee Coordinator determines that this annual rate adjustment of the Mobility Fees will cause New Construction to pay more than its fair share of the cost of the Designated Mobility Improvements to the City Transportation System that are necessary to accommodate the traffic generated by such growth, said automatic rate adjustment will be decreased accordingly.

C. The adjusted Mobility Fees must be noticed in conformance with Section 105-28 prior to going into effect if the adjustment results in an increased Mobility Fee.

Sec. 105-26. DECLARATION OF EXCLUSION FROM ADMINISTRATIVE PROCEDURES ACT.

Nothing contained in this Ordinance shall be construed or interpreted to include the City in the definition of Agency as contained in Section 120.52, Florida Statutes, or to otherwise subject the City to the application of the Administrative Procedures Act, Chapter 120, Florida Statutes. This declaration of intent and exclusion shall apply to all proceedings taken as a result of or pursuant to this Ordinance, including specifically, but not limited to, a determination of an Alternative Fee Calculation pursuant to Section 105-13, developer credit hearings pursuant to Section 105-20, and review hearings under Section 105-23.

Sec. 105-27. ACCOUNTING AND REPORTING OF MOBILITY FEE. The revenues realized from Mobility Fees imposed pursuant to this Ordinance shall be identified in the City's budget as a separate trust fund account required by Section 163.31801(4)(b), Florida Statutes (2022) as amended. The City shall maintain adequate records to justify all expenditures from the Mobility Fee trust fund and any accounts established within such trust fund. The City shall prepare an annual report reflecting the collection and expenditures during the previous year of the Mobility Fees imposed pursuant to this Ordinance.

Sec. 105-28. NOTICE OF MOBILITY FEE RATES. Upon adoption of this Ordinance or any amendment hereto imposing new or revised Mobility Fee rates or revising the land use categories for any Mobility Fee, the Mobility Fee Coordinator shall publish a notice once in a newspaper of general circulation within the City which notice shall include: (1) a brief and general description of the affected Mobility Fee, (2) a description of the geographic area (City limits) in which the Mobility Fee will be collected; (3) the Mobility Fee Rates to be imposed for

each land use category; and (4) the date of implementation of the Mobility Fee Rates set forth in the notice, which date shall not be earlier than ninety (90) days after the date of publication of the notice.

Sec. 105-29 Mobility Fee Rate Schedule

Land Use Code	Land Use Categories	Land Use Categories	Unit of measure	Base Impact fee per unit
220	*Residential*	Multiple Family (low rise)	dwelling	$ 2,981
221	*Residential*	Multiple Family (mid-rise)	dwelling	$ 2,008
251	*Residential*	Senior Adult Housing - detached and independent	dwelling/bed	$ 1,906
253	*Residential*	Assisted Living/Congregate Care Facility	dwelling	$ 977
210.3	*Residential*	Single Family (less than 1,500 sqft)	dwelling	$ 2,946
210	*Residential*	Single Family (1,500 sqft to 2,499 sqft)	dwelling	$ 3,693
210.4	*Residential*	Single Family (> 2,499 sqft)	dwelling	$ 4,171
240	*Residential*	Mobile Home	dwelling	$ 3,149
255	*Residential*	Continuing Care Retirement Community	occupied units	$ 1,092
260	*Residential*	Recreational Home/Vehicle	dwelling	$ 1,570
110	*Industrial*	Light Industry (110)	ksq ft of GFA	$ 2,154
150	*Industrial*	Warehouse	ksq ft of GFA	$ 756
151	*Industrial*	Mini-Warehouse	ksq ft of GFA	$ 641
140	*Industrial*	Manufacturing	ksq ft of GFA	$ 2,101
565	*Commercial – Services*	Day Care	ksq ft of GFA	$ 21,062
492	*Commercial – Services*	Health Club / Fitness	ksq ft of GFA	$ 579
310	*Commercial – Services*	Hotel	rooms	$ 3,534
320	*Commercial – Services*	Motel	rooms	$ 1,482
312	*Commercial – Services*	Business Hotel	rooms	$ 1,778
947	*Commercial – Services*	Carwash (self wash)	wash stall	$ 16,719
948	*Commercial – Services*	Carwash (automated wash)	wash stall	$ 11,997
420	*Commercial – Retail*	Marina	berth	$ 1,066
850	*Commercial – Retail*	Supermarket	ksq ft of GFA	$ 26,563
815	*Commercial – Retail*	Free Standing Retail Store	ksq ft of GFA	$ 17,631
816	*Commercial – Retail*	Hardware / Paint Store	ksq ft of GFA	$ 2,641
817	*Commercial – Retail*	Nursery (Garden Center)	ksq ft of GFA	$ 22,289
818	*Commercial – Retail*	Nursery (Wholesale)	ksq ft of GFA	$ 14,292
880	*Commercial – Retail*	Pharmacy/Drugstore w/o Drive Thru	ksq ft of GFA	$ 18,726
881	*Commercial – Retail*	Pharmacy/Drugstore with Drive Thru	ksq ft of GFA	$ 22,534
820	*Commercial – Retail*	Shopping Center (>150k)	ksq ft of GFA	$ 10,804

Land Use Code	Land Use Categories	Land Use Categories	Unit of measure	Base Impact fee per unit
821	*Commercial – Retail*	Shopping Plaza (40-150k)	ksq ft of GFA	$ 19,710
822	*Commercial – Retail*	Strip Retail Plaza (<40k)	ksq ft of GFA	$ 15,895
850	*Commercial – Retail*	Supermarket	ksq ft of GFA	$ 26,563
814	*Commercial – Retail*	Variety Store	ksq ft of GFA	$ 18,583
857	*Commercial – Retail*	Discount Club	ksq ft of GFA	$ 15,587
863	*Commercial – Retail*	Electronics Superstore	ksq ft of GFA	$ 11,983
849	*Commercial – Retail*	Tire Superstore	ksq ft of GFA	$ 6,487
890	*Commercial – Retail*	Furniture Store	ksq ft of GFA	$ 2,786
931	*Quality Restaurant*	High-Turnover (sit-down) restaurant	ksq ft of GFA	$ 19,140
932	*Commercial – Restaurant*	High-Turnover (sit-down) restaurant	ksq ft of GFA	$ 19,140
710	*Commercial – Office*	General Office Building	ksq ft of GFA	$ 4,794
760	*Commercial – Office*	Research & Development Center	ksq ft of GFA	$ 4,901
550	*Institutional*	University / College / Jr College	students	$ 599
520	*Institutional*	School, K-12	students	$ 1,411
536	*Institutional*	Private School, K-12	students	$ 818
411	*Institutional*	Park	acre	$ 293
610	*Institutional*	Hospital	ksq ft of GFA	$ 4,763
620	*Institutional*	Nursing home	ksq ft of GFA	$ 2,985
560	*Institutional*	Place of worship	ksq ft of GFA	$ 3,361

Section 5. Conflicts. If any portion of this Ordinance is in conflict with any other ordinance, then the provisions of this Ordinance shall govern.

Section 6. Severability. If any section, sentence, clause or phrase of this Ordinance is held to be invalid or unconstitutional by any court of competent jurisdiction, then said holding shall in no way affect the validity of the remaining portions of this Ordinance.

Section 7. Effective Date.

This Ordinance and the obligations herein for the payment of Mobility Fees shall apply to all New Construction that submits a building permit application on or after the effective date of the ordinance pursuant to the notice requirements set forth in Section 105-28,

INTRODUCED AND APPROVED AS TO FORM ONLY ON THE FIRST READING BY THE CITY COUNCIL OF THE CITY OF GREEN COVE SPRINGS, FLORIDA, ON THIS 16th DAY OF MAY 2023.

CITY OF GREEN COVE SPRINGS, FLORIDA

_____
Constance W. Butler, Mayor

ATTEST:

_____
Erin West, City Clerk

PASSED ON SECOND AND FINAL READING BY THE CITY COUNCIL OF THE CITY OFGREEN COVE SPRINGS, FLORIDA, THIS 6TH DAY OF JUNE 2023.

CITY OF GREEN COVE SPRINGS, FLORIDA

_____
Constance W. Butler, Mayor

ATTEST:

_____
Erin West, City Clerk

APPROVED AS TO FORM ONLY:

_____
L.J. Arnold, III, City Attorney

ATTEST:

By: _____

Gannett Fleming

RSG

City of Green Cove Springs Mobility Fee Report

April 2023

Table of Contents

Table of Content

List of Tables

List of Figures

1.0 Introduction

The Comprehensive Plan and Downtown Master Plan for the City of Green Cove Springs has envisaged a local transportation system that provides travel options, choices of different travel modes, developing an efficient, cost effective and adaptable system to address the future land use and demographic changes. This study creates a Mobility Fee that provides a local funding mechanism to address the additional burden on the transportation system associated with the future residents, jobs, and visitors.

The City has traditionally managed the impacts of land use development through transportation concurrency. This system has limited the opportunities to provide multimodal and long-term solutions that address the burden of growth and realize the vision set out in the Comprehensive Plan.

A Mobility Fee provides an alternative to concurrency to assess the fair and proportional cost of additional transportation capacity on new land use development. The Florida Constitution grants local governments broad home rule authority to establish assessments and fees. Impact fees and mobility fees are examples of these home rule revenue sources. These fees are a type of land use regulation that local governments use to generate revenue to construct additional mobility capacity to meet the needs associated with increases in travel demand from new land use development.

The Mobility Fee will provide more predictable outcomes for both the City and the land use development applicants using a creating a consistent process connected to the trip generation and size of the land development.

The Mobility Fee will support the City by directing funds to improve multimodal transportation capacity through additional walking and biking facilities, vehicular intersection improvements, and transit mobility hubs.

This report provides the background to support the change from concurrency, the forecast amount of land use growth and development, the types of transportation investments, and the derivation of the base Mobility Fee.

1.1 Methodology

Overview

The methodology for the Green Cove Springs Mobility Fee follows a 'needs-based' also known as a 'plan-based' approach by identifying the future transportation capacity necessary to mitigate the impacts of additional users generated by future land use development on the existing standards of service that users experience. Based on the data developed in the Northeast Florida Regional Planning Model (NERPM), the City is expected to increase the number of households by 251% and the amount of employment by 133%. The City of Green Cove Springs is forecast to grow faster than the north Florida region, which is expected to see a 68% increase in households and employment by 2045.

A plan-based approach develops a forecast of future demand and identifies and evaluates what capacity is needed to meet the needs of that growth. A proportionate share of the cost of

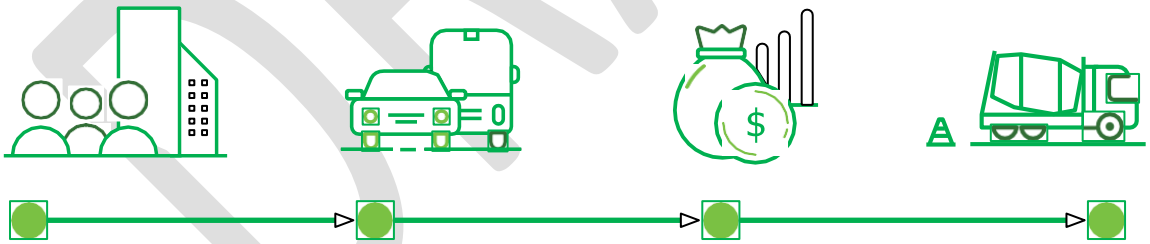
providing that capacity is then allocated to land use changes which create additional transportation demand.

Mobility plans and the subsequent fees that support the capital items are multimodal in nature. The future vision for the City of Green Cove Springs accounts for multimodal integration by supporting a mix of modal options that can meet various travel demands and can allow individuals to use the mode that meets their needs for the specific trip. Diverse land uses, multimodal travel options, and connectivity provide users with choices.

To develop such a fee, the future land use and resulting traffic volume forecasts were reviewed using the latest Northeast Florida Regional Planning Model – Activity Based_v2 (here after referred to as the NERPM). The NERPM model was used by the North Florida Transportation Planning Organization (TPO) for the Year 2045 Long Range Transportation Plan (LRTP). Using the NERPM, allowed for the analysis of travel behavior and complex land use interactions, as well as the analysis of how City of Green Cove Springs interacts with the rest of the TPO area. Using the model, provides the clear connection, or nexus, for imposing mobility fees.

The Mobility Fee develops a list of transportation capacity improvements that are necessary by 2045 to meet the mobility needs of the future users forecast to be added to Green Cove Springs over the next 22 years. The additional capacity is necessary to mitigate the adverse effects that these users will impose on the existing users of the transportation system. The plan presents a multimodal vision that will create additional capacity across various travel modes to provide users alternatives to the private vehicle including transit, walking and biking, golf carts, and future shared travel modes such as e-bikes, scooters, and micro transit.

Figure 1: Mobility Fee Concept



In general terms, more people create more trips. To accommodate those trips, new capacity is needed which can be funded through mobility fees.

General Methodology

The steps included in this Mobility Fee include:

- Land use planning
- Forecast demand
- Identification of transportation capacity and construction costs

- Calculation of base mobility fee as a cost per unit of demand
- Development of the net mobility fee after accounting for credits

Land Use Planning

The Mobility Plan uses the best available information on expected changes in land use within Green Cove Springs and within the overall North Florida TPO region, which covers a six-county area (Baker, Clay, Duval, Nassau, Putnam, and Saint Johns counties). Initial estimates for the changes were obtained through the NERPM travel model. The NERPM covers the six-county North Florida TPO area and has a base year 2015 and horizon year 2045 and was used in the LRTP Year 2045 update.

Changes in the Comprehensive Plan in both the Land Use and Transportation Elements are proposed as part of the Mobility Plan to align the documents with the change in the regulatory framework associated with replacing concurrency with the Mobility Fee.

A review of the land use changes within the NERPM indicated that minor revisions were necessary to reflect the more recent changes in expected land use development. These changes were integrated into the travel model, which was then run to inform the future changes in traffic generation and travel flow through the City and beyond.

A review of the volume-to-capacity of the vehicular network was used to inform where spot improvements to intersections or to roadway segments in the corridors could improve vehicular operations. The travel model was used particularly to inform trip lengths as well as vehicle and person miles of travel. Person miles of travel is used as the basis for the Mobility Fee.

Forecast Demand

The forecast demand was developed using the NERPM. The development of the LRTP is a federal requirement and is a process that is conducted every five years. The City of Green Cove Springs is located within Clay County. Clay County, as a member of the North Florida TPO, developed and/or reviewed the socioeconomic data and projects that are part of the LRTP process for the Clay County area, which includes the municipalities of the City of Green Cove Springs, City of Keystone Heights, Town of Orange Park and the Town of Penny Farms. As stated above, the socioeconomic data and the projects were developed for the years 2015 and 2045. The type of socioeconomic data used in the NERPM, are the number of households, number of persons in the household, school enrollment, and number of employees, among others.

The NERPM model is validated for the year 2015 and forecasted for the year 2045 by assigning the trips people make to different destinations within the study area. The forecasted growth is used in the mobility fee study. This growth is measured in miles traveled, average trip lengths, and by the congestion on the transportation network.

The miles traveled can be expressed in vehicle miles traveled (VMT) or person miles traveled (PMT). Since the City of Green Cove Springs mobility fee study is a multimodal study, and therefore includes pedestrian, bicycle, and transit facilities as well as roadways, the miles traveled are expressed in PMT.

Forecast changes, and in particular growth patterns in population, employment, and the related change in the number and distribution of the trips associated with these socioeconomic inputs were analyzed in the NERPM. The changes in the number of PMT are a direct result of the changes in the land use patterns. The changes in the PMT is the unit of growth used in the Mobility Fee.

Identification of Transportation Capacity and Construction Costs

A comprehensive and collaborative process with many stakeholders from the City of Green Cove Springs and Clay County was used to identify the suite of multimodal transportation improvements to meet the needs of the community over the next two decades. The plan incorporated previous planning efforts including the TPO's Trails and Paths plan, JTA's and Clay County Transit's plans, the Green Cove Springs' Downtown Master Plan, the US Route 17 Corridor Study, and the Green Cove Springs' Comprehensive Plan. Attention to creating practical alternatives to driving was made by filling in gaps in the sidewalk and bikeway network and by creating off-street paths for safe and efficient multimodal travel. Specific intersections as well as key vehicular corridors were identified for vehicle capacity enhancements.

The costs of the projects are estimated in current year dollars based on the Florida Department of Transportation (FDOT) Construction Costs for applicable facility types and adjustments were made based on more recent actual costs for construction projects in Green Cove Springs.

