



Town of Orange Park

STRATEGIC PLAN | VISION 2040

DELIVERABLES 1 & 2
02.10.20

YOUR VISION
YOUR FUTURE
YOUR PLAN



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Deliverable 1: Perform an Assessment of Current Capabilities/Needs

Methodology

This work plan developed by Haskell begins to identify specific components related to planning through exploration and conceptual thinking leveraging the Town of Orange Park's (Town) 11 community zone approach. Our comprehensive approach to strategic, forward-focused development also incorporated existing land owners within and adjacent to the town boundaries including state, federal and local. Reviewed data and the initial assessments were complimented by face to face meetings with lead staff, residents and dedicated Steering Committee members.

Haskell used the same method for each task to provide the Strategic Vision Plan 2040 (SVP 2040) with directional thinking that assists in building a cohesive vision. A vision that strengthens the Town's existing qualities, reverence for historical preservation, "small town" feel, impressive infrastructure and sense of safety and security. The initial assessment from this method resulted in many more discoveries about active projects within the Town boundaries. As such, Haskell will continue to develop the Community Site Dynamics Plan and interactive mapping components as the visioning process continues with community involvement elements.

This part of the SVP 2040 process began in October 2019 and continues through Deliverable 4: Conduct a SWOT Analysis. To execute a complete Deliverable 1, Haskell kept within the frame work of inspiration and exploration to meet initial tasks.

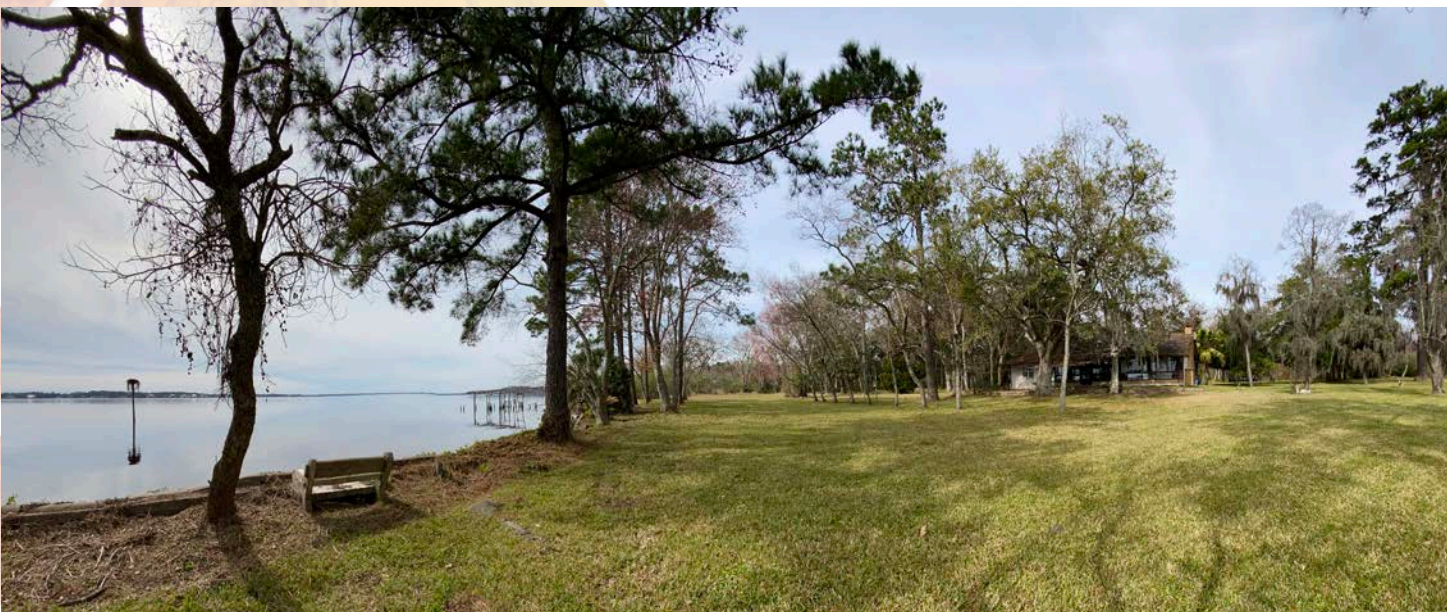
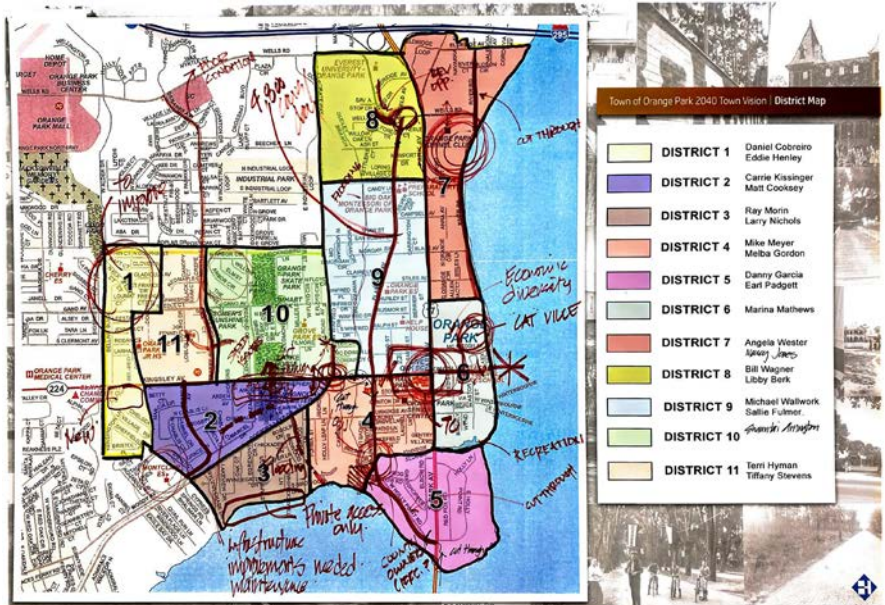


Image: Rob Bradley Conservation Park

Approach

For over 50 years, Haskell has built a reputation of reliability as a technically strong design-build firm. Design is the basis for writing the first chapter for the next 50 years and Haskell's design team is thoughtfully comprised of planners, landscape architects, architects and visionaries to design your future. The assessments consider the uniqueness of each Town zone, always keeping a collaborative spirit with an eye on visioning outcomes. Through Team to Town communication and active community involvement, this method has proven successful in achieving Deliverable 1 tasks. Exploration elements included research, multiple site visit, interaction with staff, observation of public meetings and public comments and online media.



Image: Workshop #1, Day 2

Initial Observations

The Town wields a unique and significant history. Its geographic location, climate, river accessibility, tree canopy, and population all factor into a level of desire that adds to the opportunity to further enrich the human factor of this town. Inspiration comes in a variety of methods. Political will adds a much - needed dimension to asserting aggressive thinking and community pride embellishes the process.

The Town undoubtedly faces challenges, not unlike others its size. Capital improvement needs to harden the town against rising water, community concerns over rentals and sovereignty, and long-term objectives to address the Town's shrinking population, are top of mind to all residents. A significant shift in commentary regarding urban redevelopment is actively occurring across all committees and councils, but the consensus is not clear yet as to what that means and what tolerance the Town's residents will have to make necessary changes to meet the goals.



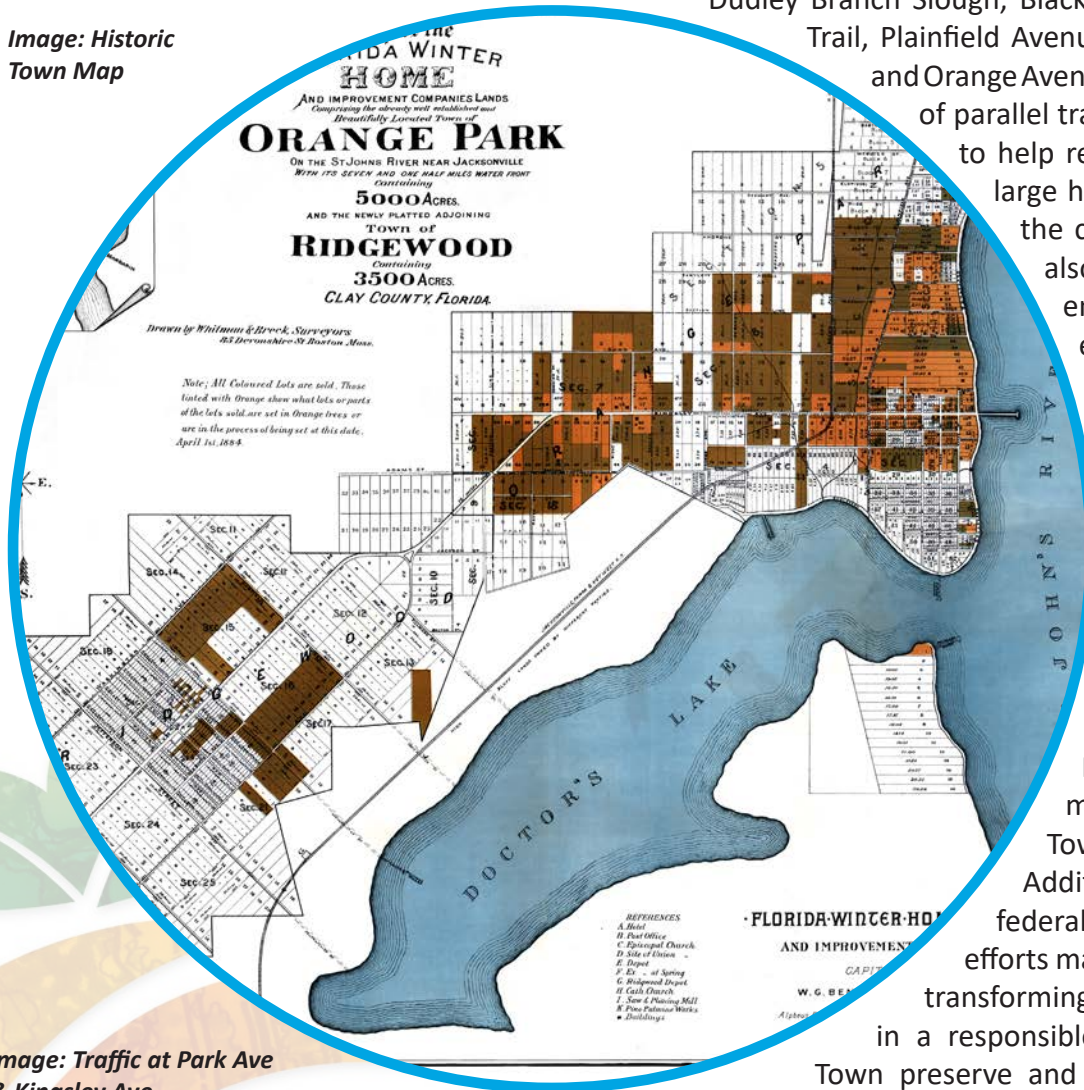
Image: Rob Bradley Conservation Park

The Town is uniquely faced with many options and ideas and where to start. River and lake access, accessible parks and public schools, combined with parallel corridors, can serve as the catalysts for change. The potential to achieve various goals exists to transform the Town into a small town on the rise. That combination ignites creative thinking that is organic and authentic. Our team will continue to encourage the diversity of thought throughout all future tasks and provide a framework for the community to identify the necessary compromises it will have to make to achieve any strategic goals selected.

Physical Environment

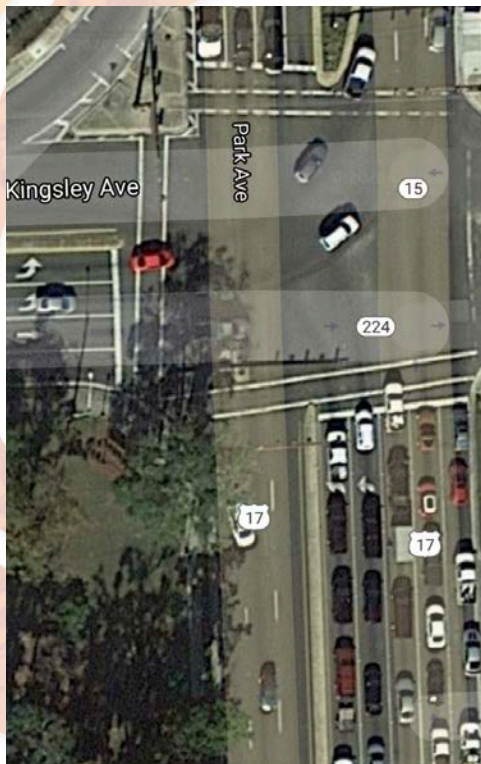
For a Town of less than five square miles, it is apparent how the Town's environment has been influenced by surrounding growth and burden of through traffic caused by Park Avenue/US Highway 17. The presence of an active rail line, broad river and large lake provide multiple places to begin thinking about ways to enhance the livability of the Town and as a way to entice visitors to come. The same three elements require sincere consideration on how to protect the Town from significant weather events such as hurricanes and extreme tides.

Image: Historic Town Map



Dudley Branch Slough, Black Creek Trail, Doctors Lake Trail, Plainfield Avenue, River Road, Allen Lane and Orange Avenue create a unique network of parallel transportation choice routes to help residents move around the large highway districts and reach the commercial frontage. They also might create a way to enhance accessibility to existing business centers and parks.

Image: Traffic at Park Ave & Kingsley Ave



As part of the SVP 2040 process, extensive review, consideration and discussion to address the two large commercial and transportation corridors of Kingsley Avenue and Park Avenue will dictate many decisions since the Town does not own either. Additionally, maximizing federal and state resiliency efforts may be a pathway to assist in transforming the physical environment in a responsible way that will help the Town preserve and protect the environment and the residents. The focus on resiliency efforts along the coastal boundaries of the Town should be paramount given the community's susceptibility to storm surges as indicated in Figure 1: Storm Surge Map. These storm surges range from Category 1 to Category 5, with Category 1 producing surges less than three feet above ground and Category 4 and 5 producing surges in excess of nine feet above ground. Category 2 produces surges greater than three feet above ground, while Category 3 creates storm surges greater than six feet above ground.

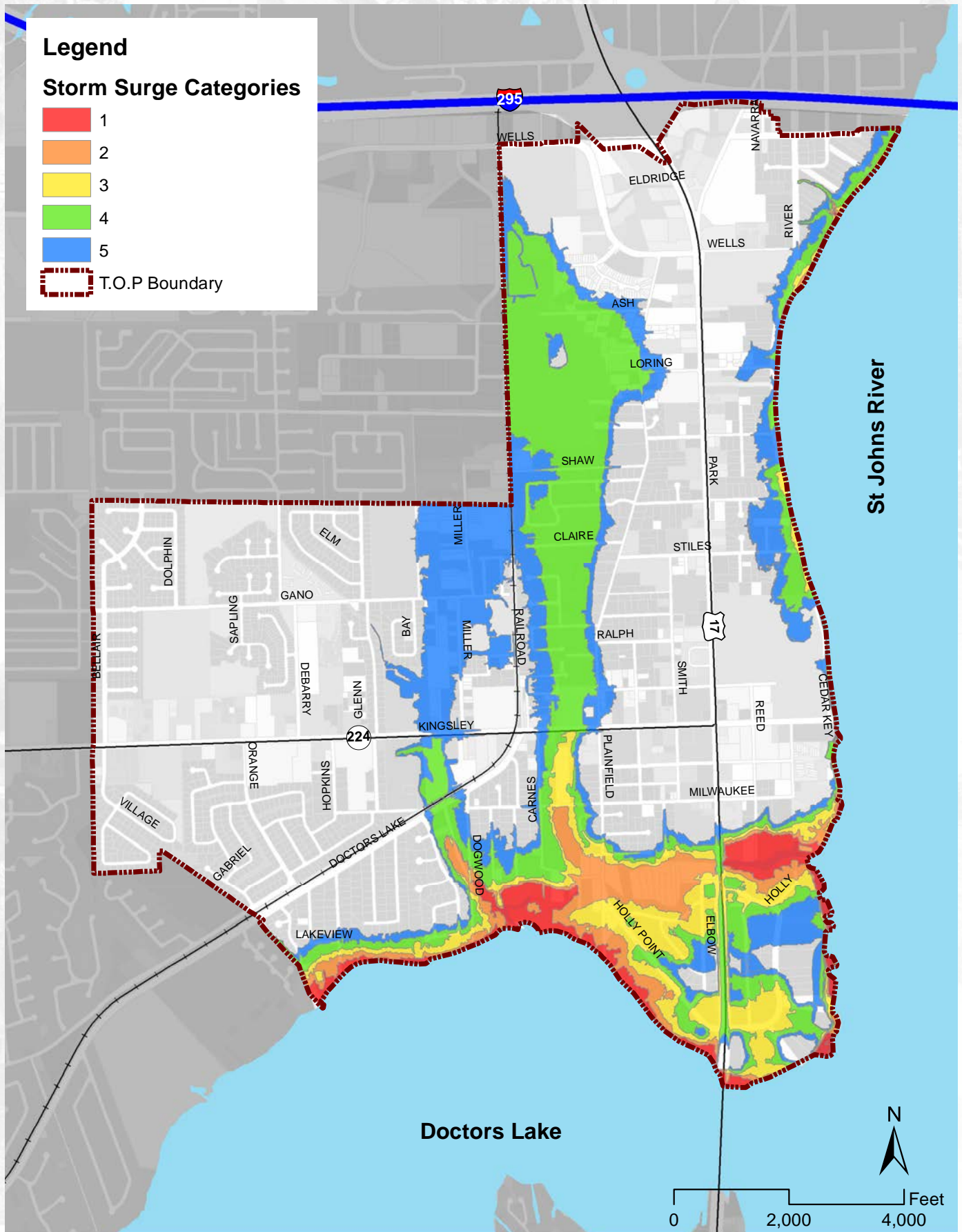


Image: Riverfront



Image: Doctors Lake Vista

Figure 1. Storm Surge Map



Source: Federal Emergency Management Agency (FEMA), National Oceanic and Atmosphere Administrator (NOAA)

Community Character, Demographics and Housing

The Town is a bedroom community with a population of over 9,000 residents, of which a significant portion is over the age of 50. While a large swath of the population is classified as Generation G (1945/earlier) and Generation B (1946-1964), there is still contingent of Generation M (1981-1998) and Generation Z (1999-2016) population to compliment the older generation and provide diversity as it relates to age. This will impact the policies of the Town as its leaders strive to meet the needs of not only an aging population, but also a younger generation. While the population has increased since 2000, it did decrease slightly in 2010 before ticking back up in 2019. This dip in population during 2010, likely coincided with the increase in the share of vacant housing units in the Town, which was probably due to the lingering effects of the 2008 Recession. During the same period the percentage of owner-occupied and renter-occupied units decreased.



Image: Fall Festival

As the Town's population continues to trend upwards after the slight decline in 2010, the need for quality housing will be a top priority, given that more than two-thirds of the housing units were built over 50 years ago. The need for new housing will also bring new challenges for the Town, particularly as it relates to how the Town will regulate the character of new housing developments to compliment and augment the Town's historic character.

Development Opportunities

Haskell has identified through data collection and community comments, five areas under consideration for redevelopment and various requests to review for potential Main Street USA programs. Development and redevelopment within the Town are delicate topics and processes. The impact of motor vehicle traffic has created a landscape that has some residents thinking there isn't much chance to change livability. However, while some concepts utilize the known players, Town Hall, Best Bet and Kingsley, others consider improving secondary transportation networks that would support development internal to community zones and connect less accessible locations such as greenways, trails and parallel corridors.

Development opportunities will require a change in local culture towards business development and require change in who is in "their" neighborhood. The Haskell team is providing ample opportunity to help residents come together and voice concerns, comments and creative ideas as well as participate actively through walk shops. Process changes and recommendations will consider all options including annexation, special districts and changes to the Comp Plan.

Potential Areas of Redevelopment, Main Streets and Greenspace

Industrial Park Annex

Best Bet

Wells Road Commercial Area

Park Avenue North of McIntosh

Park Avenue at Kingsley Avenue to Smith Avenue

Town Hall

Kingsley Avenue West of Railroad

Kingsley Avenue East of Railroad

Black Creek Trail

Annex of Greenspace at OPAA North Boundary

Parks and Green Spaces

The Town boasts six existing public parks and plans to add additional park space and trail. The most popular of these is Clarke Park located along Kingsley Avenue. Clarke Park offers a wide variety of activities for the Town's residents and visitors equipped with nature trails, gardens, lakes, towering oak trees, and a wooden playground. The Clarke House, a national register of Historic Places, is also on the park grounds. The park hosts various public events throughout the year including Carrie Clarke Day and Hometown Holiday in the Park.

Just to the north of Clarke Park is the Orange Park Athletic Association (OPAA) athletic fields and facilities. OPAA supports the town's youth athletic programs including baseball, walking routes, skate park, community closet and a community town favorite, football.



Image: Workshop #1 day 3, TC Miller Park

The addition of Bradley Park on Doctors Lake provides unmatched panoramic views. Plans for the future of the space include public safety management through creative space making and developing how to promote the park without creating too much disruption to the adjacent neighbors.

The discovery of various greenway initiatives, recently completed sidewalk capital projects and long-distance shared use trails provide a key to various visioning concepts. The opportunity to provide interconnected access to the Town's built environment including River Road and Plainfield Avenues miles of connected sidewalk by way of new greenway and paved trails, opens the door to achieve initial concepts of walkability, enhancing a sense of small town and providing residents with transportation choice options for the geographically small town. Dudley Branch, Black Creek Trail and potential pocket parks along River Road could satisfy several community requests with a dedicated recreation masterplan.

Historic Preservation

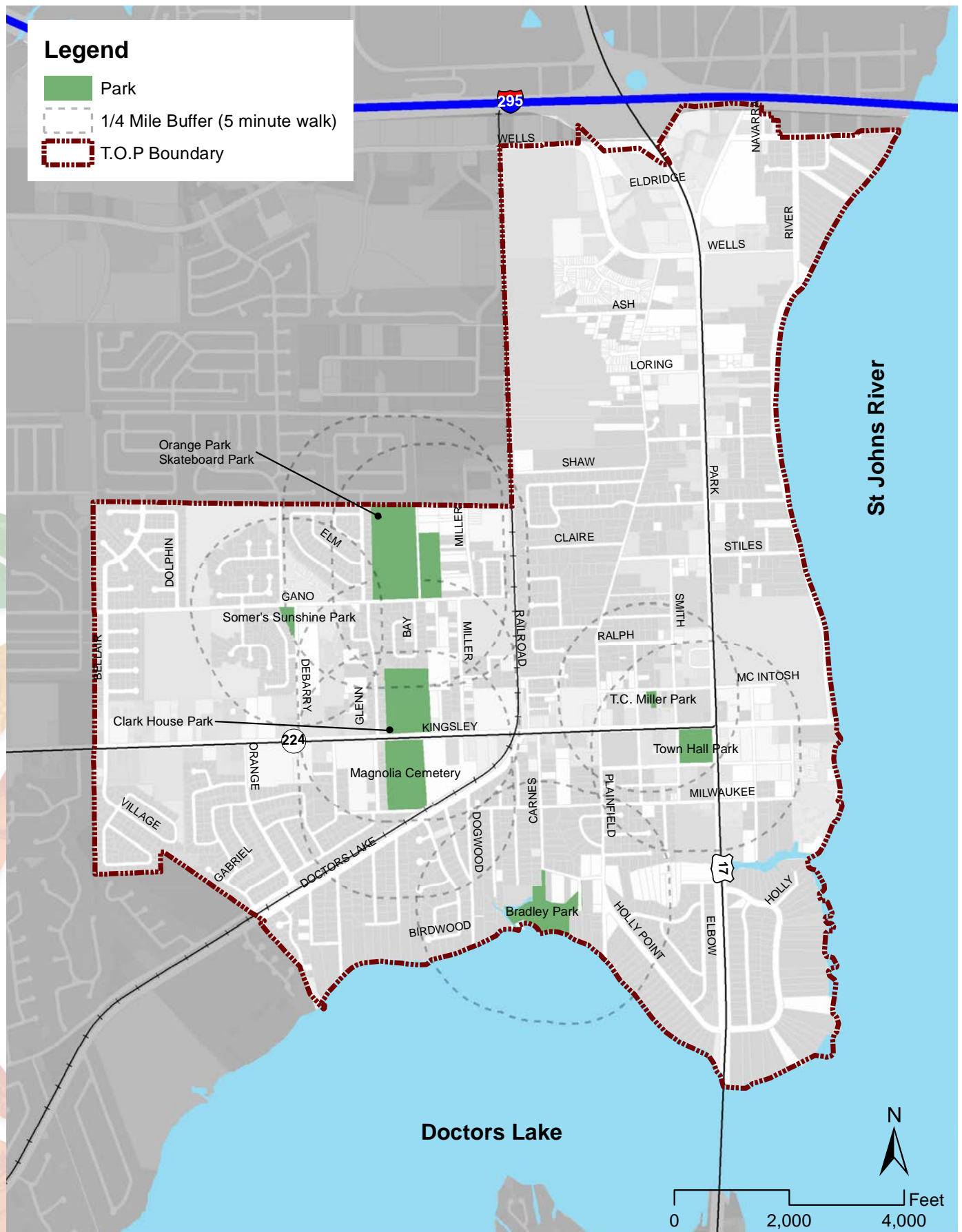
Since its founding in 1877, The Town has had a strong connection with its historical heritage dating back to the late 1700's. While this history is still reflected in many ways, most of the original structures have been lost or replaced.

Currently, the Town's historical review board and oversight committee exists but does not have codified tools defined to implement preservation codes for the purpose of identifying and preserving historical structures. Regulations preventing property owners who



Image: Historic Map

Figure 2. Parks and Recreation Map



Source: Town of Orange Park, Haskell

wish to renovate historical structures from altering the aesthetics or historical character of a building, could provide protection for the final 99 structures on the National Historic Registry.

Additionally, the potential to highlight the Town's well documented heritage through monuments, signage, or web sites is an opportunity to preserve the information for residents and visitors.

Based on our review of Historical Structure Survey's and documentation reviewed from the Clay County Archives, a map of the "existing" historic structures has been generated to identify historical "hot spots", potential locations for future historic districts, and to clearly define preservation strategies meant to protect the historical heritage of the town both now and in the future.

Public Safety

The Haskell team was afforded the opportunity of two face to face discussions with Town public safety leadership including the Police Department (PD) and Fire Department (FD). After reviewing Town documents including the CIP, Budget, and various program documents, it is evident that the town has a deep commitment to both public safety and maintaining a sense of sovereignty on decisions related to it. Data obtained regarding response time, resident and official satisfaction and gathered through interviews during a public workshop, reveal there is commitment across all groups to continue in this manner.

Overall, the Public Safety departments are in step with the town to maintain a self-reliant system and continue that, as the population demographics continue to evolve. As part of the TOP SVP 2040, it will be critical to incorporate department knowledge to achieve the best outcomes for the Town. As the town continues to discover ways to improve walkability, provide newer commercial opportunities, incorporate additional public space and encourage various transportation choices, striking the balance with the needs of public safety requirements will create a better long-term plan.

Transportation

Town residents by in large use personal vehicles for all travel, even though destinations are less than three miles for most trips. Public transit is available through the Jacksonville Transit Authority; however, service intervals do not allow for an urban option to meet day to day needs. While the Town does have a significant interconnected sidewalk on many collector roads, gaps in service or the necessity to cross Park Avenue and Kingsley Avenue leave much to be desired. In many cases crosswalks terminate to in-road conditions which leaves vulnerable road users and those with disabilities exposed to road conflicts. .

Town residents also have expressed a sincere to desire to address the walkability of the area. The Town has many desirable destinations a short walk from any neighborhoods. Parks, waterfront access, vistas and commercial destinations are less than 1 mile from any residential household. The key to changing transportation choice for the Town will be creating a reasonably safe interconnected network for non-motorized transportation options or low speed electric options to give everyone a choice to move while in Town limits.

Functional Classified Roadways

Rural and urban roadways throughout the United States are classified by function according to the U.S. DOT's Federal Highway Administration (FHWA). The function classes are based on the type of service the roadway provides to motorist and dictate the design standards of the roadways. These standards typically include a range of allowable lane widths, shoulder widths, curve radii, and other regulated elements. There are four function class roads in the Town – principal arterial, minor arterial, major collector and local roads – and one function class roadway that abuts the Town –Interstate 295.

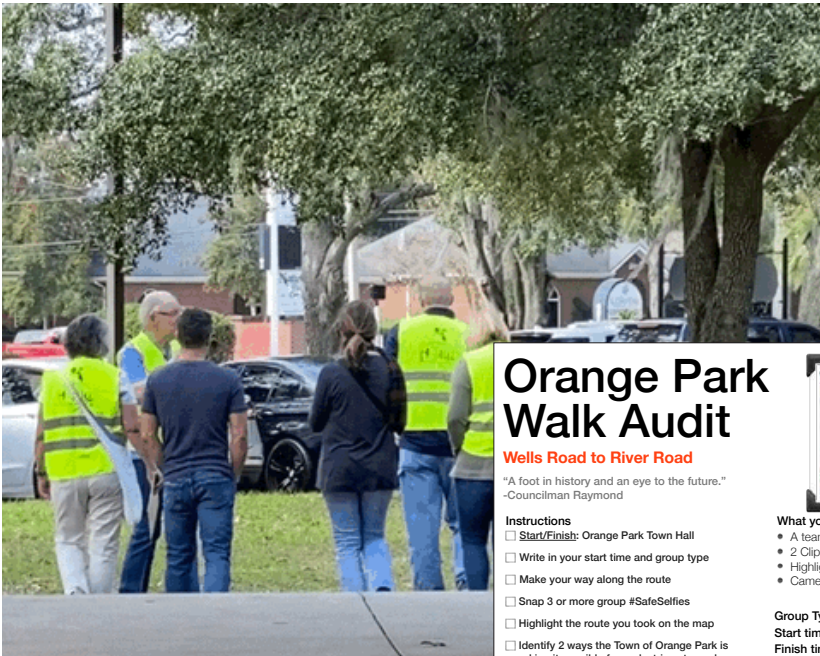


Image: Walkshop 1



You're Invited!

