

**CITY OF MACCLENNY  
2025 COMPREHENSIVE PLAN**

**INTERGOVERNMENTAL COORDINATION  
ELEMENT**

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**Section G**

Prepared by



**CONTENTS**

Goals, Objectives and Policies .....G-2

Inventory and Effectiveness of Existing Coordination Mechanisms

    Baker County .....G-9

    Baker County Sheriff's Office .....G-9

    Baker County School District .....G-9

    City of Jacksonville.....G-10

    Northeast Florida Regional Council .....G-10

    St. Johns River Water Management District .....G-10

    Jacksonville Transportation Authority .....G-10

    North Florida Transportation Planning Organization .....G-10

    Florida Department of Health .....G-11

    Florida Department of Transportation .....G-11

    Florida Department of Community Affairs .....G-11

    Florida Department of Environmental Protection .....G-12

Elements' Problems and Needs That Would Benefit From Improved Coordination .....G-12

Planning Coordination for Proposed Growth and Development .....G-12

**FIGURES**

Illustration I.1: General Location .....G-8

**CITY OF MACCLENNY  
2025 COMPREHENSIVE PLAN**

**INTERGOVERNMENTAL COORDINATION  
ELEMENT**

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**GOALS, OBJECTIVES  
AND POLICIES**

## Section G: Intergovernmental Coordination Element

### City of Macclenny 2025 Comprehensive Plan

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<b>GOAL 7</b>	<b>THE CITY SHALL ENSURE, THROUGH INTEGOTHERMENTALLY COORDINATED POLICIES, PROCEDURES, ORDINANCES AND LEGAL AGREEMENTS, THAT ALL RSPONSIBILITIES ARE EQUITABLY, EFFICIENTLY AND EXPEDITIOUSLY CARRIED OUT.</b>
<b>Objective 7.1</b>	<b>The City shall ensure that its plans, processes and procedures are consistent and coordinated with Baker County, Glen St. Mary and any other public agency which provides service in and around the corporate limits.</b>
Policies	<p>7.01.01 Initiate a formal agreement with the FDOT and Baker County for monitoring and tracking development trips impact on Interstate 10, as well as the permitting and inspection of transportation projects of overlapping jurisdictions, but not controlled by the City.</p> <p>7.01.02 Unify the efforts of its Housing Authority Board and the Baker County Housing Assistance Board for the purposes of identifying and correcting substandard housing conditions in the City.</p> <p>7.01.03 The City shall, when requested, provide individuals and governmental agencies with appropriate information concerning its adopted Comprehensive Plan, proposed Comprehensive Plan amendments, Land Development Regulations and Concurrency Management System, and any other materials deemed appropriate.</p> <p>7.01.04 By January 1, 2012, the City shall adopt procedures to identify and implement joint planning areas, especially for the purposes of annexation and joint infrastructure service areas.</p> <p>7.01.05 The City shall amend its interlocal agreement with Baker County to include notification requirements for whenever it provides potable water and sanitary sewer service to areas outside the city limits.</p>
<b>Objective 7.02</b>	<b>The City shall coordinate the 2025 Comprehensive Plan with the plans of the Baker County School Board, the comprehensive plans of Baker County, Town of Glen St. Mary, the region and State by maintaining and improving working relationships with all entities involved in order to maintain full participation in the planning process by all such entities.</b>
Policies	<p>7.02.01 Coordinate with Baker County, DEP, SJRWMD and the EPA to ensure sewage treatment plants, potable water wellfields and drainage improvement projects are accomplished in an efficient and timely manner.</p> <p>7.02.02 Coordinate with Baker County in the collection and disposal of solid waste, including active cooperation in the development and implementation of a recycling program.</p> <p>7.02.03 Coordinate with DEP, SRJWMD and the Florida Fish and Wildlife Conservation Commission to ensure the conservation and preservation of its natural resources, including the wetlands, wildlife habitats, water resources and any other environmentally sensitive areas.</p> <p>7.02.04 Coordinate with Baker County in ensuring the adequate provision of recreational facilities and activities for its residents and visitors.</p> <p>7.02.05 The City shall propose coordination mechanisms to ensure that planning activities mandated by the Comprehensive Plan are coordinated with Baker County, Baker County School Board and other state and regulatory agencies not having regulatory authority over the use of land in Macclenny.</p>