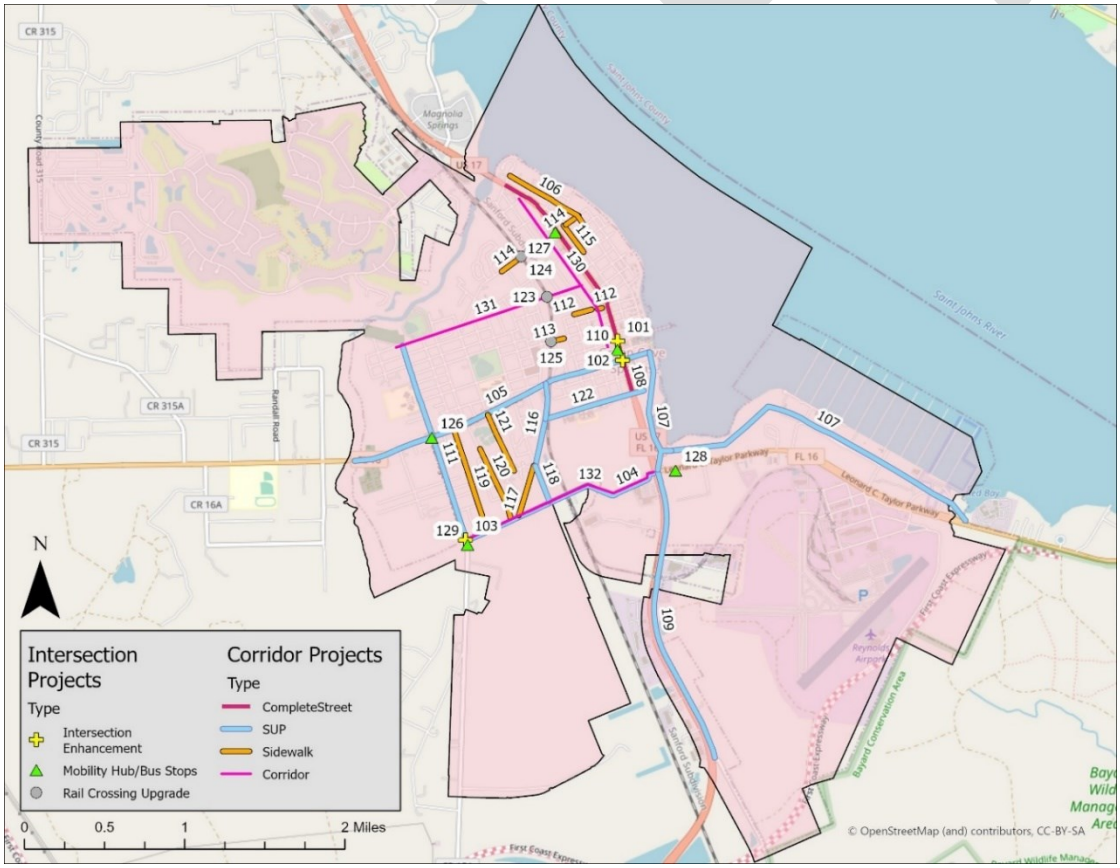


Figure 2: Identified Mobility Projects

Calculation of the Base Mobility Fee as a Cost per unit of Demand

The total cost of the mobility fee projects is divided by the total change in daily PMT within Green Cove Springs. The basis of a dollar cost per person capacity is then assessed based on the amount of travel demand generated by any specific land use change. The fee is proportional to the transportation intensity of the land use.

Table 1: Cost per PMT

Total Cost of new Capacity	$16,529,280
Cost for External (EE) Share of Capacity	$2,293,001
Cost for Local Share of Capacity	$14,236,279
Local PMT (non-EE)	85,621
Cost per PMT	$166.27

Development of the Net Mobility Fee

The net mobility fee accounts for credits which offset the chance that someone pays twice for the same capacity being funded by the mobility fee. This occurs since the cost per PMT is calculated by dividing the cost over the total change in PMT by 2045 where some of that PMT is unrelated to land use changes in Green Cove Springs (e.g., external traffic).

The portion of the project cost attributed to these users requires funding by non-mobility fees such as revenue from the ad valorem property tax. A mobility fee payee requires credit to offset the amount of non-mobility fee revenue that the land use would generate that would go toward bridging that funding gap associated with external traffic.

1.2 Summary of the Data Collected and Used

In close coordination with the Green Cove Springs staff, several documents were reviewed, and a variety of data sources analyzed. The documents that were reviewed and analyzed for the study were:

- US Route 17 Corridor Study
- NFTPO Trails and Paths
- Downtown Master Plan
- Clay County Mobility Plan and Fee
- Inventory of sidewalks and bikeways
- Inventory of transit infrastructure and route coverage

The review and analysis ensured that all projects were properly identified, prioritized, and costed out for inclusion in the mobility fee calculation.

1.3 Basis for a Mobility Plan

The Comprehensive Plan and Downtown Master Plan for the City of Green Cove Springs have envisaged a local transportation system that provides travel options, choice of different travel modes, to develop an efficient, cost effective and adaptable system to address future land use and demographic changes. This study creates a Mobility Fee that provides a local funding mechanism to address the additional burden on the transportation system associated with the future residents, jobs, and visitors.

The City has traditionally managed the impacts of land use development through transportation concurrency. This system has limited the opportunities to provide multimodal and long-term solutions that address the burden of growth and realize the vision set out in the Comprehensive Plan.

A Mobility Fee provides an alternative to concurrency to assess the fair and proportional cost of additional transportation capacity on new land use development. The Florida Constitution grants local governments broad home rule authority to establish assessments and fees. Impact fees and mobility fees are examples of these home rule revenue sources. These fees are a type of land use regulation that local governments use to generate revenue to construct additional mobility capacity to meet the needs associated with increases in travel demand from new land use development.

The Mobility Fee will provide more predictable outcomes for both the City and the land use development applicants using a creating a consistent process connected to the trip generation and size of the land development.

The Mobility Fee will support the City by directing funds to improve multimodal transportation capacity through additional walking and biking facilities, vehicular intersection improvements, and transit mobility hubs.

This report provides the background to support the change from concurrency. It outlines the forecast amount of land use growth and development, the types of transportation investments, and the derivation of the base Mobility Fee.

A mobility fee system collects revenues from the land use changes which are expected to impact the transportation system and would benefit from the proposed suite of transportation capacity enhancements. This relationship between those who generate the need for the projects and need to benefit, is known as the "dual rational nexus". The costs of the projects have been equally shared among all growth in demand, which treats all land uses equally with those generating a higher degree of impact on the system paying a higher share and those with less impact paying less.

Mobility plans and the related fee remains consistent with impact fees in the design and management of, as set out in Florida Statute 163.31801 and Florida Statute 163.3180 Section (5)(i). Plans also need to consider the following tools and techniques for complying with Section (5)(f), which states:

1. Adoption of long-term strategies to facilitate development patterns that support multimodal solutions, including urban design, and appropriate land use mixes, including intensity and density.

2. Adoption of an area wide level of service not dependent on any single road segment function.
3. Exempting or discounting impacts of locally desired development, such as development in urban areas, redevelopment, job creation, and mixed use on the transportation system.
4. Assigning secondary priority to vehicle mobility and primary priority to ensuring a safe, comfortable, and attractive pedestrian environment, with convenient interconnection to transit.
5. Establishing multimodal level of service standards that rely primarily on nonvehicular modes of transportation where existing or planned community design will provide adequate level of mobility.
6. Reducing impact fees or local access fees to promote development within urban areas, multimodal transportation districts, and a balance of mixed-use development in certain areas or districts, or for affordable or workforce housing.

2.0 Land Use

2.1 Assessment Framework

The purpose of this review is to assess land use planning by the City of Green Cove Springs and to identify potential changes to improve support for adoption and implementation of a multi-mobility fee. Two Future Land Use Element reports were reviewed: the data and analysis report, which describes current conditions and local concerns, and the policy report, which establishes policies for the city's land development code (LDC).

As shown in Figure 3, the City of Green Cove Springs occupies 7.5 square miles of land in Clay County, Florida, about 35 miles south of downtown Jacksonville and 27 miles northwest of St. Augustine. US 17 and SR 16 provide major highway access to the City.

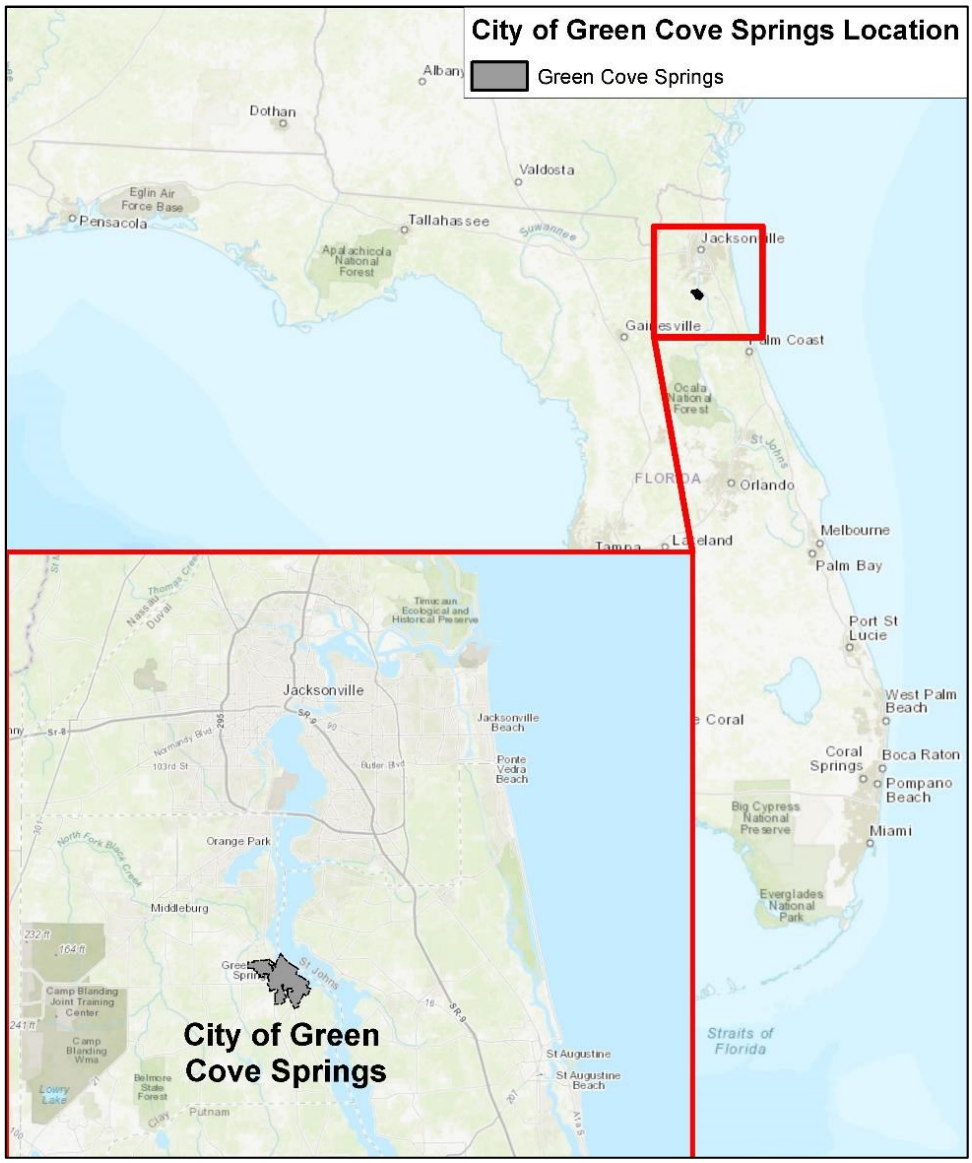


Figure 3: Location of the City of Green Cove Springs

Since its settlement in the early 1800s, the City has developed (or incorporated by annexation) four distinct areas:

1. Historic downtown and surrounding neighborhoods between Green Cove Avenue and Governors Creek. This central area comprises small lots organized by a gridded street network and occupied by varied community and economic uses. This area includes the Green Cove Springs historic district, which is listed on the National Register of Historic Places. This area is approximately 2.5 square miles.
2. Gustafson Farm and adjacent City property along South Oakridge Avenue. This area is approximately 1.1 square miles of agricultural land and woodlands and is largely undeveloped.
3. Reynolds (Industrial) Park, on the former Navy Yard site, and adjacent industrial development. This area is approximately 2.8 square miles. The area was redeveloped following the closure of the Navy Yard in 1961; portions are used for seafood processing, aviation technologies, railcar repair, pipe manufacturing and distribution, boat storage and manufacturing, and a private airport. A large portion is planned for mixed use redevelopment.
4. Magnolia Point. Magnolia Point is a 966-lot residential community, golf course and country club. Magnolia West is an adjoining 535-unit residential community. This area totals approximately 2.0 square miles and is fully developed.

The City's 2045 Comprehensive Plan was prepared in 2021. The plan acknowledges population growth from 6,908 in 2010 to 9,786 in 2020—an increase of 2,878—and anticipates additional community and economic development upon completion of the First Coast Expressway (SR 23), which will pass through the southern portion of Green Cove Springs. While a portion of the development increase may result from annexation of developed properties, new development and redevelopment are expected to generate increased demand on public infrastructure and services.

2.2 Recommendations

Land Use Element

Future Land Use Element: Data and Analysis Report

The data and analysis report presents information on current land use composition, projected population, related analysis of historic resources, natural resources, public facilities and services, including potential annexation areas, and community character. Key points of this research and analysis relevant to multi-mobility are listed below.

1. **Current Land Use Composition.** A significant portion of Green Cove Springs has not been intensively developed. (An exact acreage or percentage cannot be determined since the 2021 data and maps do not clearly reflect the annexation of the Gustafson Farm property in late 2021.) Prior activity on portions of the Gustafson Farm property, noted as 1,108 acres across two parcels, and the Reynolds (Industrial) Park, noted as more than 1,700 acres, has changed and more intensive redevelopment and transportation infrastructure has been envisioned.

2. **Projected Population.** The resident population is projected to increase from 9,786 in 2020 to 18,768 in 2045, an increase of 8,982 residents or 92 percent. This growth is expected as a result of planned development and potential annexations of existing nearby development:
   - Ayrshire, a planned residential community, is expected to develop up to 2,100 units, and house up to 5,153 residents, through 2040 on a portion of Gustafson's Farm property. The property was annexed by the City in 2021.
   - Redevelopment of the Reynolds (Industrial) Park has been outlined but no timeline has been established.
   - St. Johns Landing, a 392-unit multi-family apartment complex north of the City along US 17 housing 962 residents, is expected to be annexed by 2025.
3. **Community Character.** This section discusses land use in relation to location and access.
4. **Parking.** Current parking is perceived as inadequate for traditional downtown businesses and modern community and private events that draw people to downtown venues in large numbers.
5. **Gateway Corridors.** Suburban development patterns that cater to motorized access and visibility, particularly along US 17 and SR 16, were viewed as a threat to community character.
6. **Reynolds Park.** Redevelopment of Reynolds Park is envisioned to include multi-modal connection(s) to downtown.
7. **Waterfront access.** While there are approximately four miles of waterfront in the City, few locations allow public access. There is interest in connecting existing public access points via trails.
8. **Future Land Use.** Six Future Land Use Categories are characterized and mapped. Four of these promote a combination of residential, employment, and leisure/entertainment uses, which could be developed in walkable, bikeable, or transit served patterns.

Future Land Use Element: Policy Report

This portion of the review focuses on the policies of the Future Land Use Element of the 2045 Comprehensive Plan that support, hinder, or may have opportunity to enhance multi-mobility.

OBJECTIVE 1.1. Future Land Use Map

New development and redevelopment activities shall be directed in appropriate areas of the City as depicted on the Future Land Use Map (FLUM).
Policy 1.1.1. The following Future Land Use categories (FLUC), along with their intended uses, densities, and intensities, are established as follows (FAR only applies to non-residential uses):

a. Neighborhood (NBD):
b. Downtown (DT)
c. Mixed Use (MU)
d. Mixed-Use Reynolds Park (MURP)
e. Industrial (IND)
f. Public (PUB)

- This policy defines six broad future land use categories, four of which would allow for a combination of residential, employment, and leisure/entertainment uses. Such uses are regular origins and destinations for residents and could be interconnected and accessed by pedestrians, bicyclists, and transit riders where facilities are available. The Industrial and

Public categories do not include residential uses; however, workers, customers, and visitors may choose or rely on non-motorized modes to reach these destinations.

OBJECTIVE 1.2. Sustainability

The City shall strive to cultivate a sustainable land use pattern by preventing the proliferation of urban sprawl, ensuring the efficient provision of services, and implementing smart growth principles.

Policy 1.2.3. The City shall promote more compact and energy resource efficient residential development where the location and surrounding infrastructure supports multiple modes of transportation.

- This policy mentions "multiple modes of transportation" indicates that vehicular travel will not be the sole mode of transportation. No revision needed.

Policy 1.2.11. The City shall consider establishing a system of development incentives in the Land Development Code to encourage the provision of affordable housing, vertical mixed-use, green building and sustainable construction, dedication of public spaces (e.g., plaza, square) above and beyond what is already required, structure parking, pedestrian and bicycle facilities, transit amenities where transit service is provided, and other development features/treatments that would benefit the community.

- Regarding transportation options, this policy lacks a mention of pedestrian and bicycle facilities, which are both affordable and energy efficient means of travel with direct health and economic benefits to the individual traveler and broader transportation and environmental benefits to the traveling public at large. The addition of pedestrian, bicycle and transit facilities would strengthen this policy.

OBJECTIVE 1.3. Character & Compatibility

Future development and redevelopment projects shall protect the City's unique character, historic neighborhoods, and high quality of life.

Policy 1.3.2. The City shall establish locational criteria in the LDC for future rezoning of sites to higher density and/or intensity districts. The following principles shall be considered:

c. High density residential uses should generally be located in areas that have adequate multimodal access and proximity to service uses.

- Regarding transportation access, this policy only mentions vehicular access. High-density residential uses may include both market-rate housing and subsidized housing, which is targeted to low-income households. Pedestrian, bicycle and transit access is equally important for households looking for an urban lifestyle as well as households with limited economic means. A revision of "adequate vehicular access" to "multimodal access" would strengthen this policy.