Orange Park Walk Audit

"A foot in history and an eye to the future." -Commissioner Raymond

REGISTER: www.townoforangepark.com/town-visioning-2040

Audit Cell Team of Orange Park
September 7, 2019
11:00 AM - 12:00 PM
Survey

The Haskell Team, Orange Park's Strategic Vision consultant, invites you to the first Walk Audit! Our walk audit is designed for all ages and abilities.

A walk audit is a great way to engage in the planning for the future of your community. We will keep late Commissioner Ron Raymond's words in mind "a foot in the past and an eye to the future" as we walk down and across specific intersections.

Join the team, Steering Committee members and area leadership as we walk the town. All materials will be provided. If you are in a wheelchair, require extra assistance

or would like to bring your children or grandchildren, please just indicate via email after you register.

Planners, engineers, employees, advocates, business owners, residents, visitors, publications and others are all welcome! We have to grow old together, so let's do it over coffee and a stroll.

The walks will take 15-30 minutes depending on how fast you group moves. The routes are one (1) mile or less. Destination Audit options are limited to 30 registrants and will take 90 minutes. Gano Walk Audit is unlimited. More info online.

Rain or shine.

Orange Park Walk Audit

Wells Road to River Road

"A foot in history and an eye to the future."
-Councilman Raymond

Instructions

- Start/Finish: Orange Park Town Hall
- Write in your start time and group type
- Make your way along the route
- Snap 3 or more group #SafeSelfies
- Highlight the route you took on the map
- Identify 2 ways the Town of Orange Park is making it possible for pedestrians to explore:
- Identify at least 2 ways the Town of Orange Park could improve pedestrian safety to make it more possible to enjoy: (space on the back)
- Take the survey when home!



What you need:

- A team
- 2 Clipboards per team
- Highlighter & Pen
- Camera or Smartphone

Group Type:

Start time:

Finish time:

Name:

Resident, Business or Visitor:

Email:

- ◆ **Principal Arterial**

Principal arterials serve longer inter-urban type trips and traffic traveling through urban areas, including interstates and state highways. The principal arterial roadway in the Town is U.S. 17 (Park Avenue) which is 2.6 miles long and connects the northern and southern most ends of the Town.

- ◆ **Minor Arterial**

Minor arterials provide moderate length trips. They serve a moderately-sized geographic area and offer connectivity to higher classified roadways such as interstates and principal arterials. The minor arterial roadways serving the Town total approximately 2.6 miles and consist of State Road 224 (Kingsley Avenue) and Wells Road.

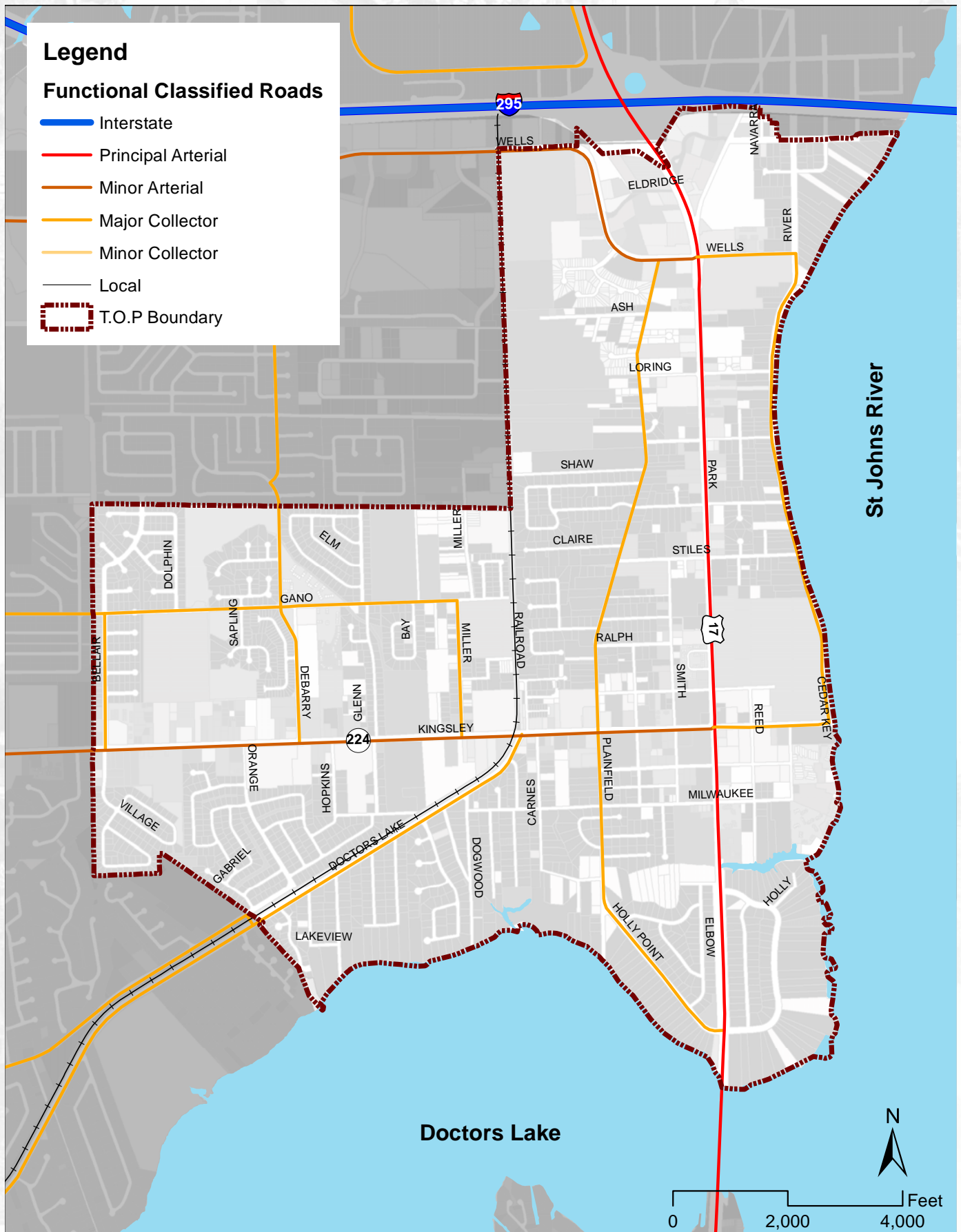
- ◆ **Major Collector**

Collectors are major and minor roadways that often serve specific neighborhoods, which may be bound by arterials with higher classifications. As their name suggests, collector streets ideally "collect and distribute" local traffic, providing a link between local neighborhood streets (i.e. non-arterials) and larger arterials. Major collectors are longer in length when they are compared to their minor collector counterparts. While a major collector road offers more mobility than access, they may provide access to commercial, residential or other land uses. The major collector roadways serving the Town total approximately 7.8 miles and include: Plainfield Avenue, River Road, Doctors Lake Drive, Miller Street, Gano Avenue, Debarry Avenue and Bellair Boulevard.

- ◆ **Local Roadways**

Local roads provide limited mobility – thus discouraging through traffic while encouraging short trips at lower speeds. Local roads also connect to collectors and serve as the primary access to residential areas, businesses and other local areas. Totaling 33 miles, the local roads in the Town account for approximately 78% of all roads.

Figure 3. Functional Classified Roadways Map



Source: Florida Department of Transportation (FDOT)

Annual Average Daily Traffic

The Annual Average Daily Traffic (AADT) volumes for the major roadways within the Town are displayed in Figure 4 and Table 1, which lists the locations along roadways where the average daily volumes were the highest in each of the communities. The traffic counts were collected by the Florida Department of Transportation (ALDOT) at count stations in 2018. As indicated by its name, the AADT data represents the average volume of traffic moving through a segment of roadway on any given day of the year. This information will help the Team with future planning efforts.

Table 1. Annual Average Daily Traffic

Segment - From	Segment - To	AADT
Wells Rd	Duval Co Line	85,500
Kingsley Ave	Wells Rd	66,000
CR-224a/Doctors Lake	Plainfield Ave	35,500
SR-21/Blanding Blvd	Village Way	30,000
Plainfield Ave	US-17/Sr-15	29,500
Village Way	CR-224a/Doctors Lake	28,500
SR-21	US-17	25,000
*Gore At SR-15/US-17	*Gore At I-295	15,000
*Gore At I-295	*Gore At US-17/Sr-15	14,000
College Rd	SR-224/Kingsley Ave	11,000
Gano Ave	Wells Rd	9,700
SR-224/Kingsley Ave	Gano Ave	6,700
SR-224/Kingsley Ave	Gano Ave	5,900
Campbell Ave	Wells Rd	2,900
US-17/SR-15/Park Ave	Campbell Ave	2,600
SR-21	SR-224/Kingsley Ave	2,300
US-17	US-17	1,600

Source: Florida Department of Transportation (FDOT)

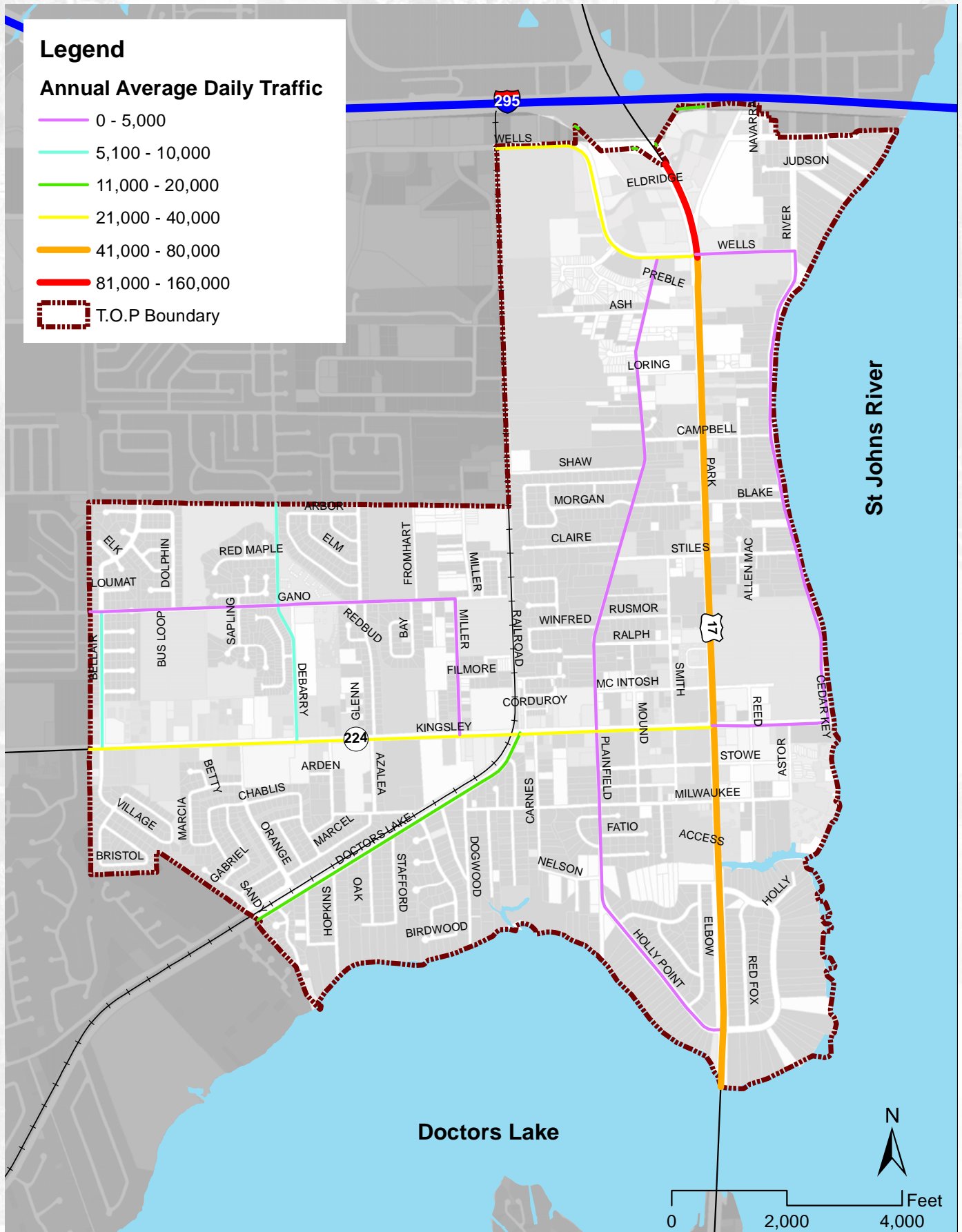
*Gore area provides turning motion traffic counts at Interstate-295 and US 17/Park Avenue

Findings as it Relates to Future Deliverables

As the Team begins to conduct the SWOT analysis with the community, factors discovered through this initial process will be highlighted to the community. Various cultural and personal opinions can weigh heavily on the future goals selected and their ultimate success. Passionate residents who embrace selected goals can be just what the process needs to move from a goal to an actionable plan.

Your vision for the Town will come to life through the next phases of SVP 2040 with engaging and creative processes that our professionals are fully committed to provisioning. Aligning the future vision with the data and information available to help move into a new era for future development, is our focus. Our team understands how to enlighten your residents, creatively display the options and provide meaningful investment opportunities for driving economic returns.

Figure 4. Annual Average Daily Traffic Map



Source: Federal Emergency Management Agency (FEMA), National Oceanic and Atmosphere Administrator (NOAA)



Image: Council update #1

Task 1 Infrastructure Condition and Adequacy

Approach

The Haskell Design team embarked upon a series of field verification and “ground truthing” efforts determining all site physical constraints, development opportunities, parks and green spaces, utilities, walkability, dangerous intersections, road design, historical preservation, residential, community character and connectivity, all of which defines the urban fabric to either replicate, replace or enhance as the vision becomes a plan of reality. Site visits assessments were performed and include photo documented events for use as the baseline for planning. Conditions were assessed and their adequacy analyzed with consideration of existing nationwide themes and future planning components to either include or improve upon.



Image: Workshop 1 Steering Committee and public meeting

Transportation

Fall Festival

Fall Festival was attended to understand how the Town executes event management as it relates to transportation. Overall the event is very well planned. The event space surrounds the entire municipal complex including Town Hall, the Police Department and Fire Station, including road closures. Vendor spaces are well placed. Under the large oak trees, noticeable effort is given to protect the root structures, echoing the towns Tree City USA designation.

Event attendees seemed to be largely families or adults with children. A noticeable occurrence was the times attendees and vendors were found hugging one another. Even with thousands in attendance, it gave a sense of a local event.



Image: Fall Festival

Vehicle traffic circulating around the event went smoothly with minimal delays. Noticeable issues while driving included excess pedestrians in narrow sidewalks causing staging problems at Kingsley and Park Avenue and parked vehicles causing site distance issues at intersections. Walking observations included discontinued sidewalk service placing pedestrians into roads reducing level of service, lack of staging for pedestrians while waiting to cross and increased speeds of through traffic off of Park Avenue into local roads creating hazardous walking conditions.

For a complete review see APPENDIX, Memo Fall Festival Site Visit

Plainfield & River Road Parallel Corridor

The observation area provides a unique existing parallel network for both motor vehicles and non-motorized transportation. The combined distance reviewed includes approximately 3.75 of continuous sidewalk, mostly behind a curb with the exception of an approximate 1,105-foot gap on the local road section of Wells Rd. east of Park Ave. That segment is paralleled by commercial drive ways where the Best Bet track is located on the south and a professional office park is on the north. The north and south, end of the review area had signalized crosswalks at Kingsley Avenue and Wells Rd.

The Wells Road crossing with five northbound lanes creates a wide intersection and increased exposure time for pedestrians. The number of lanes is related to an interstate on ramp just north of the intersection. While all striping including through motion skip lines and ladder cross walks are highly visible, motor vehicles were observed staging in the pedestrian zones. While pedestrians were not present during this site visit, this type of environment typically does not appeal to those who have other options to choose.

For the full report of findings, please see APPENDIX. Memo Walk Plainfield Ave and River Rd Alternate Corridors.pdf

Walk Shop Preparation and Site Visit

Three routes were reviewed to assess existing infrastructure for non-motorized transportation options, transit opportunities and to determine walk shop needs. Needs include any added ADA requirements, identification regarding the existing conditions related to walking hazards, observations of various road users and talking points for walk shop attendees' discussions.

Overall, all three routes had reasonably safe connectivity for non-motorized transportation. The motoring public is afforded mostly expected conditions since the Town has an extensive network of separated facility in the form of sidewalks (s/w) and crosswalks (c/w). Where gaps exist, there is noticeable causes for incomplete network including utilities, railway lines, streams and residential property. Signage is readily used to inform all road users of expected conditions. Stripping and painting could be enhanced or replaced in several areas. Those are noted below.

- ◆ **Plainfield Avenue to River Road**

This route was identified to highlight short distances residents can travel on foot or bicycle to reach desirable amenities including commercial space and the river by way of a path with a dedicated crossing at Park Avenue/US 17. Highlights include significant portions with sidewalk, signalized crosswalk at Loring Avenue and Park Avenue, commercial destination with restaurants and River Road linear sidewalk park. Needs include filling a sidewalk gap at Loring Avenue, improving sidewalk entry at intersection, improved lighting in various areas.

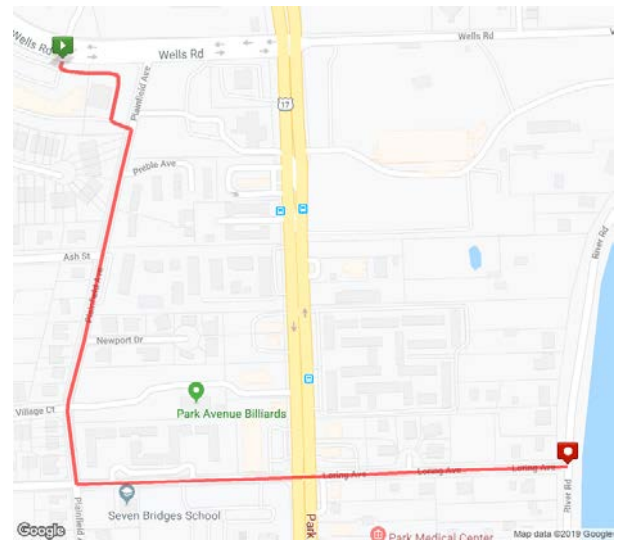
Image: Walk Shop route, Wells Rd. to River Rd.

TOP Walk Audit 1- Wells to River

Distance: 0.76 mi
Elevation Gain: 5 ft
Elevation Max: 46 ft

Notes

TOP Strategic Vision Plan, Walk Audit 1 December 7th 1PM-3PM. Destination point to point audit walk location 1. Includes neighborhood zones 7 and 8. Walk includes crossing high volume highway, minor collector parallel route with sidewalks, local without sidewalks, natural amenity destination.



For the full report of findings, please see APPENDIX. Memo Walk Shop Site Visits and Transportation Infrastructure Observations, Zones 6,7,8

- ◆ **Railroad Avenue to OPAA**

This route was identified as a significant future alternate corridor for improvement to connect residential zones away from Kingsley Avenue. The route included a railroad crossing where the anticipated Black Creek Trail will be, connection to the neighborhood elementary school, sidewalk along Gano Avenue and the OPAA complex. Components needed to improve this corridor could be included in the Town vision goals. A comprehensive report of findings from all Walk Shops will be available in Deliverable 3.

- ◆ **Town Hall Development Area**

This route was selected based on community feedback regarding redevelopment and to understand how residents see their relationship to the Town Hall area. The route provided almost continuous service on a sidewalk. However certain sections are more stressful due to adjacent road speeds and excess commercial driveway cuts. A comprehensive report of findings from all Walk Shops will be available in Deliverable 3.

- ◆ **Kingsley and Park**

At the crossroads of the Town, Park Avenue and Kingsley Avenue present a high level of obstacles and potential solutions for the Town. Lane configuration, speed and high levels of daily commuters require the roads to service in excess of 10 times the town population every day. The crossroads also segment the town into four quadrants creative distinctly different residential characteristics.

For the full report of findings, please see APPENDIX. Memo Infrastructure Site Visit and Observations, Kingsley Ave. and Park Ave.

- ◆ **Zone 1 and 2**

The Gano Avenue to Montclair neighborhood zones and commercial frontage along Kingsley Avenue is a parallel corridor for greater Orange Park residents and visitors. The zone is book ended by schools and bordered by the railroad tracks. An eminent commercial parcel transaction and recent completion of several assisted living facilities along Kingsley Avenue is impacting the area. How the commercial corridor improves will have a direct impact on the quality of life of residents and could provide a walkable destination. The two zones provide a dedicated continuous sidewalk network with signalized crosswalk at Kingsley and the Debary Avenue and Orange Avenue intersection. This community zone will be further reviewed during Deliverable 3 as it relates to community input on various known projects.

TOP Walk Audit 1- Town Hall

Distance: 1.28 mi
Elevation Gain: 23 ft
Elevation Max: 55 ft

Notes

TOP - Strategic Vision Plan Walk Audit 1 December 7th, 1-3PM. Route includes high traffic volumes, potential greenway corridor improvement and neighborhood zone 4.

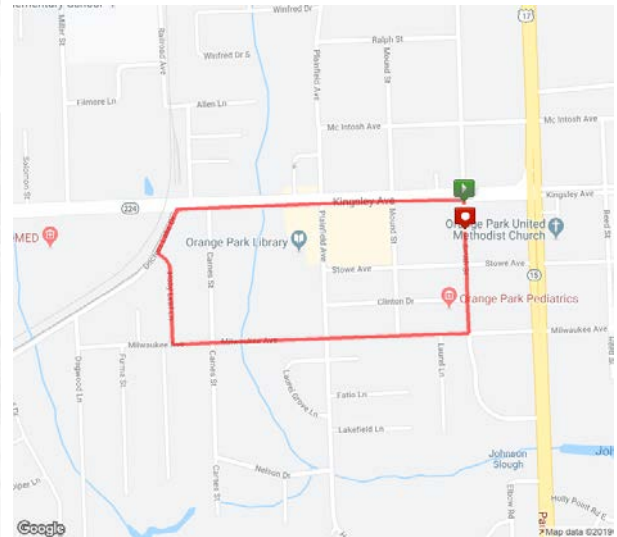


Image: Walk Shop route, Town Hall to Doctor Lake Dr.

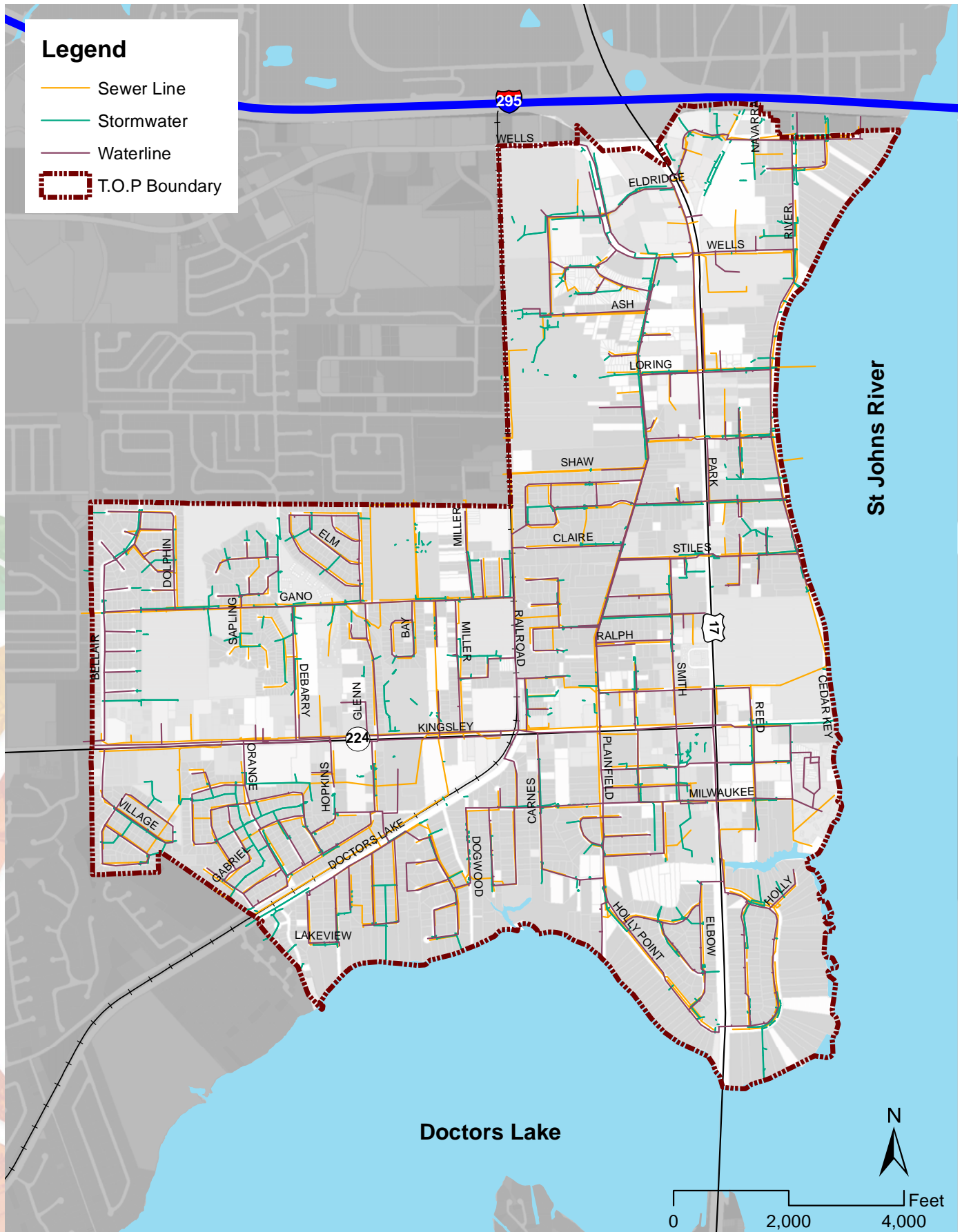
Public Works and Utilities

The Town’s Public Works Department manages all public projects including roads, stormwater management, garbage, public grounds, and maintenance. Recent significant hurricanes advanced the review of concerns related to stormwater management and hardening efforts. The Town took a proactive approach and recently completed a full study of capabilities and needs in 2018. With the decision to remain self-served, a utility was created to generate necessary funds to address the findings of the report.

These efforts combined with several existing transportation projects will require a significant financial plan to meet the expected outcomes and improve the Town’s success in completing projects. SVP 2040 future recommendations will seek to identify projects and goals that may offer varied funding opportunities to help the Town achieve the goals.

{media: article snip <https://www.claytodayonline.com/stories/town-approves-stormwater-utility-fund,12037>}

Figure 5. Public Utilities Map



Source: Town of Orange Park GIS

Recreation Facilities/Activities

The Town provides an extensive list of recreational opportunities. Between accessible public space less than half a mile from any residence and monthly opportunities to come together as a community, residents and visitors can find daily activities to choose from. The Farmers' and Art's Markets, Annual Fall Arts and Music Festival, and even a special visit from Santa Claus in December, are organized and managed by the Town Event's Department. This includes marketing and communication such as managing press and social media outreach. The events are well attended and beloved by the community. Community assets including Clarke House Park, T.C. Miller and public parks maintenance is managed by Public Works. The Orange Park Library is a Clay County run facility. The Town currently has no role in their operation. Should that relationship change, the Town will need to address the ongoing provision of library services for the population as projected.

As the Town considers SVP 2040 concepts, reflecting on the success of the events and public space management will be key to concept success. Leveraging the existing communication with the local community and commercial partners, and assisting the department with enhancing those efforts, will be critical to the overall success.

- ◆ Clarke House Park
- ◆ Town Hall Park
- ◆ T.C. Miller Community Center and Recreation Park
- ◆ Orange Park Sports and Recreation Park
- ◆ Bradley Conservation Park
- ◆ Orange Park Skateboard Park
- ◆ Somer's Sunshine Park
- ◆ Magnolia Cemetery
- ◆ Clay County Parks
- ◆ Fall Festival

Housing

A critical component to fostering a vibrant and diverse community that can support individuals and families of all sizes and income is housing. As such, it is important that the Team understand the housing characteristics within the Town to better formulate recommendations that will enhance the Town's housing policies. To accomplish this endeavor, the Team examined the following housing characteristics: housing units by tenure, housing units by type, housing units by age, and owner-occupied units by value.

Housing Units by Tenure

From 2000 to 2019 the total housing units in the Town increased by 14.3%, from 2,094 units to 2,342 units, respectively. This was a modest increase when compared to Clay County, which experienced a 57.7% increase in total housing units over the same period. Of the 2,342 housing units in the Town in 2019, 55.6% were owner-occupied units, while 34% were renter-occupied units and 10.4% were vacant housing units. With the exception of vacant housing units which increased as a share of all housing units from 2000 to 2019, the percentage of owner-occupied and renter-occupied units both saw a slight decrease over the same period. By comparison, the percentage of owner-occupied housing units in Clay County increased from 72.8% in 2000 to 73.4% in 2019, while the renter-occupied units decreased from 20.7% to 19.2% over the same period. Like to the Town, Clay County experienced an increase in the percentage of vacant housing units from 2000 to 2019. In both instances, the increase in the share of vacant housing units could be attributed to the Recession in 2008, which resulted in an increase of vacant properties in the Town and Clay County in 2010. When examining the housing trend from 2010 to 2019, the Town and Clay County both experienced a slight decrease in the share of vacant housing units relative to all housing units.

