CITY OF PALATKA
PLANNING BOARD AGENDA
February 2, 2016

Call to Order

1. Roll Call

2. Approval of January 5, 2015 meeting minutes.

3. Appeal procedures and ex-parte communication

5. OLD BUSINESS:

Case 15-33 Evaluation and Appraisal Report (EAR), Comprehensive Plan

Case 15-56 Administrative request to amend Zoning Code Sec. 94-149 (Intensive Commercial Zoning District) and Sec. 94, Division 3 (Supplementary District Regulations), allowing produce stands associated with convenience stores and grocery stores, and providing standards governing such uses (tabled from the January 5, 2016 meeting).

6. NEW BUSINESS:

Case 16-01 Request to annex, amend Future Land Use Map from County UR (Urban Reserve) to RL (Residential Low-Density), and rezone from County R-1A (Residential Single-Family) to R-1A (Single-Family Residential).

Location: 1620 Husson Ave.
Owner: Terry White and Cherane Wilford

Case 16-02 Request for conditional use for church within 300 feet of alcohol sales establishment.

Location: 2000 Reid St. (Rochester Imports Building)
Owner: Jennifer Rochester
Agent: James Matthews, Sr.

7. Other Business: (none)

8. ADJOURNMENT

ANY PERSON WISHING TO APPEAL ANY DECISION MADE BY THE PLANNING BOARD WITH RESPECT TO ANY MATTER CONSIDERED AT SUCH MEETING WILL NEED A RECORD OF THE PROCEEDINGS, WHICH INCLUDES THE TESTIMONY AND EVIDENCE UPON WHICH THE APPEAL IS TO BE BASED, AT THE EXPENSE OF THE APPELLANT. F.S. 286.0105

FOR ADDITIONAL INFORMATION OR FOR PERSONS WITH DISABILITIES REQUIRING ACCOMMODATIONS IN ORDER TO PARTICIPATE IN THIS MEETING PLEASE CONTACT THE CITY BUILDING AND ZONING DEPARTMENT AT 329-0103, AT LEAST 24 HOURS IN ADVANCE WHEN REQUESTING DISABILITY ACCOMMODATIONS.

CITY OF PALATKA
PLANNING BOARD MINUTES (draft)
January 5, 2016

Call to Order: Members present: Chairman Daniel Sheffield, George DeLoach, Vice-Chairman Joe Pickens, Tammy Williams and Ed Killebrew. Members absent: Earl Wallace, Anthony Harwell and Joseph Petrucci.

Motion made by Mr. DeLoach and seconded by Mr. Pickens to approve December 1, 2015 meeting minutes. All present voted, the motion carried unanimously.

The Chairman then explained appeal procedures and requested that Board members express any ex-parte communication prior to hearing the case.

Election of Chairperson and Vice-chairperson.

Motion made by Mr. Pickens and seconded by Mr. DeLoach to re-elect Daniel Sheffield as Chairperson. All presented voted, motion carried unopposed.

Motion made by Mr. DeLoach and seconded by Ms. Williams to re-elect Joe Pickens to Vice-chair person. All present voted, motion carried unopposed.

OLD BUSINESS:
Case 15-33 Evaluation and Appraisal Report (EAR), Comprehensive Plan

Mr. Crowe requested that this item be tabled until the next meeting.

Motion made by Mr. Pickens and seconded by Mr. DeLoach to table this request until the February 2, 2016. Motion carried unopposed.

6. NEW BUSINESS:

Case 15-51 Request to annex, amend Future Land Use Map from County UR (Urban Reserve) to RL (Residential Low-Density), and rezone from County R-2 (Residential Two-Family) to R-1A (Single-Family Residential).

Location: 203 Central Avenue
Owner: Robert Michael Ratliff

Mr. Crowe explained that this area is a single family home that is contiguous to the City boundaries to the northeast. The applicant wants to connect to city utilities which are available to this single-family homes area and that the proposed land use and zoning closely matches the current County designation. The request meets the criteria for annexation and does not conflict with the Comprehensive Plan. He recommended approval to annex, amend Future Land Use Map from County UR (Urban Reserve) to RL (Residential Low-Density), and rezone from County R-2 (Residential Two-Family) to R-1A (Single-Family Residential) for 203 Central Ave.

Mr. Pickens asked if the applicant could request a more dense zoning. Mr. Crowe replied yes they may. He explained that the City is currently handling these types of requests administratively, waiving the application fee, therefore as a matter of policy city staff will recommend the least intensive use.

Motion made by Mr. DeLoach and seconded by Mr. Pickens to recommend approval of the request as presented by Staff. All present voted, motion carried unopposed.

Case 15-52 Administrative request to amend Zoning Code Sec. 94-2, adding definition of mobile vendors and push carts.

Mr. Crowe explained that zoning, Chapter 94 allows mobile vendors and push carts by right in downtown zoning districts, but these uses are undefined and are actually prohibited from functioning due to the outright prohibition of sales on the right-of-way such as sidewalks in chapter 70. This change would define mobile vendors and push carts as rubber-wheeled vehicles or portable carts, not registered by the state department of motor vehicles, from which prepared food, fruit, non-alcoholic drink, and flowers may be sold.

Discussion took place regarding the close proximity to the existing food serving establishments' downtown. Mr. Crowe explained that the allowance of mobile vending in the downtown area was put in place in 2009 to help add to the vitality of downtown street life, encourage more pedestrian activity, and allow for more retail sales and is intended as a complimentary function.

Additional discussion took place regarding removing the word "rubber" with regards to the wheels as there are many types of wheels that may be appropriate, such as iron or even wood. Mr. Crowe agreed that the key word was "wheel" which the definition is intended to describe these carts as being easily removed, they are transported and not just sit there competing with the store.

Motion made by Mr. Pickens and seconded by Mr. Kellebrew to approve the amendment as submitted by Staff except remove the word "rubber." All present voted, motion carried unopposed.

Discussion ensued regarding possible concerns for distance restrictions and limitation of hours or days of operation for mobile food vendors. Mr. Holmes suggested that it might be a good idea to place some restrictions as to where the cart can be placed.

Case 15-56 Administrative request to amend Zoning Code Sec. 94-149 (Intensive Commercial Zoning District) and Sec. 94, Division 3 (Supplementary District Regulations), allowing produce stands associated with convenience stores and grocery stores, and providing standards governing such uses.

Mr. Crowe explained that the City has been approached by struggling convenient store owners in an effort to increase their trade. The City has taken several steps to revise the Zoning Code to facilitate the availability and conveyance of fresh produce and meals, including ordinances allowing food trucks, produce trucks, and food pantries to help remedy some of the food desert areas, which by USDA urban standards is any area that is more than a mile from a grocery store, or a store that sells fresh produce - which means that most everything east of Palm Ave. is in what is referred to as a food desert. He added that currently the Zoning Code does not allow such outdoor sales activities except under the conditional use process and only include activities that are temporary or seasonal type outdoor sales. He reiterated that at the request of the Board, some changes have been made to the proposed amendment to clarify the permitting requirements of the structure; the maximum allowed size was reduced slightly to ensure less intrusion and for easier portability/disassembly, as well as limiting the size of allowed signage to the stand itself and reviewed the revised supplement standards (as described below) and recommended approval:

- Produce stands are allowed in conjunction with convenience stores and grocery stores in the C-1 and C-2 zoning districts.
- Stands shall be constructed as a cart with two or more wheels, or a stand which is easily disassembled; shall have a shelf or shelves set at a height between three and five feet; and shall provide weather protection in the form of a roof, canopy, or umbrella.
- Stands must be soundly constructed and of wood, metal, or other suitable permanent material; must have a neat and orderly appearance; and must be maintained in good repair and appearance.
- Stands do not require a building permit, unless it is determined by the Building Official that a permit is required per the Florida Building Code. The Building Official may require certain tie-down or securing elements as needed for public safety.
- Stands cannot exceed 150 square feet in size, and must be located in close proximity to the store.
- Stands shall be designed for the display of produce on shelves as part of a structure, or on a table.
- Stands shall not occupy any minimum required parking, parking lot landscape islands/areas, or rights-of-way; cannot block driveways or traffic aisles, or reduce sidewalk passage below 48 inches.
- Signage shall be limited to one unlighted announcement sign not to exceed 16 square feet in area, attached to the structure.
- Stands shall be subject to outdoor sales administrative review, requiring a site plan and staff review subject to conditional use criteria. However this use shall not be subject to public hearing and notice requirements.