Policy 1.3.3. As the City continues to grow, its LDC shall be updated to incorporate urban design principles, such as:

a. Form-based code regulations for the downtown and surrounding areas;

b. Smaller building setbacks and lot sizes;

c. Green infrastructure;

d. A reduction and relocation of vehicular parking spaces and areas to the rear or side of structures where appropriate, and

e. Multimodal facilities, i.e., pedestrian, bicycle and transit facilities and amenities, which include street trees, street furniture, bicycle racks, and bicycle repair stations, and transit shelters where transit service is provided.

- This policy fails to mention multimodal transportation options along its urban design principles. The addition of pedestrian, bicycle and transit facilities and amenities, such as street trees, street furniture, bicycle racks and repair stations, would strengthen this policy.

Policy 1.3.7. The City shall amend its LDC to provide additional design and compatibility requirements that address human scale and non-motorized multimodal access for developments located along major roadway corridors.

- This policy lacks definition of "design and compatibility requirements" though this may be understood locally. Specification of human-scale design to both structures and spaces would strengthen this policy in line with the city's desires to retain and promote its historic small city character.

Policy 1.3.9. The City shall seek to develop a signage and wayfinding master plan for motorists and non-motorized travelers to enhance the navigability, branding, and aesthetic character of the City.
Policy 1.3.10. The City shall work with FDOT and the North Florida TPO to improve the image of the US 17 and SR 16 corridors by adding landscaping, banners, and other elements that would help create a sense of place and portray the historic character and human-scale of the city for visitors.

- These two policies fall short by not defining the audience for signage and wayfinding (Policy 1.3.9) and community image along the US 17 and SR 16 corridors (Policy 1.3.10). The reader and implementor of Policy 1.3.9 may presume that motorists are the intended audience and large-scale signage readable at long distances could result. Adding "for motorists and non-motorized travelers" to the end of the policy would direct the plan to address both audiences. For Policy 1.3.10, adding "and portray the historic character and human-scale of the city for visitors" would help to welcome non-motorized travelers.

OBJECTIVE 1.6. Redevelopment and Renewal: The City shall continue to redevelop and invest in blighted areas of the City.
Policy 1.6.2. The City shall develop a master plan for the Downtown to update the overall vision for the area and address the following topics at a minimum: Economic vitality, multimodal access/connectivity to other parts of the City, balanced land use composition, vehicular and bicycle parking, streetscape design, urban form, public gathering spaces, and the identification of a pilot project.

- This policy broadly mentions access/connectivity and parking as topics for the downtown master plan. These topics are too often viewed from the perspective of motorized

travelers. Revisions to "multimodal access/connectivity" and "vehicular and bicycle parking" would strengthen this policy.

Policy 1.6.3. The City will assess Walnut Street and identify changes to make it safer and more attractive for all travelers.

- This policy should specify a "for whom" audience. Safety and attractiveness may be concerns for motorists, for non-motorists, or for all travelers.

Policy 1.6.7. The City shall assess the current demand and availability of public and private parking spaces in the downtown area and plan for vehicular and bicycle adequate for future redevelopment activities.

- Like Policy 1.6.2., this policy could be strengthened by incorporating a reference to vehicular and bicycle parking, such as "assess the current demand and availability of public and private parking spaces in the downtown area and plan for vehicular and bicycle parking adequate for future development conditions.

Policy 1.6.8. The City shall develop a neighborhood plan that addresses land use and multimodal access for the Martin Luther King, Jr. Avenue corridor.

- This policy falls short in defining what the neighborhood plan should address, as Policy 1.6.2 above defines for the downtown. If pedestrian, bicycle, and/or transit concerns exist, these should be identified.

OBJECTIVE 1.7. MURP-Designated Lands: Understanding the scale, economic importance and redevelopment potential of the Reynolds Park property, the City shall establish a framework for the redevelopment of MURP lands into a livable and sustainable community.
Policy 1.7.1. The City shall seek to develop a Small Area Plan (SAP) for all MURP-designated lands to establish a clear development path that implements the following planning and design principles:

c. Cultivate a multi-modal transportation network which supports pedestrian, bicycle, and vehicular travel to achieve high levels of safety and security, connectivity, and comfort between adjacent and nearby uses, character areas, and other FLU designations.

- This policy calls for "a multi-modal transportation network" and identifies key factors, such as safety and connectivity. Security and comfort are additional factors that make a network convenient and useable.

Policy 1.7.6. Development within the MURP FLUC shall include a Multi-Purpose Trail (MPT) system and other non-motorized access to provide connectivity within the development and to surrounding areas. The MPT shall consist of an eight-foot-wide paved surface and, if located along a street, shall be setback a minimum of 15 feet from the outside travel lane. The non-motorized connections shall include sidewalks, bicycle trails/lanes, and pedestrian connections and are not required to meet the MPT width or setback criteria. The MPT system shall consist of five primary connections as show in in the diagram below:

a. State Road (SR) 16 and US 17 MPTs. Prior to the approval of the first rezoning for the MURP category, a 20-foot-wide strip of land contiguous to the northern or southern rights of way of SR 16 of SR 16 and the eastern edge of US 17 shall be dedicated to the City for the construction

of trails by the City.

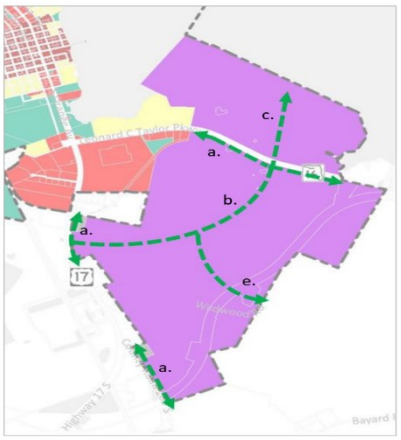
b. SR 16 to US 17 MPT. A MPT connecting SR 16 to US 17 (16/17 MPT) shall be built by the developer concurrent with the construction of the internal road system. The MPT shall be in lieu of a sidewalk on that portion of the internal road system along which it is located.

c. MPT to the Waterfront. A MPT or non-motorized connection shall be constructed by the developer between SR 16 and the waterfront concurrent with the provision of public Waterfront Access pursuant to Policy 1.7.7. The connection may be located adjacent to or within an internal road system right of way, within the Open Space System (OSS), or within a development character area.

d. County Road 209 MPT - Concurrent with the first development plan approval for a project that abuts County Road (CR) 209, a strip of land 20 feet in width and parallel to the easterly right of way of CR 209 shall be dedicated to the City for the purpose of the construction of a MPT by the City.

e. Access to lands south of the FCE and Bayard Conservation Area - If vehicular access is granted by FDOT to the parcels located southerly of the FCE, a MPT shall be constructed by the developer to connect the lands located north of the FCE to the southerly parcels. The required separation specified above between a MPT and the travel lane may be reduced within the limits of the right-of-way of the FCE and to provide transition approaching said right-of-way.

Primary Connections of a Multi-Purpose Trail System for Reynolds Park



a. MTPs along State Road (SR) 16 and US 17.
b. MPT connecting SR 16 to US 17 (16/17 MPT).
c. MPT to the Waterfront.
d. MPT along County Road 209 (not shown).
e. Access to lands south of the FCE and Bayard Conservation Area.

- The small graphic that accompanies this policy is not referenced, not titled, and not clearly labeled. A title such as "Primary Connections of a Multi-Purpose Trail System for Reynolds Park" is suggested. Labeling the dashed lines presenting the desired connections would improve clarity between the text and the graphic. These dashed lines and labels could also be added to the Future Transportation Map if trails are indeed considered an element of the City's multi-modal network.

Transportation Element

GCS Mobility Plan – Comprehensive Plan, Transportation Element Update

- Objective 2.1. Multi-Modal System

Policy 2.1.1. The City shall institute a program of protection and acquisition of right-of-way for the major roadway network, to ensure continuity of the system and the protection of existing and future roadway network from development or encroachments, while being cognizant of protecting private property rights. Right-of-way acquisitions needed for road improvements shall be kept to a minimum.

Policy 2.1.2. The City shall enhance the feasibility of transit and multimodal transportation by implementing higher densities and mixed-use as shown in the Future Land Use Map.

Policy 2.1.3. New and improved streets within the City shall be designed and operated to enable safe access for all users, including pedestrians, bicyclists, freight, motorists and transit, and other transportation options.

Policy 2.1.4. The City shall establish a Complete Streets design guidebook and corridor prioritization plan to implement these policies.

Policy 2.1.5. The City shall continue to coordinate with the North Florida Transportation Planning Organization (TPO), FDOT and Clay County to implement projects supporting multi-modal transportation options in accordance with the Complete Streets guidebook.

Policy 2.1.6. The City shall initiate coordination with the TPO, FDOT and Clay County to implement Complete Streets concepts along SR 16/Idlewild Avenue/Ferris Street. Other streets that should be considered for Complete Street designs include Oakridge Ave., Green Cove Ave, Palmetto Ave., and other local collectors.

Policy 2.1.9. Minimum right-of-way width standards shall be maintained in the land development code (LDC) for future new segments of the roadway network:

Policy 2.1.10. The City shall consider the following speed and multi-modal safety management strategies when designing or approving new roadways or modifying existing roads in the City:

a. *Enclosure*: Framing the road with street trees, buildings, on-street parking.
b. *Engagement*: Connecting the driver with the surrounding environment using tools such as on-
   street parking, narrower lanes, architectural details, and pedestrian or bicyclist activity.
c. *Deflection*: Creating vertical or horizontal shifts incorporating round-abouts, splitter medians, raised intersections, raised and or mid-block crosswalks, or similar designs.

Policy 2.1.11. Roadway improvement projects shall be evaluated, ranked, and added to the Five-Year Schedule of Capital Improvements based on the criteria established in Policy 8.1.3 in the Capital Improvements Element where applicable.

- Objective 2.2. Safe and Convenient

Policy 2.2.1. The City shall strive to reduce the number of traffic crashes and eliminate fatalities and serious injuries (FDOT's Vision Zero).

Policy 2.2.2. Intersections shall improve safety and ease of multimodal use by limiting the pedestrian crossing width; use of adequate lighting; adequate timing for traffic signals; and the provision of facilities for persons with disabilities.

Policy 2.2.3. Traffic operation improvements such as traffic signals, turn lanes, service roads, signing, and pavement marking shall be undertaken when warranted to improve the safety and efficiency of the existing roadway network for all transportation modes.

Policy 2.2.4. Where applicable, the City shall consider traffic signal enhancements such as Lead Pedestrian Interval (LPI), Rectangular Rapid Flashing Beacons (RRFB), and pedestrian hybrid signals such as a High-Intensity Activated Crosswalk beacon (HAWK) signals.
Policy 2.2.5. Crash records shall be investigated on a regular basis to determine whether improvements to the roadway network are warranted to relieve high crash conditions and cooperate with the FDOT on high crash locations on state highways.
Policy 2.2.6. The LDC shall require that all new roadways and access driveways intersecting with existing roadways shall provide a clear zone where no objects will impair the sight of multi-modal transportation at said intersections.
Policy 2.2.7. The City shall continue to pave, maintain, and resurface its roads to ensure safe conditions for multi-modal options including bicycles. The paving of unpaved streets shall be done according to priority of need. Complete Streets designs shall be considered as part of repaving and resurfacing projects, where feasible.

- Objective 2.3. System Performance

Policy 2.3.1. The City shall rely on level of service (LOS) standards adopted in the Capital Improvements Element to ensure that acceptable multimodal traffic conditions are maintained.
Policy 2.3.2. Using information from FDOT and Clay County, the City shall monitor the multimodal travel demand and Q/LOS conditions for the transportation system. The current Florida DOT Q/LOS Handbook shall be used to develop a baseline and monitor conditions over time. The multimodal system of performance will inform future investment priorities within the Mobility Fee program.
Policy 2.3.3. The City shall coordinate with FDOT and the North Florida TPO to utilize Intelligent
Transportation Systems (ITS) tools and strategies to improve mobility.
Policy 2.3.4. The LDC shall establish a connectivity index standard (number of street links divided by the number of nodes or link ends) for residential developments.
Policy 2.3.6. The City shall encourage local traffic to use alternate routes to alleviate traffic along the major thoroughfares.
Policy 2.3.7. The City shall continue to coordinate with the North Florida TPO and FDOT on a traffic flow management system (signal synchronization) for all signalization along US 17 and SR 16.
Policy 2.3.8. The City shall prioritize mobility projects that encourage people to walk, bicycle, use new mobility technology and ride public transit in lieu of adding capacity to roadways.

- Objective 2.4. Pedestrian and Bicycle System Safety

Policy 2.4.1. The City's LDC shall contain standards for the construction of multi-modal transportation facilities.
Policy 2.4.2. The LDC shall require the development of multi-use trails, where appropriate.
Policy 2.4.3. The City shall review development for consistency with the standards in the LDC to assure that adequate provisions exist for multi-modal transportation options, including pedestrians and bicycles.

Policy 2.4.4. The City shall coordinate with Clay County and the FDOT to incorporate pedestrian walkways and bicycle paths, or multi-use trails, in conjunction with road improvements.
Policy 2.4.5. The City shall continue to enforce all applicable bicycling laws. The City shall update the Green Cove Springs Trails Master Plan to address both sidewalks and trails, identify sidewalk gaps along major roadways, and establish main routes through the City, especially leading to the waterfront.
Policy 2.4.6. The Master Plan shall inventory existing crosswalks at signalized intersections and shall identify recommended locations for multi-modal transportation crossings and additional pedestrian crossings.
Policy 2.4.7. The City shall seek funds and grant opportunities and private/public partnerships to further the implementation of the Trails Master Plan.

- Objective 2.5. Development Design

Policy 2.5.1. A program shall be instituted in connection with development approvals for the dedication, preservation, or other protection of right-of-way for the existing and future major roadway network as defined in the Functional Classification Map.
Policy 2.5.2. The City shall maintain in the LDC minimum standards for the design and construction of transportation facilities.
Policy 2.5.3. The City shall review development applications to confirm the types and mix of uses and the resulting number of trip ends produced by the land use change. The latest version of Trip Generation Manual published by the Institute of Transportation Engineers (ITE) shall be used to determine the number of trips that the proposed development will produce or attract.
Policy 2.5.4. A Mobility Fee is assessed on the net additional new trips produced by the land use development. The Mobility Fee will be used to fund the necessary multimodal infrastructure improvements to accommodate future land use development based on the land use forecasts available at the time that the Mobility Fee was instituted.
Policy 2.5.5. In partnership with FDOT and Clay County requirements, the LDC shall require future developments to provide true multi-modal transit connectivity (as opposed to just "entrances" to the developments), internally and to surrounding areas, to provide multiple alternative access/exit points to/from the development.
Policy 2.5.6. The LDC shall require developments that locate on a principal or minor arterial to:

a. Provide adequate and safe entrance intersection(s) including turn lanes, acceleration/deceleration lanes, signalization, signage, and pavement marking as appropriate; and

b. Prevent the creation of hazardous traffic conditions, such as excessive curb cuts which may interfere with the function of the roadway.

Policy 2.5.7. The City shall require new subdivisions to provide "stub-outs" to adjoining undeveloped lands to promote road connectivity, and to connect to existing roadways that are "stubbed-out" at their boundaries.

Policy 2.5.8. The LDC shall require new developments to share access with existing development wherever physically possible, consistent with FDOT access management policies.
Policy 2.5.9. The LDC shall contain provisions for on- site parking for motorized and non-motorized vehicles, internal automobile circulation, circulation of motorized and non-motorized vehicles, bicycle use, golf carts, pedestrian movement, multi-use trails, and other features to minimize utilization of the major roadway network and provide facilities for multiple transportation options.

- Objective 2.6. Coordination with Other Entities

Policy 2.6.1. The City shall coordinate roadway improvements with Clay County and the Florida Department of Transportation to ensure effective application of available revenue.
Policy 2.6.2. The City shall review the traffic circulation plan and programs of Clay County, as they are amended in the future, for compatibility with this element.
Policy 2.6.3. The City shall attend workshops and periodic meetings with FDOT to coordinate with the Florida Department of Transportation Five-Year Transportation Plan.
Policy 2.6.4. The City shall provide Clay County information received in review of traffic studies performed within the City and shall request that Clay County provide the City with information obtained in their major traffic studies.
Policy 2.6.5. The City shall participate on the committees of the North Florida TPO.
Policy 2.6.6. The City shall work with the North Florida TPO, Clay County, and other applicable agencies to expand public transportation to residents of Green Cove Springs.
Policy 2.6.7. The City shall consider working with FDOT and CSX Railroad for the establishment of a "Quiet Zone" in Green Cove Springs.
Policy 2.6.8. The City shall work with North Florida TPO, Clay County, and the FDOT to promote light rail for residents of Green Cove Springs.

Capital Improvement Element

- Objective 8.3. Level of Service (LOS) Standards

Policy 8.3.1. The City shall require that public facilities meet or exceed the following Level of Service Standards.
[note: The table should be revised to remove the ROADS LOS Standards. The change to the Mobility Fee system eliminates the LOS criteria that defines concurrency. The Policy can remain intact given the reference to additional public facilities other than roads.]
Policy 8.3.2. The City shall annually review the adopted Level of Service Standards to determine their adequacy to meet public needs and to determine cost feasibility and budget implications.