With the number of households within the Town projected to increase from 3,774 in 2019 to 4,619 in 2040, the Town would need additional housing units to accommodate this increase. As of 2019, the Town had 4,213 housing units, of which 3,774 (89.6%) were occupied, leaving 439 vacant housing units. Since the number of

households (3,774) is the same as the number of occupied housing units (3,774), the Town would need to add 406 housing units by 2040, assuming a 100% occupancy of the existing housing units, to meet the projected 4,619 households. To meet the projected demand for housing, the Town would need to add new housing units at a minimum average annual exponential growth rate of approximately 0.7% over the next twenty-plus years. At this rate of growth, which is based on the housing unit growth rate from 2000 to 2019, the Town is projected to have 4,882 housing units – an increase of 669 housing units. Given that most of the Town is built out, it would be incumbent on the Town to look at various strategies that facilitate the development patterns and intensities required to accommodate the projected housing units. Development concepts may include higher density options such as condominiums, apartments, townhomes and other mixed use development types.

Table 2. Housing Units by Tenure

Year	Owner Occupied Housing Units		Renter Occupied Housing Units		Vacant Housing Units		All housing Units
	Number	Percent	Number	Percent	Number	Percent	Total
2000	2,094	56.8%	1,353	36.7%	240	6.5%	3,687
2010	2,080	53.6%	1,382	35.6%	419	10.8%	3,881
2019	2,342	55.6%	1,432	34.0%	439	10.4%	4,213

Source: U.S. Census Bureau and Environmental Systems Research Institute (ESRI) 2019

Housing Units by Type

In 2019, the dominant housing type in the Town was single family, which accounted for 98.2% of all housing types. Of the 98.2% of housing types classified as single family, 89.4% were single family detached units and 8.7% were single family attached units. The remaining housing types consisted of multifamily units and mobile homes, which comprised 1.8% and less than 0.1% of all housing types, respectively. By comparison, 86.6% of the housing types in Clay County were single family, while 0.4% were multifamily and 13% were mobile homes.

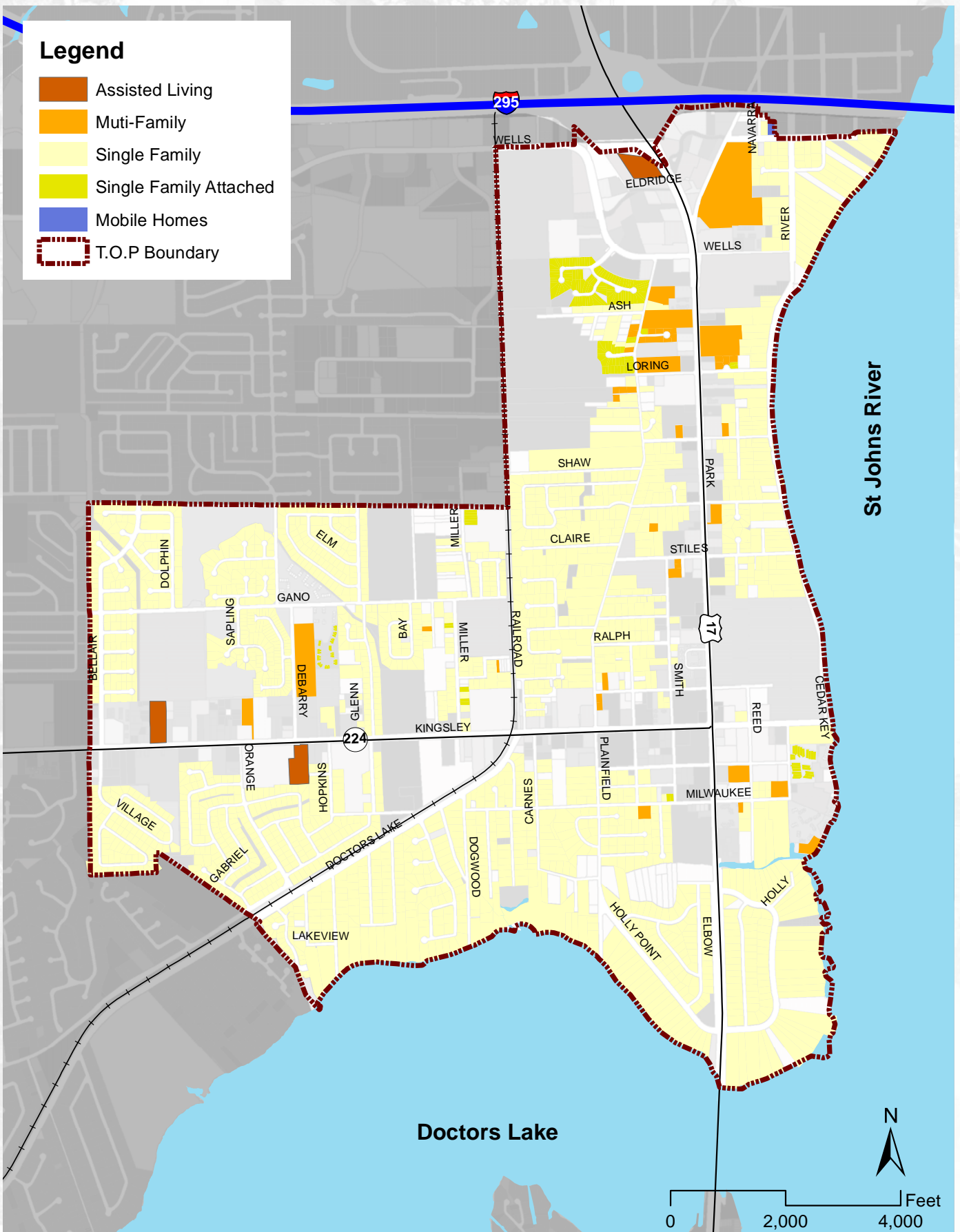
In addition to documenting the housing types, the Team also documented the assisted living facilities in the Town. In total there were three assisted living facilities in the Town: Brookdale Orange Park, Astoria Assisted Living and Palagio Senior Living.

Table 3. Housing Units by Type

Type of Housing	Number	Percent
Single Family Detached	2,178	89.4%
Single Family Attached	213	8.7%
Multifamily	43	1.8%
Mobile Homes	1	0.0%
Total	2,435	100%

Source: Clay County GIS Data, 2019 and U.S. Census Bureau and Environmental Systems Research Institute (ESRI) 2019

Figure 6. Housing Units by Type Map

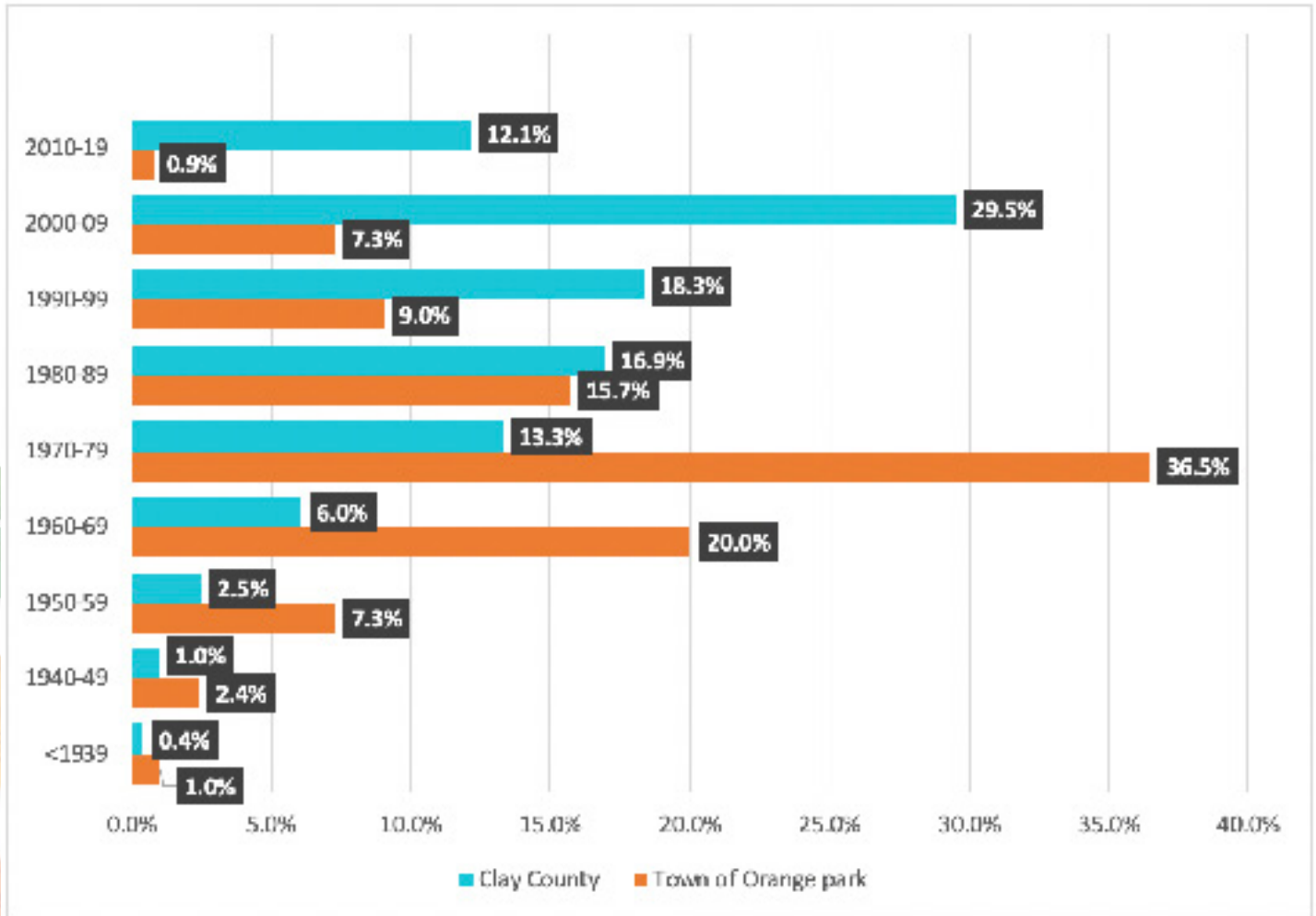


Source: Clay County GIS, Town of Orange Park

Housing Units by Age

More than two-thirds of the housing units in the Town were built at least a half of a century ago, while only 8.1% were built within the last 20 years. In contrast, 23.1% of the housing units in Clay County were built at least 50 years ago, while 41.6% were built within the last 20 years.

Figure 7. Housing Units by Age

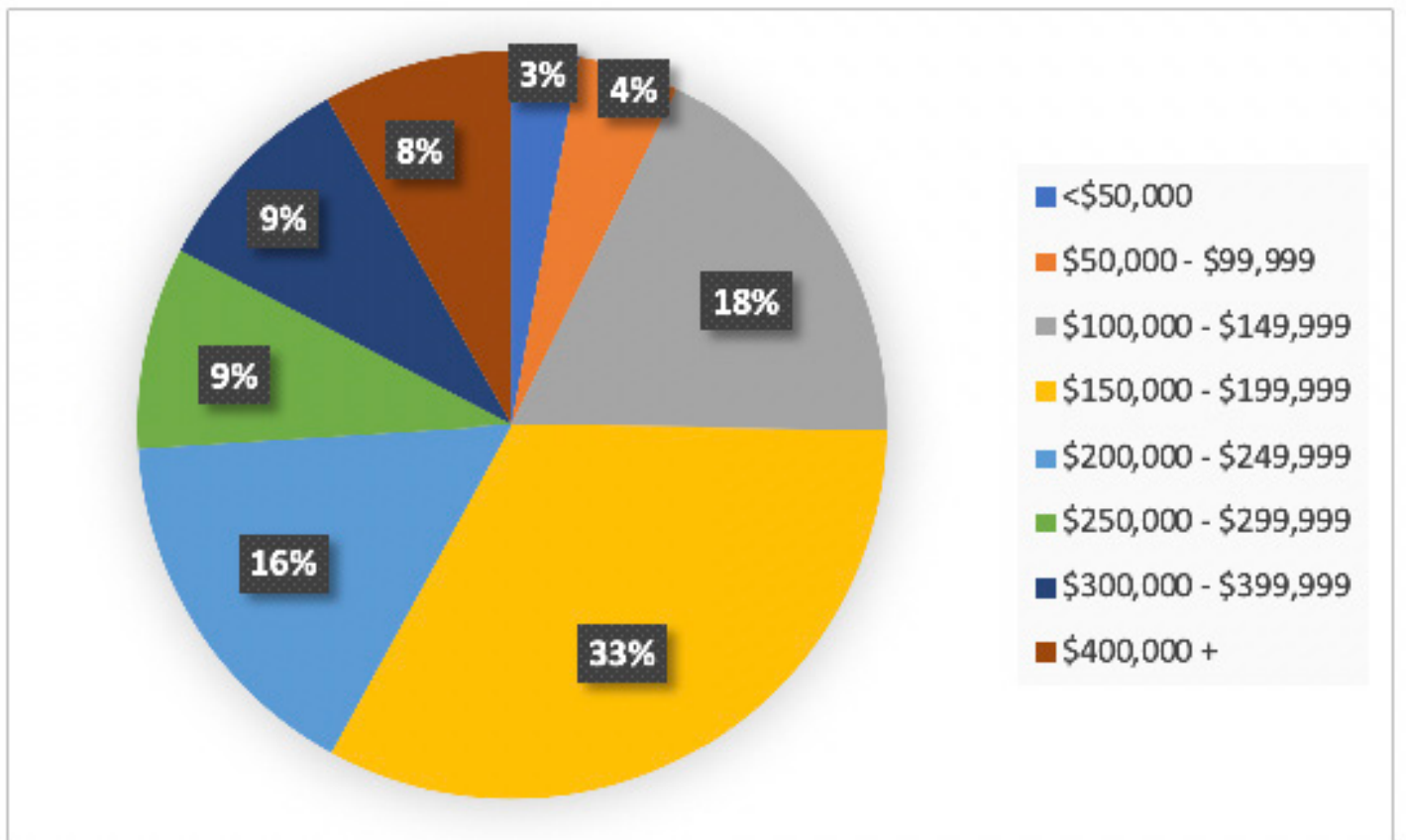


Source: U.S. Census Bureau and Environmental Systems Research Institute (ESRI) 2019

Housing Units by Value

Owner-occupied housing value is an important housing characteristic due to its potential impact on a community's property tax revenue. In the Town, the median owner-occupied unit was valued at \$187,565 in 2019, which was 7.4% less than Clay County (\$201,387). Furthermore, more than half (58%) of the owner-occupied units in the Town were valued at less than \$200,000 in 2019. By contrast, approximately 50% of the owner-occupied units in Clay County were valued at less than \$200,000.

Figure 8. Owner-occupied Units by Value



Source: U.S. Census Bureau and Environmental Systems Research Institute (ESRI) 2019

Task 2 Public Safety

Approach

The Team met with existing local law enforcement (PD), Fire Department (FD) and emergency services to understand their needs and roles as they see it. An agenda was created for the technical audit meeting and workshop. Our goal was to discover opportunities to benefit policies that create safer communities. Additional input will also be sought from the school district, crossing guards, special events and public service assistants during Deliverable 3.

Our Team also spoke with state leaders in transportation to align the plan with regional and state initiatives. The role of State Road US 17 as an access to state funding cannot be understated. As such, the state department including Transportation, Transit Authority and Planning Organization are incorporated into deliverable 3 workshops.

Image: Public Safety walk shop



Initial Observations

Interviews with department leadership discovered similar goals and needs to continue providing the same expected levels of service. Both the PD and FD have identified expanding department staffing as key to maintaining the excellent response times and accommodating changes in communication.

Both departments wear multiple hats in relation to town functions. For example, the police provide code enforcement, public communication support and oversight for various projects. Fire provides emergency medical support; technology systems support and assistance with planning concepts to meet the adopted comprehensive plan regarding safety.

For a full report of findings, please see APPENDIX. Memo Public Safety Narrative

Task 3 Special Ordinances/Code Enforcement

Findings as it relates to future deliverables

The Town's ordinances and land development regulations (LDR) are expected of a small Florida town. There have been updates based on new legislation including medical dispensaries and a sincere focus on residents' health and pedestrian safety. The SVP 2040 will need to provide adequate direction on changes to the LDR and ordinances that will be required to meet SVP goals and elements. Recommendations will consider long-term strategies, demographic shifts and transportation choice changes. Specific changes include considering rezoning of areas, potential changes to building height maximums, addressing lack of architectural design standards, increasing language related to wider sidewalk paths, reducing travel lane widths to match the Florida Design Manual of 11 foot or less for all street types with the exception of Expressways, adding bicycle facilities and transit requirements for all new construction or updating of existing uses.

TOP Vision 2040 Town of Orange Park Code Review, LandDevelopment Regulations& Town Fee ScheduleApplication Practices

Special ordinance and their enforcement could include modifications to meet the ever-changing way people are communicating and provide some flexibility to staff to meet objectives. For example, bill posting in public spaces is strictly prohibited limiting the town itself from creative communication. The Town is staffed with two full-time code enforcement officers and does not anticipate a need to increase based on the projected 2040 population.

Task 4 Future Land Use Plan

Zoning Agency Adequacy

The Town's zoning allows for a variety of residential, industrial and commercial uses with varying levels of development density. As indicated in the Zoning Map, the primary zoning category is residential, with most of the commercially zoned properties located along Park Avenue and Kingsley Avenue. Though the zoning permits a variety of uses, it functions under the traditional Euclidian zoning principles, separating uses and not permitting vertical and horizontal mixed-use developments. The only reprieve from the current zoning to create a mixed-use development is through a PUD (Planned Unit Development). Based on the Team's examination of the Town's zoning, the lack of mixed-use zoning districts to promote the types of developments the Town envisions for its future is one of main deficiencies in the current zoning. The need for a more flexible zoning that allows mixed-use by right would augment the current zoning – thus making it more responsive to the needs of the Town and its residents.

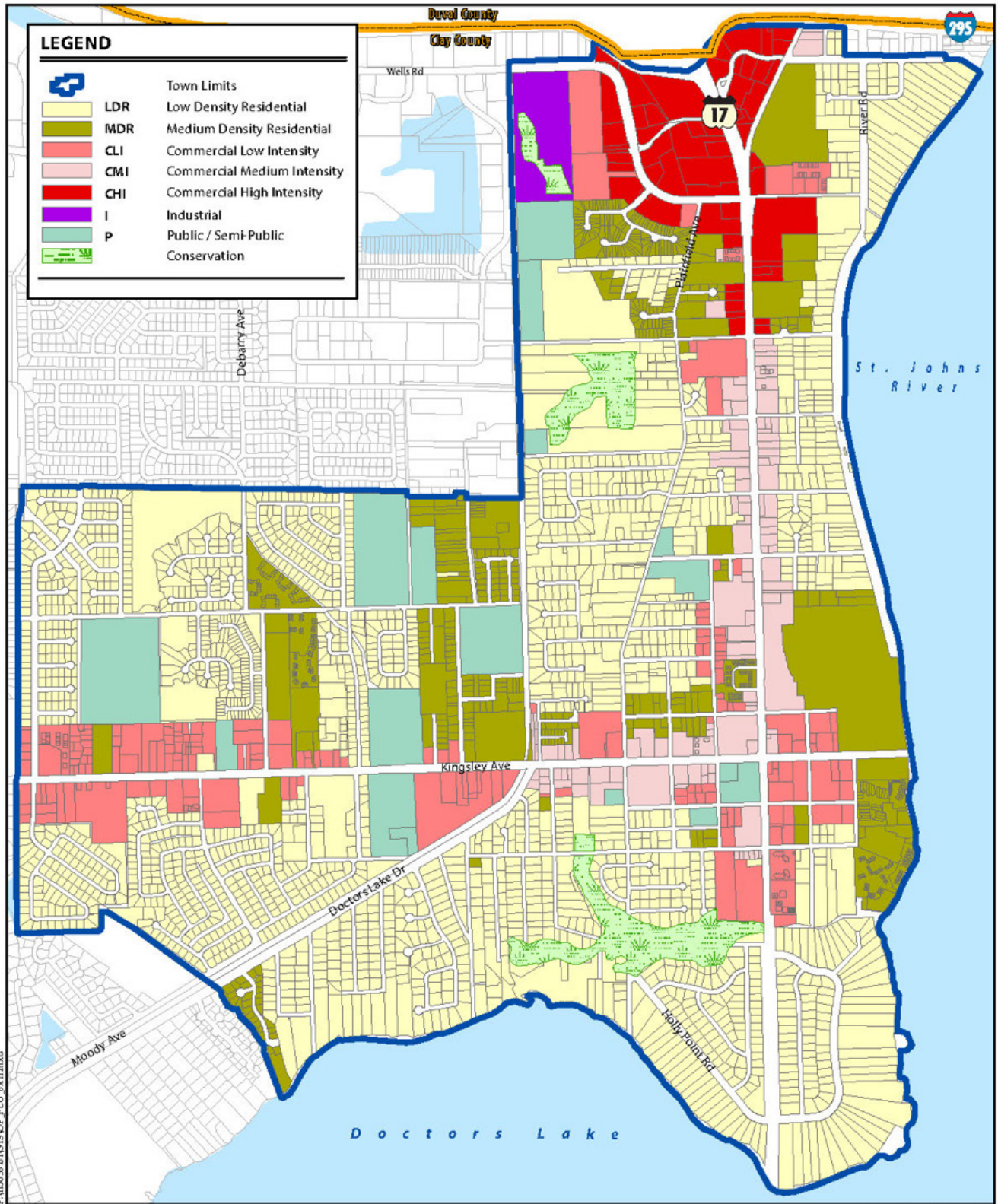
Commercial Corridor

The Town's two large, intersecting, commercial corridors parallel approximately 4.6 miles of state-owned highway. Park Avenue and Kingsley Avenue create a significant challenge and opportunity for the small town of 9,000 residents. With an average daily motor vehicle count of 85,500 and 65,000 respectively, the Town's commercial corridor also divides the Town geographically into four quadrants. While the Town does not own or maintain either road, all adjacent property within the Town limits is zoned commercial. Park Avenue is currently identified as an emerging Strategic Intermodal System (SIS) corridor for the Florida Department of Transportation (See Appendix, FDOT SIS System Map District 2 Overview). The northernmost section of rail within the town has also been identified as a light rail station. Haskell's approach to solutions will consider the necessity for Park Avenue to continue to service the region and support access to military facilities such as Naval Air Station Jacksonville that have now partially defined this road as a transportation corridor and the future potential of rail to meet Town goals.

Commercial space includes professional offices, high-intensive and industrial zones just off a major collector. A smaller commercially zoned local road, Kingsley Avenue East, was recently updated with parking and mid-block crossings, with destinations including churches and riverfront vistas. Commercial business types include a myriad of services with a defined presence of retail medical support professionals throughout mostly strip mall style buildings. Some commercial parcels are deteriorating or at minimum, require updating and maintenance. Newer commercial space including Four Rivers Restaurant and a strip mall on Park Avenue, offer a hint of updated site layouts and newer façade trends in architectural design.

The SVP 2040 will provide concepts for the commercial corridor in context with existing SIS and LDR to make recommendations on potential structural suggestions and corridor concepts that will enhance the livability of the Town and future economic success. Consistent design could delineate Town boundaries creating a greater sense of place and context for the Town.

Figure 9. Future Land Use Map



Future Land Use Map 2025

Figure A.2



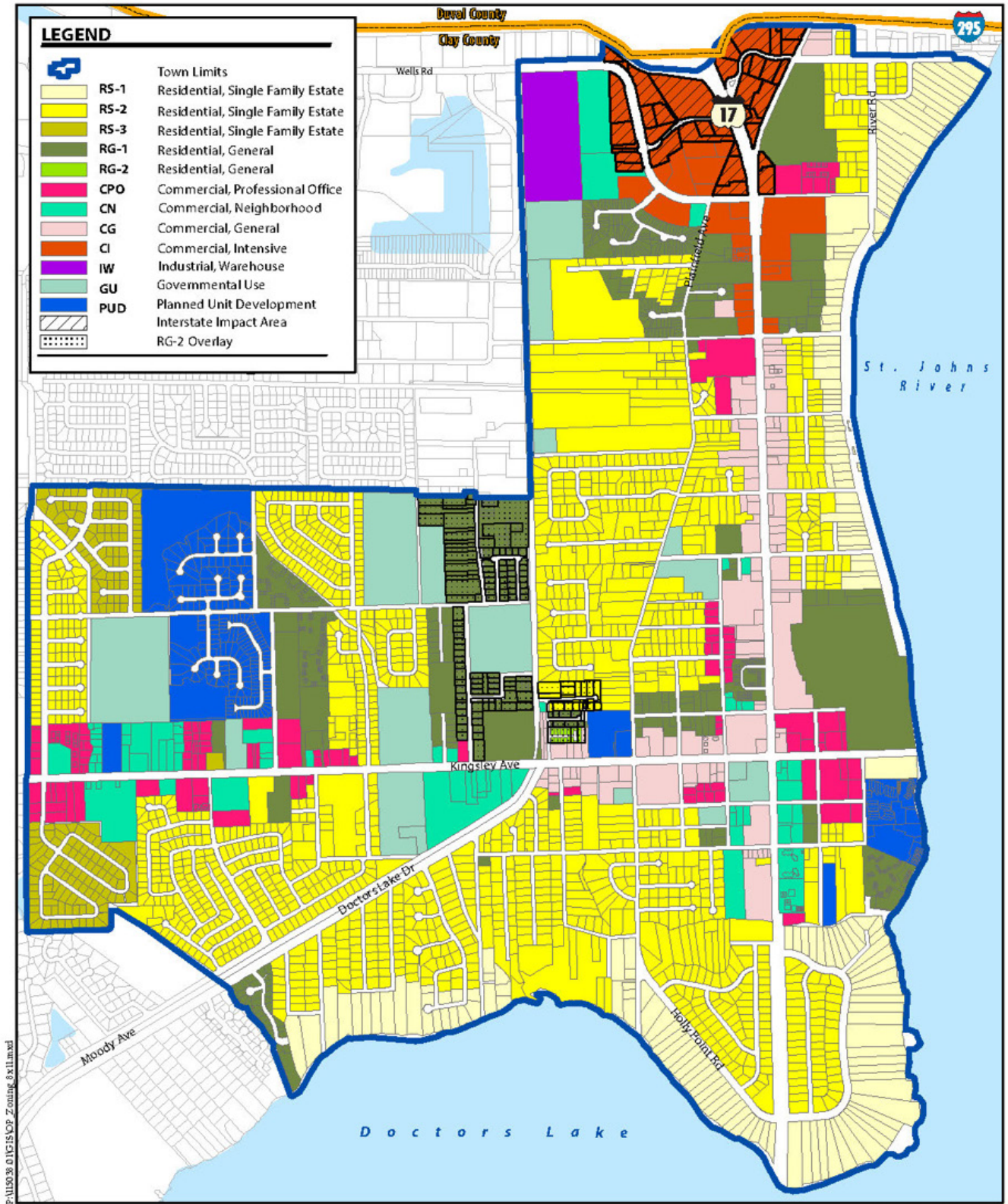
Revised
February 2016
Ord No. 18-09
Ord No. 03-10
Ord No. 05-14

Source: Town of Orange Park



Source: Clay County GIS, Town of Orange Park

Figure 10. Zoning Map



Zoning Map

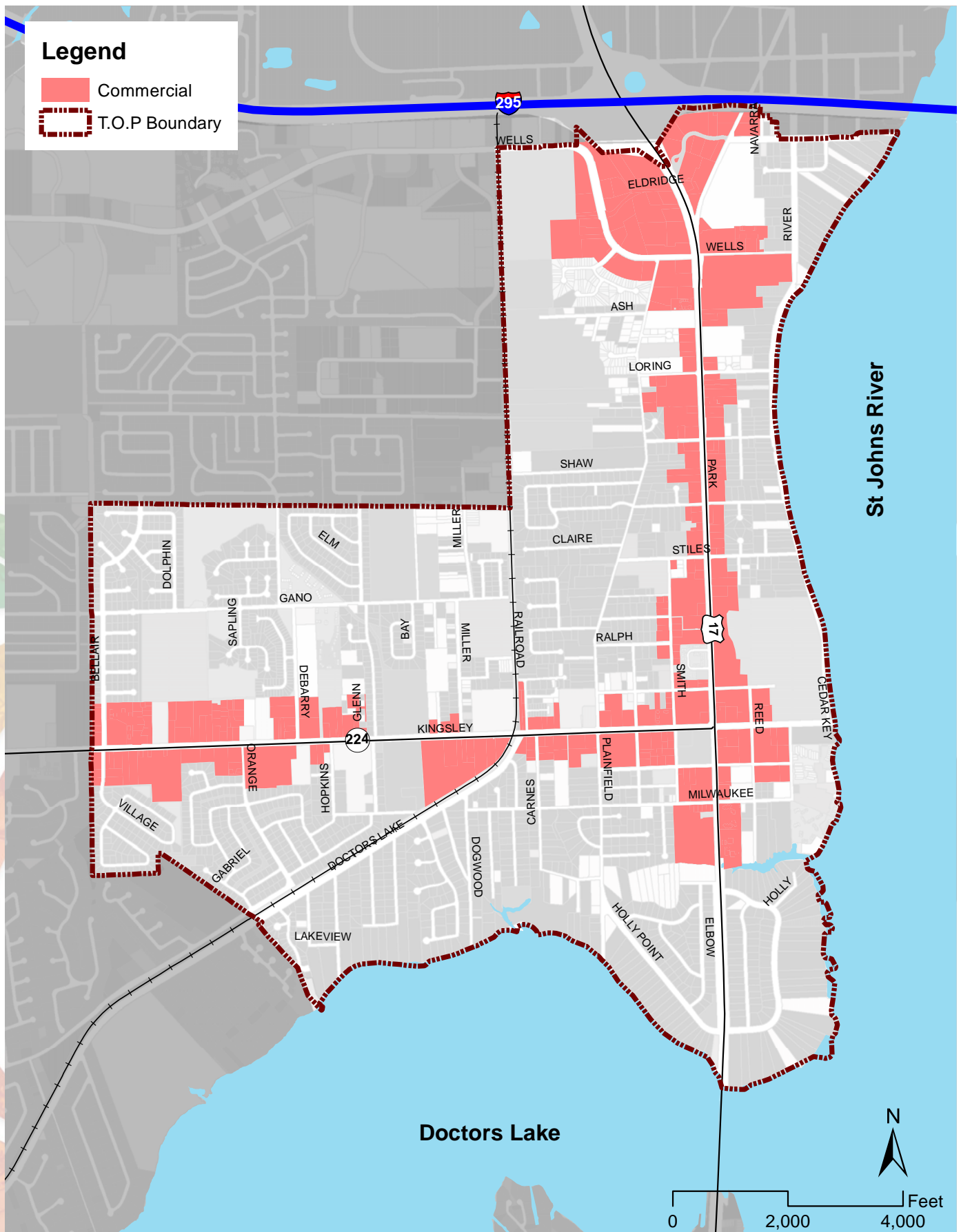
Revised
February 2016
Ord No. 04-10
Ord No. 06-14
Ord No. 13-15