Mr. Holmes questioned if the conditional use review criteria would be utilized by Staff. Mr. Crowe replied that is still part of the proposal, similar to how outdoor sales (previously delegated by the Board to Staff) are reviewed.

Discussion took place with regards to developing “stand versus building” standards. Mr. Pickens suggested tabling this item allowing staff to research possible language to specify construction standards.

Motion made by Mr. Pickens and seconded by Mr. Killebrew to table this request until next month. Mr. Holmes suggested including some language to base the aesthetic standards of the allowed building. All present voted, motion carried unopposed.

Mr. Crowe reported that there have been no appeals for variance forwarded to the City Manager; however there was potentially what could have been another appeal to the exterior standards. The police department is installing a new shed on Reid St. However, all were able to come up with a compromise using screening which is a win for both the City and the PD.

With no further business, meeting adjourned at 4:55

PB Case 15-33
Evaluation and Appraisal Report of the Comprehensive Plan
Applicant: Building & Zoning Dept.

Staff Report

EAR issue 3: Transportation

Attached is a clean copy and a marked up version of the EAR analysis and revised Traffic Circulation Element of the Comprehensive Plan. Please note that this is a work in progress. Staff has strived to simplify an overly-complex and potentially expensive policy document to a streamlined set of policies that seek to tinker with the existing road system while building a multi-modal transportation system that provides for connected vehicular, sidewalk and bicycle lane systems throughout the City. The element will be updated with ongoing coordination with Ride Solution and additional policy direction on bicycle and pedestrian facilities, but Staff felt it was important to provide this draft to the Board in the interests of keeping the process going.

CITY OF PALATKA EVALUATION AND APPRAISAL REPORT FOR TRAFFIC CIRCULATION ELEMENT

AND

PROPOSED MOBILITY ELEMENT

(CLEAN COPY)

The current comprehensive plan through the Traffic Circulation Element establishes a process where adjacent roadways must have available vehicular capacity/trips available/concurrent for new uses that produce new vehicle trips. Concurrency, including traffic concurrency, is implemented through Chapter 70 (Planning of the Municipal Code). The “concurrency” system is contained within the impact fee section (Chapter 70 of the Municipal Code, known as the Planning Code) and sets forth impact fees for new development, based on the number of trips produced by the new use, credited by the trips of the old use if there was one. The justification for impact fees comes from the "City of Palatka Transportation Impact Fee Study," dated May, 2007, prepared by Government Services Group, Inc. This is a complex and lengthy document developed in 2008 which made a host of optimistic assumptions about the growth of the City including a population increase of almost 5,000, large new hospital, and extensive commercial and industrial development by year 2015. Almost as soon as the impact fees were adopted in 2008 the City Commission passed a two-year moratorium on all but the water and sewer impact fees. This moratorium has been extended every two years since then and is in place until 2018. Staff will soon propose eliminating all impact fees except for the water and sewer fees. These fees have been justified through plant upgrade capital costs apportioned over the population.

Concurrency was effectively made optional through state legislation passed between 2009 and 2011, with the alternative being what is called “mobility.” Mobility is an approach that departs from the bean-counting of matching traffic counts with road capacity limitations and determining when roads “fail.” This failing roads equation, at least in jurisdictions with available transportation funding resources, resulted in urban sprawl during Florida’s recent booms. This occurred as traffic worsened, roads were then widened, providing additional capacity, and attracting more growth in outlying areas. Conversely, concurrency added expenses to redevelopment in areas where no road capacity was available, which also happened to be thriving and successful commercial or mixed use areas. The bottom line is that concurrency did not address root problems associated with over-dependence on automobiles and lack of mobility opportunities for the less fortunate. Palatka did not share these experiences due to the road impact fee moratorium, but it is possible that had it instituted road concurrency the City could have been in the position of having to pay impact fees back that were assessed using flawed growth assumptions.

With the adoption of 2009’s Senate Bill 360, Palatka became classified as a Dense Urban Land Area (DULA) community. By extension, the DULA designation institutes a transportation concurrency exception area (TCEA) within the City. As part of the requirements for the TCEA, the City is to adopt a mobility plan with its next comprehensive plan overhaul (occurring now as a result of this EAR process). The alternative to the mobility plan would be to stay with the transportation concurrency system that is in place. Retaining concurrency would require a burdensome process that could drive away new businesses, and could also commit the City to expensive and unneeded road improvements when roads fail. A good example would be redevelopment along Reid St., which would trip the maximum capacity of this state road (even though much of this traffic being pass-through traffic), and require that the City commit funds for its improvement, or deny future redevelopment projects.

The mobility plan was the tool intended through Senate Bill to replace concurrency. To institute a TCEA, the local government must amend its local comprehensive plan to include "land use and transportation strategies to support and fund mobility within the exception area, including alternative modes of transportation." Should conditions change to where a new annexation area development or major redevelopment would impose excessive traffic burdens on the City, Senate Bill 360 clarifies that “the designation of a transportation concurrency exception area does not limit a local government's **home rule power** to adopt **ordinances** or impose fees." However this would be on a case-by-case basis, with support from the Comprehensive Plan in the form of thresholds over which developments would negotiate traffic mitigation with the City. This may come into play with larger tracts south of the City that may wish to annex into the City. With potential population increases of several thousand future residents, local roads will be impacted and new roads may be required. The City at that time can assess impacts and assign responsibilities for future improvements.

Strategic Intermodal System

The Florida Intrastate Highway System (FIHS), created in 1990 by the Florida Legislature, is composed of interconnected high-speed, high-volume roadways including:

- Interstate highways
- Florida's Turnpike system
- Selected urban expressways
- Existing major interregional and intercity arterial highways to be upgraded to higher controlled-access standards
- New limited-access facilities

The primary function of the system is to serve interstate and regional commerce and long-distance trips. The SIS, enacted by legislation in 2004, includes high-priority existing or planned FHIS routes that meet SIS designation criteria outlined in Florida's Strategic Intermodal System Plan. The SIS includes the State's largest and most significant commercial service airports, spaceport, deepwater seaports, freight rail terminals, passenger rail and intercity bus terminals, rail corridors, waterways and highways. These facilities are the workhorses of Florida's transportation system, carrying more than 99% of all commercial air passengers and cargo, virtually all waterborne freight and cruise passengers, almost all rail freight, 89% of all inter-regional rail and bus passengers, more than 70% of all truck traffic, and 55% of total traffic on the State Highway System. The current comprehensive plan reflects obsolete statutes that seek protection of SIS roads with an artificially low (Grade C on a level of Grades A-F, with F being a failing grade) roadway maximum vehicle capacity. However the previously discussed state legislation discards concurrency if a mobility plan is adopted within the comprehensive plan.

Mobility

It is required as an exception to traffic concurrency that the City emphasize alternative means of transportation in its Comprehensive Plan. As noted above, the City should coordinate with The Ride Solution to plan for transit routes that encourage increased ridership and thus reduce congestion caused by work and shopping traffic.

The City should also strategically plan to promote pedestrian and bicycle travel to encourage such movement throughout the City. Cities across the nation and throughout Florida (including Eustis, Fort Myers, Lee County, Longwood, Ocala, Orlando, West Palm Beach, Miami, and other jurisdictions) are implementing a concept known as “Complete Streets,” which calls for roadways that are designed and operated to enable safe access for all users. This program is promoted through Florida Statute 335.065, which requires FDOT to give strong consideration to constructing bicycle lanes and sidewalks when improving state roads. As noted in Major Issue # 4, Trails and Parks, the City has opportunities to identify and establish a trails system that will further support pedestrian and bicycle mobility. A Complete Street has the following elements:

- sidewalks;
- bike lanes (or wide paved shoulders);
- frequent and safe crossing opportunities;
- accessible pedestrian signals;
- desirable appearance including landscaping, shade and design;
- “tree lawns” between streets and sidewalks for safety and comfort;
- comfortable and accessible public transportation stops;
- median landscape islands;
- narrower travel lanes;
- roundabouts; and
- special bus lanes.