3.0 Travel Demand

The NERPM is an activity-based model that allows for a detailed analysis of travel patterns. The model estimates pedestrian, bicycle, transit, and vehicular trips by a geographical area referred to as a traffic analysis zone (TAZ). The socioeconomic data is developed at a smaller geographically area, a subset of the TAZ, referred to as a micro analysis zone (MAZ). The model uses MAZs as well as TAZs to develop the land use data. The type of data used in the NERPM are number of households, population, school enrollment, and number of employees. Based on the American Community Survey (ASC) and the household surveys, the model also uses data associated with household characteristics such as income, number of workers, automobile availability, etc.

3.1 Overview

The socioeconomic data was summarized and reviewed within the municipality of the City of Green Cove Springs. Minor changes were made to the placement of households and employment in the year 2045 database, based on more recent information.

Across the City of Green Cove Springs, a significant amount of new growth and land use development is forecast. Over 6,700 new homes and 7,900 new jobs are expected by 2045. The City of Green Cove Springs is growing faster than the region as a whole, which expects to increase households and jobs by 68%.

Table 2 shows the city-wide changes in households and employment over the study period.

Table 2: Green Cove Springs Population and Employment Growth

Data	2015	2045	% Change
Households	2,688	9,424	251%
Employment	5,965	13,904	133%

Source: NERPM-AB_v2

Other important input variables to the NERPM are the different networks. The NERPM has transit and highway networks for the years 2015 and 2045. These networks simulate the transit service and the roadway system that was in place in 2015 and that is expected to be in place by the year 2045. The 2045 network is developed as part of the LRTP process and is referred to as the adopted Year 2045 Cost Feasible network.

Both the base year network and the future year network were reviewed to ensure that loadings points were correctly placed and that the roadway system was reflected with enough detail. The year 2045 network was updated to better reflect the travel patterns expected in 2045.

Accurately reflecting the networks and socioeconomic data is important to obtain the correct travel patterns within City of Green Cove Springs. Using the NERPM provides the clear connection, or nexus, for imposing mobility fees. Comprehensive use of the NERPM enables a stronger nexus between land use changes within City of Green Cove Springs and the necessary transportation infrastructure enabling mobility in the region.

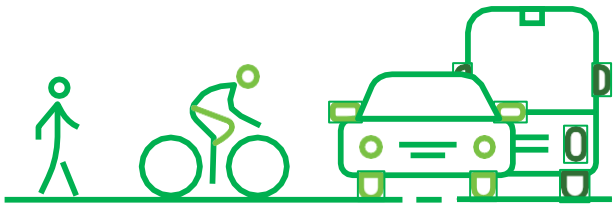
The Mobility Fee is designated for the entire city. The size of Green Cove Springs is appropriate for a single zone, meaning that the same mobility fee is charged throughout the City.

3.2 VMT and PMT

The length and the number of trips traveled within a mobility fee district is an important part of the Mobility Fee calculation. The NERPM allows for the tracing of all the trips on each of the network links. As such, every TAZ was identified within Green Cove Springs as was every link within the network. Tracing all the trips by origin and destination, allowed for the calculation of the trip length and the miles traveled associated with the land uses in the City.

As stated earlier, the model provides information regarding the VMT and the PMT. VMT are strictly associated with the automobile trips. One vehicle trip can be one person trip, if only the driver is in the vehicle. If there are two persons in the vehicle, then they represent two person trips but still one vehicle trip.

For example: One 10 mile car trip has 2 people in it. This trip creates 20 PMT and 10 VMT.



Person Miles Traveled (PMT)

Vehicle Miles Traveled (VMT)

The City of Green Cove Springs multimodal mobility fee study includes all modes of transportation and for that reason, it uses the PMT rather than the VMT. The relationship between the two is shown in

Table 3 and used in the mobility fee calculation. Since PMT accounts for the occupancy of any vehicle and the number of active modal trips (walking and biking), PMT is higher than the VMT produced by the same analysis.

Table 3 shows the amount of VMT and PMT generated in the 2015 base year and the 2045 future year.

Table 3: Green Cove Springs VMT and PMT Relationship

Miles Traveled Distribution	Green Cove Springs
2015 VMT	139,582
2045 VMT	366,661
Difference VMT	**227,079**
2015 PMT	192,845

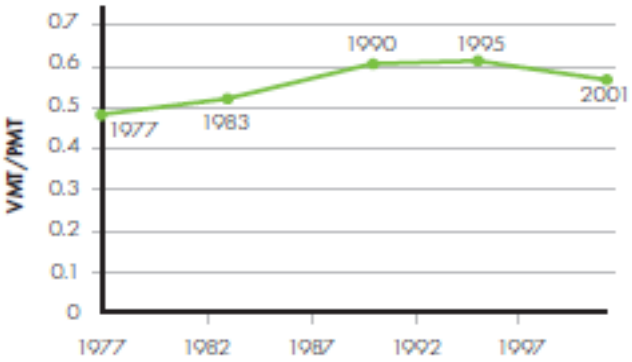
2045 PMT	482,551
Difference PMT	**289,705**

PMT is a standard measure of mobility that combines both the number and length of trips and is mode neutral. Because PMT accounts for all mobility regardless of mode it provides an assessment of the level of multimodal demand generated by the land use growth. Mobility fees are designed to fund a diverse set of travel options to provide users options as well as provide funding for high-capacity efficient modes such as walking, biking, and transit.

PMT is an available output from the NERPM by combining the estimates related to the occupancy of the vehicles on the network, the number of transit trips, and the number of walking and biking trips. The travel model is sensitive to the density, diversity, and accessibility so that areas more conducive to walking and biking will realize a higher active mode share.

Citywide in 2045 the amount of PMT to VMT is 1.32. This factor will be used in the mobility fee to convert the VMT generated by any land use to PMT. This VMT to PMT includes all the City and State roads within Green Cove Springs.

The Center for Urban Transportation Research, University of South Florida (CUTR) analyzed historical National Household Travel Survey data to show the relationship of VMT to PMT over time[1]. The Green Cove Springs data suggests that there is a closer relationship, with a VMT to PMT factor of 0.76. Likely due to the high single vehicle mode share related to the density and size of the City. The CUTR analysis is visualized in Figure 4.



Source: CUTR Florida

Figure 4: Historical National VMT/PMT Relationship

3.3 Network Performance

In simulating the highway network in the NERPM, each roadway is represented by a link. Several characteristics are associated with each of the links, such as the type of roadway facility, number of lanes, and the area type the link is located in. The combination of these characteristics allows for the calculation of the speed and capacity of the roadway. The trips generated by the

[1] https://www.cutr.usf.edu/oldpubs/The%20Case%20for%20Moderate%20Growth%20in%20VMT-%202006%20Final.pdf

socioeconomic data in the model, are assigned to the network. Once the trips are assigned, the model is run until an equilibrium in the assignment is reached. The volume on the assigned network together with the capacity provides information related to the volume capacity ratio on each link. This ratio allows to determine the amount of congestion on the roadway. When the capacity is equal to the volume, the volume capacity ratio is one (1), which in real life would result in standstill. In a travel demand model, such as the NERPM we are estimating the demand of the land use and the model allows for an "over-assignment" which shows the total need of the travelers.

The NERPM was run for the year 2015 and for the year 2045 to analyze the increase in congestion. The plots in Figure 5 and Figure 6 show the level of congestion in the year 2015 and the year 2045 networks. In comparing the volume capacity plots the amount of congestion increases significantly in 2045. The orange links are nearing capacity, while the red, magenta, and black links are functioning over capacity. The future plots include the new facilities that will be constructed bythe 2045.

3.4 Travel Characteristics

The NERPM is a sophisticated tool that can be used to evaluate the travel characteristics of trips in City of Green Cove Springs. Analyzing the trip patterns on the different roadways within the City of Green Cove Springs informs us about the degree to which the land use changes within the mobility fee districts affect the capacity and operations of the transportation network.

Trip Lengths

Based on the socioeconomic data in the model, trips are made from an origin to a destination. For example, a typical trip in the model is a trip that starts at the home and goes to work, referred to as a home-based work trip. The model has a variety of different trip purposes that it assigns to the networks. There are eleven trip purposes in the NERPM, other examples of trip purposes are home-based shop, home-based school, etc.

A trip starts in a particular TAZ and ends in a specific TAZ. The model keeps track of all the starting and ending points of all the trips that take place during an average day.

For this study, all TAZs within the City were identified to ensure that only the trips that use the City of Green Cove Springs portion of the networks are included in the fee calculation. Trips are analyzed in three categories:

- Start and end within the City of Green Cove Springs - Internal- Internal [II] trips
- Start or end inside the City of Green Cove Springs - External-Internal [EI] or Internal-External [IE] trips
- Drive through the City of Green Cove Springs without stopping – External-External [EE] trips

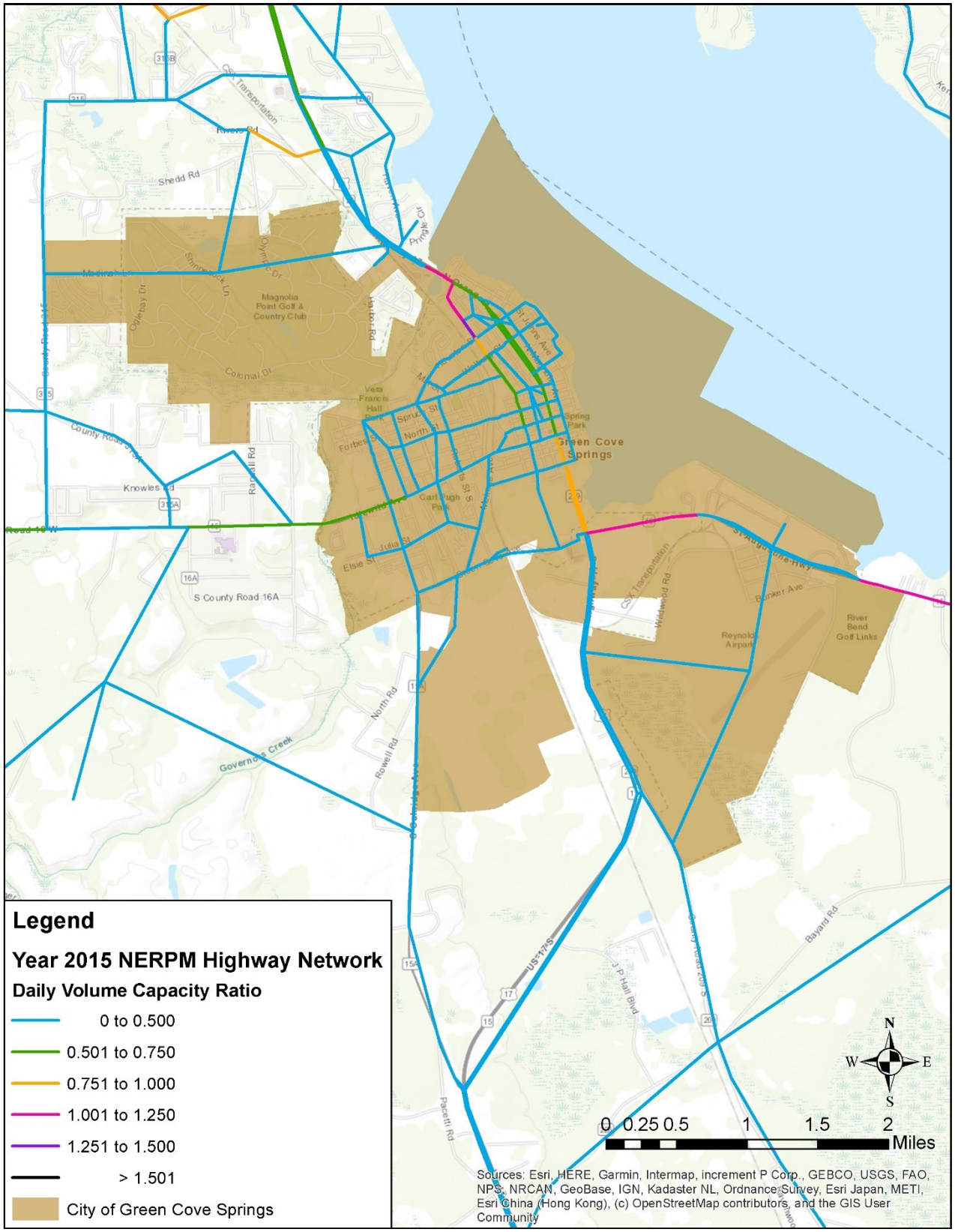


Figure 5: Year 2015 Green Cove Springs Roadway Volume Capacity Plot

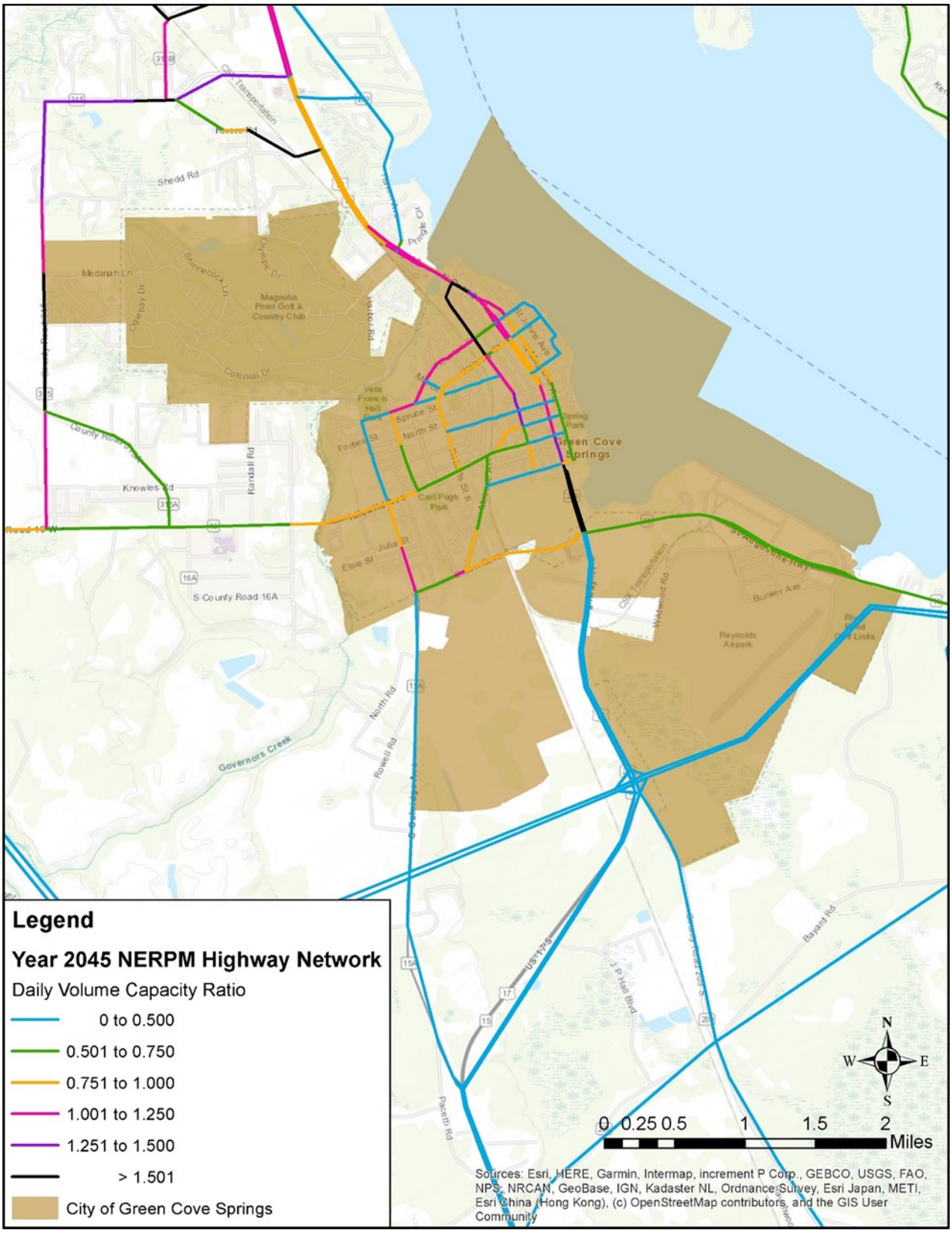


Figure 6: Year 2045 Green Cove Springs Roadway Volume Capacity Plot

This is an important concept because we cannot assess the mobility fee to trips that drive through Green Cove Springs in the calculations. After all, if the trip does not stop in Green Cove Springs, then it is not linked to the land uses in the City.

The model tracks which TAZs and roadway links that are within which city. This allows for keeping track of the origin and destination of the trip, but also of the path the trip travels on. Using this set-up allows for the calculation of the vehicle and person miles traveled by the trips that either originate or have a destination within the City.

The trip lengths used in the Mobility Fee are generally short, given the small physical size of the City itself. Only the length of the trip that occurs within the City is subject to the Mobility Fee. The trip length of 2.29 miles, as shown in Table 4 per average trip is used in the calculation of the base Mobility Fee. Table 5 shows the analysis results for person trip lengths by trip purpose that were collected as part of the 2017 Household Travel Survey conducted by the North Florida TPO[2] . This data included observations from 550,389 households across the TPO region.