Source: Town of Orange Park



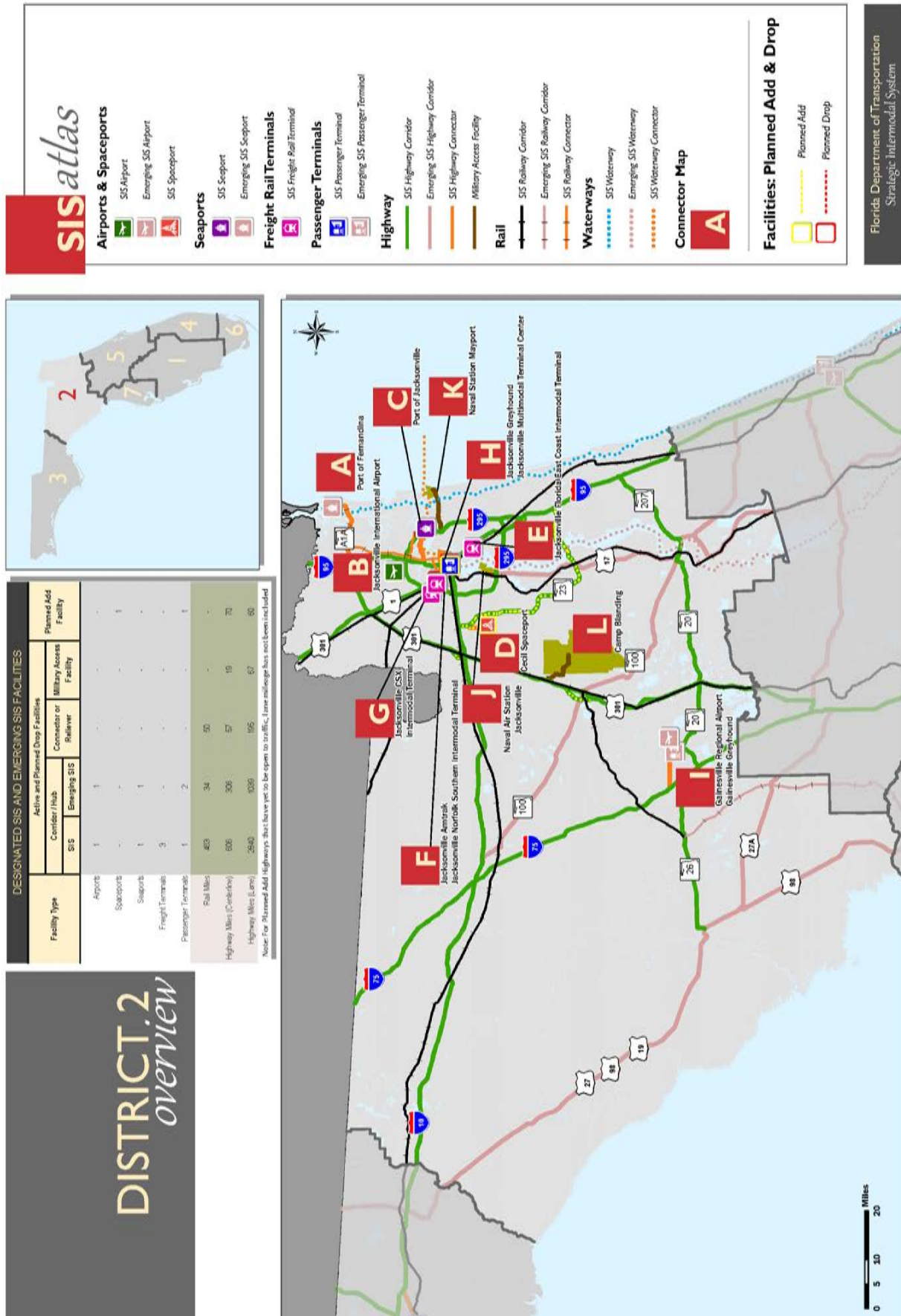
Source: Clay County GIS, Town of Orange Park

Figure 11. Existing Commercial Corridor Map



Source: Clay County GIS, Town of Orange Park

Figure 12. Florida DOT SIS District 2 Overview Map



Florida Department of Transportation
Strategic Intermodal System

Source: Florida Department of Transportation (FDOT)

Economic Development Posture

The Town currently does not have an adopted Economic Development Plan. The Town has an Economic Development department which is tasked with various planning functions and oversees Town permitting, events and Parks and Recreation. Since a formal plan with guiding documents or policy does not exist, economic development activities are currently on a case by case basis when potential new developers approach the Town.

The Economic and Community Development Committee is generally tasked with considering potential concepts to promote economic health. The committee is actively discussing the potential of a plan but based on committee minutes reviewed, ideas center around what incentives they can provide to entice business to come and/or stay, how to preserve character and how to control processes.

The SVP 2040 process will continue to explore community concepts and tolerances for certain aspects of Economic Development so that any recommendations can be adoptable with consensus and consideration of the entire town.

Community Redevelopment Feasibility

Haskell provides the following assessment regarding a potential Community Redevelopment Association (CRA) strategy in advance of making any defined recommendations for goals for the SVP 2040. The exploration phase of the SVP 2040 has resulted in significant information that supports the ability of the Town to manage and meet various steps to create and maintain a CRA. Prior to any successful CRA however, the Town must adopt goals that align with the Comp Plan, LDR and Economic Development Plan. Being that this assessment is prior to the Town SWOT Analysis, findings relative to the formation of a CRA and its requirements require policy alignment and jurisdictional concurrency to begin.

The Town's ability to address a declining tax base and develop plans to encourage development growth is affected in part by a stagnated population. A CRA is a tool available to the Town to meet the financial requirements needed to address CIP projects. The significant impact to the Town by the state transportation corridor has created a blighted commercial property zone. Whether that blight meets the state statute is determined through a Finding of Necessity (FON). If the FON is proven and adopted by resolution by the Town, developing a CRA and identifying districts, the Town could have the ability to expedite more capital projects as a result of the special taxing increment. The Town's current financial position and lack of debt is another reason to consider the development of a CRA.



STEPS TO CRA DEVELOPMENT

- I. Adopt the Finding of Necessity. This will formally identify the blight conditions within the targeted area and establish the area boundary.**
- II. Develop and adopt the Community Redevelopment Plan. The plan addresses the unique needs of the targeted area and includes the overall goals for redevelopment in the area, as well as identifying specific projects.**
- III. Create a Redevelopment Trust Fund. Establishment of the Trust Fund enables the Community Redevelopment Agency to direct the increase in real property tax revenues back into the targeted area.**

One potential district area option is the Kingsley and Park Avenue Commercial and Transportation Corridors. Similar CRA's exist in Florida to address the effect of roads including the City of St. Augustine, Florida Historic and Mobility Redevelopment District and the US1 Corridor Redevelopment Plan in Cocoa Beach, Florida. Both include various geographic lines to include similar parallel route connections. The Town could include existing and potential projects such as the Black Creek Trail or FDOT SIS Light Rail Service. While the Town may adopt the Finding of Necessity (FON) by resolution on its own, the CRA will require tax district concurrence through interlocal agreement.

The Town has shown the ability to create, maintain and execute projects through committee and board development. This will be key to a successful CRA. Long term plans include a 40-year horizon based on an adopted Redevelopment Plan. While the Agency would be the Town, the Committee is responsible to ensure funds are being directed towards projects that meet the intent of the special district. Plan concepts could include improving mobility routes, improving transit focused on elderly and vulnerable road users to support and promote safe movement, sidewalks, signage, trails, streetscapes, site acquisition and preparation for light rail.

The CRA is dictated by resolution understanding the Finding of Necessity. The SVP 2040 Vision goals will assist in developing the CRA initial plan objectives to clearly outline expectations of an area. Since the CRA must align with adoption of the Town's Comp Plan, SVP 2040 process will also discover whether the current Comp Plan must be updated based on change in policy or strengthened to promote certain goals as priority.

Pleas see APPENDIX RA Precedent Studies: Cocoa Redevelopment Area Plan, City of St. Augustine Historic and Mobility Redevelopment District - Florida Statute 163.335

Finding of Need

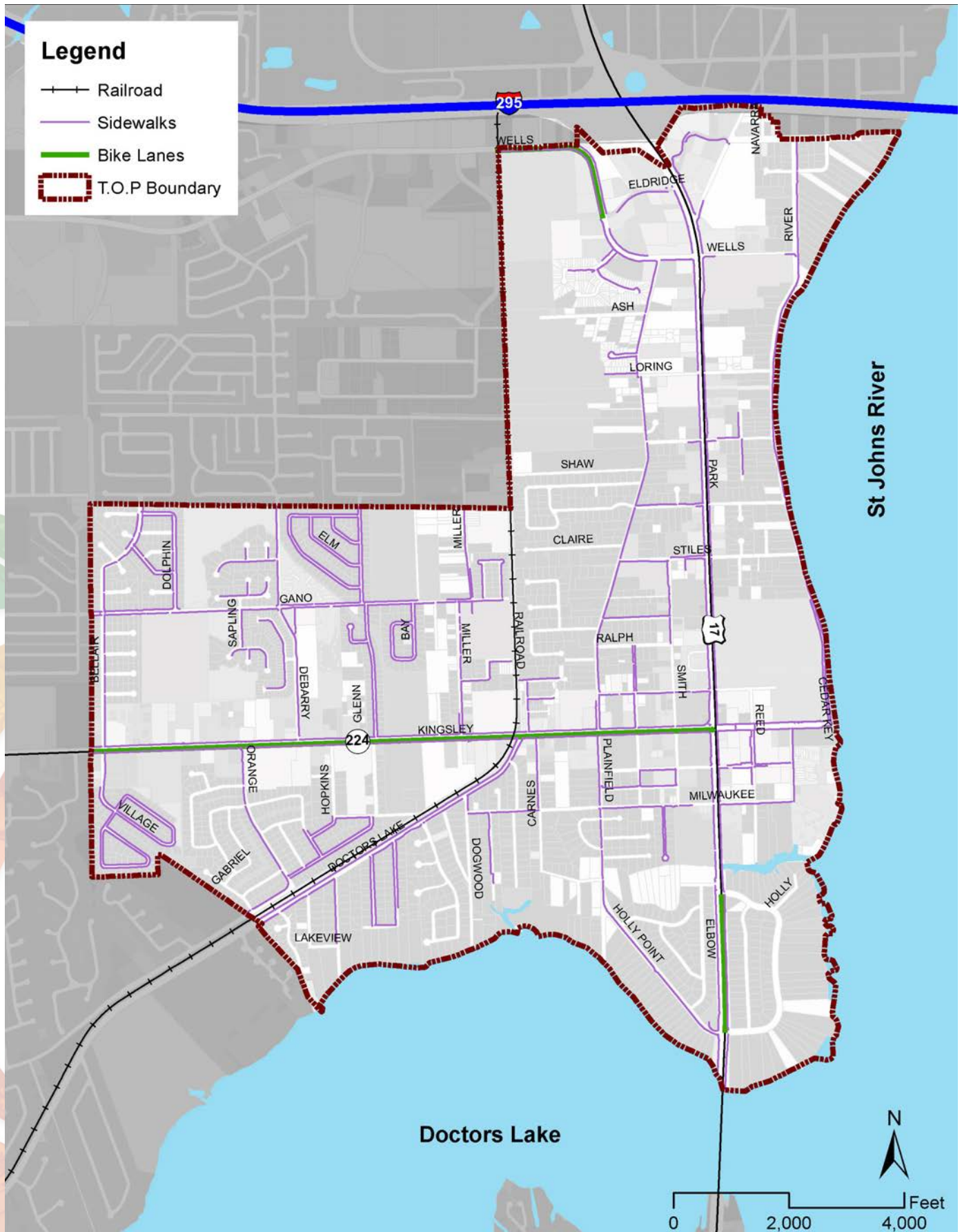
The following Finding of Need (FON) assessment is provided to the Town in advance of any SVP 2040 adopted goals. The FON below outlines a potential district area the Town may consider. The Town, through the various SVP 2040 tasks that still remain to be done including public workshops, SWOT analysis and concept development, may result in a different district or identify different target goals based on what the community wishes to focus on. The successful acknowledgement by the state of the CRA will rely on an adopted Redevelopment Plan that is reflected in the Comp Plan. After the goals are established from the SVP 2040, the statute's provisions of a specific Town requested district with distinct geographic limits will provide definitive FON results.

Haskell sees the potential for a district to address the blight caused by the Park Avenue/US 17 and Kingsley Major Highway Commercial and Transportation Corridors. Communities throughout Florida have had successful CRA established where FON was less represented and less obvious than that within the Town. The impact of the SIS congested transportation corridor has endangered the walkability within the Town and has also resulted in commercial zones that have unsafe criminal activity.

The most significant finding is the conflict between the SIS need, and the Town's livability, especially as it relates to aging residents and those who must make transit choices. The existing condition will continue to aggravate the conflict and further endanger vulnerable road users along with and hindering transportation choice that promotes health and economic success. A plan to address the need to provide safe access, to promote transportation choice options, to address an aging local population and the need to support positive economic growth by reestablishing better access to commercial property adjacent to the corridor, are all acceptable findings to meet the state 163.335 statutes.

Addressing these issues provides the necessary means for the Town to leverage funds and help address connectivity issues for vulnerable residents along the hazardous corridor that has hindered residents and visitors alike. The ability to establish a CRA will assist in planning to improve deteriorating commercial buildings and enhance walkability through parallel corridors and improved transit locations. Without addressing the aging buildings and improving the sites

Figure 13. Existing Sidewalk Map



Source: Clay County GIS, Town of Orange Park

themselves, the Town may continue to see a declining commercial district and hazardous crossing conditions.

Finally, the state provides specific provisions for waterfront communities to enhance and develop access. Considerations include docks, shared space and public education structures. Since the commercial zone continues from Park Avenue along Kingsley, this area could be incorporated into a district.

Specific to the FON, the above district concept meets the following four conditions:

Predominance of defective or inadequate parking facilities, roadways, bridges, or public transportation facilities.

- ◆ The six – eight lane divided highway crossings largely terminate without ADA continued service to the Town commercial properties.
- ◆ Public transportation is not available at intervals to support transit as daily transportation.
- ◆ Areas of refuge and pull outs for transit need to be enhanced with protection and signage.
- ◆ Lack of adequate walkable, bikeable network to support elderly, children and transportation limited residents.

Faulty lot layout in relation to size, adequacy, accessibility, or usefulness.

- ◆ Commercial property construction dates prior to the adoption of ADA 1991 standards.
- ◆ Large driveways increase conflicts points for road users.
- ◆ Commercial space parking lots allow car bumpers to impede sidewalks.

Unsafe conditions.

- ◆ Both roadways are designed for moving high levels of daily single motor vehicle occupancy commuting.
- ◆ Lack of pedestrian crossings on both corridors.
- ◆ Curb cuts and commercial curb cuts are closely spaced creating additional conflict points for vulnerable road users and elderly residents within assisted living facilities along the corridor.
- ◆ Slip lanes and interstate impact area designs are creating dangerous crossing conditions, especially at Park Avenue and Kingsley south to West movement and Park Avenue at I-295 for pedestrians traveling north.
- ◆ Presence of crashes.
- ◆ Presence of criminal activity in dilapidated buildings.
- ◆ Motor vehicle emissions.

Inadequate and outdated building density patterns.

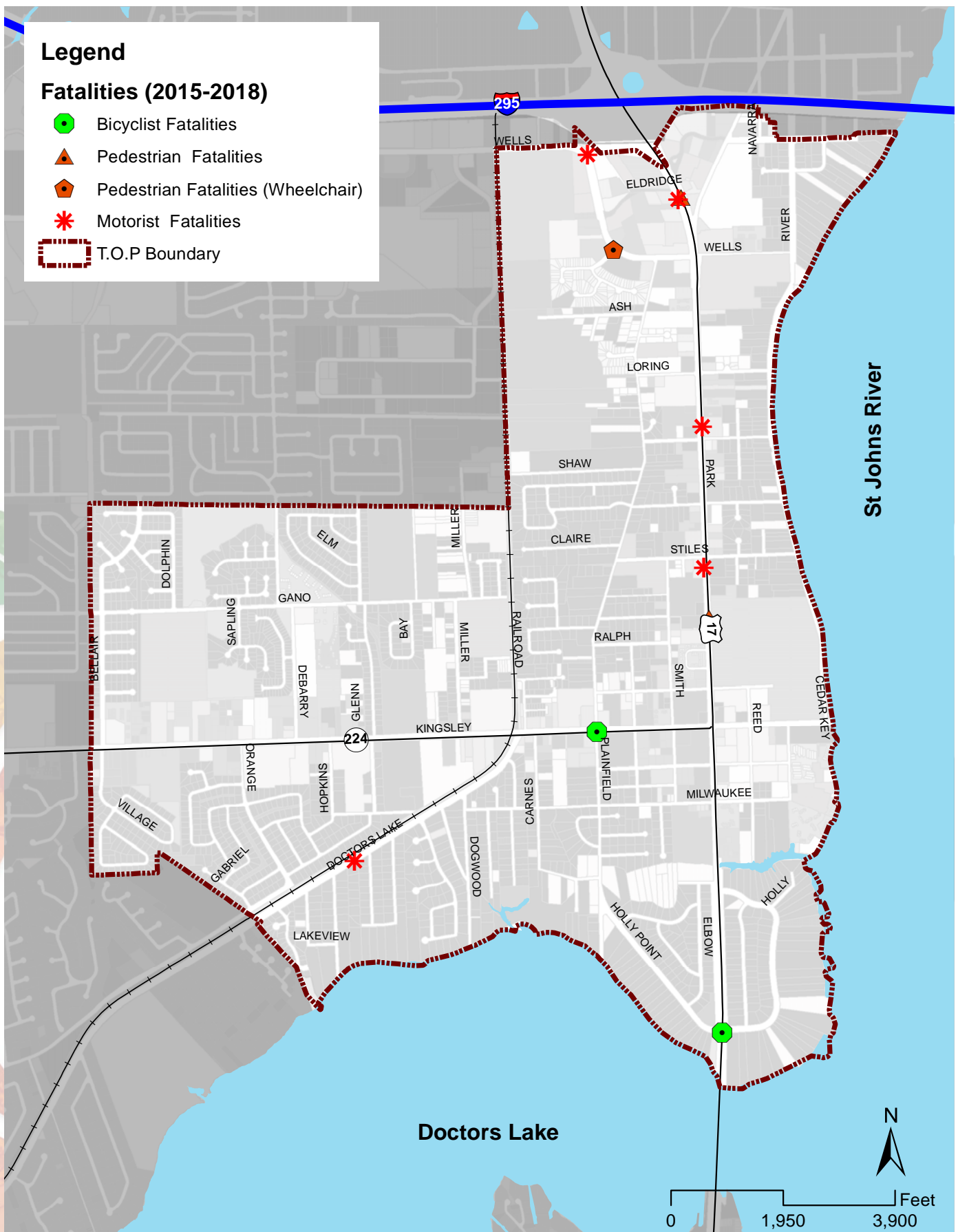
- ◆ Traffic flow for residential and delivery uses.
- ◆ Inadequate facilities for bicycle and pedestrian users.

Additional factors may be met within the area including those related to tax base and housing. Those elements were not reviewed since the FON requires meeting two factors in paragraphs (a) through (o) of section 163.3. The FON concept provided was selected based on available information during the exploration phase and not with a specific geographic district request from the Town.

The FON can also be determined with one of the sections met and multijurisdictional concurrence that there is a “blighted area.” The Town may consider approaching Clay County leadership to adopt by resolution the same initiative, as it relates to the health and safety of its residents, once a specific district is targeted.

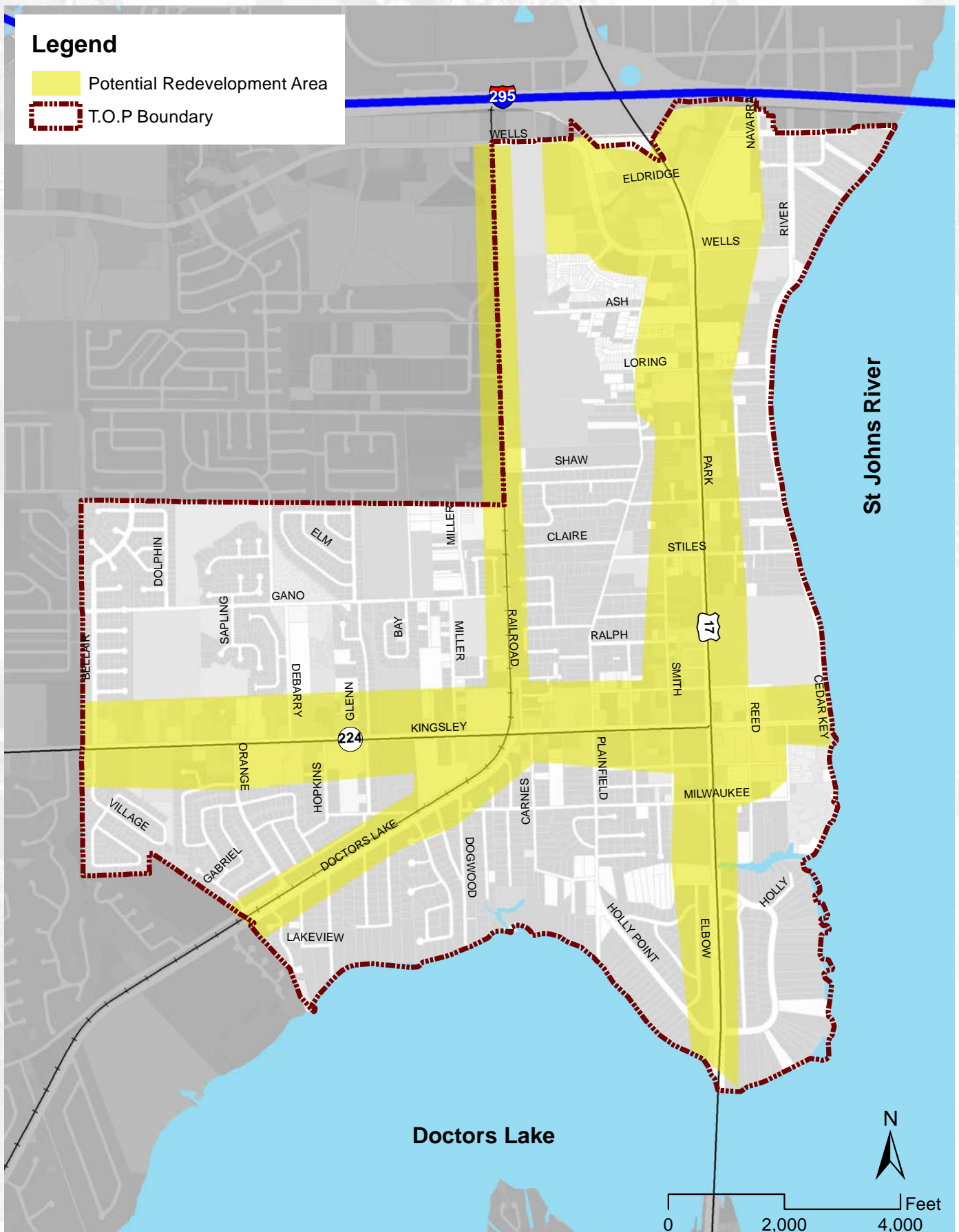
The next steps require a specific district to be selected. At that point, a Town Charette specific to FON establishment for a defined district can be described and Town residents and leadership can move to a resolution to adopt findings and begin the steps to establish the CRA.

Figure 14. Crash Fatalities Map



Source: Florida Department of Transportation (FDOT)

Figure 15. Potential Transportation & Commercial Redevelopment District Map



Source: Town of Orange Park, Haskell

Flood Zones

As indicated in the Flood Zone Map, the Town is susceptible to a 1% annual chance flood (100-year flood), also known as the base flood which is a flood that has a 1% chance of being equaled or exceeded in any given year. The area subject to flooding by the 1% annual chance flood is referred to as the Special Flood Hazard Area (SFHA), by Federal Emergency Management Agency. In the Town there are two SFHA zones: Zone A which is a zone that no Base Flood Elevation (BFE) has been determined, and Zone AE which is a zone that the BFE has been determined. In addition to the SFHAs, there is also the presence of a floodway in the Town. The floodway is the channel of a stream as well as any adjacent floodplain areas that must be kept free of encroachment so that the 1% chance annual flood can be carried without substantial increases in flood height.

Wetlands

Wetlands are places where the land is covered by water, either permanently or seasonally, and can typically include marshes and ponds, the edge of a lake or ocean, the delta at the mouth of a river, or a low-lying areas that frequently flood. In the Town, there are approximately 21 acres of wetlands. According to the U.S. Fish & Wildlife Service, these wetlands fall under the Palustrine System classification. The U.S. Fish & Wildlife Service defines the Palustrine System as all nontidal wetlands dominated by trees, shrubs, persistent emergents, emergent mosses or lichens, and all such wetlands that occur in tidal areas where salinity due to ocean-derived salts is below 0.5 ppt. This wetland system also comprises of wetlands lacking the aforementioned vegetation, but constituting the following characteristics:

1. Area less than 8 ha (20 acres);
2. Active wave-formed or bedrock shoreline features lacking;
3. Water depth in the deepest part of basin less than 2.5 m (8.2 ft) at low water;
4. Salinity due to ocean-derived salts less than 0.5 ppt.

BENEFITS OF WETLANDS

NATURAL WATER FILTERS

Wetlands are the world's water filters. They trap pollutants such as phosphorus and heavy metals in their soils, transform dissolved nitrogen into nitrogen gas, and break down suspended solids to neutralize harmful bacteria. New York City found that it could save \$3-8 billion in new wastewater treatment plants by purchasing and preserving \$1.5 billion in land around its up-state reservoirs.