Mobility can serve the citizens of Palatka better through transportation alternatives. Limited resources can be assigned to improvements that benefit those who lack vehicles, who can’t afford vehicles, or who seek an alternative to the increasingly expensive internal combustion engine. Continuous sidewalks and bicycle lanes, with tree shade, benches, and water stations can link neighborhoods, shopping, work, schools, the college, the medical area, airport, and downtown. A more active partnership with Ride Solution and other transit companies will improve mobility for citizens. Allowing for such alternative transportation will relieve such congestion as there is – FDOT data in the revised Mobility Element indicates that congestion in Palatka is rare, due to falling traffic counts and plentiful roadway capacity.

Recommendations

- The City chooses to develop a mobility plan and to clearly adopt that approach, replacing transportation concurrency in the EAR-based amendments.

- In an effort to reduce single-occupancy vehicles and lessen roadway congestion, the City should encourage alternative modes of travel through the development of multi-modal corridors. The City should coordinate with Rideshare or any other transit company operating in the City to establish and identify transit routes as specified in the Mobility Plan Element Data & Analysis.

- The City should add policies to promote Complete Street, including elements to encourage bikeways and pedestrian systems which encourage bicycle and foot travel throughout the City.

- The City should develop an inventory, including maps, of sidewalks/trails, bicycle lanes, and transit routes and stops, focusing on City's collector and arterial road system.

- Utilizing the mobility inventory, the City should develop a "gap" plan that identifies and prioritizes improvements needed to fill in gaps of pedestrian, bicycle, and transit routes (working with Ride Solution and other transit providers).

- The City should identify roads in need of a "road diet" (overbuilt roads with excessive available capacity) and plan for future conversion of un-needed traffic lanes to bicycle, pedestrian, and transit greenways. Potential candidates include St. Johns Ave. between Palm Ave. and SR 10 (which would also assist in high school student safety), Palm Ave., the six lane stretch of S.R. 19 (which could allow for additional future commercial/mixed-use development), and the overly wide Husson Ave.

- The City should coordinate with Ride Solutions and the County in developing a list of priority projects for both the bus stops and transit routes.

- Before any financial commitments the City should monitor and analyze current and future frequency of use, ridership levels, and potential reduction in traffic congestion and safety concerns. This monitoring should occur on an annual basis and be coordinated with the City's Capital Improvement Plan.

DRAFT
MOBILITY ELEMENT

CITY OF PALATKA COMPREHENSIVE PLAN

Proposed adoption date: July 16, 2016

MOBILITY ELEMENT TABLE OF CONTENTS

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TABLES

FIGURES

Summary

The purpose of the Traffic Circulation Element is to plan for future transportation needs, with an emphasis on pedestrian, bicycle, and traffic calming measures.

A data section describes the City's existing circulation, identifying arterial and collector roads, their function and Level of Service. An analysis section identifies the need for new or improved facilities or expansions to provide safe and efficient operating conditions on the City's roadway network. The Goals, Objectives and Policies state long term ends toward which traffic circulation programs and activities should be ultimately directed in the City, and the future traffic circulation system is depicted on the Future Traffic Circulation Map within the element.

Purpose

The purpose of the Traffic Circulation Element is to plan for future transportation needs, with an emphasis on pedestrian, bicycle, and traffic calming measures.

Palatka's road network is dominated by the Florida Department of Transportation (FDOT), which controls all arterial roadways including SR 19, SR 20, SR 100, and US 17. Putnam County is responsible for the following roads within the City limits: Edgemoor Ave., College Rd., St. Johns west from 19th St., Husson Ave. south of Crill Ave., Silver Lake Dr. from SR 19 to Moseley Ave., and North 19th St. to Madison St.

The City is responsible for the following roads: St. Johns Ave. from riverfront to 19th St., N. 19th St. north of Madison St., Husson Ave., Main St., Moody Rd., Moseley Ave., Palm Ave. No local funding source is available for the design and construction of new roads. Such activity would only occur in conjunction with large-scale annexation

The City is responsible for the following collector roadways within the City limits: St. Johns Ave. from riverfront to 19th St., N. 19th St. north of Madison St., Husson Ave., Main St., Moody Rd., Moseley Ave., Palm Ave. No local funding source is available for the design and construction of new roads, and limited grant funding is available from FDOT. New road construction would only occur in conjunction with large-scale annexation.

Table 1 lists Palatka's arterial and collector roadways and their recent traffic counts. Arterial roadways are major state roads that are move traffic through the region and state, and include SR 19 and 17 and also Crill Ave. (SR 20) and Reid St. (SR 100). Other roadways are classified as collector roads, which FDOT defines as roads that provide a link between through traffic movement and direct property access functions. FDOT's functional classification system "grades" roadway traffic by comparing traffic counts to roadway capacity, which is the upper limit of vehicles that a roadway can handle. These grades are referred to as "Level of Service" (LOS) and range from A, which is free-flowing traffic, to F, which is basically gridlock. This Transportation Element has defined the City's LOS as D, except that roads classified as part of the State's Strategic Intermodal System (SIS) have a higher LOS of C (SIS facilities in Palatka are US 17, Crill Ave/SR 20, and Reid St./SR 100). This roadway capacity is shown in Table 1. This table presents City roadways in an ascending order of available roadway capacity, meaning that as one moves down the list there is more capacity and more availability for that road to handle traffic.

Table 1 reveals two things: with the City's economic stagnation traffic levels have decreased across the board between 2010 and 2014 (with the exception of River St. and 3rd St.) and there is ample available capacity on all roadways within the City. This is not to say that at some times of the day, particularly peak hour morning and afternoon commuting hours, that there can be congestion. However this congestion is part of any normal town or city. Traffic experts have departed from the old model of reactive road improvements in the face of congestion, and have recognized the motoring public's ability to choose alternative routes or adjust travel habits to react to such congestion. The Florida Legislature has followed this trend by essentially removing traffic concurrency as a requirement for jurisdictions, which forced cities and counties to put into place a system that required developer and public exactions for road improvements when roads "failed" – (i.e. achieved a grade of F). State law now emphasizes a "multi-modal" approach to traffic that considers multiple forms of transportation including transit, bicycling, and walking. Sound planning also encourages vehicle trip reduction through mixed-use development and the location of shopping and workplace uses close to residential areas.

This Transportation Element does not propose improvements to major roadways, most of which are not within the City's control as they are under state or county jurisdiction. Right-of-way for road widening is either not available or the expense of obtaining such lands outweighs any benefits of traffic improvement. The City has no available funding for transportation improvements. Conversely, there are several opportunities for "road diets" – reducing un-needed lanes. The six-lane segment of SR 19 could be reduced to four-lanes, providing future opportunities for additional commercial properties, sidewalk/multi-use path expansion, and roadway beautification. Similarly, Palm Ave. and St. Johns Ave. between Palm Ave. and SR 19 could be reduced to two lanes, while retaining turning lanes. Both these roadways now carry around ½ of the maximum traffic capacity of a two-lane road and could operate as efficiently as they do now with the use of medians and possibly even a roundabout at their intersection. Obviously any such changes would require public expenditures, but it is possible that the benefits in terms of attractive and more functional roadways will attract development and enhance property values.