Table 4: Person Trip Length in Green Cove Springs

Mobility Fee Area	Average Person Trip Length (miles)
Green Cove Springs	2.29

Source: NERPM-AB_v2

Table 5: Household Travel Survey Trip Lengths (2017 NFTPO)

Destination Purpose	Person Trips by Any Mode	
	Trip Count (n)	Mean Trip Length (Miles)
Activity at home	8,769	9.62
Work/work-related	3,782	18.7
Attending my school/class	1,047	7.19
Shopping/errands/appointments	4.319	7.18
Eat at restaurant/bar/get take-out	1,664	7.07
Recreation/entertainment	2,019	12.76

Source: NFTPO Travel Survey data

The second source of data comparison was the 2017 National Household Travel Survey Data. The vehicle trip length was compared with the NERPM results (which are longer than person trips because walking and biking trips are often shorter than vehicle trips). This survey was conducted throughout the nation and provides a national average as another benchmark against the data

[2] http://northfloridatpo.com/images/uploads/NorthFloridaHTS_FinalReport_07122018.pdf

used. Table 6 lists the results of the National HTS trip lengths by trip purposes.

Table 6: 2017 National HTS Trip Lengths by Trip Purpose

Trip Purpose Summary	Vehicle Trip Length	
	Sample Size	Mean Trip Length (miles)
Home	205,743	9.93
Work	92,392	11.98
School/Daycare/Religious activity	16,288	9.11
Medical/Dental services	11,568	10.14
Shopping/Errands	134,048	7.08
Social/Recreational	52,877	12.6
Transport someone	44,991	7.25
Meals	43,347	7.49
Something else	10,045	11.95
All	**611,299**	**9.55**

Source: Tabulation created on the NHTS website at https://nhts.ornl.gov

Double Counting Factor

The double counting factor accounts for the differences between PMT that remains internal to the City and PMT that has only one end of the trip within the City. The City of Green Cove Springs naturally lends itself to few trips that have both ends of the trip within the city limits, even in the future with the significant expected increase in land use intensity.

The travel demand modeling for the City indicates that approximately 24% of the PMT is associated with trips that have both an origin and a destination in Green Cove Springs. The double counting factor is derived to discount the fee to account for the chance that a Mobility Fee is assessed on the land uses for each end of this trip. Simply put, only half of the internal-to-internal PMT will be assessed.

All other PMT associated with land use in the City, as it has the other end of the trip somewhere outside of Green Cove Springs will be assessed for the length of the trip within the City boundary. The double counting factor is a weighted factor based on the amount of PMT that remains internal versus the share that is associated with trips outside of the City. The final double counting factor is then 88% which is (100%-(24%/2) = 88%).

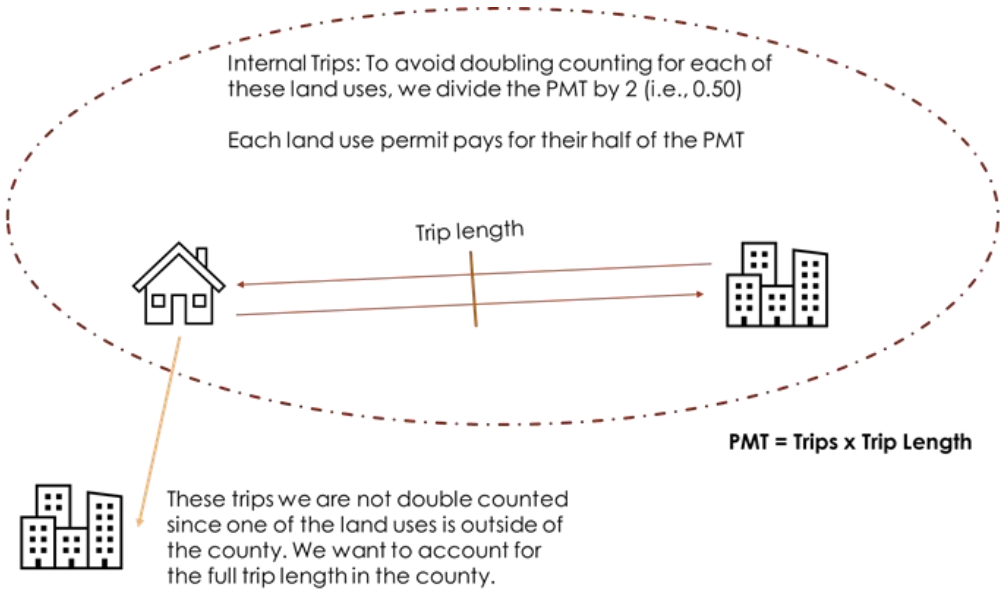


Figure 7: Double Counting Factor

Trip Rates

The daily trips rates for the land uses of interest to the City of Green Cove Springs are included in Table 7. The residential land uses for single family detached dwelling units uses an adjusted trip rate based on national and Florida specific income and size characteristics. See Appendix B for more information.

These trip rates are provided on a daily basis to correspond to the network analysis that uses a daily demand and capacity. These rates are derived from the 11th edition of Trip Generation by the Institute of Transportation Engineers (ITE) and are intended to represent vehicle trips.

Pass-by percentages by percentages apply to some land use categories to account for the portion of trips which are already on the network. Instead of being new trips added to the system, these are existing users who are expected to utilize the site but do not require additional capacity to the system. For example, a gasoline service station is estimated to have a 55% pass-by rate. Out of the 265 daily vehicle trips per fueling pump, 120 of those are new to the network.

It is expected that the City will update the land uses and the trip generation rates as new information becomes available.

Table 7: ITE Trip Generation Rates (Daily by Land Use)

Land Use Code	Land Use Categories	Land Use Categories	Unit of Measure	Daily Vehicle Trips/ Unit [B]	[pass-by]	New Trips [D]	New Daily trips/ unit	Avg. Trip Length [C]	Double Counting Factor [E]	PMT Factor	Total Eligible PMT	Base Impact Fee per Unit
220	*Residential*	Multiple Family (low rise)	dwelling	6.74	0%	100%	6.74	2.29	0.88	1.32	17.93	$ 2,981
221	*Residential*	Multiple Family (mid-rise)	dwelling	4.54	0%	100%	4.54	2.29	0.88	1.32	12.08	$ 2,008
251	*Residential*	Senior Adult Housing - detached and independent	dwelling/bed	4.31	0%	100%	4.31	2.29	0.88	1.32	11.46	$ 1,906
253	*Residential*	Assisted Living/Congregate Care Facility	dwelling	2.21	0%	100%	2.21	2.29	0.88	1.32	5.88	$ 977
210.1	*Residential*	Single Family (less than 1,500 sqft) & Very Low Income	dwelling	2.94	0%	100%	2.94	2.29	0.88	1.32	7.82	$ 1,300
210.2	*Residential*	Single Family (less than 1,500 sqft) & Low Income	dwelling	4.42	0%	100%	4.42	2.29	0.88	1.32	11.75	$ 1,953
210.3	*Residential*	Single Family (less than 1,500 sqft)	dwelling	6.66	0%	100%	6.66	2.29	0.88	1.32	17.72	$ 2,946
210	*Residential*	Single Family (1,500 sqft to 2,499 sqft)	dwelling	8.35	0%	100%	8.35	2.29	0.88	1.32	22.21	$ 3,693
210.4	*Residential*	Single Family (> 2,499 sqft)	dwelling	9.43	0%	100%	9.43	2.29	0.88	1.32	25.08	$ 4,171
240	*Residential*	Mobile Home	dwelling	7.12	0%	100%	7.12	2.29	0.88	1.32	18.94	$ 3,149
255	*Residential*	Continuing Care Retirement Community	occupied units	2.47	0%	100%	2.47	2.29	0.88	1.32	6.57	$ 1,092
260	*Residential*	Recreational Home/Vehicle	dwelling	3.55	0%	100%	3.55	2.29	0.88	1.32	9.44	$ 1,570
110	*Industrial*	Light Industry (110)	ksq ft of GFA	4.87	0%	100%	4.87	2.29	0.88	1.32	12.95	$ 2,154
150	*Industrial*	Warehouse	ksq ft of GFA	1.71	0%	100%	1.71	2.29	0.88	1.32	4.55	$ 756
151	*Industrial*	Mini-Warehouse	ksq ft of GFA	1.45	0%	100%	1.45	2.29	0.88	1.32	3.86	$ 641
140	*Industrial*	Manufacturing	ksq ft of GFA	4.75	0%	100%	4.75	2.29	0.88	1.32	12.64	$ 2,101
911	*Commercial – Services*	Bank - walk in bank	ksq ft of GFA	101.08	20%	80%	80.87	2.29	0.88	1.32	215.11	$ 35,767
565	*Commercial – Services*	Day Care	ksq ft of GFA	47.62	0%	100%	47.62	2.29	0.88	1.32	126.67	$ 21,062
492	*Commercial – Services*	Health Club / Fitness	ksq ft of GFA	1.31	0%	100%	1.31	2.29	0.88	1.32	3.48	$ 579
310	*Commercial – Services*	Hotel	rooms	7.99	0%	100%	7.99	2.29	0.88	1.32	21.25	$ 3,534
320	*Commercial – Services*	Motel	rooms	3.35	0%	100%	3.35	2.29	0.88	1.32	8.91	$ 1,482
312	*Commercial – Services*	Business Hotel	rooms	4.02	0%	100%	4.02	2.29	0.88	1.32	10.69	$ 1,778
945.1	*Commercial – Services*	Service Station (2-4k sq ft)/ Gasoline Sales with Convenience Market	veh fuel pos	265.12	55%	45%	119.30	2.29	0.88	1.32	317.36	$ 52,767
945.2	*Commercial – Services*	Service Station (5.5k-10k sq ft)/ Gasoline Sales with Convenience Market	veh fuel pos	345.75	55%	45%	155.59	2.29	0.88	1.32	413.87	$ 68,815
947	*Commercial – Services*	Carwash (self wash)	wash stall	108.00	65%	35%	37.80	2.29	0.88	1.32	100.55	$ 16,719
948	*Commercial – Services*	Carwash (automated wash)	wash stall	77.50	65%	35%	27.13	2.29	0.88	1.32	72.15	$ 11,997
445	*Commercial – Services*	Movie Theater/Event Hall	ksq ft of GFA	78.09	0%	100%	78.09	2.29	0.88	1.32	207.72	$ 34,538
420	*Commercial – Retail*	Marina	berth	2.41	0%	100%	2.41	2.29	0.88	1.32	6.41	$ 1,066
850	*Commercial – Retail*	Supermarket	ksq ft of GFA	93.84	36%	64%	60.06	2.29	0.88	1.32	159.76	$ 26,563
851	*Commercial – Retail*	Convenience Market (pass by mix of 851 & 853)	ksq ft of GFA	762.28	55%	45%	343.03	2.29	0.88	1.32	912.47	$ 151,717
815	*Commercial – Retail*	Free Standing Retail Store	ksq ft of GFA	53.87	26%	74%	39.86	2.29	0.88	1.32	106.04	$ 17,631
816	*Commercial – Retail*	Hardware / Paint Store	ksq ft of GFA	8.07	26%	74%	5.97	2.29	0.88	1.32	15.89	$ 2,641
817	*Commercial – Retail*	Nursery (Garden Center)	ksq ft of GFA	68.10	26%	74%	50.39	2.29	0.88	1.32	134.05	$ 22,289
818	*Commercial – Retail*	Nursery (Wholesale)	ksq ft of GFA	43.67	26%	74%	32.31	2.29	0.88	1.32	85.96	$ 14,292
880	*Commercial – Retail*	Pharmacy/Drugstore w/o Drive Thru	ksq ft of GFA	90.08	53%	47%	42.34	2.29	0.88	1.32	112.62	$ 18,726
881	*Commercial – Retail*	Pharmacy/Drugstore with Drive Thru	ksq ft of GFA	108.40	53%	47%	50.95	2.29	0.88	1.32	135.52	$ 22,534
820	*Commercial – Retail*	Shopping Center (>150k)	ksq ft of GFA	37.01	34%	66%	24.43	2.29	0.88	1.32	64.98	$ 10,804
821	*Commercial – Retail*	Shopping Plaza (40-150k), no supermarket	ksq ft of GFA	67.52	34%	66%	44.56	2.29	0.88	1.32	118.54	$ 19,710
822	*Commercial – Retail*	Strip Retail Plaza (<40k)	ksq ft of GFA	54.45	34%	66%	35.94	2.29	0.88	1.32	95.59	$ 15,895
850	*Commercial – Retail*	Supermarket	ksq ft of GFA	93.84	36%	64%	60.06	2.29	0.88	1.32	159.76	$ 26,563
814	*Commercial – Retail*	Variety Store	ksq ft of GFA	63.66	34%	66%	42.02	2.29	0.88	1.32	111.76	$ 18,583
857	*Commercial – Retail*	Discount Club	ksq ft of GFA	42.46	17%	83%	35.24	2.29	0.88	1.32	93.75	$ 15,587
863	*Commercial – Retail*	Electronics Superstore	ksq ft of GFA	41.05	34%	66%	27.09	2.29	0.88	1.32	72.07	$ 11,983
849	*Commercial – Retail*	Tire Superstore	ksq ft of GFA	20.37	28%	72%	14.67	2.29	0.88	1.32	39.01	$ 6,487
890	*Commercial – Retail*	Furniture Store	ksq ft of GFA	6.30	0%	100%	6.30	2.29	0.88	1.32	16.76	$ 2,786
932	*Commercial – Restaurant*	High-Turnover (sit-down) restaurant	ksq ft of GFA	107.20	44%	56%	60.03	2.29	0.88	1.32	159.69	$ 26,552
934	*Commercial – Restaurant*	Quick Service Restaurant (Drive- Though)	ksq ft of GFA	467.48	49%	51%	238.41	2.29	0.88	1.32	634.20	$ 105,449
710	*Commercial – Office*	General Office Building	ksq ft of GFA	10.84	0%	100%	10.84	2.29	0.88	1.32	28.84	$ 4,794
720	*Commercial – Office*	Medical Office / Clinic	ksq ft of GFA	36.00	0%	100%	36.00	2.29	0.88	1.32	95.76	$ 15,922
760	*Commercial – Office*	Research & Development Center	ksq ft of GFA	11.08	0%	100%	11.08	2.29	0.88	1.32	29.47	$ 4,901
550	*Institutional*	University / College / Jr College	students	1.36	0%	100%	1.36	2.29	0.88	1.32	3.60	$ 599
520	*Institutional*	School, K-12	students	3.19	0%	100%	3.19	2.29	0.88	1.32	8.49	$ 1,411
536	*Institutional*	Private School, K-12	students	1.85	0%	100%	1.85	2.29	0.88	1.32	4.92	$ 818
411	*Institutional*	Park	acre	0.78	15%	85%	0.66	2.29	0.88	1.32	1.76	$ 293
610	*Institutional*	Hospital	ksq ft of GFA	10.77	0%	100%	10.77	2.29	0.88	1.32	28.65	$ 4,763
620	*Institutional*	Nursing home	ksq ft of GFA	6.75	0%	100%	6.75	2.29	0.88	1.32	17.96	$ 2,985
560	*Institutional*	Place of worship	ksq ft of GFA	7.60	0%	100%	7.60	2.29	0.88	1.32	20.22	$ 3,361

Mode Share

The NERPM provides information regarding the modal use for each of the trips made. The actual mode choice is depended on a variety of factors. Factors such as transit service levels, accessibility, density and diversity are important in the mode choice decision. Table 8 shows the mode choice by percentage and total number for the years 2015 and 2045.

Table 8: Travel Model Share by Year

Area	TRIP MODES	Number	Percent	Number	Percent
City of Green Cove Springs	Walk	3,617	9.50%	8,659	10.70%
	Bike	649	1.70%	1,431	1.80%
	Transit	11	0.10%	208	0.30%
	Auto	33,610	88.70%	70,453	87.20%

4.0 Transportation Improvements

4.1 Background

The City of Green Cove Springs has undertaken extensive planning efforts over the past several years including an extensive corridor study for US Route 17 and the Downtown Master Plan.

These plans support a multimodal vision for the City providing residents and visitors convenient, safe, and accessible ways to travel by a variety of modes. The vision includes an outer grid of off-street 8' paths, completing sidewalks within the existing street grid, creating a context sensitive streetscape downtown, paths that connect the City to Clay County and additional transit and mobility hubs.

The rapid growth and intensity of land use change in Green Cove Springs will be supported by the multimodal investments with additional roadway capacity at specific intersections.

4.2 Needs and Priority Lists

The travel modeling provides insight into the ability of the overall roadway network in the City to accommodate the future travel demands. Although limitations exist given the significant regional scale of the model relative to the scale of the City, it is obvious which streets may experience the higher levels of demand in the future. The forecast volume-to-capacity of the network is used as a guide to inform where spot intersection improvements may be helpful in the future to improve safety and efficiency.

4.3 Transportation Network Improvements

Roadway Corridors

The future travel demand in Green Cove as estimated using the NERPM travel model indicated vehicle travel would likely experience additional congestion along US route 17 as well as the key routes into and around the downtown. The following roads are identified for future capacity improvements to improve safety and operations as demand increases associated with land use development within Green Cove Springs. The capacity improvements could include intersection turn lanes, roundabouts or signalization. Green Cove Avenue and Cooks Lane would be improved by widening and enhancing the multimodal capacity of the important east-west link in the southern part of the City.

- Palmetto Avenue
- Martin Luther King Jr. Boulevard
- Green Cove Avenue and Cooks Lane

Orange Avenue (US Route 17) was the focus of a corridor study within Green Cove Springs. The corridor study, completed in June 2021, identified alternative cross sections with medians, narrower lanes, and improved multimodal capacity. The vision for the corridor was further defined through the 2022 Downtown Master Plan process that several alternative corridor reconfigurations to slow vehicle traffic, improve multimodal access through wider sidewalks, and

improved intersection controls for walking, biking, and golf carts. The complete street vision for Orange Avenue is shown in Figure 8 and Figure 9.