**Section G: Intergovernmental Coordination Element**  
**City of Macclenny 2025 Comprehensive Plan**

Policies	<p>7.02.06 Cooperate with Baker County in its Local Mitigation Strategy (LMS) Program and incorporate the appropriate mitigation initiatives identified in the LMS to reduce potential damage from natural disasters:</p> <ol style="list-style-type: none"> <li>1. Ensure that all evacuation routes within the City are well-marked and maintained;</li> <li>2. Notify potential home buyers if homes are in a floodplain;</li> <li>3. Annually distribute an updated hurricane guide to all citizens of the City;</li> <li>4. Adopt an ordinance requiring the removal of dilapidated and uninhabitable structures;</li> <li>5. Develop a master drainage plan for the City;</li> <li>6. Adopt brush clearing/setback ordinance for residential areas to reduce wildfire hazard; and</li> <li>7. Qualify the City for Community Rating System under FEMA.</li> <li>8. Future land uses will be coordinated with the elimination of uses that are inconsistent with the LMS recommendations.</li> </ol>
<b>Objective 7.03</b>	<p><b>The City shall address the impacts of development proposed in the Comprehensive Plan upon development in Baker County, the region and the State by establishing necessary coordination mechanisms.</b></p>
Policies	<p>7.03.01 The City shall propose a formal agreement with Baker County whereby both government entities are notified and have the opportunity to review proposed Comprehensive Plan amendments that would have an effect on development near or adjacent to the City's corporate boundaries.</p> <p>7.03.02 The City shall propose a formal agreement with Baker County whereby both government entities are notified and have the opportunity to review proposed development orders which are near or adjacent to the City's corporate boundaries.</p> <p>7.03.03 The City will continue to monitor the plans of adjacent counties and municipalities during each amendment period, the plans of the Northeast Florida Regional Council, and the St. Johns River Water Management District when they are amended to ensure consistency and participate in proceedings to reduce conflicts between these plans and the 2025 Comprehensive Plan.</p>
<b>Objective 7.04</b>	<p><b>The City shall provide coordination in establishing Level of Service standards for public facilities with any state, regional or local entity having operational and maintenance responsibility for such facilities.</b></p>
Policies	<p>7.04.01 The City shall coordinate Level of Service standards for public facilities with any state, regional or local entity having operational and maintenance responsibility for such facilities.</p> <p>7.04.02 The City shall use the informal mediation process offered by the Northeast Florida Regional Planning Council to resolve differences in coordinating level of service issues.</p>
<b>Objective 7.05</b>	<p><b>The City shall resolve conflicts with other local governments through mediation.</b></p>
Policy	<p>7.05.01 The City shall continue to use the informal mediation process offered by the Northeast Florida Regional Planning Council to resolve conflicts with other local units of government, including annexation issues.</p>

## Section G: Intergovernmental Coordination Element

### City of Macclenny 2025 Comprehensive Plan

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Objective 7.06	<b>On an ongoing basis, the City shall establish new and review existing coordination mechanisms that will evaluate and address its comprehensive plan and programs and their effects on the comprehensive plans developed for the adjacent local governments, school district and other units of local government providing services but not having regulatory authority over use of land and the State, by an annual county-wide forum, joint meetings or other types of forums with other agencies.</b>
Policies	<p>7.06.01 In cooperation with the School District and the local governments within Baker County will implement the Interlocal Agreement, as required by Sec. 1013.33, F.S., which includes procedures for:</p> <ul style="list-style-type: none"><li>(a) Joint Meetings</li><li>(b) Planning and Zoning Meeting Participation</li><li>(c) Population Projections</li><li>(d) Coordination and Sharing of Information</li><li>(e) Implementation of School Concurrency</li><li>(f) Comprehensive Plan Amendments, Rezoning, Development Approvals and the School</li><li>(g) Concurrency Procedure</li><li>(h) School Site Analysis</li><li>(i) Supporting Infrastructure</li><li>(j) Educational Plant Survey and Five Year District Facilities Work Program</li><li>(k) Collocation and Shared Use</li><li>(l) Oversight Process</li><li>(m) Resolution of Disputes</li><li>(n) Amendment of Agreement</li></ul> <p>The School District shall be responsible for setting up any meetings required by the Interlocal Agreement.</p> <p>7.06.02 Annually, the City shall ask the School District to provide information from their Five Year District Facilities Work Plan to determine the need for additional school facilities, information detailing existing facilities, their locations and projected needs and planned facilities with funding representing the district's unmet needs.</p> <p>7.06.03 In order to coordinate the effective and efficient provision and siting of public educational facilities with associated infrastructure and services within Baker County, the School District shall be responsible for assuring the Baker County School Board, Baker County, the City, and the Town of Glen St. Mary meet jointly to develop mechanisms for coordination per Interlocal Agreement. Such efforts may include:</p> <ul style="list-style-type: none"><li>(a) Coordinated submittal and review of the annual capital improvement program of the City, the Five Year District Facilities Work Plan and Five Year Educational Plant Survey of the School District.</li><li>(b) Coordinated review and assessment of the associated costs and expenditures of siting and developing schools with needed public infrastructure.</li><li>(c) Coordinated review of residential planned developments or mixed use planned developments involving residential development.</li><li>(d) Use of a unified data base including population (forecasts of student population), land use and facilities.</li></ul>