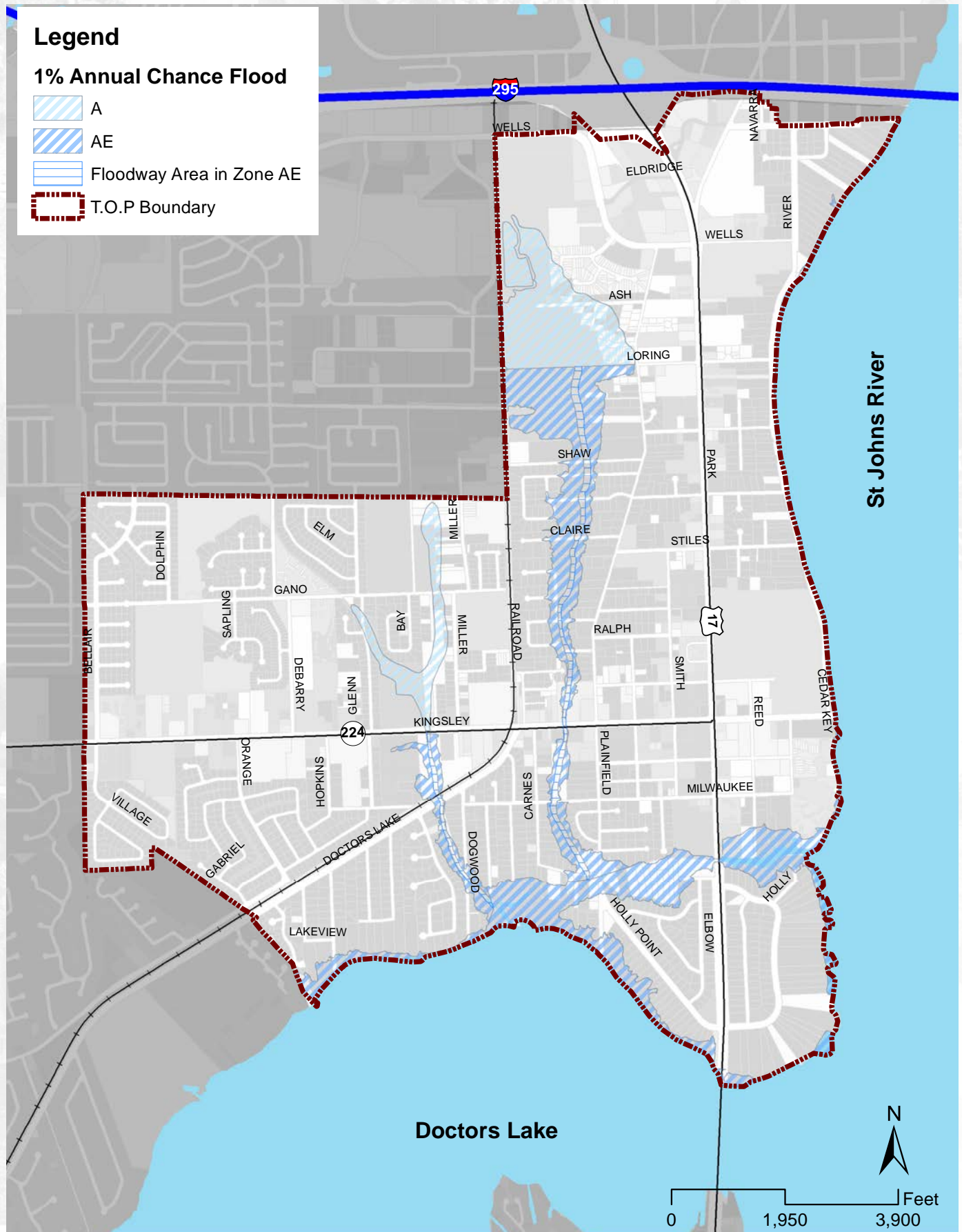
STORM PROTECTION AND FLOOD CONTROL

Wetlands help to minimize impacts from flooding by providing an area for water to move and slow down during storm events. When big storms, like hurricanes, sweep through an area, coastal wetlands, barrier islands, and coastal vegetation can help to buffer the wind and waves, reducing their power for destruction

HOME FOR SPECIES

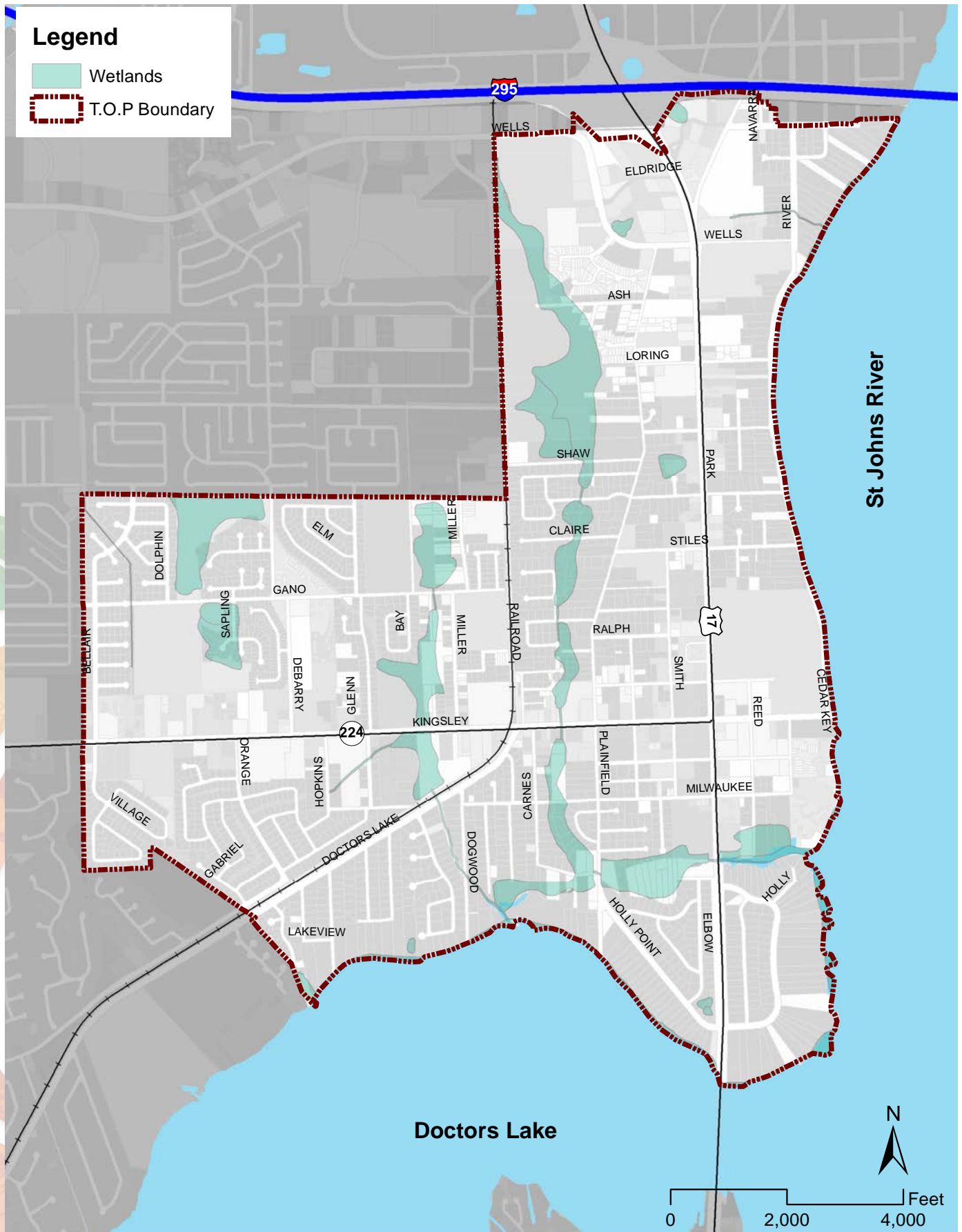
There is a large variety of wetland habitat types found around the world and each supports their own community of plant and animal species. *(Source: World Wild Life Foundation)*

Figure 16. Flood Zones Map



Source: Federal Emergency Management Agency (FEMA)

Figure 17. Wetlands Map



Source: U.S. Fish & Wildlife Service: National Wetlands Inventory

Task 5 Administration

Approach

As a part of the overall assessment of the Town’s administrative practices, our team took into account the importance of quality analysis. Our comprehensive audit process was implemented through our partner ADG, which allows for high quality implementable results, and an understanding of future needs.

For the administrative assessment we used a variation of the Burke-Litwin Model of Organizational Performance and Change. The Burke Litwin Model of Organizational Change is all about defining and establishing a cause- and-effect relationship. The model assumes 12 organizational elements that determine a change within an organization.

Initial Observations

The assessment for External Communications began by meeting with Town Staff to discuss the goals and expectations of each area addressed in the work plan. These conversations assisted us with gauging the overall goals of the reviewed administrative practices and needs. Our team also reviewed each page of the Town’s website and ran a thorough report which allowed us to identify missing and unused information that can affect the overall functionality of the website.

An assessment of current Town signage was completed by doing a windshield survey and observed the behavior of the motorist to identify the potential need for additional signage. The Town staff identified the immediate solution to include digital signage which will be located at Town Hall. As requested, a comprehensive review of Town bills, letters, website analysis and Internal Administrative practices are included in the Appendix.

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Task 6 Town Facts

Approach

To better understand the socioeconomic fabric of the Town, the Team examined a diverse set of demographic data such as population, age distribution, racial composition, household characteristics, education and employment. Outlined in this section in tabular and graphic format is information the Team was able to ascertain from the U.S. Census Bureau and Environmental Systems Research Institute (ESRI).

Population

The population in the Town increased by 1.9% from 9,042 to 9,212 in 2000 and 2019, respectively. However, in 2010 the Town experienced a 6.9% loss in population. Nine years later the population rebounded with a 9.5% increase, adding a net of 174 people. Based on an average annual exponential growth rate of approximately 0.1% from 2000 to 2019, the Team was able to extrapolate the Town’s population for 2040 to 9,412.

Table 4. Population

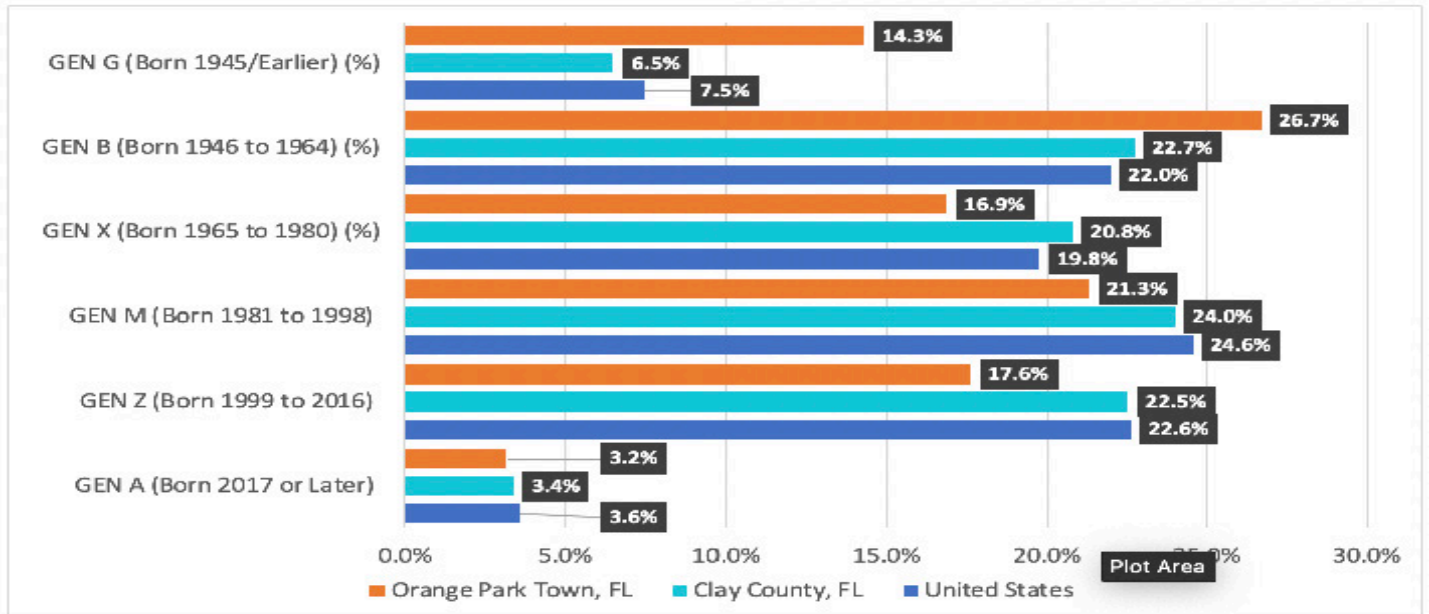
Year	2,000	2010	2019	2040
Total	9,042	8,417	9,216	9,412

Source: U.S. Census Bureau and Environmental Systems Research Institute (ESRI) 2019

Population by Age Group/Generation

With a median age of 47.2, the population in the Town aged slightly by 1.7 years from 2010 (45.5 years old) to 2019. By comparison, the median age in Clay County was 39.1 in 2019 with an age increase of 1.3 years over the same period. The Town population was even older when compared to the country's median age of 38.5. The fact that 41% of the population was born in 1964 or earlier likely contributed to an overall older population. However, when examining the population by each cohort, Generation M (Millennials) was the second largest cohort at 21.3% in the Town, with Generation Z making up the third largest cohort at 17.6%.

Figure 18. Population by Generation



Source: U.S. Census Bureau and Environmental Systems Research Institute (ESRI) 2019

Based on estimates from the Florida Bureau of Economic and Business Research (BEBR) for Clay County, the Team was able to use the constant-share and share-of-growth methods to derive the age cohort estimate for 2019 and age cohort projection for 2040. As indicated in Table 5, 33.1% of the population was less than 25 years old and 28.1% was 55 years old or older in 2019, compared to 30.3% and 31.3% in 2040, respectively.

Table 5. Population by Age Cohort

Age Cohort	2019	% in 2019	2040	% in 2040
Total Population	9,216	100.0%	9,412	100.0%
0-4	557	6.0%	516	5.5%
5-17	1,695	18.4%	1,631	17.3%
18-24	797	8.6%	704	7.5%
25-54	3,579	38.8%	3,613	38.4%
55-64	1,198	13.0%	981	10.4%
65-79	1,089	11.8%	1,299	13.8%
80+	301	3.3%	668	7.1%

Sources: U.S. Census Bureau and Environmental Systems Research Institute (ESRI) 2019. Florida Bureau of Economic and Business Research (BEBR) 2018.

Racial Composition

The predominant racial group in 2019 was White, accounting for 73.1% of the population. The second largest racial group was Black or African American, which comprised of 15.3% of the Town's population in 2019. Individuals identifying as Hispanic accounted 12% of the population in the Town. Based on the racial composition projection for 2040 using the exponential change approach, the White and Asian populations are projected to decrease to 64.3% and 3.1%, respectively. Conversely, every other racial and ethnic groups are projected to increase in 2040, with the Hispanic population experiencing the largest increase, 12% in 2019 to 23.7% in 2040.

Table 6. Racial Composition

Population Profile	2010	% in 2010	2019	% in 2019	2040	% in 2040
Total Population	8,417	100.0%	9,216	100.00%	9,412	100.0%
White Alone	6,380	75.8%	6,737	73.1%	6,053	64.3%
Black or African American Alone	1,246	14.8%	1,410	15.3%	1,490	15.8%
American Indian Alone	25	0.3%	37	0.4%	71	0.7%
Asian Alone	269	3.2%	295	3.2%	288	3.1%
Pacific Islander Alone	8	0.1%	18	0.2%	91	1.0%
Some Other Race Alone	194	2.3%	313	3.4%	690	7.3%
Two or More Races	295	3.5%	415	4.5%	729	7.7%
Hispanic Origin	741	8.8%	1,106	12.0%	2,230	23.7%

Source: U.S. Census Bureau and Environmental Systems Research Institute (ESRI) 2019

Household Characteristics

In 2019 there were 2,365 households in the Town, a 8.9% increase from 2010. Over the same period both family households and non-family households increased by 6.7% and 12.8%, respectively. However, the share of family households in the Town decreased from 64% in 2010 to 62.7% in 2019, while non-family households over the same period increased from 36% to 37.3%. The average household size also increased from 2.33 in 2010 to 2.35 in 2019. Based on the household projection for 2040 using the exponential change approach, the percentage of family households is expected to decrease to 59.6%, while the percentage of nonfamily households is projected to increase to 40.4%.

Table 7. Household Characteristics

Households	2010		2019		2040	
	Number	Percent	Number	Percent	Number	Percent
Family households	2,216	64.0%	2,365	62.7%	2,753	59.6%
Nonfamily Households	1,249	36.0%	1,409	37.3%	1,867	40.4%
Total	3,465	100%	3,774	100%	4,619	100.0%

Source: U.S. Census Bureau and Environmental Systems Research Institute (ESRI) 2019

Household Income

In 2019 the median household income for the Town was \$55,749, which was 15.3% less than Clay County's median income of \$64,263. The average household income of \$77,774 was also less than the average household income (\$81,464) for Clay County. Additionally, 65.5% of the households in the Town earn less than \$75,000, compared to 47.1% in 2040, according to projections derived from the exponential change method.

Table 8. Household Income

Income Range	Number (2019)	Percent (2019)	Number (2040)	Percent (2040)
Total	3,774	100%	4,619	100.0%
< \$15,000	219	5.8%	76	1.6%
\$15,000 - \$24,999	291	7.7%	139	3.0%
\$25,000 - \$34,999	351	9.3%	218	4.7%
\$35,000 - \$49,999	755	20.0%	705	15.3%
\$50,000 - \$74,999	857	22.7%	1,041	22.5%
\$75,000 - \$99,999	574	15.2%	897	19.4%
\$100,000 - \$149,999	366	9.7%	637	13.8%
\$150,000 - \$199,999	166	4.4%	587	12.7%
\$200,000+	200	5.3%	320	6.9%

Source: U.S. Census Bureau and Environmental Systems Research Institute (ESRI) 2019

Household Disposable Income

Disposable income is the amount of household funds available for spending and saving after paying income taxes. The amount of disposable income is an important indicator for the economic health of an area. This figure is used to gauge the investment viability for business activity. The amount of income remaining for discretionary spending does not include expenditures on housing, transportation, food, and child care. As a result, the amount of disposable income may be lower than indicated. The average disposable income for households in the Town in 2019 was \$62,005, which was 5.9% less than Clay County (\$65,658).

Table 9. Household Disposable Income

Income Range	Number of Households	Percent
Total	3,774	100%
< \$15,000	272	7.2%
\$15,000 - \$24,999	385	10.2%
\$25,000 - \$34,999	498	13.2%
\$35,000 - \$49,999	793	21.0%
\$50,000 - \$74,999	940	24.9%
\$75,000 - \$99,999	362	9.6%
\$100,000 - \$149,999	313	8.3%
\$150,000 - \$199,999	117	3.1%
\$200,000+	94	2.5%

Source: U.S. Census Bureau and Environmental Systems Research Institute (ESRI) 2019

Educational Attainment

The potential earning power of an individual has a direct relationship to their education. Furthermore, the educational level of a community affects the quality of the available labor force, which in turn may affect the types of companies the community is able to attract. In 2019 the Town had a population of 25.4% with a high school diploma or GED, but no college experience or degree. By comparison, Clay County had a slightly higher percentage of its population with a high school diploma or GED (30.9%). However, the Town had a greater percentage of residents with a college degree (39.5%) than Clay County (37.1%). Based on projections derived from the exponential change method, the share of Town’s population with a college degree is projected to increase to 50.3% in 2040.

Table 10. Educational Attainment for Population 25 Years or Older

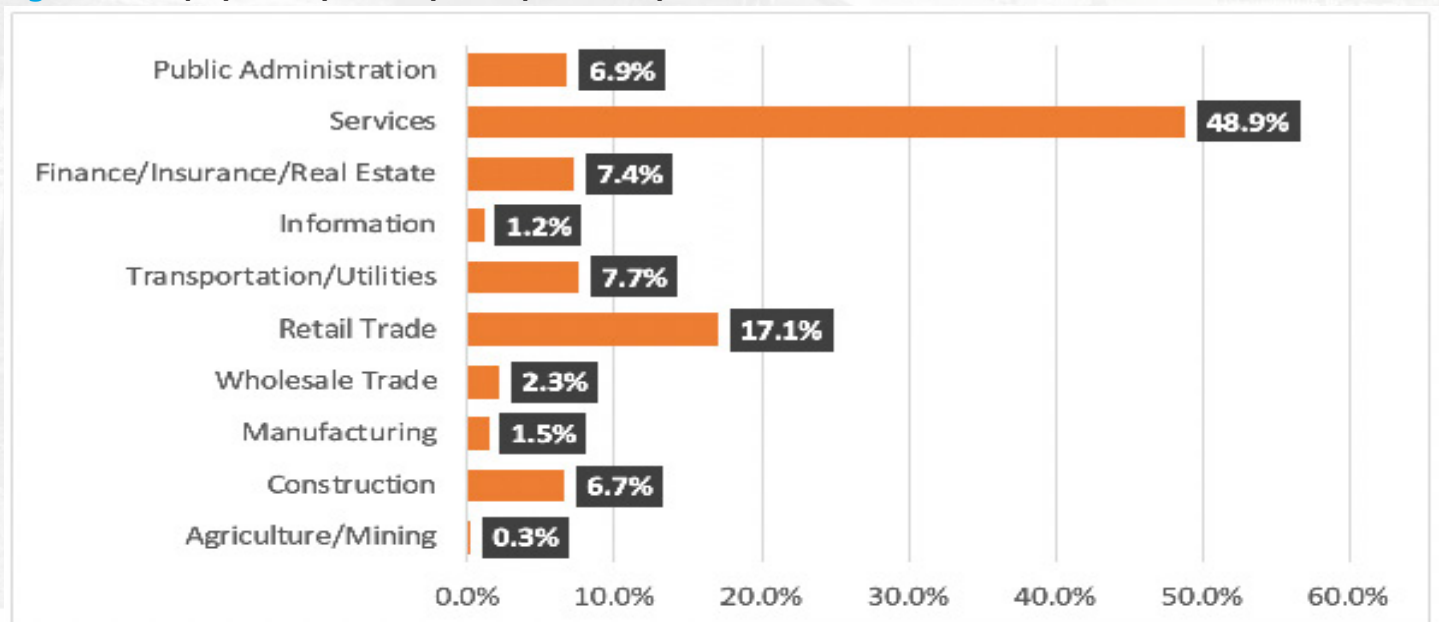
Educational Attainment	Population (2010)	Percent (2010)	Population (2019)	Percent (2019)	Population (2040)	Percent (2040)
Total	6,575	100.0%	6,893	100.0%	7696	100.0%
Less than 9th Grade	217	3.3%	103	1.5%	13	0.2%
9th - 12th grade, No Diploma	651	9.9%	283	4.1%	30	0.4%
High School Graduate/ GED/Alt	1,900	28.9%	1,751	25.4%	1,062	13.8%
Some College, No Degree	1,571	23.9%	2,033	29.5%	2,724	35.4%
Associate Degree	579	8.8%	889	12.9%	1,779	23.1%
Bachelor Degree	927	14.1%	1,248	18.1%	1,831	23.8%
Graduate/ Professional Degree	730	11.1%	586	8.5%	258	3.3%

Source: U.S. Census Bureau and Environmental Systems Research Institute (ESRI) 2019

Employment

Of the estimated 4,181 residents 16 years of age or older in the labor force, 95.9% (3,968) are employed and 5.1% (213) are unemployed. The majority of the population in the labor force work in the Services industry, followed by the Retail Trade industry.

Figure 19. Employment by Industry for Population 16yrs or Older



Source: U.S. Census Bureau and Environmental Systems Research Institute (ESRI) 2019

Task 7 Other Regulations

The State of Florida and the Federal Government continue to provide an ever changing framework of regulations for counties and municipalities to consider when executing projects and making policy decisions. Needs to protect water resources, harden against the impacts of nature and provide for continuous and expected levels of safety and security will weigh on future recommendations of the SVP 2040 process.

As part of the Vision and goal setting objectives, Haskell will prepare recommendations for various regulations that would directly impact choices made. Through the SWOT analysis, regulations including home rule versus state statute, desired trends versus allowable use and balancing local policy with public request, to arrive at manageable outcomes.

Task 8 Detailed Analysis of the Above with Accompanying Map

Various discoveries from the document review phase and public comment including the Town selected Steering Committee, require further discussion as to what proposed changes will be selected. The current phase of the Interactive Community Site Dynamics Plan is based on hard data only. The beginning phases revealed multiple locations for potential redevelopment. This fact led Haskell to move various tasks to future deliverables such as Finding of Need and deeper dive into specific locations until a more clear center is discovered. We will continue to develop this program and anticipate it in advance of Public Workshop 3. We are very encouraged by the enthusiasm shown to cultivate a vision that incorporates and “eye to the future, with a foot in the past,” Councilman Ron Raymond. It is now incumbent on the Team, in collaboration with the Town, to discover the best next steps.



Image: Steering Committee meeting

Approach

For the analysis and assessment that follows, the Team cross referenced site visit observations, reviewed available data and made calculations to determine findings for future needs. Subsequently, the Team met with various key staff to provide expected population changes and understand how that might impact each department. The following assessment provides highlights for each of the required elements as well as discussion with Town department leadership.

Transportation

While the Town projected growth is at .9%, the greater area of Clay County and communities south of the Town are expected to increase from 205,321 to 304,669 by 2040 based on the Clay County Comprehensive EAR in 2017. This explosive growth will continue to require the Town to develop and address mobility choices that will assist in the livability of the Town due to the expanding use of an already burdened state road network.

The majority of the Town's existing local roadway network is not significantly impacted since parallel routes are either nonexistent or do not provide a direct enough path to change pass through traffic routing. With that said, Plainfield Avenue, DeBarry Avenue and Doctor's Lake Drive will need to be enhanced further, should they continue to be major and minor collectors for alternative route and local rerouting. Considerations to increase walkable and bikeable connections can assist in providing choice. The Town may also need to reconsider the use of Park Avenue/US 17 as its current commercial corridor in order to alleviate anticipated traffic demand.

The Town must consider a direct path to provide walkable and alternative transportation choices as part of its continued Comprehensive Plan and SVP goals. The aging population and current discussions to attract younger demographics will require transit, increasing mode choice and addressing disconnected facilities versus what exists today.

Public Works & Utilities

The Town executed an updated Stormwater Management Review and Plan in 2018 that resulted in a newly formed Storm Water utility. This effort has provided the Town with the ability to, in the near term, continue providing sovereign services. Current capacity exists to manage the future expected population with regards to providing water as a service and to manage waste. With that said, the unknown is related to whether federal and state regulations might require jurisdictions to manage outflow related to the river and require to maintain storm water within the area. The expected financial need to update the Town outpaces the current available budget. The Town can leverage external funds to meet the large ticket price to update the stormwater system per the report findings and whether a significant, but the estimates do not accommodate for potential legislation changes to address the State of Florida's resilience and hardening effort.

Current capacity per Public Works and Utility management:

Water

- ◆ 1.6 million gallons permitted
- ◆ Currently using approximately 876,000 gallons per day
- ◆ Town has the capacity to accommodate 2040 population growth expectation

Wastewater

- ◆ The treatment plant is rated for 2.5 million gallons per day (MGD)
- ◆ Currently treats approximately 36% or 900,000 gallons per day
- ◆ Town has the capacity to accommodate 2040 population growth expectation

Recreation

The Town currently has an extensive offering of public recreational open space. While the population increase will not require additional acreage, trends in public recreational space are moving in one of two directions: full-service experience or passive parks. As the Town demographic continues to age, accommodating full service experiences with consideration for the aging community will play a key role in the livability and attractiveness of the Town. Parks that provide disability friendly access, handicap parking, transit staging and areas of refuge are beneficial. Other trends according to National Recreation and Parks Association "Top Trends in Parks and

Recreation in 2020” include access to WIFI and interactive wayfinding signage, providing for micro-mobility devices and are centers for community wellness. The future might include human composting on site, systems to provide zero footprint enjoyment and a community center approach with more facilities.

Reference NRPA Top Trends in Parks and Recreation 2020 <https://www.nrpa.org/parks-recreation-magazine/2020/january/top-trends-in-parks-and-recreation-2020/>

Housing

The population increase identified can be absorbed through available capacity. With that said, as the population ages and as younger generations seek different types of housing options. The Town’s identified desire to move towards multi-use and urban infill projects may meet the desired housing style and utility. For retirement and senior living, concepts to consider include Blue Zone style policy, encouraging age in place measures and incorporating family friendly or multi-generational family housing. The Town’s extensive offering of retail medical, specialists and emergency care will continue to attract those who need services, or care givers for those who require services.

Public Safety

The Town certainly sets an example of excellent public safety service. Dedicated budget and policy and existing resident and business feedback show the Town desires to continue this level of service. As the population changes, both in age and type, an additional burden will be placed on the departments. Increasingly, Police, Fire and EMS are becoming a liaison to the community for a growing list of services. Event management, code enforcement, centers of community gathering just to name a few. Additionally, the growth of the great Clay County area will also pull on the resources of the Town. Should the NFTPO and JTA concept of commuter rail become a reality, response times could be impacted when a train bisects the Town.

Current considerations noted by leadership:

Police

- ◆ Desire to maintain a ratio of 2.9 police officers per 1,000 residents
- ◆ Estimate need at least 28 officers on staff to serve a population of 9,412 in 2040
- ◆ National average is 2.1 police officers per 1,000 residents

Fire

- ◆ Desire to maintain rescue times within 4 minutes
- ◆ Estimated increase of 6 additional six firefighters with commuter rail
- ◆ Fire plans to add one ladder truck and one rescue truck.

Administration

Overall, the Town has a good reputation for being responsive to residents. Even though residential population is not expected to grow, the business community could if multi-use development or commuter rail service is established. The existing budget year requests show current departments are requesting additional full-time staff. Changes in federal and state statute, along with growing desire for urbanization and improved recreation and community events, support expanding staff and or providing funding to higher or consult more dynamic leadership to meet the future needs. Discussions across all department leaders showed a sincere commitment to a successful Town and highlighted various needs including:

- ◆ Centralization of the process
- ◆ Visibility of a process
- ◆ Enhanced external communication tools

Deliverable 2: Review Current Budgets, Capital Improvement Plan (CIP), and other town documents

Our Process

The Haskell Team (Haskell) approached Deliverable 2 with the final two deliverables in mind. While the Town of Orange Park (Town) may host nearly 80,000 vehicles a day, the ability to achieve long term goals will be reliant on the small Town's ability to fund and manage projects. Additionally, community wide adoption of visioning goals will be necessary. Haskell used the original list of expected documents to be reviewed to understand the local culture as it is revealed through adopted policy, code and public comment. As this process went on and other documents were discovered through reference, those additional documents were reviewed as part of this deliverable.

This process began in November 2019 and the expected documents to be reviewed were complete prior to the first workshops in January. Haskell is committed to always exploring as such, this deliverable will continue to be address in later deliverables as new information is discovered during later parts of the visioning process.

Methodology

The Haskell team recognized early that the Town is maximizing existing internal systems to meet expected external standards based on the recent clear financial audit. The team's approach to reviewing the recent five year budget and Capital Improvement Plan (CIP) included identifying opportunities that could give direction to Haskell regarding potential visioning concepts highlighted in the initial Town documents. The final result of this method would provide necessary questions for Town leadership, see APPENDIX. Review of various Town council and committee minutes searched for common themes. Review of minutes was done after the Ordinance and Land Development Review to understand how to frame future recommendations based on expected local opinions and knowledge.

For a full report of findings, please see APPENDIX. Overall Leadership Questions and Assessment Narrative Development

Approach to Deliverable

Haskell reviewed documents and looked for potential opportunities that would compliment future recommendations related to the built environment; transportation, mobility and resilient infrastructure. Dynamic changes from projected growth, tax restructuring, rising tides and aging communities were key factors that weighed on how the documents were reviewed. Haskell approached the Town documents as an exploration into how the Town currently meets expected directives and needs of the community.

Initial Observations for Entire Deliverable

Review of the Town's CIP, budget, code etc. revealed a deep commitment to maintaining a small town feel and control over the health and safety of the public. The exploration phase provided insight into how the Town approaches decision making and ultimately makes difficult choices. Various components of each resource revealed the Town has been diligent in updating various components including the municipal code and land development regulations. The process of the visioning plan is weighing heavily on the minds of many key decision makers. Some are concerned with making the wrong decision while others do not want to inhibit progress. Several processes and programs could be enhanced with minor tweaks to align policy statement with procedure and assist the efficiencies of day to day operations. Key questions referenced in the methodology section, to understand capabilities were developed to review with staff during the next exploration phase of Deliverable 3, at which time assessment based recommendations can be made.

Use in Future Deliverables

The success of future deliverables is reliant on Haskell's familiarity with existing town policy, procedures, methodology and culture. To prepare for Deliverable 3-5, findings from the extensive document review process frame questions and components of one on one meetings with leadership and public workshops. The observation narrative and lists of questions will be used when meeting with TOP leadership to understand what systems exist to manage project lists, prioritization and budget management. Identifying how the Town grade themselves on success measures, table projects for deferred programming and understanding what is known gaps in goal achievement, will support the visioning process.