Table 1: Annual Average Daily Traffic for Arterial and Collector Roads

Roadway	Jurisdiction	Traffic Count Segment & Map Location	Lanes	2010 Traffic Count [2]	2014 Traffic Count	Diff-erence	Roadway Capacity	2014 Avail. Capacity	Avail. Capac. %
US 17	FDOT	St. Johns River Bridge (1)	4	35,958	28,000 [1]	-7,958	30,320	2,320	8%
Crill Ave.	FDOT	Palm to Moseley Ave. (2)	2	15,212	10,000 [1]	-5,212	17,700	3,988	23%
St. Johns Ave.	City/Co.	Palm to Moseley Ave. (3)	2	11,370	9,600 [1]	-1,770	17,700	7,632	43%
SR 19	FDOT	South of St. Johns Ave. (4)	6	23,466	17,200 [1]	-6,266	44,925	22,917	51%
Reid St	FDOT	US 17 to SR 19 (5)	4	21,131	15,600 [1]	-5,531	37,900	19,818	52%
St. Johns Ave.	County	East of SR 19 (6)	4	12,755	9,600 [1]	-3,155	29,850	21,307	71%
US 17	FDOT	North of Reid St. (7)	4	10,858	10,000 [1]	-858	37,900	28,319	75%
Palm Ave. S.	City	St. Johns Ave. to Crill Ave. (8)	4	9,572	5,300 [1]	-4,272	29,850	20,773	70%
Palm Ave. N.	City	South of Reid St. (9)	4	7,862	5,300 [1]	-2,562	29,850	23,037	77%
N. Moody Rd.	City	South of SR 100 (10)	2	5,425	4,100 [1]	-1,325	17,700	13,261	75%
S. Moody Rd.	City	North of SR 20 (11)	2	4,006	4,100 [1]	+94	17,700	13,777	78%
19th St.	County	Reid St. to Madison St. (12)	2	4,526	3,200 [1]	-1,326	17,700	14,313	81%
S. 3rd St.	City	Laurel St. to Reid St. (13)	2	2,889	2,913 [2]	+24	17,700	14,787	84%
River St.	City/Co.	Laurel St. to Moseley Ave. (14)	2	1,887	2,400 [1]	+513	17,700	15,711	89%
Husson Ave.	City	Silver Lake to Edgemoor (15)	2	2,469	2,000 [1]	-469	17,700	15,771	89%
Moseley Ave.	City	Silver Lake to Edgemoor (16)	2	1,970	3,500 [1]	1,530	17,700	15,981	90%
Edgemoor St.	County	Moseley Ave. to Palm Ave. (17)	2	2,644	3,500 [1]	+856	17,700	16,202	92%

Source: [1] FDOT Traffic Counts or [2] Putnam County 2014 Traffic Count Program. Roadway capacity from Florida Dept. of Transportation, *Generalized Annual Average Daily Volumes for Florida's Urbanized Areas*

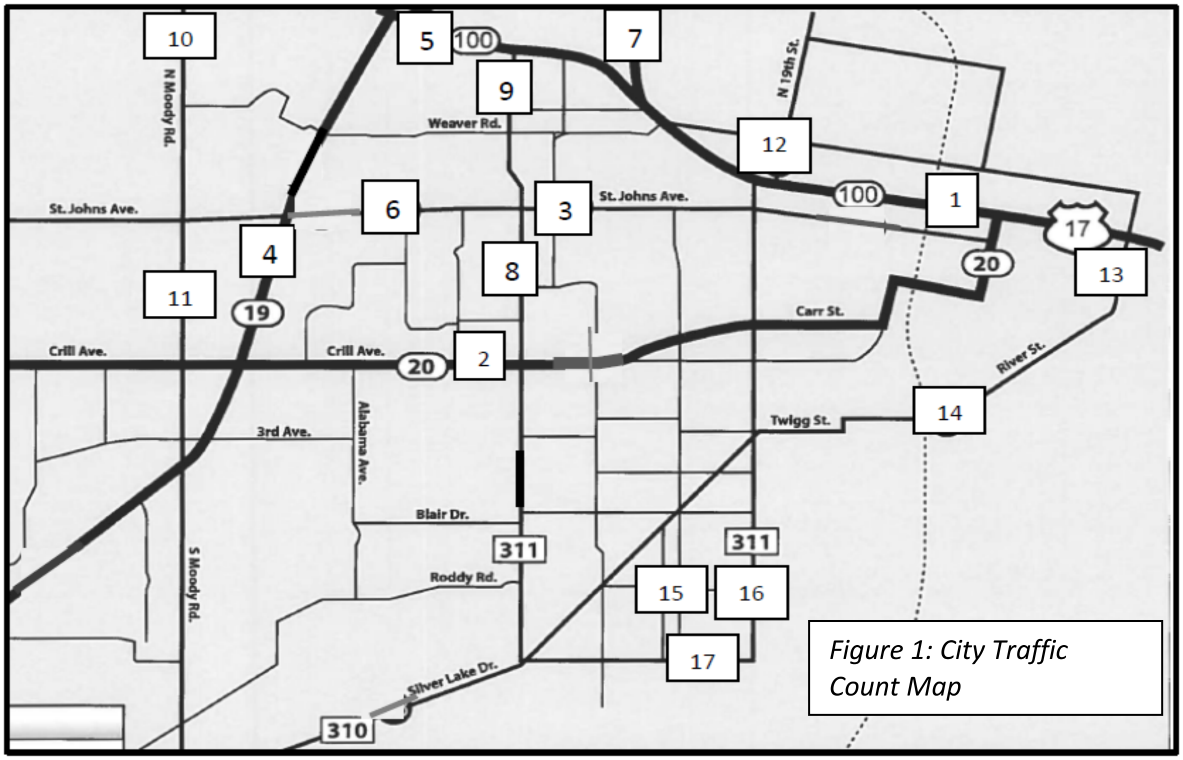

Figure 1: City Traffic Count Map

DESCRIPTION OF MAJOR ROADWAYS

Like other Florida towns, much of Palatka's shopping and employment has moved out to its western perimeter, which has strained the three east-west corridors: Reid Street, St. Johns Avenue, and Crill Avenue. This traffic co-mingles with inter-county and regional traffic on roadways that with the exception of Reid Street, are unimproved two-lane streets passing through residential neighborhoods with multiple driveways and few turn lanes. This results in occasional congestion and presents negative impacts to residential neighborhoods.

U.S. 17 (State Road 15 (20) / Reid Street)

U.S. 17 is a principal arterial which runs north-south through Putnam County merging with S.R. 100 at Madison Street, and running east-west as Reid Street through the City. This arterial roadway is a four- lane facility from C.R. 209 to San Mateo. As an arterial, the roadway serves to connect the urban service areas of Palatka, Pomona Park, and Welaka. Locally, running east-west as Reid Street, U.S. 17/ S.R. 15 (20) serves to funnel traffic across the river bridge chokepoint while also dividing the downtown area as a barrier to pedestrians and bicyclists. In2014, the roadway was handling approximately 28,000 trips per day in both directions at the St. Johns River Bridge. This far exceeds the FDOT's level of service standard of 9,405 daily trips, set at a high LOS C since this is a strategic intermodal system roadway, intended in principle to carry traffic throughout the state with minimized interruptions (the City has set LOS D for roadways, which in this case would be 27,360, close to the existing traffic levels).

State Road 19

State Road 19 runs south from U.S. 17, passing through the western part of the City and through Marion and Lake Counties, ending at US 441 in Eustis. S.R. 19 is both four and six-lanes in the City and is classified as a minor arterial roadway by the Florida Department of Transportation. This roadway is the City's major commercial corridor with several big boxes, shopping centers, and numerous freestanding stores and restaurants. . In 2014 S.R. 19 carried approximately 8,000 vehicles a day south of S.R. 20 and 17,200 vehicles south of S.R. 100.

State Road 20 (Crill Avenue)

State Road 20 runs east-west from Alachua County through Palatka, intersecting with South Ninth Street as a connection to U.S. 17 and then to its junction with S.R. 207; S.R. 20 then runs southeast with U.S. 17, diverting eastward at San Mateo and ending in Bunnell in Flagler County. The segment of S.R. 20 south of Reid St./U.S. 17 is a constrained two-lane road, which becomes four lanes west of South Palm Avenue. This facility is identified as a minor arterial on the State primary road system. S.R. 20 provides City and county residents with direct access to the western part of the county. In 2014 S.R. 20 (Crill Avenue) carried approximately 15,000 vehicles west of S.R. 19, 15,800 vehicles between S.R. 19 and Palm Avenue, and 9,800 vehicles east of Moseley Avenue.