**Section G: Intergovernmental Coordination Element**  
**City of Macclenny 2025 Comprehensive Plan**

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Policies	7.06.04	Amendments to the Future Land Use Map will be coordinated with the School District and the Public School Facilities Planning Maps.
	7.06.05	The City and the School District will develop and maintain a map depicting the required school facilities based on maximum development potential. On an annual basis, this map will be evaluated and revised as necessary.
<b>Objective 7.07</b>		<b>The City shall strive to continually monitor and evaluate the Public Schools Facilities Element in order to assure the best practices of the joint planning processes and procedures for coordination of planning and decision-making.</b>
Policy	7.07.01	The City and the Baker County will coordinate during updates or amendments to the Comprehensive Plan and updates or amendments to the Five Year Facilities Work Plan for School District facilities.

**CITY OF MACCLENNY  
2025 COMPREHENSIVE PLAN**

**INTERGOVERNMENTAL COORDINATION  
ELEMENT**

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**DATA  
AND ANALYSIS**

**Section G: Intergovernmental Coordination Element**  
**City of Macclenny 2025 Comprehensive Plan**

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The specific purpose of the *Intergovernmental Coordination Element* is to establish mechanisms, processes and procedures to achieve the goals and objectives of the City's Comprehensive Plan. The City is located within Baker County in northeast Florida, adjacent to the Florida-Georgia state line. It is a predominantly urbanized community with an estimated 2008 population of 5,897. The City is a charter city with a commission-manager form of government.

There are six Florida counties adjacent to Baker County: Nassau and Duval to the east; Clay, Bradford and Union to the south; and Columbia to the west.

**Illustration I.1**  
**General Location**



Coordination is working with others toward the achievement of some common goal. The basic premise of coordination is that the common goal cannot be achieved by one of the parties acting alone. The achievement of the common goal requires cooperative, coordinated actions on the part of the involved parties.

The goal may be the resolution of a problem or the creation of some new process or product which meets a need and improves upon the present situation. The achievement of the goal may result in a mutual benefit to the involved parties or may be directed toward the overall public good.

## Section G: Intergovernmental Coordination Element

### City of Macclenny 2025 Comprehensive Plan

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#### G.1 Inventory and Effectiveness of Existing Coordination Measures

Rule 9J-5.015(1) and (2)(a), F.A.C.



##### **Baker County**

Responsible for Coordination: City Manager

The nature of the relationship between the City and Baker County is one of equal standing. All local governments have the right and responsibility to establish and regulate land uses, but also, each has the responsibility to address the impacts of development proposed in the local comprehensive plan upon development in adjacent jurisdictions.

The City and County have an Interlocal Agreement for Mutual Aid for Fire, Rescue, Emergency or Disaster Assistance. In jurisdictional areas that are contiguous to the city limits, the City of Macclenny Fire Department will be dispatched automatically along with the County station in whose territory the call is occurring. This also applies to those areas where a County response would require driving through the city limits in order to answer a call, such as east on US 90 towards Trail Ridge.

The City and County have an Interlocal Agreement for Improvement of County Road 23A from SR 121 to County Road 23B. The purpose of this Agreement is to provide for fair and equitable cost sharing of mutually beneficial road improvements to CR 23A. The County and City will cooperate on the review and approval of new development that may have an impact on the level of service on CR 23A and, if necessary, require the developer to provide additional roadway improvements and/or a proportionate fair share towards the cost of any required improvements. The two bodies will meet on a regular basis to review and monitor the progress of the work, identify problems, and generally maintain open lines of communication.