Task 1 Conduct a Review of Past town Budgets, 5 year Look-back

Initial Assessment

Review of the Town's budget and recent audited financial statement indicates opportunities for process changes to address certain factors that indicate shortfalls to meet capital project needs and associated general expenses including mid-level staff. The Town's financial stability and lack of debt opens opportunities for varied funding strategies. With two major funding categories decreasing and other revenues stagnant, Haskell reviewed the documents relative to how the Town makes decisions so that when the time comes to make recommendations, there is a baseline of understanding tolerance to changes.

The result of the initial assessment is a list of questions to be used during the various workshops and one on one meetings with key staff. Recommendations for potential changes to the budgeting process and to address unmet requests made by staff through the budget, as well as recommendations within future deliverables to manage strategic vision elements, will be made after the workshops and meetings. Short and long term visioning goals will provide potential effects to the budget under Deliverable 5. Concepts that Haskell will consider include software and/or systems to increase efficiencies of existing staff, potential middle management level full time employee expansion and potentially additional strategies to increase revenue and maximize existing revenue.

Item Reviewed: TOP 2019/2020 Budget Final, see APPENDIX for full report.

Key Observations

A complete list of observations and Town questions can be found in APPENDIX:

- ◆ Budget availability could assist with indicated gap in services based on 2017 adopted strategic objectives.
- ◆ Zero debt carry since 2016 and excess percentage of required funds of 33% in General Fund indicate ability to pursue creative funding strategies or leverage strategies due to solid financial position. However, it is not clear what projects need to be completed.
- ◆ Funding categories typically used for transportation projects are decreasing by 50% or greater limiting, large capital projects ability to be completed.
- ◆ Specific financial strategy will need to be adopted to meet community needs and wishes.
- ◆ Additional staff, such as project management, may be needed should the Town choose a strategy that results in additional projects.

Task 2 Review CIP for Execution in Last 5 years

Initial Assessment

Haskell used the CIP review to understand how the Town prioritizes major projects. Similar to the budget review process, Haskell approached document review to identify elements that would affect the strategic vision goal selections. This resulted in a list of questions for Town leadership, community members and to consider when reviewing other documents including the Comprehensive Plan 2025, Land Development Code and committee minutes.

The Town clearly is completing major capital improvements regularly based on windshield assessments and community comments. Certain elements, such as vehicle replacement and commitment to life saving services is evident through executed CIP objectives. What is more difficult to follow from year to year based on the current format used between funds is how multiple project components are being met. While certain site specific projects are completed, the CIP approved projects typically are carried forward. This could be a reflection of funding availability, a day to day decision approach or the need to meet board directed guidance on projects. The budget showed a large carry forward which indicates major projects may not be completed. To form a complete assessment, Haskell will review questions and observations with staff to build a complete assessment during Deliverable 4, Conduct a SWOT Analysis.

Items Reviewed: CIP Project Lists and Budgets from 2015 to 2020. See APPENDIX for full report.

Key Observations and Questions

- ◆ CIP future investment without FEMA is at least 1 x's depreciation indicating acceptable replacement of owned assets.
- ◆ High level summaries indicate additional resources and tools may be needed to refine project planning, scheduling, budget, and delivery.
- ◆ Does the Town have a formalized process to prioritize funded CIP projects and track unfunded priorities to aid in targeting additional funding sources?
- ◆ Does the Town have a project management work flow process highlighting schedules, budgets, and deliverables?

Task 3 Review of Other Town Documents

After the exploration of the Budget and CIP, Haskell began reviewing various other town documents related to core decision making and the results of those decisions through meeting minutes, public comment and news articles. Haskell approached this task as a fact finding mission in addition to understanding how policy is implemented legally.

Each document was reviewed in its entirety. For the purpose of the deliverable, certain document sets were combined for the sake of meeting expected time frames such as meeting minutes and articles. With that said, document review will be an ongoing process as additional information is discovered or at such time when comments made require research to understand potential action to address in a future deliverable.

The following document assessment provides a brief narrative of findings by document. A complete assessment is included in the appendix and noted per document.

For a full report of findings, please see APPENDIX. Memo Review other documents initial assessment narrative

Comprehensive Plan 2040 Volume I & II

General Overview

The consistent themes amongst the Town of Orange Park's (Town) Comprehensive Plan 2040 (Plan) adopted in 2018, is centered around protection and health. Whether the health of the public, the water, the trees, quality of life, or economics, each element begins with "protect." This is indicative of all elements established within the Comp Plan 2040. The Plan is provided in two volumes, "Volume I. Goals, Objectives and Policies" and "Volume II, Support Document." The recent update provides a more succinct report that is easier to interpret for a regular resident. For the purpose of the Town Strategic Vision Plan 2040 (SVP) Deliverable 2, highlights of Volume I follow. The SVP future deliverables will consult the Plan "Volume II. Supporting Documents". The SVP will consider the projected stagnant residential population growth of the Town and explosive anticipated growth of Clay County, as a factor when developing strategies. The consultant Team will also review with Town staff regarding various deadlines that have passed to understand what tools have been established to meet the Plan.

1.0 Future Land Use Element (FLUE)

The 2040 FLUE sites the need to preserve the unique and historic TOP while understanding the equation to evolve and remain sustainable in changing times. A focus on more intense use close to existing infrastructure can concentrate all improvements to maximize outcomes. Additionally, the goals, objectives and policies reference the ability to manage the future while remaining flexible with rapidly changing times that affect how communities remain viable. The FLUE is also heavily influenced by local, regional, state and federal overlays, regulation and law. The FLUE outlines the need for redevelopment and provides adopted narrative for the use of a PUD as codified in the Town's ordinances as a tool to address such needs where zoning often cannot be used alone. Highlights include emphasis on mixed use, pedestrian friendly and protection of historic and livability aspects of Town. Finally, the Plan provides definition for mixed-use and intended zones.

Concepts to consider: The SVP will review various deadlines established within the Plan to understand what the Town has achieved. Also, a Plan update could consider higher density credits and allowing multi-use developments on minor collectors.

2.0 Transportation Element (TE)

The TE section specifically reflects on the Town's identity crisis that has been created through the dominance of SR17 and Kingsley Avenue. Repeated frequently is an emphasis on livability and connectivity through non-motorized network. While all elements are interrelated, the TE touches all other elements and except for the river, is the connection to all other agencies that provide services to or need the Town's approval to make decisions. The Plan emphasizes the need to support safe pedestrian mobility as a key to high service level of transportation. One element missing is a citation including aging and disabled individuals and the need to have accessible network in addition to continuous network.

Concepts to consider: Revision of mobility statement and adopted level of service (LOS) to reflect the FDOT updated Complete Streets programs. Update facility from a sidewalk to include multi-use and shared use facility trail width as identified in the 2016 Bikeway Plan and aging community needs.

3.0 Housing Element (HE)

The HE offers a unique opportunity for the Town to increase its attractiveness to new residents both short and long term and provide housing choices. The objectives within also highlight the 99 historic properties identified within the town limits creating its unique story. The HE and TE are closely tied especially as it relates to mixed use, density, and the willingness to choose different transportation options. Tools established through goals of the HE can assist in expanding town owned or managed properties to enhance the interconnectedness of various elements shared goals. The Plan does potentially inhibit annexation concepts to achieve goals.

Concepts to consider: Reestablish and update outlined incentives and consider additional incentives to private

industry if transportation choice is enhanced such as through dedicated transit stops, dedicated network access to existing paths or other programs for residents to utilize other transportation choice. The HE refers to residential character however, the Town does not have standards. The Town should consider design standards to guide character of refurbishments, renovations, remodels and rebuilds.

4.0 D Infrastructure Element (IE)

The IE of any Comprehensive Plan is reflective of the numerous regulations and governing bodies that assist in providing oversight for continuous services for water and other utility. IE is a major component of the Town CIP and is connected to the county and state systems. The Plan highlights of this section include the Town's Concurrency Management System and self-initiated activities around recycling and clean water education programs. While the future town population is not expected to increase, it will be important for the SVP process to keep in mind objectives and capacity of current facilities as it relates to long term objectives. The IE and the association with HE, TE and commercial development could potentially change facility needs. Additionally, state-wide resiliency related to rising tides and the effect of significant storms might add additional unexpected demand.

5.0 Conservation Element (CE)

The CE is an element heavily regulated by various overlays, districts and polices in addition to the TOP. The Town's eastern boundary of the St. Johns River, an American Heritage River, has been identified by the Town to enhance business offerings for water dependent business. However, that is only with a heavy emphasis to preserve and protect water quality. The Town is a designated Tree City and such, has memorialized continued participation in this program. As identified, opportunities exist to enhance the Town's image through the CE. The CE also directly supports the TE and HE through identified goals of smart growth and energy efficient transportation demand management. Additional recommendations include clarifying local objectives to meet various goals to take advantage of a new development.

6.0 Recreation and Open Space Element (ROSE)

ROSE provides a different perspective supporting the FLUE, TE and HE goals. The ROSE highlights significant natural resources and community assets to protect and maintain, as part of an overall state and federal comprehensive initiative. The ROSE also highlights the visitor nature of this element and the opportunity to attract visitors and/or lose residents to other locations if the service is not meeting expectations. While the Town is geographically small with significant constraints due to the proximity to the St. Johns River and Doctors Lake, Park Avenue and Kingsley, has a high LOS based on per acreage population. That Plan addresses the need to further property interconnectivity, continued maintenance and update to keep the projects appealing to young and old.

7.0 Intergovernmental Coordination Element (ICE)

ICE exhibits the Town's requirement to be extremely efficient and effective at working with other agencies. The Town's noted challenges require a reliance on successful intergovernmental coordination to meet Plan and SVP objectives and existing known needs including working with the St. Johns Water Management District, the Florida Department of Transportation, Jacksonville Transit Authority and Clay County to name a few. G.4.1 could be updated to reflect recent changes to the agreements for fire rescue with Clay County, challenges facing the town with JTA changes to local service, and FDOT improvements to the region.

8.0 Capital Improvements Element (CIE)

The CIE highlights the Town's intent to provide health and safety for residence and visitors. The CIE outlines when and how the projects identified will be planned for funding. The SVP will consider the success of the current capital improvement process and will review each department's full list of deficiencies with classifications based on LOS established in CIE when making recommendations. Of note is the 2022 deadline to study and consider the use of a mobility fee in lieu of traditional concurrency.

9.0 Public School Facilities Element (PSFE)

The PSFE is predicated by Clay County School Board and managed by them. The Town Plan does provide LOS for schools based on state standards. This element will play a role in SVP and various other Plan elements, specifically the FLUE and HE. While the Town population is not expected to grow, if a strong SVP goal of multi-use development is established, the PSFE will play a major role in proposed proportionate share.

Table 11. Plan Policy Update Deadlines by Element Before or Within SVP Project Timeline

Date	Policy
January 1, 2020	1.1.8 Identify and implement the development standards
January 1, 2020	1.1.11 LDR Amendment to permit mixed uses of individual parcels
January 1, 2020	1.10.1 LDR amendment addressing Airport Height and Hazard Zones
October, 2019	3.1.1 Plan adoption of recommendations related to housing permits
January 1, 2020	4.4.8 Update existing drainage maps to include natural and man-made
October 2018	5.7.1 Town adoption of Energy Conservation Map
Ongoing	5.7.4 Plan for an energy audit of all municipally owned facilities
April, 2019	7.1.4 Meeting of governmental agencies to coordinate
October 2018	7.2.1 Formal procedures agreement with Clay County and others
October 2018	7.2.4 Seek technical assistance for historic preservation
October 2018	8.2 List of ineffective, worn out and obsolete public facilities

Findings Administrative ADG

Town of Orange Park Deliverable 1

Perform an Assessment of current capabilities/needs

Website Assessment

Once website goals have been identified; our team will begin to look at key aspects of your site to identify ways to accomplish the defined goals. Below are the 9 areas we will review to determine your site capabilities.

1. Appearance

- Is it easy to navigate your website?
Yes. The content is clear and easy to read.
- Is your website aesthetically pleasing to others?
The background photo of the trees clashes with the text. The content is centered in the middle of the page, leaving a lot of space on both sides of the webpage. The pictures in the slide show don't represent essential elements of the Town of Orange Park.
- Is your website useful to other people?
The website provides useful information for the residents and visitors of the Town of Orange Park.

Observations:

- The width of the webpage is not being utilized. Currently, the text and images are centered within three columns.
- Social media icons should be more visual and use actual logo
- There is a lot of text on the landing page
- The contact information is centered on the bottom of the webpage
- Media links on bottom right side of the webpage appear to be a separate website
- The twitter link is not linked to the Town of Orange Park twitter page
- The council audio recording takes a while to load

Recommendations:

- The appearance of the website can be modernized.
- The photos in the slides should reflect what vision and essence of the Town of Orange Park represent.
- Change the size of the background photo to banner size.
- Add an events page to the toolbar. All event content (reflected on the right side of the page) should be added to this page.
- Move quick links horizontally across the bottom of the page
- Contact information should be reflected smaller on the page. Or create a contact us page.
- Create a multimedia page or YouTube page for videos

2. Content Quality

- Do you have top-quality content on your website?
Yes. The content is relevant and informational.
- Is your content appropriate for your target audience?
Yes. It appears to provide quality information to town residence and visitors.

Observations

- The content quality is good. The website's content is informative and resourceful.
- Residents and visitors are provided information that is relevant and valuable regarding the Town of Orange Park. The content is spread across numerous pages. For example: the town mayor, town clerk and town manager is on three different pages.
- Three sections of the landing page reference events: the calendar, upcoming events, and special events.

Recommendations

- The content can be organized in a way that is more engaging and inviting.
- Some of the pages can be combined, so that users don't have to click through so many pages to get information.
- Create an events section in the toolbar and include the calendar, upcoming events, and special events.
- Combine all other relevant content to one page.
- Update content for accuracy.
- Accuracy in font sizes and titles

3. Ease of use

- Is it easy to navigate your website?
Yes
- Is your website useful to other people?
Yes.
- Do your web pages load very quickly?
No. Page Speed: 19.8 seconds. Webpages should load within 3 seconds. Slower webpages cause visitors to abandon your site.
- Can your visitors contact the administrators of your website if they wish to do so?
Yes. The contact information is displayed on the landing page of the website.

Observations:

- The website is user-friendly and self-explanatory.
- Each tab in the toolbar contains all relevant content for that section.
- The text on the web page is clear and concise.

Recommendations:

- Reduce the number of pages within the website.
- Condense the information on each page.
- Combine all other relevant content to one page.

4. Brand Consistency

- Is your brand consistent on your website?
The Town's brand is unclear. There is an opportunity to develop imagery to assist with creating a fresh image to support the Vision 2040 plan.

Observation:

- *Logo is not reflected on website. TOP logo should be reflected in the header of the landing page.*
- *The brand colors are consistent throughout the website.*

Recommendation:

- *The logo created by Emily could be used in the header of the webpage and throughout the site*

5. Mobile Accessibility

- Is your website accessible through mobile devices?
Yes.

Observation:

- *The mobile website is useful and reflects the information clearly.*
- *The readability of the text is good.*
- *The word "government" is cut off in the menu drop down*

Recommendations:

- *Condense the amount of text reflected on the mobile website*
- *Display menu options as categories on the mobile landing page*

6. Structure

- Do all areas of your website function properly and effectively?
Yes.
- Which code is being used when building the website?

- Reduce number of JavaScript files
- Remove unnecessary words like “welcome” from heading

8. **ADA Accessibility**

- Is your website ADA accessible?
Yes.
- Is the ADA accessibility logo visible on your website?
Yes.

Observations:

- When the font is enlarged for ADA accessibility, the text is jumbled
- The voiceover command speaks quickly
- The voiceover reference links that are not visible on the webpage

Recommendations:

- Allow the text to spread out when the font is enlarged
- The voiceover should speak a little slower
- Remove the invisible links on the webpage

List of links labeled as “undefined”: Please click on the link to review the error.

1. Slider-3.jpg
2. Slider-2.jpg
3. slider-7.jpg
4. slider-5.jpg
5. Slider-4.jpg
6. Slider-6.jpg
7. OPTownPhotos-064-300x200.jpg
8. dog-treats-300x200.jpg
9. OPTownPhotos-012-300x200.jpg

10. https://www.townoforangepark.com/wp-content/uploads/2017/03/OPTownPhotos-046-300x200.jpg width="300" height="200">
11. https://www.townoforangepark.com/wp-content/uploads/2017/03/jobs-1.png style="background-color:rgba(255,255,255,0.5); padding:2px; margin-left:40px" width="150">
12. https://www.townoforangepark.com/wp-content/uploads/2017/03/pavilion.png style="background-color:rgba(255,255,255,0.5); padding:2px; margin-left:10px" width="150">
13. https://www.townoforangepark.com/wp-content/uploads/2017/03/inspections.png style="background-color:rgba(255,255,255,0.5); padding:2px; margin-left:40px" width="150">
14. https://www.townoforangepark.com/wp-content/uploads/2017/03/utility-payments.png style="background-color:rgba(255,255,255,0.5); padding:2px; margin-left:10px" width="150">
15. https://www.townoforangepark.com/wp-content/uploads/2017/03/special.png style="background-color:rgba(255,255,255,0.5); padding:2px; margin-left:40px" width="150">
16. https://www.townoforangepark.com/wp-content/uploads/2017/03/agenda.jpg style="background-color:rgba(255,255,255,0.5); padding:2px; margin-left:10px" width="150">
17. https://www.townoforangepark.com/wp-content/uploads/2019/08/town-code.png style="background-color:rgba(255,255,255,0.5); padding:2px; margin-left:40px" width="150">
18. https://www.townoforangepark.com/wp-content/uploads/2019/08/code-complaints.png style="background-color:rgba(255,255,255,0.5); padding:2px; margin-left:10px" width="150">
19. <ul class="search-form-container"><div class="search-toggle"><i class="fa fa-search"></i></div>
20.
21.
22.
23. content/uploads/2017/03/weather-sm-b.png" alt="Weather icon" title="Town Weather">
24. <a >here<="" a="" a><="" href="https://orangepark.portal.iworq.net/portalhome/orangepark" rel="noopener noreferrer" target=" blank">
25. <a ><="" a="" a><="" class="screen-reader-text" href="#search-container">
26. <a ><="" ><img="" a="" a><="" href="https://www.townoforangepark.com/town-government/jobs/" src="https://www.townoforangepark.com/wp-content/uploads/2017/03/jobs-1.png" style="background-color:rgba(255,255,255,0.5); padding:2px; margin-left:40px" width="150">
27. <a ><="" ><img="" a="" a><="" href="https://www.townoforangepark.com/departments/economic-community-development/parks-recreation/park-rental-information/" src="https://www.townoforangepark.com/wp-content/uploads/2017/03/pavilion.png" style="background-color:rgba(255,255,255,0.5); padding:2px; margin-left:10px" width="150">
28. <a ><="" ><img="" a="" a><="" href="https://www.townoforangepark.com/departments/economic-community-development/building-inspections-permitting/" src="https://www.townoforangepark.com/wp-content/uploads/2017/03/inspections.png" style="background-color:rgba(255,255,255,0.5); padding:2px; margin-left:40px" width="150">
29. <a ><="" ><img="" a="" a><="" href="https://www.townoforangepark.com/departments/public-works-department/billing-info/" src="https://www.townoforangepark.com/wp-content/uploads/2017/03/utility-payments.png" style="background-color:rgba(255,255,255,0.5); padding:2px; margin-left:10px" width="150">
30. <a ><="" ><img="" a="" a><="" href="https://www.townoforangepark.com/departments/economic-community-development/parks-recreation/special-events/" src="https://www.townoforangepark.com/wp-content/uploads/2017/03/special.png" style="background-color:rgba(255,255,255,0.5); padding:2px; margin-left:40px" width="150">
31. <a ><="" ><img="" a="" a><="" href="https://www.townoforangepark.com/town-government/town-clerk/meeting-agenda/" src="https://www.townoforangepark.com/wp-content/uploads/2017/03/agenda.jpg" style="background-color:rgba(255,255,255,0.5); padding:2px; margin-left:10px" width="150">
32. <a ><="" ><img="" a="" a><="" href="https://library.municode.com/fl/orange_park/codes/code_of_ordinances" src="https://www.townoforangepark.com/wp-content/uploads/2019/08/town-code.png" style="background-color:rgba(255,255,255,0.5); padding:2px; margin-left:40px" target=" blank" width="150">
33. <a ><="" ><img="" a="" a><="" href="https://talktomycity.com/search/OrangeparkCode" src="https://www.townoforangepark.com/wp-content/uploads/2019/08/code-complaints.png" style="background-color:rgba(255,255,255,0.5); padding:2px; margin-left:10px" target=" blank" width="150">

Signage

We will provide a signage checklist for Town staff to complete. After completion and all signage goals have been identified, our team will begin to look at key aspects of your signage to identify ways to accomplish the defined goals.

The town is in the process of implementing new 4ft x 8ft digital signage on the corner of Kingsley and US 17. This new signage will be a great way to communicate with all individuals that pass this area daily.

Recommendations:

1. Is your signage effective? There is a lack of consistency with TOP signage. The signage is small and not consistently branded.
2. How could it be improved? More consistent signs.
3. Need for additional signage? Yes
4. What steps you will need to take to make your signage more effective?
5. Are there any additional deficiencies? There is a great opportunity to create a greater sense of arrival. This can be accomplished through signage and attractive landscaping. All elements must consider all of the Town's signage codes. Creating a gateway appearance will allow for greater visibility and possibly slow traffic. This may also attract visitors that typically pass through the area to slow down and be curious about what the town has to offer.

Bills

We will review all bills related to external communication needs to identify cost savings for the department.

We have reviewed the recently updated utility bills that are used for messaging to the community. We agree this is a great way to reach all residence. We suggest continuing to use this method and potentially get area business to advertise to gain revenue.

Letters

Our team will review all letters related to external communication for departmental accuracy and consistency. Once the assessment is complete we will work with staff to identify any updates or changes that need to occur to create a level of consistency across departments.

Alternative modes to communicate town messaging:

1. Social Media
2. Text Messaging
3. Messaging on website (have a separate page that discuss town events/notices)
4. Continue using Utility Bills
5. Send mailing through constant contact (collect a variety of email addresses)
6. Phone bank call to those who aren't technical savvy
7. New Town digital signage
8. Provide flyers to busier area businesses/churches

Internal Administration

Our team will take a comprehensive approach when reviewing and assessing all modes of internal communication for consistency, accuracy and appropriateness. Our approach will be systematic to ensuring that your goals, mission and vision are understood. We will review your organizational chart to identify responsible staff members and meet with each department to identify roles and define responsibilities. Our comprehensive assessment will include:

1. Email / communication recommendations

We are aware that not all staff members have access to a computer, therefore they also do not have access to company emails. It is our recommendation to add e-mail access to all employees' mobile devices with the expectation of them checking their devices only during working hours. This will assist with overall departmental messaging.

2. Standard practices

TBD

3. Employee Handbook recommendations

Sexual Harassment (Me-Too Movement Accommodations)

- Define sexual (and other forms of) harassment and include examples of prohibited conduct.
- State that it applies to employees at every level of the organization, as well as to applicants, clients, customers, and other third parties.
- Set forth a clear complaint procedure and offer employees multiple avenues through which they can report potential violations. This includes the ability to also report a supervisor in case the supervisor is the accused.
 - The current verbiage states "You are required to IMMEDIATELY report any unsafe practices or conditions to your supervisor."
- Encourage employees to report inappropriate conduct, without fear of reprisal, whether they are a victim or a witness.
- Assure employees that complaints will be taken seriously, and the company will conduct a prompt, impartial, and thorough investigation.
- Indicate the company will maintain confidentiality to the extent possible.
- Encourage employees to respond to questions or to otherwise participate in investigations regarding alleged harassment.
- State that the company will take immediate and proportionate corrective action if it determines that a violation of the policy has occurred.
- Stress that all employment decisions are based upon one's qualifications and capabilities to perform the essential functions of a particular job, without regard to protected characteristics.

Safety

- Incorporate Active Shooting Procedures

Data Risks

- Minimize the risk of security breaches and cyberattacks with a data privacy policy limiting how data is accessed, transferred and stored.

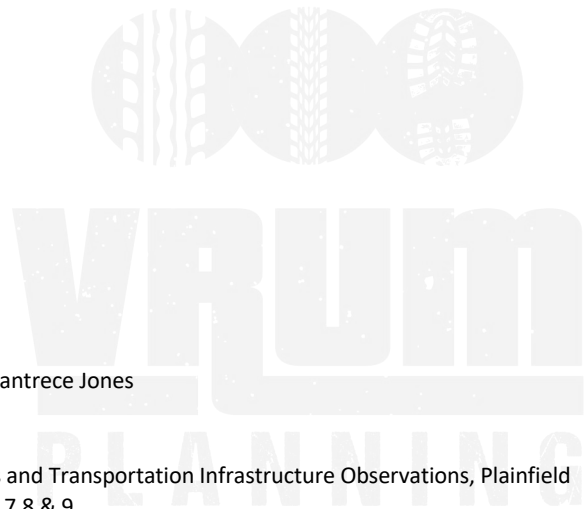
Social Media

- Inform employees of proper social media conduct, including language used when talking about the company and limits on accessing personal accounts at work.
 - The current language does not specify the prohibited language

Smoke Free Workplace Policy

- Re-work smoking and drug use policies in light of growing e-cigarette use and new state-level laws regarding the legality of medicinal and recreational marijuana.

memo



VRUM Planning

To: Chris Flagg, Shane Dankworth
From: Heather Neville
CC: Mikhail Alert, Allan Iosue, Kelly Maniken, Cantrece Jones
Date: December 3, 2019
Re: Deliverable 1, Task 1: Walk Audit Site Visits and Transportation Infrastructure Observations, Plainfield Ave & River Rd. Alternate Corridor Zones 6,7,8 & 9

The following collection of observations were made between October 9th Kick Off Meeting, October 20th Fall Festival, November 13th Walk Audit Prep meeting and December 5th Final Walk Audit route visit.

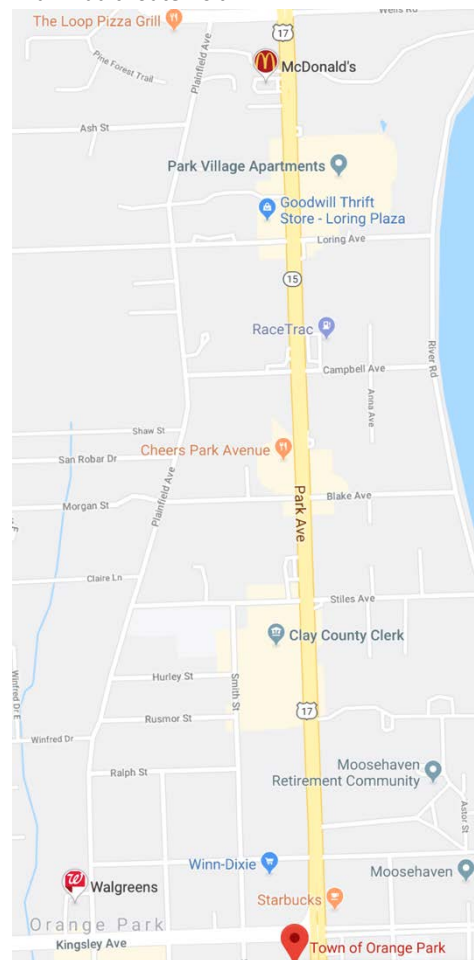
October 9th Windshield and Desktop Observation of Wells Rd. Plainfield Avenue, River Road, Kingsley Ave. West and East, ZONES 6,7,8,9

The observation area provides a unique existing parallel network for both motor vehicles and non-motorized transportation. The combined distance reviewed includes approximately 3.75 of continuous sidewalk mostly behind a curb with the exception of an approximate 1,105-foot gap on the local road section of Wells Rd. east of Park Ave./US17. That segment is paralleled by commercial drive ways where the Best Bet track is located on the south and a professional office park is on the north. The north and south end of the review area had signaled crosswalks at Kingsley Avenue and Wells Rd.

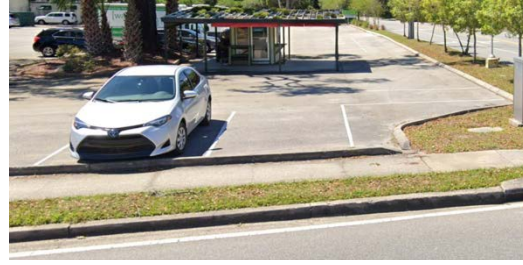
The Wells Rd. crossing with 5 northbound lanes creates a wide intersection and increased exposure time for pedestrians. The number of lanes is related to an interstate on ramp just north of the intersection. While all striping including through motion skip lines and ladder cross walks are highly visible, motor vehicles were observed staging in the pedestrian zones. While pedestrians were not present during this site visit, this type of environment typically does not appeal to those who have other options to choose.

Wells Rd. at Plainfield Ave. creates a site distance issue when turn south onto Plainfield Ave. When moving through the intersection from Plainfield Ave. onto Wells Rd., oncoming vehicle speeds are difficult to interpret due to the curve from the west.

Once on Plainfield Ave. it is noticeably less traffic. School zones did have signs but did not have painted zones. Speed is posted at 25 mph. The street is lined with conflict points, mostly consisting of residential driveways. The sidewalk is mostly well maintained. The majority of the sidewalks suffer from extensive leaf build up, especially when adjacent to flower beds.



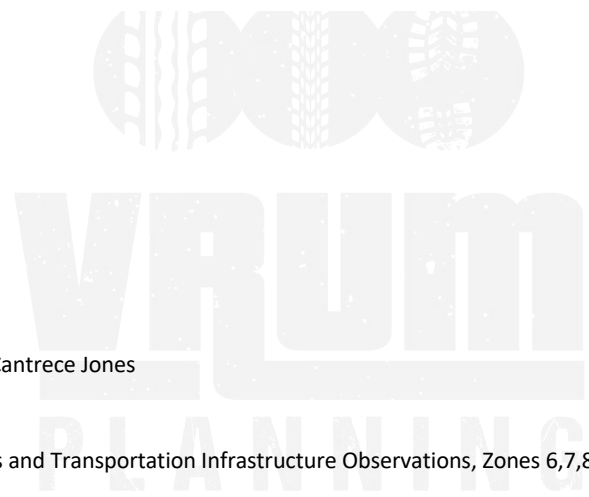
Approaching Kingsley Ave. on Plainfield, when you reach the commercial zone, sidewalk service is available on both sides of the road. Crossing Plainfield Ave. at Kingsley is assisted by a light with a basic crosswalk. The south east corner outside crosswalk stripe shares the same line with the turning lane outside stripe. This creates a hazardous walking condition and compressed staging area for pedestrians. Through movements are not striped. This could be an enhanced feature in channeling motor vehicle movements through the intersection.