State Road 100

State Road 100 is an east-west arterial on the State primary road system. S.R. 100 is a two lane facility that begins in Palatka at Reid Street/U.S. 17 and runs northwest through Keystone Heights, Starke, and Lake Butler, ending in Lake City at S.R. 90. This facility provides City and county residents with direct access to the Kay Larkin Municipal Airport and to the western and northwestern part of the county. In 2014 S.R. 100 carries approximately 9,200 vehicles west of S.R. 19 and 15,600 vehicles between S.R. 19 and U.S. 17.

St. Johns Avenue

St. Johns Avenue is a two-lane facility that is classified as an urban minor arterial on the county road system (except for the section east of N. 19th St. which is a City road) running eastward from C.R. 309C in the far west of the City to its terminus with 1st Street in the riverfront downtown area. The road serves as the City's principle downtown shopping street and runs through residential Palatka Heights. This road carries much of the traffic travelling west to the St. Johns River State College and also the medical community around Zeagler Drive. In 2014 St. Johns Avenue. carries 9,600 daily vehicle trips in the downtown area and west to past Moody Road., dropping down to 3,800 trips west of the College.

Palm Avenue

Palm Avenue is a north-south minor arterial on the county road system connecting Silver Lake Drive and S.R. 100. The facility connects residential development with east-west minor and principal arterials including Crill Avenue, St. Johns Avenue and S.R. 100. Palm Avenue is a four-lane roadway between S.R. 100 and S. R. 20 and a two-lane roadway south from S.R. 20 to Silver Lake Drive. In 2014 this roadway carries 5,300 daily vehicle trips.

Husson Avenue

Husson Avenue serves as a north-south major urban collector on the City street system connecting Silver Lake Drive with Crill Avenue. Similar to Palm Avenue, the facility provides an alternate connection between residential development south of the City and east-west arterial roadways. In 2014 this road carried 3,600 daily vehicle trips.

Moseley Avenue

As a north-south major urban collector running from Edgemoor Street north to Reid Street, Moseley Avenue also connects the residential development to the south to east-west arterial roadways. w. Because of the facility's intensity of use, Moseley Avenue serves as a minor arterial north of Twigg Street and Silver Lake Drive, intersecting with Crill Avenue (S.R. 20), St. Johns Avenue and S.R. 100. Moseley Avenue is also heavily traveled by both autos and buses because of the location of Beasley Middle School.

Westover Drive

Westover Drive, aone-mile long north-south minor urban collector connects the residential area around Edgemoor Street/Silver Lake Drive with Crill Avenue,

Madison Street

Madison Street, running east-west, is a minor collector on the City road system that serves the northeast residential area. Madison Street connects Main Street in the east to Reid Street in the west, functioning with Main Street as an alternate route to Reid Street.

Main Street

Main Street is located in the northeast section of the City and runs west from North 1st Street, terminating at North 11th Street. Main Street provides an alternative for local traffic to the more signalized Reid Street (U.S. 17).

11th Street

11th Street is a minor collector connecting the City's north side with the south side. South of Reid Street, 11th Street provides important access to postal and emergency services as well as to the downtown.

AIRPORT

The airport facility servicing Palatka and Putnam County is the Kay Larkin General Aviation Airport facility in Palatka. Kay Larkin Airport is owned by the City of Palatka as a public aviation facility. The airport site consists of approximately six hundred (600) acres and is located approximately 2 ½ miles from downtown Palatka. The airport is located on State Road 100, with direct access to the downtown area via State Road 100 and U.S. 17. The access is mostly a four-lane roadway. Its airport elevation is 50 feet above mean sea level with a reference latitude of 29 degrees 39' 30"N and longitude of 81 degrees 41' 20"W.

Analysis of data for the 1986 update of the Kay Larkin Airport Master Plan (Report) clearly revealed that the facility had become an important link in the transportation systems supporting the industrialization and population growth of this area of Northeast Florida.

This facility was constructed during WW II under a Federal civil airport program. The facility was later used as a U.S. Naval Auxiliary Air Field. Today, Kay Larkin's General Aviation support serves the aviation needs of the community and is an essential part of the area's growth. Executive aircraft activity at Palatka, including executive jet operations, continues at a sufficiently high level to warrant full- time availability of jet fuel and other services required. Thus, the Federal Aviation Administration has established the major role of the airport as a "Transport Airport" with a secondary role to serve utility aircraft.

Kay Larkin Airport (28J) in Palatka is the only municipal airport facility located in Putnam County. The airport, managed by the City of Palatka, was originally constructed as a training facility in World War II and was later used as an auxiliary airfield by the U.S. Navy before being turned over to the City for use as a general aviation airport. The Navy currently has an established Military Operation Area (MOA) over much of the airspace in Putnam County and actively uses a bombing range area near Lake George for training purposes.

Runways at Kay Larkin, which is at an elevation of 50 feet, consist of: 1) a primary 5,999 by 100 foot asphalt, lighted runway (9/27); and 2) a secondary 3,500 x 75 foot asphalt, lighted runway. (17/35).

The FBO is owned and operated by the City of Palatka. As of 2015, there are approximately 70 aircraft stationed on the airfield including six multi-engines. Fuel service at Kay Larkin includes both 100 Low Lead AvGas and Jet A. In 2015, there were three commercial maintenance operators located at the airport: Direct Aviation, Kumstom Kreations, and Marvel Air which provide major airframe engine repair services.

According to figures from the Florida Department of Transportation’s Aviation Office, flight operations at Kay Larkin in 2014 totaled 21,900. Of those, 20,500 were classified as general aviation operations, with the balance being classified as air taxi type services.

At the present time noise related to surface transportation does not appear to be a major environmental concern. However, future aviation development needs at Kay Larkin may require developing regulations for land use and noise control. To coordinate and assist in meeting aviation needs, the FDOT is developing a State-wide aviation system plan identifying long-range airport and aviation needs within the State. The Continuing Florida Aviation System Planning Process (CFASPP) is being conducted with the support of the Federal Aviation Administration and Local government participation.

Additional detail and analysis of the airport's role and future direction can be found in the Airport Master Plan, approved by the City Commission and FDOT in 2011.

RAILROAD

Passenger Rail Service

Amtrak currently services the Putnam County area via the historic railroad depot in the City of Palatka. Amtrak leases the CSX railroad line for the Silver Meteor and Silver Star long-distance passenger trains running between New York City and Miami. 2016 departure and arrival times for these trains are listed below:

Table 2: Amtrak Schedule, 2016

	DEPARTURE TIME	ARRIVAL TIME	COST
Palatka to Jacksonville	3:29 pm	4:47 pm	$18
	9:21 pm	10:43 pm	
Jacksonville to Palatka	6:59 am	8:02 am	
	9:34 am	10:40 am	
Palatka to DeLand	8:02 am	8:56 am	$16
	10:40 am	11:38 am	
DeLand to Palatka	2:39 pm	3:29 pm	
	8:31 pm	9:21 pm	
Palatka to Winter Park	8:02 am	10:06 am	$23
	10:40 am	12:49 pm	
Winter Park to Palatka	1:52 pm	3:29 pm	
	7:49 pm	9:21 pm	
Palatka to Orlando	8:02 am	10:06 am	$25
	10:40 am	12:49 pm	
Orlando to Palatka	1:35 pm	3:29 pm	
	7:32 pm	9:21 pm	

Freight Service

The last remaining railroad lines located in Palatka is controlled by CSX Transportation, which shares its line with Amtrak passenger service. The rail system provides freight service and plays a role in supporting local industry and commerce. As the rail system is owned and operated by the private sector for the most part, the State does not have the influence over its rail system that it may on some other modes. Nonetheless, a State-wide rail planning process does exist, and significant headway has been made towards understanding the rail system's operation and impact on State, regional, and local government. The State's rail planning effort culminated in the publication of the Florida Rail System Plan. The Plan was prepared in accordance with federal regulations in order that the State remains eligible to receive funds from the Federal Railroad Administration for rail planning. The Plan establishes five major goals: safety and security, quality of life and environmental stewardship, maintenance and preservation, mobility and economic competitiveness, and sustainable investments. The Plan places emphasis on enhancing and supporting both freight and passenger rail.