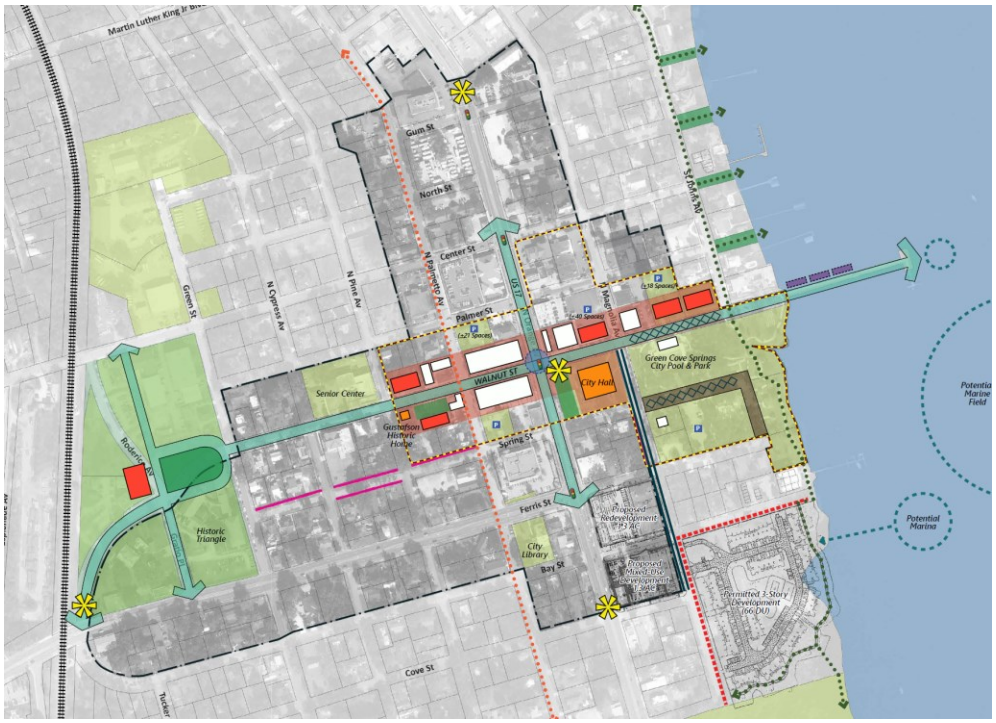


Figure 8: Orange Avenue Improvements (source: Downtown Master Plan)

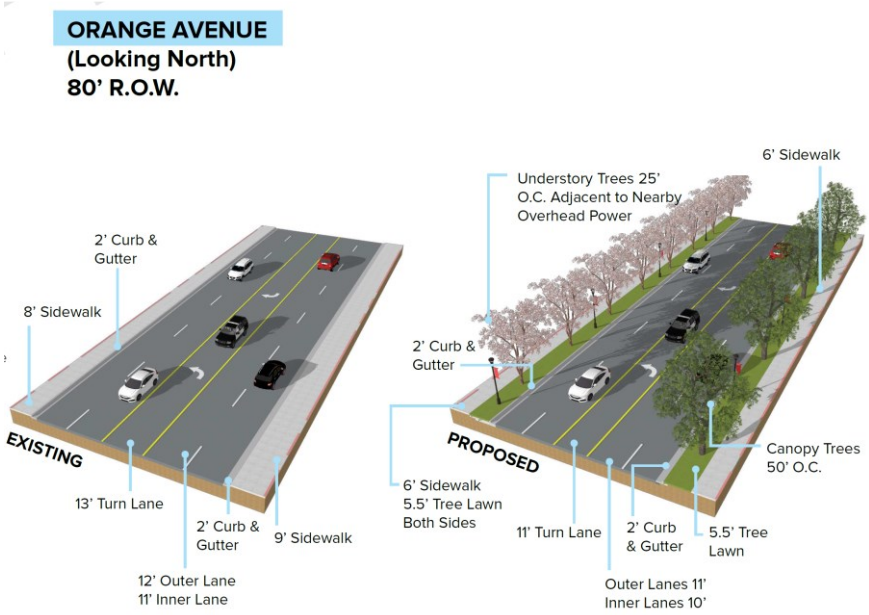


Figure 9: Orange Ave Cross Section (source: Downtown Master Plan)

Figure 10: Visual of US 17 Improvements (Source: Downtown Master Plan)

Active Travel Network

Green Cove Springs' growth is anticipated to occur within downtown, the Community Redevelopment Agency (CRA) district, areas in the southern part of the City and the Reynolds Park area to southeast. The intensification expected in the downtown area support greater ability for residents and visitors to complete their trip by non-car means by offering wide sidewalks, bike lanes, and facilities for golf carts.

Connecting areas of growth by bike lanes and paths will provide travel options. Additional walking and biking infrastructure will create greater network connectivity and provide safe and efficient options to travel. The recent demand in e-bikes and the associated increase in average miles traveled reinforces that these facilities may increase in demand and provide an active alternative way to travel.[3] Providing choices in the transportation system is essential for a more equitable and efficient transportation system. By enabling individuals to choose the mode of travel that is best for that trip, it can spread the demand across the system and improve overall system utilization.

The projects have been identified as those addressing a transportation need, helping meet those mobility needs of future residents, employees, and visitors.

[3] Research published in 2018 states that e-bikes are being used approx. 50% of total trips for commuting or errands, with most of that substituting from the private automobile. Average trip lengths of 9.3 miles by automobile were observed shifting to e-bikes. Source: MacArthur, John, Christopher Cherry, Michael Harpool and Daniel Scheppke. A North American Survey of Electric Bicycle Owners. NITC-RR-1041. Portland, OR: Transportation Research and Education Center (TREC), 2018.

Transit Improvements

Downtown Mobility Hub

Green Cove Springs will consider mobility hubs as a key tool towards network connectivity goals. Mobility hubs are infrastructure designed to support and facilitate multimodal transportation use. These facilities are defined by their intent and structure to aggregate mobility options in one place, allowing individuals greater travel choices and ease of transfer amongst different travel modes.

Mobility hub design focuses on transit, shared-use mobility, and active transportation. Hubs often endeavor to address the "first mile/last mile" issue whereby access to transit and other longer-distance mode usage is stifled by insufficient supportive options to easily reach those modes. While each mobility hub may take on unique form based upon location and context, these hubs tend to support connection between at least a few of the following specific transportation modes:

- Public transportation: stops/stations for trains, buses, vans, and micro transit.
- Transportation Network Companies (TNCs): pick up/ drop off zones for ride-hail providers.
- Carshare: parking and charging stations for carshare vehicles, including electric vehicles.
- Bicycles and scooters: parking, storage, charging stations, and designated paths for personal bicycles, bikeshare, and e-scooters.
- Pedestrian: paths and spaces to pass through as well as rest for those walking or rolling with assistive devices.

In addition to facilitating traveler choice and transfers between these modes, mobility hubs provide a flexible physical space that can support other associated uses:

- Deliveries: a parking location for food or goods delivery vehicles to limit stops/congestion in travel lanes and improve curb management.
- Retail options: collocated stores, food stands, and other businesses which provide value to individuals passing through the space.
- Park features: park amenities which make these hubs more enjoyable places to wait or linger between travel and other activities.

The downtown mobility hub is anticipated to be downtown Green Cove between Ferris Street and Walnut Street on the west side of Orange Avenue. This hub is anticipated to serve as the key downtown hub to the Clay County Transit which can connect to regional routes run by the Jacksonville Transportation Authority (JTA). The hub can be scaled based on the amount of funding available and constraints of the site. It is anticipated that the site will serve as an enhanced transit stop, providing information to visitors to Green Cove Springs, provide parking for micromobility including e-scooters, bikes, and golf carts. The hub would operate as a community destination and connect the transit system with first/ last mile services.

Transit Stops

Enhanced transit stops are expected where existing and future local bus service are likely to provide residents access to jobs and services throughout the region. Four locations have been identified during this plan development, however, they will be confirmed during any final planning process.

- Oakridge Avenue / State Route 16

- US 17 / Houston Street
- US 17 / Reynolds Park
- Oakridge Avenue / Green Cove Avenue

4.4 Network Standards of Service & Improvements

The NERPM evaluates how future users associated with land use changes in the region travel on the roadway network as well as the non-motorized, active mode network. The travel model assigns the traffic flow to the network which can be evaluated for how much the demand compares to the capacity of the system. This specific metric, volume-to-capacity (V/C) is the most common metric used in Florida. Section 3.0 includes plots of the network showing the V/C ratios in color bands. Multimodal Mobility Fees moves beyond the vehicular based V/C ratio system to account for total person miles of travel and person miles of capacity. The shift away from a simple V/C ratio approach for vehicles to one that recognizes multimodal trip making can be defined in person miles capacity (PMC).

The Mobility Fee shifts away from a Level of Service (LOS) defined by travel speed (average delay per vehicle) toward a supply and accessibility based multimodal transportation system. The provision for high quality walking, biking, and transit capacity to support multimodal demand is set out in the Florida DOT Q/LOS Handbook. The handbook informs how quality affects the experience for non-vehicular modes as it relates to the design of that facility or the frequency of transit service.

The Florida Q/LOS Handbook shall be used to monitor multimodal level of service to inform future investment priorities and change investments accordingly to maintain a diverse, accessible, and multimodal suite of travel options at each update interval to the Mobility Fee.

This Mobility Plan and the projects within it start to develop a true multimodal system and the performance for each mode can be tracked over time to inform where and what future investments may be necessary to meet future travel demand. As stated in the Comprehensive Plan, building capacity for non-auto means should be the first priority before widening roads for additional cars. The size of Green Cove Springs can support many trips to be made by non-auto means if safe, efficient, and high-quality non-auto infrastructure is available.

Table 9 shows the existing miles of different infrastructure types and approximate daily capacity for each mode of travel. The number of users in the city is also used to represent the person demand for travel. This is represented as the resident population plus half of any employed persons in the city. The total person miles capacity is the result of the daily person capacity multiplied by the miles of capacity. All of the capacity here excludes private facilities.

The existing transportation system currently has an estimated 181 daily person miles of capacity. The number in isolation has not much value. However, it can show the amount of total transportation capacity available for travel within the City across all modes and is used to compare how that service standard may change as new users are added associated with land use development.

Table 9: Existing Transportation Person Miles Capacity

Infrastructure Type	Daily Capacity at Service Standard Target	Existing Miles (2020)
Off-Road Shared Use Path (8')	9,000	2
Bike lanes and cycleways (on road bike facilities)	8,000	2.4
Footway (5 to 6 foot sidewalks)	980	28
Roads (1 direction lane miles)	11,700	144.4
Daily Person Miles Capacity		**1,755,251**
Users (resident population + 1/2 jobs) in Green Cove		9,674
Person Miles Capacity per User (Capacity / Users)		**181**

Table 10: Current Capacity and Service Standards

Infrastructure Type	Daily Capacity at Service Standard Target	Existing Miles (2020)	Mobility Fee Miles / Proposed Nodes	Total Future Miles or Nodes of Capacity by 2045
Off-Road Shared Use Path (8')	9,000	2	9.4	11.4
Bike lanes and cycleways (on road bike facilities)	8,000	2.4	0	2.4
Footway (5 to 6 foot sidewalks)	980	28	2.8	30.8
Roads (1 direction lane miles)	11,700	144.4	0	144.4
Transit Stops	3,000.00		5	5
Intersection Upgrades	5,000.00		3	3
Corridor (Mix of Green Cove Ave & Orange Ave)	10,000.00		7	7

Mobility fees must comply with basic legal fundamentals such as ensuring that the new users of the system do not pay for more than their impacts. This is interpreted as that the standards of the service do not improve in the future beyond what is experienced today. The analysis shows that in the absence of the additional transportation capacity, the person miles of capacity standard drops from 181 to 68. With the Mobility Fee projects, capacity per user drops from 181 to 75. The significant growth in users anticipated within Green Cove Springs (more than doubling by 2045) is the major driver behind this change.

Table 11: Existing and Future Person Miles Capacity

Existing	Daily Person Miles Capacity (existing)	1,755,251
	Existing Users (resident population + 1/2 jobs) in Green Cove springs	9,674
	Existing Person Miles Capacity per User (Capacity / Users)	181
	Future Users	**25,735**
Future	Existing Person Miles Capacity per User with no expansion (Capacity / Users)	68
	Daily Person Miles Capacity (Future with Mobility Fee Projects)	1,942,284
	Future Person Miles Capacity per User with Mobility Fee Projects (Capacity / Users)	75

This method also converts all modes to one common person miles of capacity. In practice, it is true that not all trips can be made by all modes. However, the principle within the Mobility Fee concept is to provide the multimodal capacity to provide choice and allow the user to use the most appropriate and convenient mode for that trip. As congestion increases for one mode, e.g., cars and roads, it may be faster and more convenient to travel via e-bike. Transit can offer higher capacity vehicles and through dedicated lanes or signal preemption can bypass vehicle queues and reduce travel time.

The significant reduction in person miles of capacity in this analysis suggests that as growth continues in Green Cove Springs the existing system will provide ample capacity to accommodate growth and travel will need to become more diverse in the modes used. In summary, the existing system provides a high level of service (using capacity per user) to the existing users (residents and visitors). Maintaining the high level of service, particularly in terms of roadway lane miles, is unrealistic given the cost burden.

Table 12: Unit Cost per Mile per Infrastructure Type

Infrastructure Type	Existing Miles	Approx Unit Cost (2023$)[4]	Value of Existing System
8' SUP (off road shared use path)	2.0	$500k	$1 million
Cycleway (on-road bike facilities)	2.4	$900k	$2.2 million

[4] Unit costs are derived using FDOT unit costs for facilities. Increased by 45% to represent recent price increases, local conditions and the 2022-2023 cost estimate for the Palmetto Shared Use Path.

If the current value per user is the cost of offering the same transportation service to future users, the cost of delivering that infrastructure would be over $355 million (16,062 new users forecast between 2015 and 2045).

4.5 Mobility Fee Projects

The projects show in Figure 11 and listed in Table 13 were identified for the Mobility Fee project list.

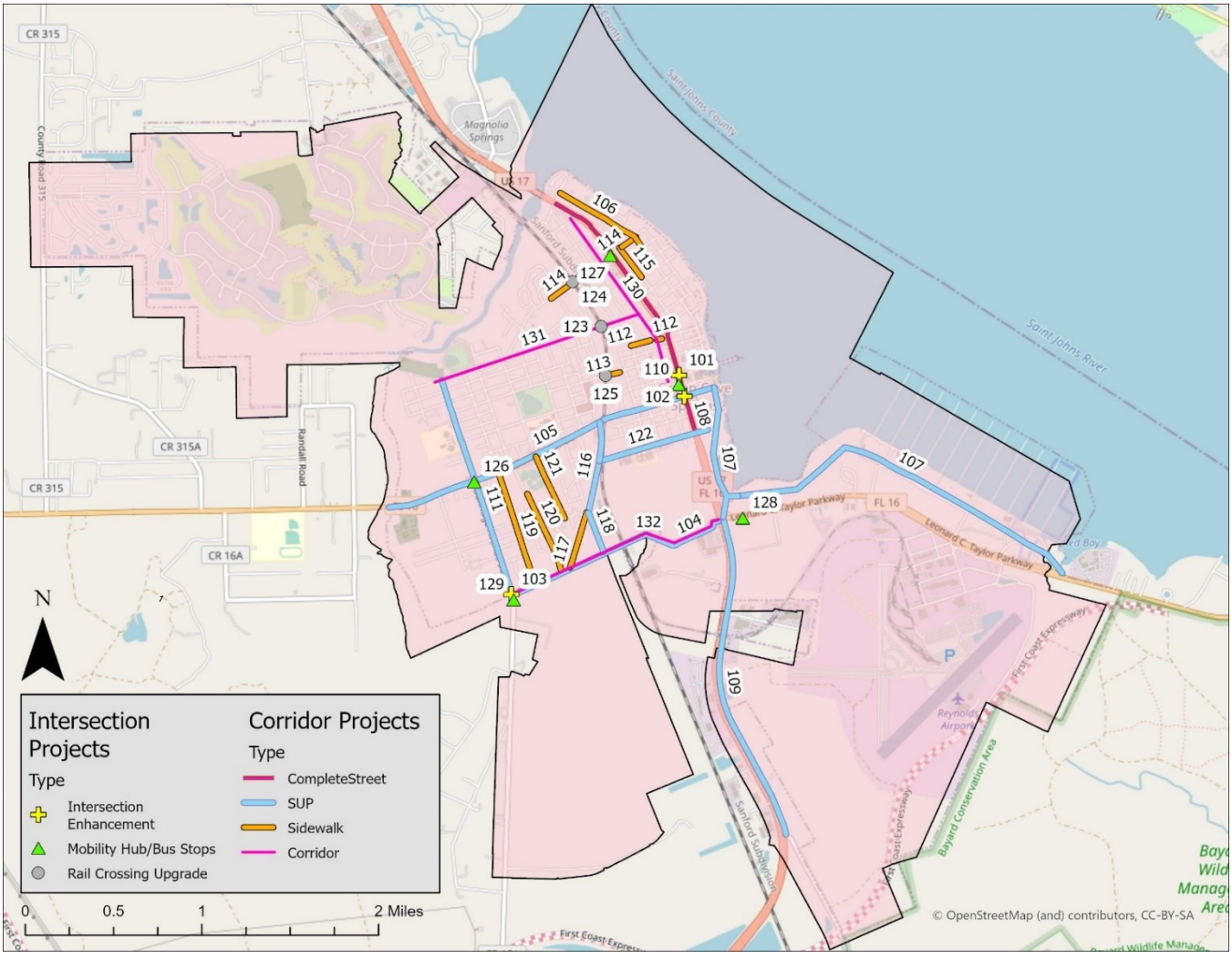


Figure 11: Mobility Fee Projects (2045 Planning Horizon)

Cost of Mobility Fee Projects

A total of $16.5 million of new transportation capacity will expand the person miles of capacity within Green Cove Springs by 2045. These projects will expand capacity for several modes of travel throughout the city to provide choices beyond the private car for residents, employed persons, and visitors to the city.