The City and County have an Interlocal Agreement for Wastewater Treatment. This Agreement allowed the installation of all necessary equipment and infrastructure to connect the Macclenny II water treatment plant to the main water facility within the city limits.

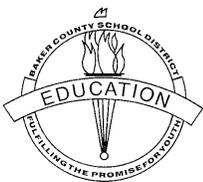
The City and County have a Memorandum of Understanding for Operation and Maintenance of Yard, Wood and Similar Waste Disposal Site. The City and County shall form an operations committee to establish operational policies and monitor ongoing activities at the facility. Both bodies shall have 50% ownership in all equipment used on-site for the operation of waste disposal. Both bodies shall share on an equal basis the total operational expense related to the operation and maintenance of the disposal site. Any fees collected from the operation will be credited to the annual expense of operation and maintenance.



##### **Baker County Sheriff's Office**

Responsible for Coordination: City Manager

The City and Sheriff have a Service Agreement for Law Enforcement. The Sheriff shall provide the City competent professional police protection within and throughout the city limits each day of the year on a 24-hour basis. This includes the enforcement of City ordinances. The Sheriff shall provide the personnel and equipment necessary for such law enforcement.



##### **Baker County School District**

Responsible for Coordination: Assistant City Manager

The City and School Board have an Interlocal Agreement which amends and updates an interlocal agreement held since September 2003 in order to bring it into conformity with Sections 163.31777 and 1013.33, Florida Statutes. Specifically, it outlines procedures that will be followed in coordinating land use and public school facilities planning including joint meetings, coordination of population projections, and implementing school concurrency. Baker County and the Town of Glen St. Mary are also parties to this Agreement. The City also provides centralized utilities to Baker County High and Westside Elementary.



**City of Jacksonville**

Responsible for Coordination: Fire Chief

The City and City of Jacksonville have an Interlocal Agreement for Surplus Fire/Rescue Equipment and Mutual Aid. This Agreement allowed the City of Macclenny to purchase a surplus fire ladder truck from the City of Jacksonville. Contemporaneously with this purchase, the two bodies entered into an agreement for mutual aid for fire, rescue, emergency or disaster assistance.



**Northeast Florida Regional Council**

Responsible for Coordination: City Manager

The Northeast Florida Regional Council (NEFRC) is charged with, among other things, addressing and planning solutions for greater-than-local problems, providing technical assistance to local governments, and reviewing applications for state and federal grants. It is responsible for regional reviews of Developments of Regional Impact (DRI) and addressing regional issues. The NEFRC reviews the City's Comprehensive Plans and Evaluation and Appraisal Report. It is also responsible for designating regional hazardous waste transfer stations and has conducted studies of regional issues including hazardous waste. Most of the contact between the City and the NEFRC has been, for the most part, informal and effective.



**St. Johns River Water Management District**

Responsible for Coordination: Assistant City Manager

The St. Johns River Water Management District (SJRWMD) is responsible for managing water and related land resources in northeast Florida. The SJRWMD requires permits for water well construction, management, and storage of surface water (including stormwater), consumptive use, works of the district, and wells for artificial recharge. In addition, the District has authority to declare and implement water shortage warnings, water shortages, and water use restrictions. The SJRWMD also has the authority to acquire land for flood control, water shortage, water management, and preservation of wetlands, streams, and lakes. Most of the contact between the City and SJRWMD has been informal and effective.



**Jacksonville Transportation Authority**

Responsible for Coordination: Mayor

The 2009 Florida Legislature directed that a study be commissioned that would develop a framework for a Regional Transportation Agency (RTA) for the seven-county Northeast Florida region (Baker, Clay, Duval, St. Johns, Putnam, Flagler and Nassau). A Northeast Florida RTA is not intended to take away land use decisions from any of the local governments. This study was conducted by the Jacksonville Transportation Authority with oversight by the Florida Department of Transportation. This study resulted in a framework that includes a range of alternatives based upon RTA's around the nation. The City participated in the advisory panel meeting from September 2009 through January 2010. The final report was submitted to the Florida Legislature on January 29, 2010. The advisory panel did not create actual legislation due to the limited amount of time the Legislature provided for the study.