Transit

Transit service includes intra-City fixed route service provided within the immediate Palatka area by Ride Solution, Inc; school bus programs; inter-City (regional) bus routes, and limited taxi cab companies.

Ride Solution operates a limited fixed-route basis within the City with a mixed fleet of smaller “Brevi” buses and refurbished older buses. Buses leaving on the hour and beginning at 7:15 drive the following one-hour loop route: leave the County Government Complex on Crill Ave.; travel eastward on Crill Ave. to downtown; loop through the Northside; cross Reid St. at Middleton Plaza and travel westbound on St. Johns to the Publix; then north on S.R. 19 to the Mall, and then west to Ragsdale Apts.; then west on St. Johns Ave. to the St. Johns River College; south on Zeagler Dr. through the medical center, to Wal-Mart; and back to the County Complex (See Map ?). The last bus begins its one-hour loop at 4:15. Drivers have flexibility to make unscheduled stops. The fare is $1 each way.

Ride Solutions operates a Monday through Friday intra-city route to Orange Park, leaving the Palatka Depot at 5:25 AM, Green Cove Springs Cove Plaza at 5:55 AM, Orange Park Medical Center at 6:25 AM, Orange Park Mall at 6:32, Island View Church in Orange Park at 6:48 AM, Fleming Island Wal-Mart at 7:00 AM, Green Cove Springs Cove Plaza at 7:20 AM, St. Johns River Water Management District at 7:50 AM, and finally arriving at the Depot at 8:05 AM. The return route leaves the Depot at 4:20 PM and keeps to the same schedule above in reverse, arriving back at the Depot at 6:55 PM. The fare is $1 dollar each way.

BICYCLE AND PEDESTRIAN FACILITIES (REVISIONS FORTHCOMING)

Note: this section will be presented at a future meeting. Staff has been preparing for several years an inventory of City streets and the suitability of such streets for bicycle, pedestrian, and vehicular use. This analysis utilizes the Complete Streets program and scores roadways based on various factors including proper drainage, pavement surface, space for shared bicycle lane, on-street parking, street trees and shade, pedestrian buffers, and connectivity. The intent is to develop a medium to long-term goal to implement a mobility plan that maximizes multi-modal movement in an efficient manner that positive impacts private properties and the public at large.

MOBLITY ELEMENT
Goals, Objectives and Policies

CITY OF PALATKA
COMPREHENSIVE PLAN

Adopted July 10th, 2008

Proposed adoption date, July 16, 2016

TRAFFIC CIRCULATION ELEMENT
GOALS, OBJECTIVES, AND POLICIES

Goal B-1

Pursue transportation improvements provided for the safe and efficient motorized and non-motorized movement of people and goods at reasonable cost throughout the City of Palatka, and which is consistent with desired land use patterns, conserves energy, and protects the natural environment.

Objective B.1.1

Upon plan adoption, the City shall work to enhance a safe and efficient transportation system for vehicles, bicycles, pedestrians, and transit riders.

Policy B.1.1.2

The City shall use operational improvements, where possible, such as traffic signals improvements and coordination, turn lanes, signs, and pavement striping to improve traffic flow when necessary.

Policy B.1.1.3

The City, in cooperation with State and county government, shall review existing standards addressing traffic flow within the Central Business District (CBD). Where necessary, adopt design criteria providing for parking, pedestrian traffic, bicycle use, and loading facilities and accesses that provide safety as well as convenience.

Policy B.I.1.5

The City shall maximize the traffic-carrying capacity and operational efficiency of a roadway through Transportation System Management (TSM) measures. A list of such measures includes, but is not limited to, encourage off-peak use of transportation facilities, improve traffic signal timing and spacing, reduce the number of curb and median cuts, reduce on-street parking, and improve pedestrian access.

Policy B.I.1.6

The City will require developers to comply with City road design standards and to pave all internal roadways for all new subdivisions and participate in access road improvements. The City has until June, 2008 to include the standards under the street portion of the code to address those situations not covered by the subdivision portion of the code.

Policy B.1.1.7

The City shall ensure that the necessary transportation facilities, including motorized and non-motorized vehicle parking, are in place when a development permit is issued or a development permit is issued subject to the condition that the necessary transportation facilities will be in place when the impacts of development occur.

Policy B.1.1.8

The City of Palatka shall reduce the amount of existing on-street parking permitted along major and minor arterials except in those areas in which on-street parking provides the only customer parking for the adjacent commercial properties.

Policy B.1.1.9

The City shall pursue federal, State, and local funding sources which could supplement the Palatka budget for road construction and maintenance.

Policy B.1.1.9
The City will work to implement a Complete Streets program, affording access to all users of all ages, including pedestrians, bicyclists, motorists, and transit riders. This program emphasizes the following elements: sidewalks; bike lanes (or wide paved shoulders); frequent and safe street crossing opportunities; accessible pedestrian signals; desirable appearance including landscaping, shade and design; “tree lawns” between street and sidewalk for safety and comfort,comfortable and accessible public transportation stops; median islands; narrower travel lanes; roundabouts; and special bus lanes.

Policy B.1.1.10
The City should develop an inventory, including maps, of sidewalks/trails, bicycle lanes, and transit routes and stops, focusing on City’s collector and arterial road system. Utilizing this mobility inventory, the City should develop a “gap” plan that identifies and prioritizes improvements needed to fill in gaps of pedestrian, bicycle, and transit routes (working with Ride Solution and other transit providers).

Policy B.1.1.11
The City should identify roads in need of a “road diet” (overbuilt roads with excessive available capacity) and plan for future conversion of un-needed traffic lanes to bicycle, pedestrian, and transit greenways. Potential candidates include St. Johns Ave. between Palm Ave. and SR 10 (which would also assist in high school student safety), Palm Ave., the six lane stretch of S.R. 19 (which could allow for additional future commercial/mixed-use development), and the overly wide Husson Ave.

Objective B.1.3
The City shall encourage growth to develop in a planned and orderly manner which is compatible with the framework established in the Future Land Use Element.

Policy B.1.3.1
The City shall review all proposed transportation plans and improvements to determine the impacts such projects or proposals will have on the City's traffic circulation system, and to ensure that projects provide for multi-modal movement including vehicles, bicycle lanes, sidewalks, and transit stops.

Policy B.1.3.3
The City shall minimize the connection of access points of driveways and roads to roadways through the use of land development regulations addressing subdivision regulations and driveway access management. , In general, land development regulations will be developed to limit access road spacing according to the following schedule:

Adjoining Road Posted Speed Limit	Minimum Access (feet) Spacing (feet)
25 mph	80
30 mph	105
35 mph	145
40 mph	185
45 mph	200

Policy B.1.3.4
The City of Palatka shall review all transportation plans to emphasize the connection

of residential areas to park and recreation areas, schools, and major shopping centers, with such connections including pedestrian ways and bikeways. Connectivity between non-residential projects shall be required except when not feasible due to environmental factors or objections of existing developed properties.

Policy B.13.5

The City shall adopt minimum right-of-way requirements for new roadways containing the following provisions:

a) Arterial roadways - 150 ft. right-of-way
b) Collector roadways - 80 ft. right-of-way
c) Local roadways - 66 ft. right-of-way

It should be recognized that some types of development contain situations where roadway construction requirements for right-of-way may vary; as such, the application of right-of-way requirements shall be applied on a case to case basis and may be altered as determined by the City Commission based upon recommendation of the Public Works Director and City Manager.

Objective B.1.4

The City shall coordinate with related local, State, regional, and federal agencies for an integrated, cost-effective transportation system.

Policy B.1.4.1

The City shall coordinate roadway improvements with Putnam County and the Florida Department of Transportation to ensure effective application of available revenue.

Policy B.1.4.2

The City shall research federal, State, and local funding sources which could supplement the City's budget for road construction and maintenance.