Kingsley has sidewalk in both directions with a buffered bicycle lane in the westbound portion. The sidewalk is adjacent to existing parking lots where raised stop bars about the concrete area. Motor vehicle bumpers were noted hanging over the stop bars narrowing the sidewalk for ADA needs (picture top right). TOP could consider reviewing this condition and defining remedies that would prevent this from occurring. While a smaller vehicle may not impede to the point the facility is out of compliance, a larger truck could. The area is also marked with frequent driveway cuts, in some cases continuous service driveways for more than 25 feet. This creates conflict points for both motor vehicles entering and exiting as well as longer exposure times for vulnerable road users. Delivery drivers were observed utilizing the buffered bicycle lanes but it was also observed there is not another option for some of the older commercial properties. TOP could have the FDOT do a study to review for unnecessary curb cuts and a delivery/transit stop study to determine options to increase safety for all road users.

Memo – Deliverable 1 Task 1 Wells, Loring, Gano, Railroad Walk Shop and Transportation Infrastructure Observations

memo



VRUM Planning

To: Chris Flagg, Shane Dankworth
From: Heather Neville
CC: Mikhail Alert, Allan Iosue, Kelly Maniken, Cantrece Jones
Date: December 3, 2019
Re: Deliverable 1, Task 1: Walk Audit Site Visits and Transportation Infrastructure Observations, Zones 6,7,8 & 9

December 5th Walking Audit and Site Observation of Wells Rd. Plainfield Ave., Loring at Park Ave., Kingsley Ave., Doctors Lake Dr., Holly Leaf Ln, Milwaukee Ave., Smith St. and Town Hall Property.

The following collection of observations were made December 5th as a final site visit in preparation for the December 7th Walk Audit event.

Three routes were reviewed to assess existing infrastructure for non-motorized transportation options, transit opportunities and to determine walk audit needs. Needs include any added ADA requirements, taking of notes regarding the existing conditions related to walking hazards, observations of various road users and talking points for walk audit attendees’ discussions.

Overall, all three routes had reasonably safe connectivity for non-motorized transportation. The motoring public is afforded mostly expected conditions since the town has an extensive network of separated facility in the form of sidewalks (s/w) and crosswalks (c/w). Where gaps exist, there is noticeable causes for incomplete network including utilities, railway lines, streams and residential property. Signage is readily used to inform all road users of expected conditions. Stripping and painting could be enhanced or replaced in several areas. Those are noted below.

Where the town facilities meet state facilities, there are notable deficiencies. These include disconnected s/w, broken s/w, missing and faded c/w painting, utility pole impediments and non-ADA compliant grading.

Some areas provided overhead lighting, however a second visit at night would be required to assess that feature.

During the morning of December 5th, two crashes had occurred just before the site visit began. One at Wells Rd. and Plainfield Ave. and the other at Milwaukee Ave. and Smith St.

After a brief conversation with the police officer at Wells Rd. and Plainfield, it was discovered that this intersection is known to have frequent near misses and collisions during peak travel times due to cross section site line geometry, turning lane motor vehicle queuing and speed. The crash this morning involved a truck turning southbound onto Plainfield Ave. from Wells Rd. where an oncoming car t-boned the truck due to the inability to see the truck turning across their path and lack of time to react. The officer mentioned he did not believe the car to be speeding. This road is managed by OPPD but is a state road facility. The town could consider approaching FDOT to perform a traffic study to better understand this intersection for potential safety improvements.

The second crash location, Milwaukee Ave. at Smith St., determined by the police was due to a motorist not abiding the stop sign.1 The officer could not recall if a crash had occurred at this intersection before.

The following observations are listed in order visited. Each has accompanying narrative. Observation limits were where a major collector, minor collector or local road intersected.

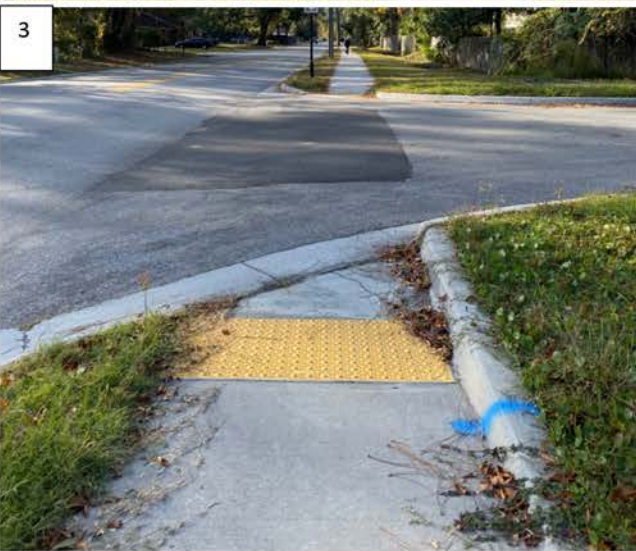
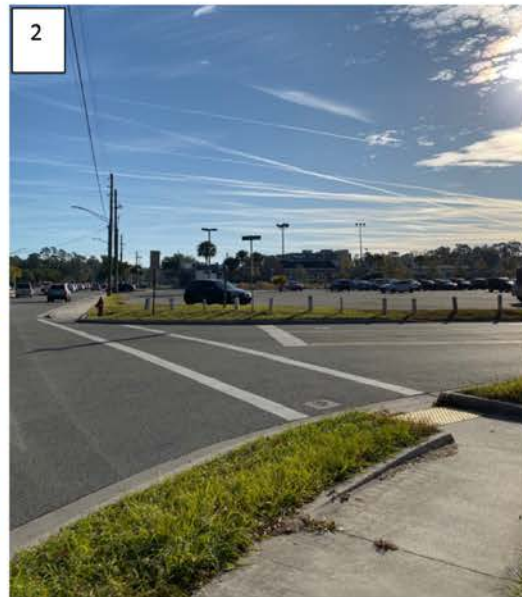
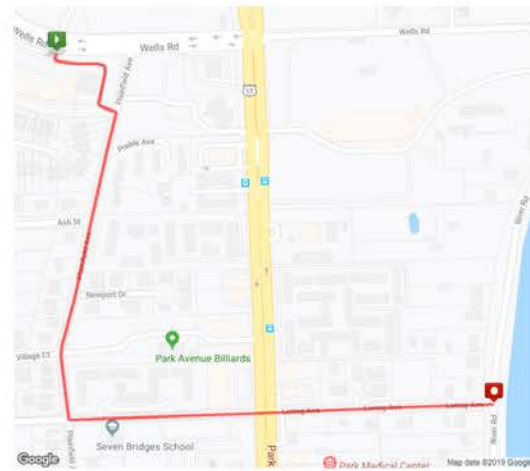
All images are saved to the Haskell TOP SVP Files in Dropbox “Town of Orange Park” being managed by ADG Communications.

Time of Day: 8:00AM – 10:30AM, 46 degrees F.

Route 1: Wells Rd. at Plainfield Ave. to Loring Ave. at River Road.

Location 1: Plainfield at Wells Rd:

- Typical curb and gutter with s/w. Wells Rd. is a 4-lane divided highway with curve west of the intersection. Posted speed limit is 30 mph. Wells Rd. has a s/w terminus on the north side of the street near Plainfield Ave. that does not provide a crossing to the continued service s/w on the south side of street.
- Utility poles impede the 5-foot s/w cross section just west of Plainfield. See image 1.
- Striped crosswalks exist for the Wells Rd. s/w service at Plainfield Ave. See image 2.



- Overgrown landscaping at curb/ramp area creates slippery conditions for elderly and those who require assisted walking devices. Track pad coverings inhibit those who utilize texture changes to understand orientation and could be confusing about the environment. This also creates slippery surfaces for bicycle users where the texture change occurs.
- Plainfield Ave. s/w extends with continuous service to Loring Avenue.
- S/w service is not provided on Loring Ave. Plainfield Ave. s/w provides a c/w at Loring Ave. which gives non-motorized dedicated crossing to continue on Loring Ave. at the travel lanes.

Location: Loring Ave. at Park Ave. and to River Rd.



- Loring Ave. does not provide dedicated s/w service between Plainsfield Ave. network and River Rd. network. The existing cross section provides curb and gutter for stormwater management and utility poles within the clear zone of the travel lane surface on the south side of the road. The north side of the road has a landscaped strip behind the curb that connects to a commercial retail center paved surface. The area is currently utilized as a walking or driving surface and is not striped for parking. This continues short of the s/w at Park Ave, (see Image 4).
- The space between is a combination of dirt and some grass behind the curb. Worn paths and bicycle tire marks in the sand indicate the area is currently used by walkers and cyclists



regularly, see image 5. The areas surface obstacles including degraded earth behind the curb, does not allow for wheelchairs to ride and thus, they must exit the paved surface to go around the curbed area into a head on condition with right turning traffic to reach the s/w to continue north or endure a long exposure time within Loring Ave. to travel south, see Image 6.

- Park Ave. s/w north west of the intersection is damaged behind the curb and the track pad is cracked and worn. Sand is breaching the cracked curb area increasing walking hazards for those using walking assistance devices, see Image 7.



- Challenges for those crossing with small children, with a stroller or grocery trolley, in a wheel chair or using a walking device, would have a difficult time with the crosswalk timing since there is not an expected route if crossing Park Ave. nor areas of refuge if continuing travel on Loring Ave. for the 93-foot crossing. A conflict point exists at various spots around the crossing. Notably where there are right hand turns from Park Ave. onto Loring Ave. both east and west. C/w timing is up to date.
- Crossing Loring Ave. on Park Ave. at the sidewalk is possible with the enhanced feature of the dedicated crosswalk. The crosswalk usable space is reduced due to the proximity of the outside edge closest to the motor lane aligning with the travel lane outside stripe. This brings the



motor vehicle traffic with posted speed at 40 mph within less than 1 foot of the exposed road user creating a higher stress environment.

- The presence of a residential road sign “Drive Like Your Kids Live Here” could indicate that local residents feel there is a speeding issue by those utilizing Loring Ave. to reach destinations beyond the residential road area, see image 8. While Loring Ave. is a residential road, the presence of one of only two signalized crossings for Park/Avenue US17 indicate they may have additional motor vehicle trips than other residential roads.
- Upon turning back toward the commercial parcel, the challenges facing a vulnerable road user are evident. See image 9.



- Other noted items include missing signage on the c/w pole. See image 10.
- River Rd. on Loring Ave. provides a typical two-lane residential road with curb and gutter. Above ground electric utilities and proximity of private residential lots exist within the r/w.
- At River Rd. there is a 4-way stop condition with signage and stop bar. While a c/w does not exist, the presence of a 4-way stop provides an opportunity for all road users to better interpret different modes. See image 11.



12



13



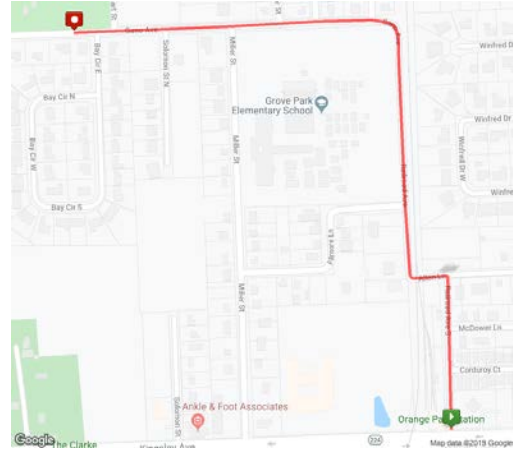
14



15



Location: Railroad Avenue at Kingsley to Gano Ave. at OPAA complex.



- This area was reviewed for potential parallel connectivity options and current features from the main route of Kingsley Ave. providing service for the community zones 9 & 10.
- Railroad Avenue and the Railroad Depot offer commercial space and transit/lite rail/trail head planning site options. There is available improved and unimproved surface parking that is currently rock and grass space totaling approximately 35 to 40 parking spaces. See image 12.
- Railroad Ave. S. has a dedicated c/w connecting the existing Kingsley s/w network. A buffered bike lane for westbound cycling connects at Railroad Ave. An at grade pedestrian crossing exists at Kingsley Ave s/w with updated pedestrian features.
- An existing rail crossing at Allen Ln. provides motor vehicles and pedestrians, alternate connection across the rail line. Railroad Ave. north of Filmore Ln. is a dirt road. While the road is named, it exists within the Seaboard Coastline RR r/w. This section runs parallel with Grove Park Elementary school and continues south of Kingsley Ave. parallel to Doctors Lake Rd. and trail facility. See image 13.
- Once on Filmore Ln., a newer residential development exists with updated residential roads that include curb and gutter with 5' s/w service. See image 14.
- S/w service continues from Filmore Ln. to Miller St. and Gano Ave. connecting the neighborhood elementary school, local church and Orange Park Athletic Association facilities. Areas around OPAA could be enhanced with additional signage at expected pedestrian crossings to s/w network.
- Gano Ave. could be reviewed for added striping to enhance speed management through design elements. All c/w are painted with enhance ladder design and provide advance signage on decorative poles.
- The school zone area could be enhanced with additional striping and painting, especially at c/w.

Location: Kingsley Ave. at Doctor's Lake Dr. to Town Hall at Smith St.

16



- The Kingsley Ave. and Doctors Lake Dr. intersection should be reviewed with FDOT under a study. Study focus could include traffic safety review, safe access and connectivity, speed management through design and enhanced intersection design for vulnerable road users and general intersection improvements.

- Railroad Ave. and Kingsley Ave. alignment provide a unique set of challenges for through traffic movements.

- A signalized c/w of Kingsley exists but requires users from the Doctors Lake Dr. trail and s/w to cross Doctors Lake Rd. heading east in order to cross Kingsley to continue onto west s/w service network.

- Kingsley Ave. stripping is very faded. Directional skip lines are not present and could enhance motor vehicle channeling through the unconventional intersection movements. See image 16.

- Motor vehicles heading east bound making right hand turns stage within the c/w at both Doctors Lake Dr. and Railroad Ave. See image 16.

- This area of Kingsley offers a painted buffered bike lane eastbound service before Plainsfield Ave. where Kingsley Ave. becomes 3 travel lanes.

- S/w service is overgrown as it approaches Kingsley Ave. on Doctors Lake Dr. This combined with the elevation change to reach the c/w button makes it difficult for those with disabilities, on bicycles or during rain events. This section is within the state-maintained section. See image 17.

- Doctors Lake Dr. provides a trail width of 8 feet which narrows at Holly Lake Dr. See image 18. This section of Doctors Lake Dr. curve is not signed. Crossing to Holly Lake Dr. from the trail/s/w is a challenge due to the blind curve.

- Holly Lake Dr. is a typical residential road with curb and gutter 2 lane cross section without s/w. Road users can connect to the Milwaukee Ave. s/w network by way of Dogwood Ln. south of Holly Leaf Dr. There is not connected s/w across Doctors Lake Dr. or a c/w however there is clear site lines of oncoming motor traffic versus Holly Lake Dr.

17



18



19



20



21



- Milwaukee Ave. offers dedicated service with s/w from Doctor's Lake Dr. to Park Avenue connecting zone 4.

- There is approximately 885 feet of s/w gap at a protected

environment between Carnes St. and Plainfield Ave. See image 19. This section creates an unsafe walk zone due to additional barriers to keep motor vehicles from leaving the travel lane and potentially harming the stream.

- An alternate route existing down Carnes St. connecting to Plainfield Ave s/w network by way of Nelson Dr., a local two lane residential low traffic volume option. This alternate route works for recreational use, but impedes non-motorized transportation as it increases distance required to travel from 800 feet to 3000 feet.

- Milwaukee Ave. s/w service continues to Smith St which bisects the Town of Orange Park major municipal service offices including Town Hall, Fire Department, Police Department, park, playground and pavilion.

- There is not continued s/w on Smith St. See image 20.

- There is no signage or stripping to indicate to motors pedestrians may be crossing at Smith St.

- Stowe Ave. provides s/w. There is not a dedicated c/w to reach the Town's municipal offices except at Park Avenue.

- Stowe Ave. angled parking creates a line of site issue when exiting the commercial space south of the Town properties. See image 21.

- Town Hall properties provide dedicated s/w throughout the property connecting to s/w service on Kingsley Ave. and Park Ave. All facilities within the municipal zone provide ADA access including ramps to the Pavilion raised stage area.

- At the time of the site visit, the area was clear of branches and the s/w adjacent landscaping was clear.

memo

VRUM Planning

To: Chris Flagg, Shane Dankworth
From: Heather Neville
CC: Allan Iosue, Mikail Alert, Kelly Maniken, Cantrece Jones
Date: December 20, 2019
Re: Deliverable 1, Task 1, Infrastructure Site Visit and Observations, Kingsley Ave. and Park Ave.



The following review reflects 3 separate visits to the intersection of Kingsley Ave. and Park Ave./US17. The location was visited on October 20 during Fall Festival, November prior to a meeting with the town and December 5th. On all three occasions, a windshield review and walking audit was completed. To prepare this document, a desktop review was also performed.

Key observations:

Based on data provided by the FDOT, the 6-lane cross section of Park Ave./US17 provides service to 80,000 motor vehicle trips per day through this intersection. Both Kingsley Ave. and Park Ave. provide some pedestrian features, but the primary purpose of the intersection accommodates motor vehicle through traffic highway for commuting vehicles.

Crossing this intersection on foot or by bicycle is not comfortable. Posted speed limits are 40 mph. The amount of motor vehicles observed is reason to believe excess speed is not achieved during most normal business hours or peak hours. The volumes require pedestrians and cyclist to find dedicated c/w to provide a gap in traffic to make it across the road.

C/w are signalized with basic c/w stripe. The stripping is faded across Park Ave and across Kingsley Ave. east. See image 1.

The outside travel lane striping proximity to striped crosswalks creates a high stress situation since there is no buffer. The 6 – lane section also leaves vulnerable road users exposed with motor vehicle through conditions happening even when the pedestrian signal is lit. The absence of skip lane for motor traffic through the intersection could create

1



unexpected turning radius maneuvers. The outside travel lane stripe is adjacent to the curb with a landscaped clear zone of less than 2 feet from all directions. See image 2.

2



The c/w signals at the southwest corner are reversed. See image 2.

The northwest corner provides an island refuge buffer between the right turn slip lane onto Kingsley Ave. The curb cuts for pedestrian channeling are at right angles and less than 5 feet wide when measured from center. This turning radius is difficult for wheel chairs, strollers and bicycles, increasing the time it takes to stage for the next crossing. See image 3.

3



The remaining 3 corners are sweeping right hand turns with zero percent entry sweeping curbs. This exposes pedestrians due to sweeping turn motions.

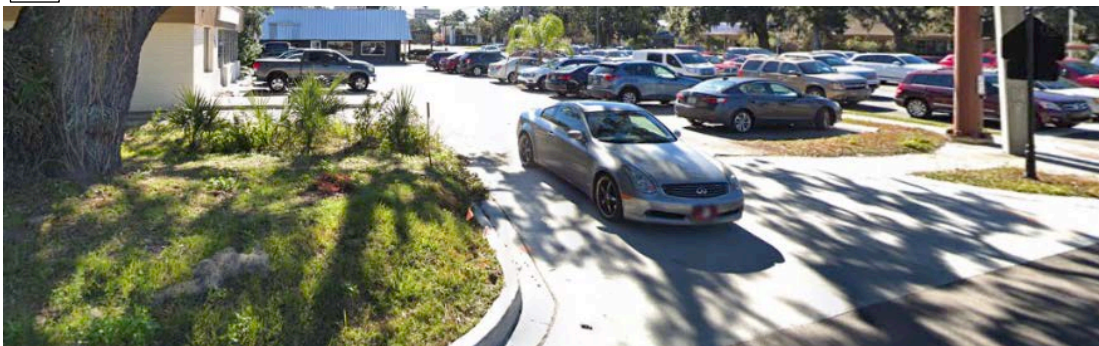
The Town and FDOT could consider various enhancements to increase safe interconnected access for vulnerable road users. Concepts include raised buffer, refuge, signal timing changes, pedestrian walk over and stop on red conditions.

Kingsley Ave. east of US1 creates a stress-free environment with an updated road including 2 lane separated cross section, s/w and dedicated c/w with mid-block separation. See image 4. The Town could consider providing s/w connectivity on Kingsley Ave. east of US1 where a gap exists just beyond the intersections connecting the new section to the main thoroughfare. See image 5. Town leadership is aware of the condition.

4



5



memo



VRUM Planning

To: Chris Flagg, Shane Dankworth
From: Heather Neville
CC: Allan Iosue, Mikhail Alert, Kelly Maniken, Cantrece Jones
Date: October 23, 2019
Re: Fall Festival site visit, transportation system & choice observations

VRUM Planning visited the Town of Orange Park on Day 2 of the 2019 Fall Festival. The original intent was to visit on Day 1 but due to severe weather, VRUM decided it would be more beneficial to observe when attendance was higher.

First a windshield observation was made by driving on Plainfield, Kingsley East and West, Smith St. north and south of Kingsley and down to Holly Point and around Smith St.

Second a walk to, through and exiting the event was made from the parking area south of Town Hall in the professional and health services parking lot.



Overall the event is very well planned. The event space surrounds the entire municipal complex including Town Hall, the Police Department and Fire Station including road closures. Vendor spaces are well placed. Where under the large oak trees, noticeable effort is given to protect the root structures. Event attendees seemed to be largely families or adults with children. A noticeable occurrence was the times attendees and vendors were found hugging one another. Even with thousands in attendance, it gave a sense of a local event.

The town hall area had event attendees entering from all directions by foot. A shuttle service from a park and ride was offered from Moosehaven. The shuttle service was not observed during the visit. Ridership numbers were requested from TOP events coordinator. It was expected the event attendance to be nearly 20,000 on Sunday.

Vehicle traffic circulating around the event went smoothly with minimal delays. Noticeable issues while driving included excess pedestrians in narrow sidewalks causing staging problems at Kingsley and Park Avenue and parked vehicles causing site distance issues at intersections. Walking observations included discontinued sidewalk service placing pedestrians into roads reducing LOS, lack of staging for pedestrians while waiting to cross and increased speeds of through traffic off of Park Avenue into local roads creating hazardous walking conditions.

Only 2 bicycles were observed parked throughout the entire visit. No bicycles were observed in operation.

Below are various observations with images:



In the image to the left, pedestrians in the crosswalk heading south on Park Avenue at Kingsley. The crosswalk is approximately 8 feet wide while the sidewalk is 5 feet with service on both Park Ave. and Kingsley. Pedestrians had to weave and narrow to fit on the sidewalk facility. Through motor vehicle traffic is posted at 40 MPH where the edge of the crosswalk is less than 2 feet from the outside edge of the travel lane.



Entrance to the kids zone area at Smith St. and Stowe Ave. This entrance to the event is well blocked and signed keeping motor vehicles out. The children's event area is placed beyond the feature at a reasonable distance to give time if needed to manage vulnerable young road users buffer from an open road. The event uses bicycle fencing which aides in event management and can be moved quickly if an emergency arises.

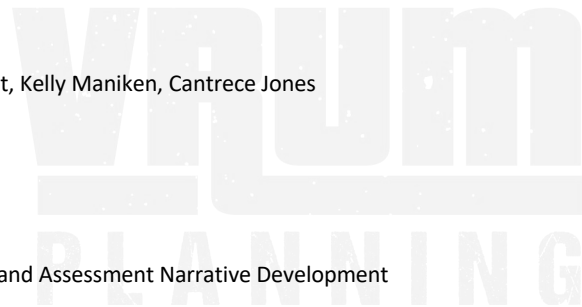
Event vending was located both on the parking surface area and under the tree canopy surrounding Town Hall. Event space was maximized by utilizing surface parking for tents, leaving a large area for pedestrians of all abilities to navigate the event. Maps were distributed by volunteers at the three main entrances of the event area. Guidance to vendors provided appropriate measures to manage the weather. All vendor set up seemed unharmed by the severe weather the day before.



Vendors and attendees could be seen frequently embracing, shaking hands and laughing.



memo



VRUM Planning

To: Chris Flagg, Shane Dankworth, Mikhail Alert, Kelly Maniken, Cantrece Jones
From: Heather Neville
CC: Allan Iosue
Date: December 18, 2019
Re: D2, Task 1-3 Overall Leadership Questions and Assessment Narrative Development

Deliverable 2

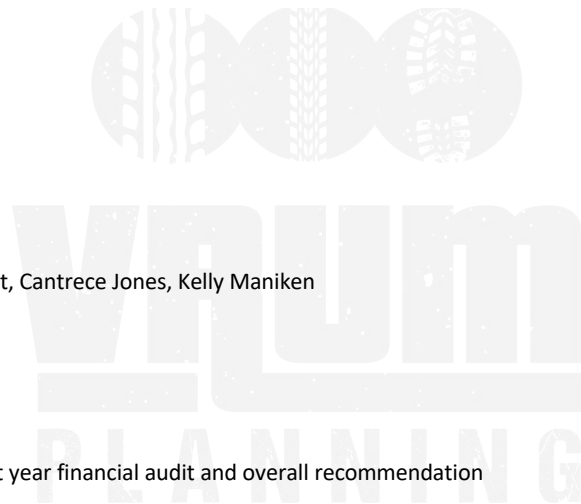
Haskell Team PM discussion:

- The SVP 2040 is having significant impact on local decision making processes based on minute reviews. Tasks such as document reviews in Deliverable 2, the process of Deliverable 1 initial assessments and the findings from various public meetings and town leadership could provide initial insights for use as part of the existing projects and programs needing decisions to keep the Town projects moving. The visioning process helps discover and articulate what exists and plan a visual future to guide the community based on what they desire. Existing goals and objectives outlined in the Comp Plan have merit going into the future. How can we provide some feedback now to meet the town requested objective to help during the process too?

Questions for TOP leadership after document review

- For Budget and CIP see narrative in addition to the following.
- Document, process or prioritization tool for TOPs reconstruction program for sidewalks?
- CIP road projects. How did these get selected? Is there a list showing current operational grade level? Projected future levels? Known or expected failures and timeframes?
- Planned replacement needs beyond 5 year?
- Hotel rooms within Town Managed Limits?
- Traffic Calming Policy- How does the Data Collection method weigh into decisions?
- Comp Plan 2025 TE Goal 2 Objective 1 Policy 2.1.7, is there a list of strategies for each objective?
- Comp Plan 2025 TE Goal 2 Objective 2.2.5, does the FAR ratio method in FLUE and LDR height restriction? inhibit this goal? Is that something that can be achieved locally to change limits within the corridor by zoning? PUD? Or not available?
- Has the town started taking steps or met Comp Plan 2025 C4 Goal 3.1 “add 50 attainable dwelling units by 2025”? Does the recent completion of added Assisted Living meet that number?
- Economic Development Priorities & CRA Objective Update/Process, is this outlined? Was not able to locate on town site or research, only recent committee minutes discussion. Is there an outline of expected outcomes?
- Please provide the Recreational Trails Master Plan.
- Comp Plan Objective 5.7, does an Energy Conservation Map exist?

memo



VRUM Planning

To: Chris Flagg, Shane Dankworth, Mikhail Alert, Cantrece Jones, Kelly Maniken
From: Heather Neville
CC: Allan Iosue
Date: December 18, 2020
Re: Deliverable 2, Task 1: Budget review recent year financial audit and overall recommendation

Deliverable 2, Task 1 Overall recommendation:

Review of the audited financial statement findings indicates places for process changes to address certain factors that indicate shortfalls to meet capital project needs and associated general expenses. The town’s financial stability and lack of debt opens opportunities for varied funding strategies. With two major funding categories decreasing and other revenues stagnant, the existing Comprehensive Plan and adopted 2017 Strategic Plan projects have not been complete, so a total estimate of potential expenses needs to be understood.

Examples of ongoing expenses include potential additional software and/or systems to increase efficiencies of existing staff, middle management level FTE’s to manage strategic vision elements, suggesting any implementation strategy for 5, 10 and 20 year goals under Deliverable 5.

Deliverable 2, Task 1, a. Review last 5 years budgets for cost efficiencies

Item Reviewed: Audited Financial Statement 2017-2018

Observations:

- Additional discussions with TOP leadership is needed to make any additional recommendations for strategic vision plans at this time beyond those indicated by the auditor. See D2 Task1 Draft for additional review notes for report narrative.

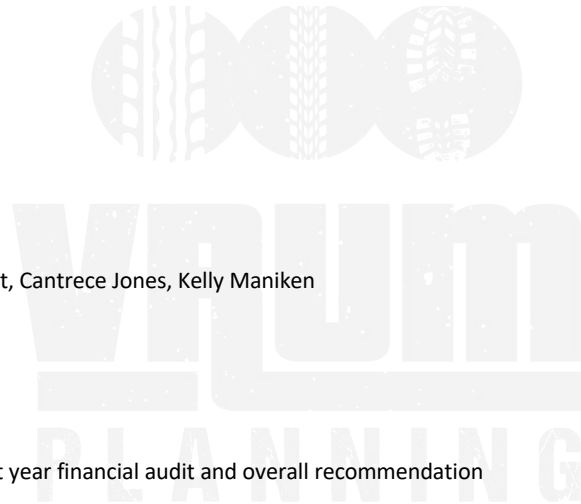
Item Reviewed: TOP 2019/2020 Budget Final

Observations:

- Several historic FTE positions are vacant and it is noted in current adopted budget there is a request for additional staff.
- Budget availability could assist with indicated gap in services based on 2017 adopted strategic objectives.
- Zero debt carry since 2016 and excess percentage of required funds of 33% in General Fund indicate ability to pursue creative funding strategies or leverage strategies due to solid financial position. However, it is not clear what projects need to be completed.
- The town has several options to meet objectives of the Comprehensive Plan, Strategic Plan and capital improvement replacement needs based on current financial position.
 - The General Fund revenue and anticipated revenue mix is not adequate to fund all existing identified capital improvements.
 - Beginning balance each year indicates a carry forward
 - Funding categories typically used for transportation projects are decreasing by 50% or greater limiting, large capital projects ability to be completed.
 - Specific financial strategy will need to be adopted to meet community needs and wishes.