**North Florida Transportation Planning Organization**

Responsible for Coordination: City Manager

Based upon the anticipated findings of the 2010 Census, the boundary of the North Florida TPO is likely to expand westward to include at least part of the City. Should this come to pass, it represents a new coordination effort that will require the selection of a City representative to sit on the TPO Board. The City would have a vested interest in helping shape the TPO's Long Range Transportation Plan among other programs and studies the TPO conducts.

## Section G: Intergovernmental Coordination Element

### City of Macclenny 2025 Comprehensive Plan

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#### Florida Department of Health

Responsible for Coordination: Assistant City Manager

The City and the Department of Health have an Intergovernmental Agreement for Wastewater Treatment. The City will increase the capacity of its planned sewage treatment plant to accommodate the needs of Northeast Florida State Hospital. The Department will provide funding for the facility expansion. The plant will be operated so that its full design capacity will be available to process sewage from NEFSH. The City is obligated to obtain and maintain in good standing all necessary operating licenses and permits from the appropriate federal and state agencies.

The City and the Department of Health have a Service Agreement for Fire Protection. The Northeast Florida State Hospital Fire Department and the City Fire Department agree to dispatch assistance immediately upon receipt of notification of an existing fire and request for assistance. Response of the NEFSH Fire Department shall be limited to incidents that occur within the city limits.



#### Florida Department of Transportation

Responsible for Coordination: City Manager

The Florida Department of Transportation (FDOT) has a major role in the planning and implementation of the transportation components of the 2025 Comprehensive Plan. In addition, the role is continued in the planning and implementation of the *Future Land Use Element* as well, although to a lesser extent since that Element must reflect an adequate ability to move people and goods. There are seven districts under FDOT and the City lies within District Two. FDOT is responsible for building and maintaining state roads and the drainage facilities for these roads. State Road 228 (Fifth Street), State Road 121 (Sixth Street), and Interstate 10 are the major FDOT thoroughfares of Macclenny. FDOT is responsible for setting the minimum level of service for these roads in the City. The City Manager maintains an effective, informal relationship with the FDOT District Offices in Jacksonville and Lake City. The City is closely coordinating with FDOT in the creation of the Enterprise Corridor Overlay along State Road 228 in an effort to assure sufficient right-of-way for future expansion while at the same time limiting the number of access points and protecting the rural character of this gateway to the City.



#### Florida Department of Community Affairs

Responsible for Coordination: City Manager

The Florida Department of Community Affairs (DCA) is the state land planning agency with administrative responsibility is to ensure consistency of proposed plans and plan amendments with the law. DCA coordinates plans and amendment review with other agencies and receives petitions from affected parties objecting to a plan or plan amendment in accordance with Chapter 163, F.S. In the event of disputes, DCA works to resolve them before they are taken to an administrative hearing. DCA reviews the City's Comprehensive plan and Evaluation and Appraisal Report against established State criteria expressed in Rule 9J-5, F.A.C. DCA provides an initial review to assure that the local plan is consistent with the State Plan. It provides State assistance for the National Flood Insurance Program by promoting floodplain management and flood hazard mitigation. DCA is also responsible for the Model Energy Code, which establishes minimum standards for thermal efficiency in buildings. DCA operates housing assistance programs as well as programs that affect the provision of affordable housing. DCA administers the Section 8 Housing Assistance program and operates the rural housing program that provides grants and loans to local governments, housing authorities, and non-profit organizations to help pay the pre-development costs for housing for rural residents and farmworkers. The Department conducts research; administers the Small Cities CDBG program; provides weatherization assistance; establishes minimum building standards; and certifies manufactured housing that meets safety standards. Coordination with the Department is extremely important and the existing coordination mechanisms are informal and effective.



**Florida Department of Environmental Protection**  
Responsible for Coordination: Assistant City Manager

The Florida Department of Environmental Protection (DEP) is responsible for surface and groundwater quality. DEP regulates various activities that can affect water quality, requires permits for actions such as dredge and fill, the construction or upgrading of wastewater treatment plants, discharge of industrial waste, and landfills. DEP regulates discharge of domestic and industrial waste into State water bodies, and its Stormwater Rule attempts to eliminate the effects of non-point pollution on State water bodies. It is also responsible for enforcing the air quality standards established by the State and regulating disposal sites such as landfills. It also is the agency charged with the State's hazardous waste clean-up programs.