Policy B.1.4.3

Although the City of Palatka does not constitute a metropolitan organization as defined under Chapter 339.175, F.S., and is located outside the jurisdictional limits of any Transportation Planning Organization (TPO), intergovernmental coordination and resource planning pursuant to Chapter 380 in north Florida shall be accomplished through the continued cooperation and communication with the Northeast Florida Regional Council when and where appropriate.

Policy B.1.4.4

The City shall work and coordinate with the Florida Department of Transportation and Office of Greenways and Trails to complete the Palatka-Lake Butler State Trail within the City limits, and to maintain the trail on an ongoing basis. .

Objective B.1.5

The City shall monitor the effectiveness of the adopted Airport Master Plan and aviation-related zoning standards, revising the Plan and standards when necessary.

Policy B.1.5.1

Kay Larkin Airport development should be coordinated with the Continuing Florida Aviation System Planning Process (CFASPP) and in accordance with the local government Comprehensive Plan.

Policy B.1.5.4

The City shall establish methods to provide long range airspace planning which recognizes requirements for aviation use, urban development, communications, and industrial development.

Policy B.1.5.5

The Cith shall enforce the Airport Education Restriction Zone and the Airport Residential Restriction zone rules as set forth in the Future Land Use Element.

Objective B.1.6

The City shall cooperate with public agencies, private business and civic associations responsible for the planning and operation of transportation disadvantaged to promote efficient coordination of transit service delivery.

Policy B.1.6.1

The City should support efforts by Ride Solution to develop short-term and long-term needs and operation plans. The City shall continue to support efforts toward a regional transit service.

Policy B.1.6.2

The City shall supplement the requirements of Chapter 427, F.S., by providing local participation on the designated official planning agency "coordinating board." The City shall continue to implement and support the transit system as prescribed by the City's existing and future goals.

CITY OF PALATKA EVALUATION AND APPRAISAL REPORT FOR TRAFFIC CIRCULATION ELEMENT

AND

PROPOSED MOBILITY ELEMENT

(MARKED-UP COPY)

DRAFT

~~TRAFFIC CIRCULATION~~ MOBILITY ELEMENT

CITY OF PALATKA COMPREHENSIVE PLAN

Proposed adoption date: July 16, 2016

~~TRAFFIC CIRCULATION~~ MOBILITY ELEMENT TABLE OF CONTENTS

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~~TABLES~~

~~FIGURES~~

~~*Part of the adopted document~~

Summary

The purpose of the ~~Traffic Circulation~~ Mobility Element is to plan for future transportation needs, with an emphasis on pedestrian, bicycle, and traffic calming measures. ~~establish the desired and projected transportation system in the City of Palatka and particularly to plan for future motorized and non- motorized traffic circulation systems.~~

A data section describes the City's existing circulation, identifying arterial and collector roads, their function and Level of Service. An analysis section identifies the need for new or improved facilities or expansions to provide safe and efficient operating conditions on the City's roadway network. The Goals, Objectives and Policies state long term ends toward which traffic circulation programs and activities should be ultimately directed in the City, and the future traffic circulation system is depicted on the ~~Future Traffic Circulation~~Mobility Map within the element.

Purpose

The purpose of the Traffic Circulation Element is to plan for future transportation needs, with an emphasis on pedestrian, bicycle, and traffic calming measures.~~establish the desired and projected transportation system for the City of Palatka and particularly to plan for future motorized and non-motorized traffic circulation systems, pursuant to Chapter 163, Florida Statutes, and Chapter 9J-5, Florida Administrative Code. An important component in the analysis of a traffic circulation system is the Future Land Use Element and map; a close interdependence exists between transportation and land use. The Future Land Use Map can help determine where roadway facilities must be improved and where new roadway facilities may be needed.~~

Palatka's road network is dominated by the Florida Department of Transportation (FDOT), which controls all arterial roadways including SR 19, SR 20, SR 100, and US 17. Putnam County is responsible for the following roads within the City limits: Edgemoor Ave., College Rd., St. Johns west from 19th St., Husson Ave. south of Crill Ave., Silver Lake Dr. from SR 19 to Moseley Ave., and North 19th St. to Madison St.

The City is responsible for the following collector roadways within the City limits: St. Johns Ave. from riverfront to 19th St., N. 19th St. north of Madison St., Husson Ave., Main St., Moody Rd., Moseley Ave., Palm Ave. No local funding source is available for the design and construction of new roads, and limited grant funding is available from FDOT. New road construction would only occur in conjunction with large-scale annexation.

~~The Traffic Circulation Element will assess the capability of the existing traffic circulation system to serve current and future demand. Existing Levels of Service will be determined and existing roadway deficiencies will be identified. Then facility improvements and new roadway facilities will be recommended. This information will provide City officials with a tool for developing a traffic circulation system that will adequately meet the current and future needs of the local residents.~~

Table 1 lists Palatka's arterial and collector roadways and their recent traffic counts. Arterial roadways are major state roads that are move traffic through the region and state, and include SR 19 and 17 and also Crill Ave. (SR 20) and Reid St. (SR 100). Other roadways are classified as collector roads, which FDOT defines as roads that provide a link between through traffic movement and direct property access functions. FDOT's functional classification system "grades" roadway traffic by comparing traffic counts to roadway capacity, which is the upper limit of vehicles that a roadway can handle. These grades are referred to as "Level of Service" (LOS) and range from A, which is free-flowing traffic, to F, which is basically gridlock. This Transportation Element has defined the City's LOS as D, except that roads classified as part of the State's Strategic Intermodal System (SIS) have a higher LOS of C (SIS facilities in Palatka are US 17, Crill Ave/SR 20, and Reid St./SR 100). This roadway capacity is shown in Table 1. This table presents City roadways in an ascending order of available roadway capacity, meaning that as one moves down the list there is more capacity and more availability for that road to handle traffic.

Table 1 reveals two things: with the City's economic stagnation traffic levels have decreased across the board between 2010 and 2014 (with the exception of River St. and 3rd St.) and there is ample available capacity on all roadways within the City. This is not to say that at some times of the day, particularly peak hour morning and afternoon commuting hours, that there can be congestion. However this congestion is part of any normal town or city. Traffic experts have departed from the old model of reactive road improvements in the face of congestion, and have recognized the motoring public's ability to choose alternative routes or adjust travel habits to react to such congestion. The Florida Legislature has followed this trend by essentially removing traffic concurrency as a requirement for jurisdictions, which forced cities and counties to put into place a system that required developer and public exactions for road improvements when roads "failed" – (i.e. achieved a grade of F). State law now emphasizes a "multi-modal" approach to traffic that considers multiple forms of transportation including transit, bicycling, and walking. Sound planning also encourages vehicle trip reduction through mixed-use development and the location of shopping and workplace uses close to residential areas.

This Transportation Element does not propose improvements to major roadways, most of which are not within the City's control as they are under state or county jurisdiction. Right-of-way for road widening is either not available or the expense of obtaining such lands outweighs any benefits of traffic improvement. The City has no available funding for transportation improvements. Conversely, there are several opportunities for "road diets" – reducing un-needed lanes. The six-lane segment of SR 19 could be reduced to four-lanes, providing future opportunities for additional commercial properties, sidewalk/multi-use path expansion, and roadway beautification. Similarly, Palm Ave. and St. Johns Ave. between Palm Ave. and SR 19 could be reduced to two lanes, while retaining turning lanes. Both these roadways now carry around ½ of the maximum traffic capacity of a two-lane road and could operate as efficiently as they do now with the use of medians and possibly even a roundabout at their intersection. Obviously any such changes would require public expenditures, but it is possible that the benefits in terms of attractive and more functional roadways will attract development and enhance property values.