Table 13: Mobility Fee Projects

Project ID	Location	Improvement
101	US 17/Walnut Steet	Multimodal Intersection Enhancements
102	US 17/SR 16 (Ferris St.)	Multimodal Intersection Enhancements
103	Green Cove Ave and Oakridge Ave	Intersection / Vehicular Capacity Improvements
104	Green Cove Ave	Trail Project
105	SR 16 West	Trail Project connection to Clay-Duval Trail
106	St Johns Ave Sidewalks	Sidewalk Project
107	SR 16/US 17	Trail Project
108	US 17	Reconstruct Cross Section. Local Contribution (PD&E)
109	US 17 Corridor: South side path project	Palatka-GCS Trail
110	Mobility Hub - multimodal downtown. Bus Stop	Mobility Hub and Bus Stop
111	Oakridge Ave	SUP connection to Green Cove Ave
112	Gum St	Gum St 6' sidewalk improvements
113	Center St	Center St 6' sidewalk improvements
114	Houston St	Houston St 6' sidewalk improvements
115	Magnolia Ave North	Magnolia Ave North 6' sidewalk improvements
116	Melrose Ave	6' sidewalk
117	Melrose Ave	8' SUP addition
118	Roberts St South	8' SUP addition
119	Highland Ave South	Highland St 6' sidewalk addition
120	Vermont St	Vermont St 6' sidewalk addition
121	West St	West St 6' sidewalk addition
122	Oak St	8' SUP addition
123	MLK JR Blvd - Rail crossing	Pedestrian Crossing upgrade
124	Houston St	Pedestrian Crossing upgrade
125	Center St	Pedestrian Crossing upgrade
126	Oakridge Ave / SR 16	Bus stop. Shelter. Amenities, etc.
127	US 17 / Houston St.	Bus stop. Shelter. Amenities, etc.
128	US 17 / Reynolds Park Bus Stop	Bus stop. Shelter. Amenities, etc.
129	Oakridge - Green Cove Ave	Bus stop. Shelter. Amenities, etc.
130	Palmetto Intersection Improvements	Roundabouts, turn lanes, or signalization
131	Martin Luther King Jr Blvd Improvements	Roundabouts, turn lanes, or signalization
132	Green Cove Avenue / Cooks Lane	Roadway lanes, intersections

5.0 Mobility Fees

The base mobility fee for a land use change is derived by accounting for the quantity of travel generated by the land use change (number of trips and the lengths of the trips) and the cost of providing the additional transportation capacity. The base fee is before any credits or other fee reductions are made.

The base mobility fee formula is shown below:

Base Mobility Fee =
PMT Generated by Land Use
x Cost of Infrastructure per PMT

5.1 PMT Generated by Land Use

The fee is assessed on the quantity of travel, measured with PMT, that impacts the transportation systems within the City of Green Cove Springs. To estimate the quantity of PMT that impacts the transportation system the following factors are considered:

PMT Generated by Land Use =
[A] * [B] * [C] * [D] * [E]

[A] Vehicle Trip Rate

The daily trip rate per unit of development (residential units, beds, or square feet) as determined by the 11th Edition of ITE's Trip Generation. Some land uses included in the schedule in Section 8.0 have been adapted to fit specific goals such as income sensitivity for housing or where two land uses have been averaged together.

[B] Trip Length

The weighted average trip length for trips within Green Cove Springs is calculated using the NERPM activity-based model at 2.29 miles. These trips include those that start and end in the City as well as those which have either a start or an end in Green Cove Springs.

[C] % New Trips

This factor is obtained through ITE's Trip Generation and accounts for the portion of trips which may enter and exit the project but were previously already on the network (i.e., pass-by trips). For example, residential uses generate 100% new trips while fuel stations may generate only 50% new trips.

[D] Double Counting Factor

The double counting factor of 88% accounts for the differences between PMT that remains

internal to the City and PMT that has one end of the trip within the City.

[E] VMT to PMT Factor

This factor (1.32) converts the estimated VMT from the land use change to PMT. See Section 3.0 for more information.

5.2 Cost of Infrastructure per PMT

The Mobility Fee projects are analyzed for their likelihood to serve local users versus users which may be passing through the City. Given the location of the City and the Shands Bridge there is a sizeable amount of 'through traffic', however, that will change in the future with the First Coast Expressway. As such, the share of users benefiting and generating the demand for the Mobility Fee projects varies within the City, with some locations having more through traffic than others.

Table 14 below shows the mobility fee projects and the share of local traffic (all modes). It is important to consider that only traffic associated with local land use development is eligible to be assessed a mobility fee. Therefore, only the Local Cost in

Table 14 is able to be funded through Mobility Fees. The difference between the Total Project Cost and the Local Cost must be funded with non-mobility fee dollars.

Table 14: Local Cost vs Total Project Cost of Mobility Fee Projects

Project ID	Location	Improvement	Total Project Cost	Mobility Fee Cost	Percent Local Traffic	Local Cost
101	US 17/Walnut Steet	Multimodal Intersection Enhancements	$300,000	$300,000	40%	$120,000
102	US 17/SR 16 (Ferris St.)	Multimodal Intersection Enhancements	$800,000	$800,000	40%	$320,000
103	Green Cove Ave and Oakridge Ave	Intersection / Vehicular Capacity Improvements	$1,500,000	$1,500,000	50%	$750,000
104	Green Cove Ave	Trail Project	$423,672	$423,672	95%	$402,489
105	SR 16 West	Trail Project connection to Clay-Duval Trail	$642,975	$642,975	95%	$610,826
106	St Johns Ave Sidewalks	Sidewalk Project	$128,581	$128,581	100%	$128,581
107	SR 16/US 17	Trail Project	$981,951	$981,951	95%	$932,854
108	US 17	Reconstruct Cross Section. Local Contribution (PD&E)	$400,000	$400,000	100%	$400,000
109	US 17 Corridor: South side path project	Palatka-GCS Trail	$611,424	$611,424	95%	$580,853
110	Mobility Hub - multimodal downtown. Bus Stop	Mobility Hub and Bus Stop	$200,000	$200,000	100%	$200,000
111	Oakridge Ave	SUP connection to Green Cove Ave	$90,678	$90,678	100%	$90,678
112	Gum St	Gum St 6' sidewalk improvements	$32,033	$32,033	100%	$32,033
113	Center St	Center St 6' sidewalk improvements	$15,796	$15,796	100%	$15,796
114	Houston St	Houston St 6' sidewalk improvements	$84,965	$84,965	100%	$84,965
115	Magnolia Ave North	Magnolia Ave North 6' sidewalk improvements	$47,148	$47,148	100%	$47,148
116	Melrose Ave	6' sidewalk	$169,658	$169,658	100%	$169,658
117	Melrose Ave	8' SUP addition	$73,633	$73,633	100%	$73,633
118	Roberts St South	8' SUP addition	$76,940	$76,940	100%	$76,940
119	Highland Ave South	Highland St 6' sidewalk addition	$147,149	$147,149	100%	$147,149
120	Vermont St	Vermont St 6' sidewalk addition	$106,988	$106,988	100%	$106,988
121	West St	West St 6' sidewalk addition	$87,363	$87,363	100%	$87,363
122	Oak St	8' SUP addition	$208,326	$208,326	100%	$208,326
123	MLK JR Blvd - Rail crossing	Pedestrian Crossing upgrade	$200,000	$200,000	100%	$200,000
124	Houston St	Pedestrian Crossing upgrade	$200,000	$200,000	100%	$200,000
125	Center St	Pedestrian Crossing upgrade	$200,000	$200,000	100%	$200,000
126	Oakridge Ave / SR 16	Bus stop. Shelter. Amenities, etc.	$75,000	$75,000	100%	$75,000
127	US 17 / Houston St	Bus stop. Shelter. Amenities, etc.	$75,000	$75,000	100%	$75,000
128	US 17 / Reynolds Park Bus Stop	Bus stop. Shelter. Amenities, etc.	$75,000	$75,000	100%	$75,000
129	Oakridge - Green Cove Ave	Bus stop. Shelter. Amenities, etc.	$75,000	$75,000	100%	$75,000
130	Palmetto Intersection Improvements	Roundabouts, turn lanes, or signalization	$4,000,000	$4,000,000	100%	$4,000,000
131	Martin Luther King Jr Blvd Improvements	Roundabouts, turn lanes, or signalization	$3,000,000	$3,000,000	100%	$3,000,000
132	Green Cove Avenue / Cooks Lane	Roadway lanes, intersections	$1,500,000	$1,500,000	50%	$750,000

Table 15 shows the cost per PMT calculation accounting for the total project cost, the local project cost, and the difference which must be funded with other funds. The non-local share,

shown in the table below as the 'cost for external capacity', is based on the estimated traffic flow through the city that didn't have a start or stop of the trip within the city. The Cost per PMT used in the mobility fee is obtained by dividing the local cost by the growth in local PMT.

Table 15: Cost per PMT

Total Cost of new Capacity	$16,529,280
Cost for External (EE) Share of Capacity	$2,293,001
Cost for Local Share of Capacity	$14,236,279
Local PMT (non-EE)	85,621
Cost per PMT	**$166.27**

5.3 Base Mobility Fee

The base mobility fee is derived by calculating the PMT for each land development proposal and assessing the cost per PMT (Table 15).

The base mobility fee per land use type is shown below for three sample land uses: Single Family Detached (LUC 210), a 10,000 square foot general office building, and a 10,000 square foot general shopping plaza. The base mobility fee is the multiplication of the factors and the cost per PMT. The mobility fee for the 10,000 square foot building is calculated by determining the base mobility fee per 1,000 square feet and then multiplying this by 10 (A*B*C*D*E*PMT Fee * 10).

Table 16: Sample Base Mobility Fee Calculations

Land Use	PMT Fee	Trip Rate	Trip Length	New Trips	PMT Factor	Double Counting Factor	Base mobility Fee
Residential (Single Family Detached between 1500 sq. ft and 2500 sq. ft) (ITE LUC: 210)	$166	8.35	2.29	100%	1.32	0.88	$3,693
General Office 10,000 Square Feet (ITE LUC: 710)	$166	10.84	2.29	100%	1.32	0.88	$47,944
Shopping Plaza 10,000 Square Feet (ITE LUC: 822)	$166	54.45	2.29	74%	1.32	0.88	$178,212

6.0 Credits

Mobility fee credits are developed to mitigate and offset the chance that a land use development would contribute twice to the same capacity being funded through the payment of a mobility fee.

The landowners or applicants of a land use change that is subject to a Mobility Fee contribute other funds through fuel taxes and other taxes as well as direct contributions, either monetary or in kind. Credits address these contributions and reduce the mobility fee liability associated with any land use change accordingly.

The following types of credits are applicable for Green Cove Springs:

- Developer Contribution Credits
- Revenue Credits

6.1 Developer Contribution Credits

Mobility Fee credits for contributions made by those either donating land or constructing improvements identified in this mobility plan and included in setting the Mobility Fee. The credit is limited by the lesser of either the value of the Mobility Fee liability or the cost of the Mobility Fee improvement, as identified in this study.

6.2 Revenue Credits

Revenue credits account for revenues obtained from both the Mobility Fee and other revenues that the City will use to complete the Mobility Fee projects. Specifically, the share of the project costs associated with the external (non-local) traffic will need to be paid for by non-mobility fee funds. The anticipated source of funds will be the general fund using funds from the local ad valorem tax that will be redirected to fund this portion of the mobility fee projects.

The non-local share of $2,293,001 per Table 17 could be called on at any point before 2045. Therefore, dividing the total by 23 years produces an annual amount of $99,696 that may be needed from the ad valorem tax source (shown in column [b]. This amount of funding as a portion of the overall city tax base is expected to decrease as additional development occurs in the City and the overall property valuation increases. Therefore, the annual millage rate shows a real decline on a per annual basis, shown in column [c].

The credit is a reduction of the base Mobility Fee calculated when the fee is paid. The credit represents a net present value at the time of development based on the future stream of ad valorem tax payments which may contribute to the same mobility fee projects which are paid for through the base Mobility Fee. Therefore, the credit offsets the non-local share of the mobility fee project for any development assessed a Mobility Fee. The net present value of the discounted stream of tax payments is shown in the column [d] of the table based on the year of development. The revenue credit inputs and look up table by year of development is shown in Table 17.

The table includes the inputs:

- Base municipal assessed value
- Assumed annualized growth in taxable property values and a discount rate

Table 17: Revenue Credit Lookup Table

$556,461,965	2021 Municipal Assessed Value (excluding govt buildings)
5.00%	City Appraised Property Values will continue to grow annually at this rate
3.00%	Discount Rate
23	Years for funding non-mobility eligible infrastructure (2045-2022)
$2,293,001	Cost of Capacity not eligible for mobility fee funding
$99,695.70	Per year capacity funding through property taxes (=$2.29 million / 23)

Building Year	Annual Expense	Millage Rate Needed (per assessment)	Net Present Value of Discounted Stream of Taxes (millage rate)
[a]	[b]	[c]	[d]
2023	$99,696	0.170629	$1.84
2024	$99,696	0.162503	$1.72
2025	$99,696	0.154765	$1.61
2026	$99,696	0.147395	$1.50
2027	$99,696	0.140377	$1.40
2028	$99,696	0.133692	$1.30
2029	$99,696	0.127326	$1.21
2030	$99,696	0.121263	$1.12
2031	$99,696	0.115488	$1.03
2032	$99,696	0.109989	$0.94
2033	$99,696	0.104751	$0.86
2034	$99,696	0.099763	$0.78
2035	$99,696	0.095012	$0.71
2036	$99,696	0.090488	$0.63
2037	$99,696	0.086179	$0.56
2038	$99,696	0.082075	$0.49
2039	$99,696	0.078167	$0.43
2040	$99,696	0.074445	$0.36
2041	$99,696	0.070900	$0.30
2042	$99,696	0.067524	$0.23
2043	$99,696	0.064308	$0.17
2044	$99,696	0.061246	$0.11
2045	$99,696	0.058329	$0.06

Process for Calculating the Revenue Credit

The following steps are used to calculate the revenue credit.

1) Determine the year of development. When will the construction permits be provided to the land use project.

2) Identify the future assessed value of the project.

3) Assess the net present value of the discounted stream of taxes. Use the assessed value divided by 1,000 and multiply that result by the discounted value in column [d] for the year of development.

7.0 Net Mobility Fees

The net mobility fees are set by land use type. The net mobility fees are calculated by starting with the base Mobility Fee and subtracting the revenue credit based on the value of the property and the year of development.

The net mobility fee formula is shown below:

Net Mobility Fee =
Base Mobility Fee — Credits

Three examples are included in the table below.

Table 18: Net Mobility Fee Calculation

Land Use	Base mobility Fee [a]	Estimated Assessed Value [b]	NPV Millage Rate (Permits in 2023) [c]	Mobility Fee Credit [(Assessed value / 1000) * NPV Millage Rate] [d]	Net Mobility Fee (Base Fee - Credits) [e]
Residential (Single Family Detached btwn 1500 sq. ft and 2500 sq. ft)	$3,693	$350,000	$1.84	$642	$3,051
General Office 10,000 Square Feet	$47,944	$1,725,000	$1.84	$3,166	$44,778
Shopping Plaza 10,000 Square Feet	$158,946	$1,500,000	$1.84	$2,753	$156,193

8.0 Mobility Fee Schedule and Application

The Green Cove Springs Mobility Fee is assessed on land uses given the trip rates as determined by the ITE Trip Generation and other characteristics developed within this study, such as trip length, and person miles travel relative to vehicle miles, and the cost per PMT. Appendix A includes the mobility fee schedule.

8.1 Inter-Jurisdictional Fee Issues

The travel demand modeling and assessment of the future conditions include an analysis of the entire North Florida TPO region. By modeling for the entire region, the effects and changes of the land use developments within Green Cove Springs are included, as well as how growth in Clay County and other surrounding counties affect travel and network performance within the City. Through this inter- regional modeling there is confidence in the degree to which land use changes in Green Cove Springs affect the larger transportation system and how through traffic changes in the future with the First Coast Expressway.

Although it is likely that travel demand associated with land use development within Green Cove Springs will impact Clay County roadways, and vice-versa, there is a jurisdictional divide in the analysis that treats the County as an external jurisdiction. The opposite relationship is true as well, with travel associated with land use development within the County likely to travel on facilities owned and maintained by the City. This jurisdictional divide allows any municipality to develop mobility fees (or impact fees) of their own and apply them to the transportation demand associated with land use changes within the municipality. The Green Cove Springs Mobility Fee is designed to assess the fees only the portion of travel within the City by travel model results for travel changes on city roads but also by using the trip length which considers the length of travel within the City boundary.