- Additional staff, such as project management, may be needed should the Town choose a strategy that results in additional projects.
- Recommendation: Meeting with TOP leadership and Project Manager to understand internal and external positions related to budget expectation and philosophy.
- See D2 Task 2 DRAFT for additional report narrative based on budget review over 5 years.

memo



VRUM Planning

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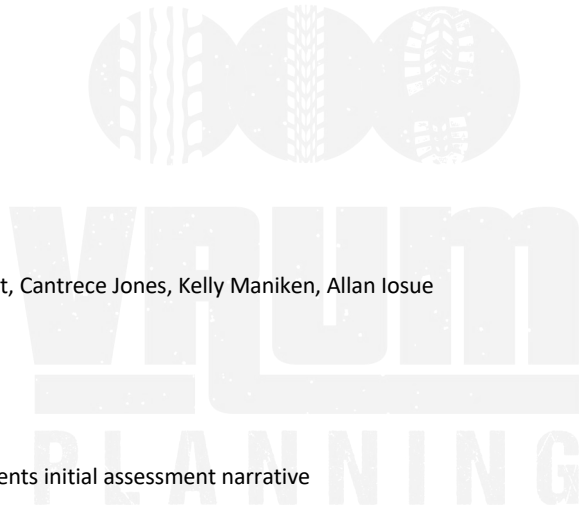
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memo



VRUM Planning

To: Chris Flagg, Shane Dankworth, Mikhail Alert, Cantrece Jones, Kelly Maniken, Allan Iosue
From: Heather Neville
CC:
Date: December 20, 2019, Updated March 1
Re: Deliverable 2, Task 3: Review other documents initial assessment narrative

Deliverable 2 Task 3. Review other town documents

a. Comprehensive Plan 2040 Volume I and II

General Overview: The consistent themes amongst the Town of Orange Park’s (Town) Comprehensive Plan 2040 (Plan) adopted in 2018, is centered around protection and health. Whether the health of the public, the water, the trees, quality of life, or economics, each element begins with “protect.” This is indicative of all elements established within the Comp Plan 2040. The Plan is provided in two volumes, “Volume I. Goals, Objectives and Policies” and “Volume II, Support Document.” The recent update provides a more succinct report that is easier to interpret for a regular resident. For the purpose of the Town Strategic Vision Plan 2040 (SVP) Deliverable 2, highlights of Volume I follow. The SVP future deliverables will consult the Plan “Volume II. Supporting Documents”. The SVP will consider the projected stagnant residential population growth of the Town and explosive anticipated growth of Clay County, as a factors when developing strategies.

1.0 Future Land Use Element (FLUE): The 2040 FLUE sites the need to preserve the unique and historic TOP while understanding the equation to remain sustainable in changing times must evolve. A focus on more intense use close to existing infrastructure can concentrate all improvements to maximize outcomes. Additionally the goals, objectives and policies reference the ability to manage the future while remaining flexible with rapidly changing times that affect how communities remain viable. The FLUE is also heavily influenced by local, regional, state and federal overlays, regulation and law. The FLUE outlines the need for redevelopment and provides adopted narrative for the use of a PUD as codified in the Towns ordinances as a tool to address such needs where zoning often cannot be used alone. Highlights include emphasis on mixed use, pedestrian friendly and protection of historic and livability aspects of Town. Finally, the Plan provides definition for mixed-use and intended zones.

Concepts to consider: The SVP will review various deadlines established within the Plan to understand what the Town has achieved. Also, a Plan update could consider higher density credits and allowing multi-use developments on minor collectors.

2.0 Transportation Element (TE): The TE section specifically reflects on the Town’s identity crisis that has been created through the dominance of SR17 and Kingsley Avenue. Repeated frequently is an emphasis on livability and connectivity through non-motorized network. While all elements are interrelated, the TE touches all other elements and with the exception of the river, is the connection to all other agencies that provide services to or need the Town’s approval, to make decisions. The Plan emphasizes the need to support safe pedestrian mobility as a key to high service level of transportation. One element missing is citation including aging and disabled individuals and the need to have accessible network in addition to continuous network.

Concepts to consider: Revision of mobility statement and adopted level of service (LOS) to reflect the FDOT updated Complete Streets programs. Update facility from sidewalk to include multi-use and shared use facility trail width as identified in the 2016 Bikeway Plan and aging community needs.

3.0 Housing Element (HE)

The HE offers a unique opportunity for the Town to increase its attractiveness to new residents both short and long term and provide housing choice. The objectives within also highlight the 99 historic properties identified within the town limits creating its unique story. The HE and TE are closely tied especially as it relates to mixed use, density, and the willingness to choose

different transportation options. Tools established through goals of the HE can assist in expanding town owned or managed properties to enhance the interconnectedness of various elements shared goals. The Plan does not have potential to inhibit annexation concepts to achieve goals.

Concepts to consider: Reestablish and update outlined incentives and consider additional incentives to private industry if transportation choice is enhanced such as through dedicated transit stops, dedicated network access to existing paths or other programs for residents to utilize other transportation choice. The HE refers to residential character however, the Town does not have standards. The Town should consider design standards to guide character of refurbishments, renovations, remodels and rebuilds.

4.0 D Infrastructure Element (IE)

The IE of any Comprehensive Plan is reflective of the numerous regulations and governing bodies that assist in providing oversight for continuous services for water and other utility. IE is a major component of the Town CIP and is connected to the county and state systems. The Plan highlights of this section include the Towns Concurrency Management System and self-initiated activities around recycling and clean water education programs. While the future town population is not expected to increase, it will be important for the SVP process to keep in mind objectives and capacity of current facilities as it relates to long term objectives. The IE and the association with HE, TE and commercial development could potentially change facility needs. Additionally, state-wide resiliency related to rising tides and the effect of significant storms might add additional unexpected demand.

5.0 Conservation Element (CE)

The CE is an element heavily regulated by various overlays, districts and polices in addition to the TOP. The Towns eastern boundary of the St. Johns River, an American Heritage River, has been identified by the Town to enhance business offerings for water dependent business. However, that is only with a heavy emphasis to preserve and protect water quality. The Town is a designated Tree City and such, has memorialized continued participation in this program. As identified, opportunities exist to enhance the Towns image through the CE. The CE also directly supports the TE and HE through identified goals of smart growth and energy efficient transportation demand management. Additional recommendations include clarifying local objectives to meet various goals to take advantage of new development.

6.0 Recreation and Open Space Element (ROSE)

ROSE provides a different perspective supporting the FLUE, TE and HE goals. The ROSE highlights significant natural resources and community assets to protect and maintain, as part of an overall state and federal comprehensive initiative. The ROSE also highlights the visitor nature of this element and the opportunity to attract visitors and/or lose residents to other locations if the service is not meeting expectations. While the Town is geographically small with significant constraints due proximity to the St. Johns River and Doctors Lake, Park Avenue and Kingsley, has a high LOS based on per acreage population. That Plan addresses the need to further property interconnectivity, continued maintenance and update to keep the projects appealing to young and old.

7.0 Intergovernmental Coordination Element (ICE)

ICE exhibits the Town's requirement to be extremely efficient and effective at working with other agencies. Town's noted challenges require a reliance on successful intergovernmental coordination to meet Plan and SVP objectives and existing known needs including working with the St. Johns Water Management District, the Florida Department of Transportation, Jacksonville Transit Authority and Clay County to name a few. G.4.1 could be updated to reflect recent changes to the agreements for fire rescue with Clay County, challenges facing the town with JTA changes to local service, and FDOT improvements to the region.

8.0 Capital Improvements Element (CIE)

The CIE highlights the Town's intent to provide health and safety for residence and visitors. The CIE outlines when and how the projects identified will be planned for funding. The SVP will consider the success of the current capital improvement process and will review each departments full list of deficiencies with classifications based on LOS established in CIE when making recommendations.

9.0 Public School Facilities Element (PSFE)

The PSFE is predicated by Clay County School Board and managed by them. The Town Plan does provide LOS for schools based on state standards. This element will play a role in SVP and various other Plan elements, specifically the FLUE and HE. While the Town population is not expected to grow, if a strong SVP goal of multi-use development is established, the PSFE will play a major role in proposed proportionate share.

b. Traffic Calming Policy

- The recently adopted TOP Traffic Calming Policy from 2018 provides insight into how the town cares for and respects its residents needs. The policy is reflective of sound traffic engineering practices and considers residents desires and wishes in each of the 8 steps including multiple public workshops.
- Concepts to Consider: Enhancements to this process include setting expectations on timeframe with the applicant for internal town processes including initial review and anticipation of agenda item to the Town Council. Also, the application could be updated to reflect the 51% of resident requirement for submission to town Manager. Placing emphasis on pedestrian counts and bicycle counts inhibits the local project. Consideration of removing sections 3.2.5 and 3.2.7 would target motor vehicle speeds as the reason for the calming need.

c. Town Council Meetings and Committee Meeting

- **General observations: The TOP SVP 2040 process is having significant impact on TOPs decision making within councils and committees. Often more than one sitting council person is in attendance. For the purpose of review and to meet the updated schedule, point in time reviews were executed for Deliverable 2. Where needed to better understand elements in Deliverable 1 and 3, additional research of other meetings and agendas will be performed if necessary. The two points in time selected were from before the SVP TOP 2040 was approved and time since the team was engaged to begin contracted services.**
- **PZB October 2019, November 2019 and December Agenda Review**
 - i. <https://www.townoforangepark.com/wp-content/uploads/2019/12/PZB-Packet-121219-2.pdf> (to be uploaded to Haskell)
 - ii. **Review Observations: From the 3 most recent PZB meeting minutes and agenda, the future of TOP and how it will look is up for discussion. There is some common threads relative addition of mixed use and commercial property as desirable but departure occurs on where and how. The fear is clearly stated that it could cause the town long term residents to lose their hometown. Based on council comment, decisions are being made in real time with existing measures however reference to the TOP SVP 2040 is an added element weighing on recommendations. The team will**
- **Economic Development Committee November 2019**
 - i. <https://www.townoforangepark.com/wp-content/uploads/2019/11/ECDC-Packet-120519.pdf> (needs to be uploaded to Haskell)
 - ii. **Review observations: While the town has an Economic Development staff leader there is no identified policy. The committee is actively developing this program. Ideas center around what incentives they can provide to entice business to come and/or stay, how to preserve character and how to control processes.**
- **Town Council Special Meeting June 19, 2018**
 - i. <https://www.townoforangepark.com/wp-content/uploads/2019/06/Council-Packet-061919-Special-Mtg.pdf> CIP and initial Visioning Process Discussion

d. Historical Preservation Task Force and Property Inventory (Haskell)

- **The TOP protects its history and heritage between the bustling City of Jacksonville and expanding Clay County. Without this emphasis, it surely would have been lost to the ever present pressure of transportation network expansion and tightening budgets. Upon review of the expectations published for Task Force Members, TOP SVP 2040 will ensure inclusion of this specific task force and their objectives as an area of emphasis to remember when determining recommendations and developing public meetings. Property Inventory is being updated based on the Comp Plan 2025 through Haskell systems to include existing identified properties as a tool for this plan.**

e. Bikeway Master Plan

- http://northfloridatpo.com/images/uploads/OP_Bike_Ped_Final_Report_Web.pdf (needs to be uploaded to Haskell DB)
- General notes: reviewed in preparation for RFP and Walk Audits once Haskell was awarded. General planning philosophy and identified routes were considered as part of the TOP SVP 2040 Walk Audit Program.
- Review of Document
 - The Orange Park Bicycle and Pedestrian Sub-area Plan funded by the NFTPO completed in 2016 provides an in depth review of existing conditions, crashes, community survey data and other existing documents relative to the Town's bicycle and pedestrian existing network and opportunities to connect. Since that time some infrastructure

improvements have been made however the existing network is similar to the study period, thus the document and its findings are relevant to the TOP SVP 2040 plans. As part of the walk audit preparation and to understand existing town procedures related to studies, the documents findings for existing conditions was considered and in some cases, sites were revisited, to identify if capital improvements were made. As part of this review, the team reached out to the plan consultant to attain routing files to enhance the future strategic plan process. Of special interest is the identification of projects, their prioritization based on survey response, and implementation strategy including cost estimates. This will be cited and utilized as the TOP SVP 2040 is developed through workshops and presentations since pedestrian accommodations are a key component of both the existing Comprehensive Plan and local strategic initiatives identified in 2017.

f. Recreational Trails Master Plan

- Searched Orange Park Recreation Plan and Recreational Trails Master Plan on town site and google. Only return was NFTPO Bicycle and Pedestrian Sub area Study and NFTPO Regional Trail Network Study. See question document for town leadership to identify this document.

•

g. Board and committee reports

Additional documents reviewed based on Comprehensive Plan Identified Documents

NOTE: additional reports needed are reflected on TOP leadership question list.

h. Code & Ordinance, review provided under Deliverable 1 Task 3

i. Town of Orange Park Strategic Goals & Vision 2017

- <https://www.townoforangepark.com/wp-content/uploads/2017/07/Strategic-Goals-Final-7-18-17.pdf> (document needs to be uploaded to Haskell)
- General notes: this document was referenced in the CIP review, Budget preface and various other council documents as a driver for decision making in the last 2 years. The councilman leading item 1 is no longer on the board. Review of news articles and the November 28, 2018 meeting documents, there was a new agreement between Clay and the Town however the positive impacts noted under Time & Budget seem to contradict desired outcomes.
- Review of document
- The TOP Strategic Goals & Vision 2017 document identified 3 main subject areas for town leadership including interlocal emergency services resolutions, waterway and storm water system maintenance and Kingsley East improvement. A fourth subject was a combination of various other focuses including traffic calming, working with not-for-profits, purchase of property and sanitation services. Each area of focus included overall goal, background and steps needed. Of the 4 adopted focuses, several had identifiable and trackable measures taken by staff and/or elected officials assigned to assist. Noteworthy achievements include selection and adoption of the Towns Traffic Calming policy, completion of Kingsley Avenue east of Park Avenue and successful receipt of FEMA funds to assist and offset issues and expenses occurring from two significant natural disasters.

10.0 Concepts to consider: Based on the review of this document, one element that could have been added to enhance the success is to tie objectives to the other town documents such as the existing Comprehensive Plan, Budget/CIP objectives or Economic Development statement as both measures of success and existing justification for selection.

memo



VRUM Planning

To: Haskell – TOP SVP 2040
From: Heather Neville
CC: Shane Dankworth, Chris Flagg, Cantrece Jones, Kelly Maniken, Mikhail Alert
Date: January 23, 2019
Re: Deliverable 1, Task 2, Public Safety Narrative

Documents Reviewed:

- Take Me Home Program
- Code Enforcement online narrative
- News article: <https://www.jacksonville.com/article/20160514/NEWS/801247943>
- News article: Town of Orange Park: Only ambulance spends majority of time outside town
<https://www.firstcoastnews.com/article/news/town-of-orange-park-only-ambulance-spends-majority-of-time-outside-town/77-468696456>
- CIP Budget Narrative regarding PD/FD Vehicles:
 - **Vehicle Replacement Program** Ongoing replacement of the older vehicles in the Town’s fleet is included in this CIP. This includes three vehicles per year in the Police Department to achieve a 10-year life cycle rotation. Major equipment purchases in the Fire Department were completed in 2018 and 2019. No major equipment needs are anticipated in this plan.

Meetings:

- Public Safety Technical Walk: January 7, 2019
 - Group walk and discussion
- Public Workshop 1 Day 1 January 14, 2020:
 - One-hour meetings with departments separately
- Director Staff in attendance:
 - Police Chief Gary Goble
 - Fire Chief Alvin Barker Jr.

The Haskell team was afforded the opportunity of two face to face discussions with TOP Public Safety leadership. After reviewing TOP documents including the CIP, Budget, and various program documents, it is evident that the town has a deep commitment to both public safety and maintaining a sense of sovereignty on decisions related to it. Data obtained regarding response time, resident and official satisfaction and gathered through interviews during a public workshop, there is buy in across all groups to continue in this manner.

Interviews with department leadership discovered similar goals and needs to continue providing the same expected levels of service. Both the PD and FD have identified expanding department staffing as key to maintaining the excellent response times and accommodating changes in communication.

Both departments wear multiple hats in relation to town functions. For example, the police provide code enforcement, public communication support and oversight for various projects. Fire provides emergency medical support; technology systems support and assistance with planning concepts to meet the adopted comprehensive plan regarding safety.

On January 7, the Haskell team with TOP Public Safety leadership, Public Works and Administration, performed a technical audit focused on safety and transportation consideration for those with disabilities and aging communities.

Observation highlights included an elderly man crossing the major state road Park Avenue/US17 on a tricycle and the challenges he faced due to traffic, cross section gap in service and an active worksite. Additionally, extensive discussion regarding the crosswalk within the right turn slip lane from US17 to Kingsley. Both were eye opening to the entire team and lead to a round table discussion at Orange Park Town Hall.

Changes in law enforcement practices and the requirement to store files were the center of discussion around facility improvements within the PD. The department's building was noted as being large and centrally located however space built for aesthetics could be repurposed to meet day to day operational needs. Additional staff to provide coverage of emergency call operations was also discussed. As call volume continues to rise, and the role of the police is ever expanding, this is vital to continue the quick response time. The PD has a dedicated vehicle replacement program and that is meeting their needs. As the town discusses adopting the new SVP 2040, newer enforcement programs including creative space making and public safety will be critical to maintaining the towns low crime rates. Newer initiatives by the department include adding bicycle patrol and the "Take me home" program for lost children and elderly.

The FD's role in life safety and as a catch all for various community needs presents a unique set of challenges for the department to continue to provide the excellent level of service. The FD was successful in acquiring two new engines to upgrade the fleet in 2019. Conflicting needs of the community including new transportation network designs, request for complete streets and urban infill projects compete with the ability for the FD to arrive to an incident. Additionally, expected expansion due to multi-use development will increase the need to potentially provide a second location to decrease the impact the existing active rail could have. This will become even more important should the regional shift towards expanding lite rail comes to fruition. The FD's existing interlocal agreement with Clay County Fire Department has provided support, however since there is a sincere commitment to continue as a dedicated town department, the need to expand staff and other resources needs consideration as the SVP goals are discussed. The FD goals including improving the ISO rating, incorporating a Paratransit program and expanding administrative staff to support the community requests better.

Overall, the Public Safety departments are in step with the town to maintain a self-reliant system and continue that as the population demographics continue to evolve. As part of the TOP SVP 2040, it will be critical to incorporate department knowledge to achieve the best outcomes for TOP. As the town continues to discover ways to improve walkability, provide newer commercial opportunities, incorporate additional public space and encourage various transportation choices, striking the balance with the needs of public safety requirements will create a better long-term plan.

memo



VRUM Planning

To: Shane Dankworth, Allan Iosue
From: Heather Neville
CC: Chris Flagg, Cantrece Jones, Kelly Maniken, Mikail Alert
Date: December 19, 2019
Re: Deliverable 1, Task 3 TOP Vision 2040 Town of Orange Park Code Review, Land Development Regulations & Town Fee Schedule Application Practices

The following observations are from an initial reading of the Town of Orange Park code. The following notes and comments are in order of the code available at Municode.

TOP Fee schedule updated February was also reviewed here, <https://www.townoforangepark.com/wp-content/uploads/2019/06/Permit-Fee-Schedule.pdf>. The published fee schedule does not include all fees within the code. To determine how someone would find this information, the permit for electric application was reviewed.

Observations are included per chapter. Initial questions include:

- Who is responsible for maintaining the online reference?
- What is their process after a code is changed to update the online resource?
- How is the community notified of significant changes to the code?

Officials: This section should be updated to reflect the current board.

Chapter 2

Article 2

Sec. 2-3. – Comprehensive Plan

This section references the 2006 Comprehensive Plan. Since then Comp Plan 2025 and updated 2040 has been adopted.

Sec. 2-32. – Execution of Contracts

Under section “c” reads “his” designee. This could be modified to represent both male and female tense.

Article III, IV, V were not reviewed. Outside of scope.

Chapter 3 -NEED

Chapter 4 – Advertising

Sec. 4-1. – Billposting in streets.

This particular code inhibits the ability of the town to communicate with residents. Communication trends for public projects is increasingly maximizing public spaces in responsible ways. This ordinance could be updated to reflect the needs of the community with a balance preserving the desired character through shapes, colors, fonts and other processes.

Sec. 4-2. Billposting in private places

Similar to Sec. 4-1., this could be improved. Clarification of private residences versus private businesses would allow for more opportunities while at the same time still have control over the posting. For example, local events may be able to post onto private owned business if within certain guidelines or perhaps certain permit processes can include this.

No Chapter 5 in Municode

Chapter 6 Alcoholic Beverages

Sec. 6-1. Location of vendors restricted

Should the town choose to create a Main Street or small commercial districts as indicated, this ordinance may need to be updated. A quick review of church locations near the Kingsley East, Stowe and Smith St., eliminates certain business usually within a commercial zone. While restaurants are afforded the opportunity under Sec. 6-2., small craft distillers, wine bars etc. would not be able to establish business even with a state license.

Sec. 6-5. Consumption in public places.

This was discussed at the Parks and Rec Committee in 2019. During that time a board member and councilman noted this was also brought up in the past. This particular ordinance would prohibit the town's Fall Festival event having alcohol due to the public property narrative. It could be interpreted that the parking lots would allow with a temporary nonprofit event permit, however this code specifically states it is not an allowed activity on public property.

Chapter 8 – Amusements and Entertainment

This ordinance is directed specifically at nudity, nude bars etc.

Chapter 10 – Animals

General notes: The town is a bird sanctuary. It is unlawful to kill any domestic animal not for the use as food. An extensive dangerous dog section exists. The section includes various conditions and fees that seem appropriate for the intent and protect the town.

Chapter 12 Buildings and Building Regulations

Overall TOP utilizes standard code for permits.

Article II. – Building Code

Sec. 12-19. (d)

Requires comparison.

Article VI. Moving of Structures

Sec. 12-144 – Permit required

This section surprisingly did not have language related to historic structures.

Chapter 14 – Magnolia Cemetery

Establishes guidelines for plots, fees and allowable structures. The town owns and operates Magnolia Cemetery through an established trust.

Chapter 16 – Fair Housing

This chapter reviews the towns discrimination policy and reflects constitutional provisions. The entire section focuses on eliminating discrimination inclusive of providing for those with physical disabilities.

Chapter 18 – Elections

This chapter reviews the towns election procedures and policy. The town strictly prohibits erection of tents and other signage at polling location.

Chapter 20 – Environments

Chapter 20 relates to the TOP desired environment including aesthetics and sounds deemed a nuisance including domestic animals. The chapter outlines all costs to town associated with the abatement to be incurred by offender. Upon review of boards, there currently is not a Nuisance Abatement Board member list available online.

Sec 20-36. – Declaration of public nuisance

Could this be interpreted that CBD clinics are pain management establishments?

Article III. Noise

Construction is limited to 7:00AM to 10:00PM. Manages sounds from private residential areas as well as personal motor vehicles. Outside amplified music is referenced under multi-family residential limited to before 10:00PM, in public recreation areas to 9:00PM, except for planned events with a permit, and commercial properties until 7:00PM. It does allow for a one day permit to have outdoor music, up to three times per month.

If the town desires to have a main street or enhanced small commercial districts, this ordinance may prohibit certain commercial uses that leverage the arts such as outdoor music, to enhance visitor experiences.

Chapter 22 – Fire Prevention and Protection

This chapter outlines the Fire Department program and responsibilities of the Chief and Marshall.

Chapter 24 – Miscellaneous Offenses

This chapter outlines various offenses including unsupervised use of BB guns and rifles by unsupervised minors, parental neglect and false warnings.

Sec. 24-7 – Permit for use of town-owned or -maintained right-of-way:

Special events include more than 30 people gathering with uses inconsistent with normal automobile traffic. Town ROW is not able to be permitted more frequently than every 30 days. Camping is prohibited.

Sec. 24-37 – Activities prohibited

E-cigarettes are prohibited in all places where cigarettes are prohibited.

Chapter 26 – Sales

This chapter outlines allowed door to door sales. Door to door sales are allowed between 8:00AM and 9:00PM and must not enter a residence or business property were signed “no solicitation.” Peddling is allowed in business districts on sidewalks. *Sec. 26-26 – Prohibited conduct* could inhibit certain main street activities inadvertently. This could be reviewed further to support urban commercial districts where certain types of peddling are common.

Chapter 28 – Solid Waste

This chapter outlines expected actions by the residents and business and expected outcomes. The town is currently collecting refuse twice per week. Most towns have switched to once a week to save funds and improve community recycling programs. This could be considered by the town.

Chapter 30 – Streets, Sidewalk and Other Public Spaces

This chapter outlines the community’s responsibilities as it relates to the kept public assets when using or improving private property adjacent to roads, sidewalks etc. Provisions in this chapter are very specific to protect the health and wellbeing of residents and the environment.

Chapter 32 – Taxation

This chapter outlines the requirements of all taxation by TOP. Notable sections include *Article IV. – Ad Valorem Tax Homestead Exemption Division 2. – Qualifications for Low Income Seniors* and the *Article V. Public Service Utility Tax*.

Chapter 34 – Traffic and Motor Vehicles

This chapter outlines use of public roads by private vehicles and other services including railroads. The town requires a permit for any parade, procession etc. Parade are limited to between 9:00AM and 6:00PM. Dogwood Lane is specifically noted within the ordinance. A further review with the town of what a public street is envisioned as will assist in understanding community limits on public use of roads as parking. Fees are fairly low which might inhibit the intent of the fee to change behavior.

Sec. 34-40 – Use of traffic infraction detectors.

F.S. 316.008 and 316.0083 were repealed by a passed Senate Bill in 2019. Will need to review further for the grace period and allowable uses in cities who currently have an ordinance related to the device.

<https://www.flsenate.gov/Session/Bill/2019/306/BillText/Filed/PDF>

Chapter 36 – Utilities

Sec. 36-20

This section outlines requirement to connect to the system based on proximity to the public connection. It would be useful to understand how many properties and in what areas, septic and wells are still being utilized. What is the

town plan to provide all residents with connection access and is this part of the Stormwater Assessment Report from summer 2019?

Chapter 38 – Vehicles for Hire

This chapter is outdated based on for-hire options including Uber etc. Certain provisions of the medallion program could be used for the pick-up services while operating in the town.

Part III – Land Development Regulations

Overall, TOP's LRDs are expected of a small Florida town. There have been updates based on new legislation including medical dispensaries and a sincere focus on residents' health and pedestrian safety. Consideration of long-term strategies, demographic shifts and transportation choice changes, TOP's SVP will need to provide adequate direction on changes to the LDR that will be required to meet SVP goals and elements. Specific changes include considering rezoning of areas, potential changes to building height maximums, increasing language related to wider sidewalk paths, reducing travel lane widths to match FDM of 11 foot or less for all street types with the exception of Expressways, adding bicycle facilities and transit requirements for all new construction or updating of existing uses.

Article II. Zoning

Provisions are based on the TOP Comp Plan Policies below:

- (a) Foster convenient, compatible and efficient relationships among land uses;
- (b) Promote a healthful and convenient distribution of population by regulating the density and intensity of development to achieve an economically balanced and diverse community;
- (c) Ensure greater public safety, convenience and accessibility through the physical design and location of land use activities;
- (d) Encourage the efficient use of the available land supply in the town, including redevelopment of underutilized and blighted properties;
- (e) Promote a balanced supply of commercial, industrial, institutional and transportation land uses that is compatible with adjacent land uses and has good access to the regional transportation network;
- (f) Preserve and enhance the character and quality of residential neighborhoods;
- (g) Promote a balanced, diverse supply of affordable, quality housing located in safe and livable neighborhoods;
- (h) Ensure the provision of adequate size of yards and open space;
- (i) Preserve and protect existing trees and vegetation, floodplains, scenic views and other areas of environmental significance from adverse impacts of land development; and
- (j) Ensure that the service demands of new development will not exceed the capabilities of existing streets, utilities or other public facilities and services.

The town could consider increasing RG1 and RG2 or have special overlay districts to allow more than 8 units per acre. This could be accomplished through similar impervious ratios by increasing building height.

2.04.12 Planned unit development (PUD)

Outlines 9 criteria. These could be reviewed and enhanced if determined necessary for the SVP.

- (a) Permit a creative approach to the development of land by promoting more design compatibility among buildings and groups of buildings; and
- (b) Accomplish a more desirable environment that would be possible through the strict application of minimum requirements of this article; and
- (c) Promote high-quality and compatible mixed-use development and redevelopment; and
- (d) Provide for an efficient use of land, resulting in small networks of utilities and streets and thereby lower development costs; and

(e) Enhance the appearance of the area through preservation of natural features, the provision of underground utilities and the provision of recreation areas and open space in excess of existing zoning and subdivision requirements; and

(f) Provide an opportunity for new approaches to ownership; and,

(g) Provide an environment of stable character compatible with surrounding areas; and

(h) Retain property values over the years and stimulate investment in, and strengthen the economic vitality of the town; and

(i) Foster development that respects pedestrian and bicycle activity, while still accommodating automobile and truck traffic.

2.04.13 Kingsley Overlay

This section provides character overlay between the railroad tracks and western town limits. This section could be reviewed to maximize density while preserving green space requirements by considering raising the height restrictions.

2.05.07

Address medical marijuana dispensary requirement of 500 feet from any school or other dispensary.

2.05.10 Buffer between districts.

This section could have “green space” further defined and consider “open” green space, thus increasing town available linear parks and alternate recreational and transportation routes.