## **G.2 Elements' Problems and Needs that Would Benefit From Improved Coordination**

*Rule 9J-5.015(2)(b), F.A.C.*

The City Manager cannot identify any areas where improved intergovernmental coordination is necessary. The City enjoys a good working relationship with the surrounding local governmental entities as well as the regulatory authorities working in Macclenny. No problems exist that require the attention of a new objective in the Intergovernmental Coordination Element.

## **G.3 Planning Coordination for Proposed Growth and Development**

*Rule 9J-5.015(2)(c), F.A.C.*

### **Incompatible land uses along boundaries and coordination of development impacts along boundaries**

Land uses existing on opposite sides of the City of Macclenny boundary lines with Baker County should be compatible. A comparison of the City's existing and future land use maps with the County's shows that existing and designated future land uses are mostly compatible. There are some areas, however, where some incompatibilities exist. Further, future amendments to the land use maps could make possible other incompatibilities. Another issue is the impacts of new developments on the borders of adjacent governments or between the City and County on infrastructure and service delivery. This is especially important concerning transportation issues.

The extent of participation is wide and varied, depending on the geographic location in question. The City should continue to pursue the resolution of incompatible land uses. The City and County should utilize the Northeast Florida Regional Planning Council mediation process for resolution of conflicts between local governments.

### **Municipal annexations within Baker County**

Municipal annexations can cause a number of land use problems. One problem occurs when the County's land use designations and land use regulations remain in full force and effect until the City can amend its Comprehensive Plan, land may be developed in the interim according to the County's regulations, which differ from the City's. In addition, land may already be developed in a fashion incompatible with the City's land use plan. Certainly, when considering whether to undertake an annexation, the City has to make the determination as to whether these land use incompatibilities are acceptable. Through intergovernmental coordination, however, it may be possible to mitigate this type of potential problem.

Another problem occurs when annexation creates pockets of unincorporated land that are surrounded by a city. This causes a number of problems for the County in terms of providing services to the pockets, maintaining land uses consistent with surrounding land uses, and maintaining adequate housing and infrastructure. This problem is particularly evident with the City of Macclenny which has an enclave in the northwest side of town.

## **Section G: Intergovernmental Coordination Element**

### **City of Macclenny 2025 Comprehensive Plan**

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The City has the option of seeking an annexation or contraction according to procedures described in Chapter 171, F.S. thus the relationship is dependent upon the City's initial action. Further, Baker County has no direct resources to affect annexation or contraction activities.

#### **Coordinating recreational needs**

To better serve the future recreational needs of City and County residents, the City has an informal agreement for the sharing of certain recreational facilities. The County is developing a Recreation Master Plan to which the City could be helpful in its formation.

#### **Development in floodplains and near wetlands**

The problem of protection and conservation of river systems and their associated habitats is truly multi-jurisdictional. To achieve the goal of protection and conservation of the wetland systems, the City recognizes that it must reach beyond its boundaries and coordinate with Baker County and a host of state, regional and federal agencies that affect development in the floodplains. As growth pressures in the City increase, there will be a greater need to resolve these conflicts and coordinate floodplain development. The specific need is a regional approach to the problem.

Several state, regional and federal agencies besides the City have responsibility for permitting development in wetlands. The Florida Department of Environmental Protection permits dredge and fill activities and wastewater in wetlands. The St. Johns River Water Management District issues surface water management permits. The Florida Department of Children and Families permits the use of septic tanks. The state, regional and federal permitting regulations sometimes conflict with the City's regulations. A method or mechanism of coordination needs to be instituted to address these conflicting regulations.

At this time there is no coordination mechanism to address the problem of protection and conservation of the wetland systems. Developers must seek permits from each individual agency (whose different rules and regulations sometimes conflict). The City requires that the developer obtain all necessary permits from the other agencies before issuing a city permit. There is very little direct contact between the entities.

The City and each of the other entities controls or is concerned with certain aspects of the wetland systems. In the past, there has been no formal relationship among these entities, each one content to address their limited concern. With increasing growth pressures threatening the wetlands' quality, Macclenny is seeking to formalize the various relationships and integrate the separate actions now being taken by each entity.