The fee does not consider inter-jurisdictional revenue sharing or what the degree of sharing looks like. However, this could be done in the future using data from the travel model if Green Cove Springs and Clay County would like to pursue this option.

9.0 Legal Application of Mobility Fees

9.1 Overview

Florida has been a legal pioneer in the development and application of impact fees since the 1980's. Driven primarily through case law the tools and methods were developed by precedence. In 2006 the Florida Legislature adopted the "Impact Fee Act" that codified many of these concepts. One of these was the determination that impact fees must comply with a "dual rational nexus" test that requires:

- 1st (Need): A reasonable connection between the anticipated need for transportation system improvements and the growth generated by new development.
- 2nd (Benefit): A reasonable connection between the expenditure of fees collected and the benefit to the development. Other guiding principles established over time that should be considered when designing any impact fee (or mobility fee) include:
    - Impact fees should not exceed the cost of the planning and delivering the specific necessary facilities.
    - Fees should be proportional to the demand generated by the development.
    - New development should not be required to pay for a higher level of service than what existing users experience.
    - New development should not have to pay twice for the same capacity through impact fees and through other taxes or fees.

9.2 Legal History

Legislation passed in 1985 required all governments in Florida to develop and adopt Comprehensive Plans to guide future land use and infrastructure development. The language included a provision requiring that adequate facilities must be provided "concurrent" with new growth and development. As a tool of 'police power', concurrency was adopted as a measure to maintain the standards of service for existing users as new users were added to the system. During the 1990's and 2000's there were numerous issues raised with concurrency – namely greenfield development and 'sprawl' because of using available capacity. The costs of widening, both in terms of dollars and social impacts, became obvious in many urbanized areas.

The House Bill 227 passed in 2009 amended the F.S. 163.31801 to include "the government has the burden of proving by a preponderance of the evidence that the imposition or amount of the fee or credit meets the requirements of state legal precedent and this section. The court may not use a deferential standard for the benefit of the government."

State Bill 360 passed in 2009 amended F.S. 163.31801 to remove the necessary 90 days before an effective date when fees are to decrease, be suspended, or be eliminated. State Bill 360, also known as the Florida Community Renewal Act, instructed the Florida Departments of Community Affairs and Transportation to evaluate and consider the implementation of a mobility fee system to replace the existing concurrency system.

House Bill 7207 passed in 2011 adopting the "Community Planning Act" that abolished transportation concurrency, eliminating the Department of Community Affairs, and placed restrictions on local governments ability to implement transportation concurrency. House Bill 319 passed in 2013 introduced changes to F.S. 163.3180 - Concurrency that encouraged local

governments to adopt alternative mobility systems, such as mobility fees, and included the six tools and techniques for developing an alternative mobility system. Under House Bill 319 a mobility fee system must also comply with F.S. 163.31801 governing impact fees.

House Bill 207 passed in 2019 amended the 163.31801 "Impact Fee Act" to clarify language on the timing of the collection of fees, requirements on administrative costs, and added text specifying how bonded projects or previously approved projects must be reasonably connected to or have a rational nexus with the increased impact generated by new development. House Bill 7103 passed in 2019 amended the 163.31801 "Impact Fee Act" to specify how credits will be carried forward and value match the full benefit of the intensity or density of the credit when it was first established. The bill also specified that if the local government offers an exception or waiver for affordable housing, it is not required to use any revenues to offset the impact.

House Bill 337 passed in 2021 amended Section 163.31801 to include several provisions important for the design of this fee and future updates. Specifically, no more than 25% increase from a current impact fee rate, no increase more than once every 4 years, fees could be increased beyond that rate given public workshops documenting the 'extraordinary circumstances' that would warrant a rate increase beyond these limits, and annual financial reporting requirements.

Key Principles

A onetime transportation system charge on new development that allows local governments to assess the proportionate cost of transportation improvements needed to serve the demand generated by development projects.

Mobility Fee vs. Tax

- A mobility fee is a regulatory tool available to local governments to protect the public's experience and use of infrastructure in the face of additional users and burden posed by new development.
- Mobility fees have a designated source of funding to address a specific set of needs, whereas taxes have broad discretion on their application once they are collected.
- Mobility fees must have a rational nexus between the cost levied and the impact caused by the new development. Additionally, the benefits of the infrastructure must convey a proportional benefit to the new development.

9.3 Legal Compliance

The Florida Impact Fee Act F.S. 163.31801 and its complementary statute on concurrency, 163.3180 provide the primary legal guidance regarding the design and requirements of the mobility fee. Specifically:

- Green Cove Springs has developed an ordinance to adopt the Mobility Fee. The ordinance governs the collection, accounting, credits, and the expenditure of funds.
- The Mobility Fee system is proportional and reasonably connected to benefits and impact generated by new land use development. This system complies with the "dual rational nexus" test by:

- The need for the additional transportation capacity is documented by previous studies and evaluation which the City has conducted over the past decade. In the absence of additional capacity, the anticipated land use and development would cause increased burden and deteriorate the standard of service for existing users. The City is investing in building a more diverse and dense land use base which supports active travel as well as providing improved access to the public transit system.
- The benefit of the transportation capacity improvements accrues to those paying for the projects by creating multimodal travel options for existing and future residents and visitors to take the mode that is most convenient for them. This increases total capacity within the ground transportation system within the City, creating benefits for those who are assessed a Mobility Fee.
- The Mobility Fee calculation is based on the most recent and localized data. The current regional travel model used in the North Florida region was used to analyze the effects of land use development on the transportation system. The land use data within the City is based on the current anticipated changes anticipated and are incorporated into the regional travel model. Trip lengths have been obtained through the use of the travel model and align with the size of the Green Cove Springs boundary.
- The projects to be funded through the mobility plan have been identified as necessary capacity to manage and facilitate safe and efficient mobility for the City residents, employees, and visitors. Several stakeholder meetings were held to identify and plan for the best strategies to increase multimodal capacity to meet the future travel demands of the anticipated land use development. The travel model and the district wide service standards validate that the projects will partially mitigate the impacts that new development will place on the transportation system.
- Credits have been designed to offset the chance for new development to contribute twice to the same transportation capacity funded by different revenue sources. Specifically, revenue credits have been designed to offset ad valorem revenues which may be used to fund non-local shares of the mobility fee projects.

Mobility plans and the related fee structure that underpins it is compliant with Florida Statute 163.3180 Section (5)(i). The mobility plan considers the following tools and techniques for complying with Section (5)(f). Specifically:

- The future land use element and mobility plan support greater density and intensity of land use. The mobility plan can continue to adapt the trip length, the share of multimodal trips and ratio of PMT vs VMT, and the suite of projects to support these long-term strategies.
- Adoption of an area wide level of service is not dependent on any single road segment function. The evaluation of a City service standard reflects the demands and capacity of the City acknowledging that as route choice and travel options increase, greater system utilization can occur, reducing the effect on one road accommodating all the demand. The mobility sets a total person miles capacity (PMC). The travel model identifies the growth in person miles travel over time associated with local and use development. Periodic local studies can monitor the PMC and attempt to derive a PMT based on multimodal traffic counts.

- Green Cove Springs seeks to encourage downtown redevelopment through the application of local funds to reduce the Mobility Fee assessed for specific land uses within parts of the City. The revenues used for these discounts occur after a net fee has been calculated and do not increase the mobility fee for others and therefore is not explicitly accounted for in the mobility plan.
- Sensitivity to the income characteristics and the size of the single-family dwelling units is included by comparing average incomes and the size of homes in Green Cove Springs with national averages. Reduced trip generation rates are observed for households with lower income and smaller square footages. The City ordinance may also take further steps to waive the Mobility Fee requirement for eligible households based on income criteria.

Appendix A
Fee Schedule

MOBILITY FEE RATE SCHEDULE

Land Use Code	Land Use Categories	Land Use Categories	Unit of measure	daily trips	pass by	new trips	new trips/unit	avg trip length	double counting factor	PMT factor	Total Eligible PMT	Base Impact fee per unit
220	*Residential*	Multiple Family (low rise)	dwelling	6.74	0%	100%	6.74	2.29	0.88	1.32	17.93	$ 2,981
221	*Residential*	Multiple Family (mid-rise)	dwelling	4.54	0%	100%	4.54	2.29	0.88	1.32	12.08	$ 2,008
251	*Residential*	Senior Adult Housing - detached and independent	dwelling/bed	4.31	0%	100%	4.31	2.29	0.88	1.32	11.46	$ 1,906
253	*Residential*	Assisted Living/Congregate Care Facility	dwelling	2.21	0%	100%	2.21	2.29	0.88	1.32	5.88	$ 977
210.3	*Residential*	Single Family (less than 1,500 sqft)	dwelling	6.66	0%	100%	6.66	2.29	0.88	1.32	17.72	$ 2,946
210	*Residential*	Single Family (1,500 sqft to 2,499 sqft)	dwelling	8.35	0%	100%	8.35	2.29	0.88	1.32	22.21	$ 3,693
210.4	*Residential*	Single Family (> 2,499 sqft)	dwelling	9.43	0%	100%	9.43	2.29	0.88	1.32	25.08	$ 4,171
240	*Residential*	Mobile Home	dwelling	7.12	0%	100%	7.12	2.29	0.88	1.32	18.94	$ 3,149
255	*Residential*	Continuing Care Retirement Community	occupied units	2.47	0%	100%	2.47	2.29	0.88	1.32	6.57	$ 1,092
260	*Residential*	Recreational Home/Vehicle	dwelling	3.55	0%	100%	3.55	2.29	0.88	1.32	9.44	$ 1,570
110	*Industrial*	Light Industry (110)	ksq ft of GFA	4.87	0%	100%	4.87	2.29	0.88	1.32	12.95	$ 2,154
150	*Industrial*	Warehouse	ksq ft of GFA	1.71	0%	100%	1.71	2.29	0.88	1.32	4.55	$ 756
151	*Industrial*	Mini-Warehouse	ksq ft of GFA	1.45	0%	100%	1.45	2.29	0.88	1.32	3.86	$ 641
140	*Industrial*	Manufacturing	ksq ft of GFA	4.75	0%	100%	4.75	2.29	0.88	1.32	12.64	$ 2,101
565	*Commercial – Services*	Day Care	ksq ft of GFA	47.62	0%	100%	47.62	2.29	0.88	1.32	126.67	$ 21,062
492	*Commercial – Services*	Health Club / Fitness	ksq ft of GFA	1.31	0%	100%	1.31	2.29	0.88	1.32	3.48	$ 579
310	*Commercial – Services*	Hotel	rooms	7.99	0%	100%	7.99	2.29	0.88	1.32	21.25	$ 3,534
320	*Commercial – Services*	Motel	rooms	3.35	0%	100%	3.35	2.29	0.88	1.32	8.91	$ 1,482
312	*Commercial – Services*	Business Hotel	rooms	4.02	0%	100%	4.02	2.29	0.88	1.32	10.69	$ 1,778
947	*Commercial – Services*	Carwash (self wash)	wash stall	108.00	65%	35%	37.80	2.29	0.88	1.32	100.55	$ 16,719
948	*Commercial – Services*	Carwash (automated wash)	wash stall	77.50	65%	35%	27.13	2.29	0.88	1.32	72.15	$ 11,997
420	*Commercial – Retail*	Marina	berth	2.41	0%	100%	2.41	2.29	0.88	1.32	6.41	$ 1,066
850	*Commercial – Retail*	Supermarket	ksq ft of GFA	93.84	36%	64%	60.06	2.29	0.88	1.32	159.76	$ 26,563
815	*Commercial – Retail*	Free Standing Retail Store	ksq ft of GFA	53.87	26%	74%	39.86	2.29	0.88	1.32	106.04	$ 17,631
816	*Commercial – Retail*	Hardware / Paint Store	ksq ft of GFA	8.07	26%	74%	5.97	2.29	0.88	1.32	15.89	$ 2,641
817	*Commercial – Retail*	Nursery (Garden Center)	ksq ft of GFA	68.10	26%	74%	50.39	2.29	0.88	1.32	134.05	$ 22,289
818	*Commercial – Retail*	Nursery (Wholesale)	ksq ft of GFA	43.67	26%	74%	32.31	2.29	0.88	1.32	85.96	$ 14,292
880	*Commercial – Retail*	Pharmacy/Drugstore w/o Drive Thru	ksq ft of GFA	90.08	53%	47%	42.34	2.29	0.88	1.32	112.62	$ 18,726
881	*Commercial – Retail*	Pharmacy/Drugstore with Drive Thru	ksq ft of GFA	108.40	53%	47%	50.95	2.29	0.88	1.32	135.52	$ 22,534
820	*Commercial – Retail*	Shopping Center (>150k)	ksq ft of GFA	37.01	34%	66%	24.43	2.29	0.88	1.32	64.98	$ 10,804
821	*Commercial – Retail*	Shopping Plaza (40-150k)	ksq ft of GFA	67.52	34%	66%	44.56	2.29	0.88	1.32	118.54	$ 19,710

Appendix B
Trip Rates

Residential Trip Rate Derivation

The income and size based residential trip rates remain consistent with the 2017 Road Impact Fee Update Study prepared by Tindale Oliver for Clay County. The narrative, methodology and tables are included here to record this process. It is determined that these assumptions remain valid for use within the mobility fee study for Green Cove Springs.

Single Family Residential Trip Generation Rate Tiering

As part of this study, the single family residential trip generation rate tiering was included to reflect a three-tier analysis to ensure equity by the size of a home. To facilitate this, an analysis was completed on the comparative relationship between housing size and household travel behavior. This analysis utilized data from the 2009 National Household Travel Survey (NHTS) and the 2015 American Housing Survey (AHS) to examine overall trip-making characteristics of households in the United States.

Table A-2 presents the trip characteristics being utilized in the proposed roadway impact fee schedule for the single family (detached) land use. The 2009 NHTS database was used to assess average annual household vehicle miles of travel for various annual household income levels. In addition, the 2015 AHS database was used to compare median annual family/household incomes with housing unit size. It is important to recognize that the use of the income variable in each of these databases is completed simply to provide a convenient

linking mechanism between household VMT from the NHTS and housing unit size from the AHS.

Table A-2
Calculated Single Family Trip Characteristics

Calculated Values Excluding Tiering	Trip Rate	Assessable Trip Length	Daily VMT
Single Family (Detached)	7.81	6.62	51.70

Source: Florida Studies for LUC 210 included in this Appendix (Page A-5)

The results of the NHTS and AHS analyses are included in Tables A-3 and A-4. First, the data shown in Table A-3 presents the average income in the U.S. for families/households living in the three housing tiers. As shown, the average income for housing units between 1,500 and 2,499 square feet in size ($70,371) is higher than the overall average income for the U.S. ($63,584). Table A-4 presents the median household income levels for low and very low income levels in Clay County. These levels were used to create additional trip generation rate tiers for smaller homes (less than 1,500 sq ft).

Table A-3
Annual Income by Housing Size

2015 AHS Average Income Data by Housing Size (Single Family, detached)	Annual Income[1]
Less than 1,500 sf	$48,880
1,500 to 2,499 sf	$70,371
2,500 sf or more	$87,897
Average of All Houses	$63,584

Source: American Housing Survey for the United State in 2013
1) Weighted average of annual income for each tier

Table A-4
Annual Income by Housing Size

Clay County SHIP Definitions	
Median Income	$64,400
Low Income[1]	$51,500
Very Low Income[2]	$32,200

Source: Florida Housing Finance Corporation, 2016 Income Limits; SHIP (4 person household)
1) Defined as 80% of the median income
2) Defined as 50% of the median income

To calculate a corresponding trip rate for the new tiers it was necessary to rely on comparative ratios. As an example, consider the $44,880 annual income category. First, it was determined that the average annual household VMT for this income level is 20,736 miles. This figure was then compared to the overall average annual VMT per household in the U.S. and normalized to the average of the $63,584 (24,496 miles) category to derive a ratio of 0.798, as shown in Table A-5.

Table A-5
NHTS Annual VMT by Income Category

2009 NHTS Travel Data by Annual HH Income	Annual VMT/HH	Days	Daily VMT	Ratio to Mean	Normalized to 1.061
Average of $16,100	9,145	365	25.05	0.373	0.352
Average of $25,750	13,748	365	37.67	0.561	0.529
Average of $48,880	20,736	365	56.81	0.847	0.798
Total (All Homes)	24,496	365	67.11	1.000	
Average of $70,371	25,995	365	71.22	1.061	1.000
Average of $87,897	29,347	365	80.40	1.198	1.129

Source: 2009 National Household Travel Survey Database, Federal Highway Administration

Table A-6
Trip Generation Rate by Single Family Land Use Tier

Estimation of Trip Rate by Tier	Trip Rate[1]	Assessable Trip Length[2]	Daily VMT[3]	Ratio to Mean[4]
Single Family (Detached)				
Less than 1,500 sf & Very Low Income	**2.75**	6.62	18.20	0.352
Less than 1,500 sf & Low Income	**4.13**	6.62	27.35	0.529
Less than 1,500 sf	**6.23**	6.62	41.26	0.798
1,500 to 2,499 sf	**7.81**	6.62	51.70	1.000
2,500 sf or larger	**8.82**	6.62	58.37	1.129

1) Daily VMT (Item 3) divided by assessable trip length (Item 2) for each tiered single family land use category
2) Source: Table A-2
3) Ratio to mean (Item 4) multiplied by total daily VMT for the 1,500 to 2,499 sf tier for each tiered single family land use category
4) Source: Table A-5

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Green Cove Springs Mobility Fee Report

Developed by:

Gannett Fleming

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