Table 1: Annual Average Daily Traffic for Arterial and Collector Roads

Roadway	Jurisdiction	Traffic Count Segment & Map Location	Lanes	2010 Traffic Count [2]	2014 Traffic Count	Diff-erence	Roadway Capacity	2014 Avail. Capacity	Avail. Capac. %
US 17	FDOT	St. Johns River Bridge (1)	4	35,958	28,000 [1]	-7,958	30,320	2,320	8%
Crill Ave.	FDOT	Palm to Moseley Ave. (2)	2	15,212	10,000 [1]	-5,212	17,700	3,988	23%
St. Johns Ave.	City/Co.	Palm to Moseley Ave. (3)	2	11,370	9,600 [1]	-1,770	17,700	7,632	43%
SR 19	FDOT	South of St. Johns Ave. (4)	6	23,466	17,200 [1]	-6,266	44,925	22,917	51%
Reid St	FDOT	US 17 to SR 19 (5)	4	21,131	15,600 [1]	-5,531	37,900	19,818	52%
St. Johns Ave.	County	East of SR 19 (6)	4	12,755	9,600 [1]	-3,155	29,850	21,307	71%
US 17	FDOT	North of Reid St. (7)	4	10,858	10,000 [1]	-858	37,900	28,319	75%
Palm Ave. S.	City	St. Johns Ave. to Crill Ave. (8)	4	9,572	5,300 [1]	-4,272	29,850	20,773	70%
Palm Ave. N.	City	South of Reid St. (9)	4	7,862	5,300 [1]	-2,562	29,850	23,037	77%
N. Moody Rd.	City	South of SR 100 (10)	2	5,425	4,100 [1]	-1,325	17,700	13,261	75%
S. Moody Rd.	City	North of SR 20 (11)	2	4,006	4,100 [1]	+94	17,700	13,777	78%
19th St.	County	Reid St. to Madison St. (12)	2	4,526	3,200 [1]	-1,326	17,700	14,313	81%
S. 3rd St.	City	Laurel St. to Reid St. (13)	2	2,889	2,913 [2]	+24	17,700	14,787	84%
River St.	City/Co.	Laurel St. to Moseley Ave. (14)	2	1,887	2,400 [1]	+513	17,700	15,711	89%
Husson Ave.	City	Silver Lake to Edgemoor (15)	2	2,469	2,000 [1]	-469	17,700	15,771	89%
Moseley Ave.	City	Silver Lake to Edgemoor (16)	2	1,970	3,500 [1]	1,530	17,700	15,981	90%
Edgemoor St.	County	Moseley Ave. to Palm Ave. (17)	2	2,644	3,500 [1]	+856	17,700	16,202	92%

Source: [1] FDOT Traffic Counts or [2] Putnam County 2014 Traffic Count Program. Roadway capacity from Florida Dept. of Transportation, *Generalized Annual Average Daily Volumes for Florida's Urbanized Areas*

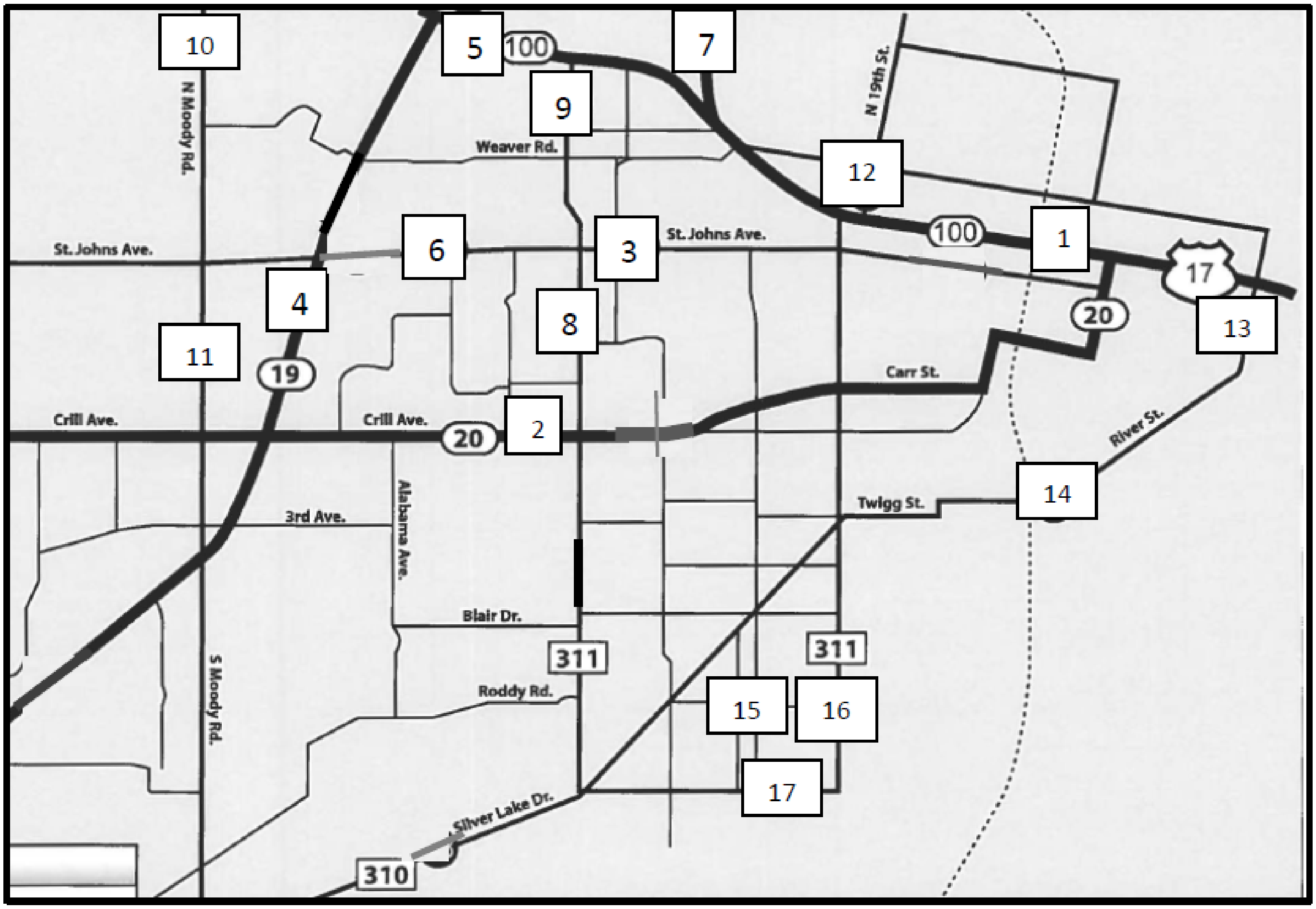


Figure 1: City Traffic Count Map

~~Introduction~~

~~The City of Palatka is the largest of Putnam County's five municipalities with a 2005 population of 11,154, which is approximately 15 percent of the total county population. An effective transportation network is a vital part of everyday life for City and county residents. An efficient transportation system provides the means for convenient access to and distribution of the goods and services commonly utilized in our everyday activities. The condition of transportation services and facilities improves or detracts from living and working conditions, enhances or harms the environment of the area, and influences the general desirability of the community.~~

~~Planning efforts to improve transportation services and infrastructure requires accurate and timely information upon which to base decisions. This information must be systematically gathered and organized, analyzed and evaluated before a decision can be made. Additionally, knowledge of the functional classification system, roadway design standards, and circulation characteristics helps to maximize benefits from limited road construction funds.~~

~~Inventory of Existing System~~

~~An inventory of the existing traffic circulation system was prepared for the City of Palatka to examine the existing roadway deficiencies and project roadway needs. The general characteristics of the system were identified. An analysis of the existing traffic circulation Levels of Service based upon existing design capacities was included. The study data base contained existing roadway functional classifications and the most recently available estimates for annual average daily trips (AADTs).~~

~~The City's roadways were identified according to the FDOT Roadway Functional Classification System (as required by Chapter 9J-5, FAC). Based on this classification system, the City contains arterial and collector roadways as shown in Figure B-1. Figure B-1 also depicts the Kay Larkin Airport, as well as all rail lines located in the City. The number of roadway lanes was identified for each roadway type as shown in Figure B-2. The information in Figures B-1 and B-3 will be used in the capacity analysis for determining the existing Levels of Service.~~

~~Level of Service~~

~~Level of Service (LOS) is a way to describe the operating conditions of a roadway for various traffic volumes. It is a qualitative measure of the effect of a number of factors including speed and travel time, traffic interruptions, freedom to maneuver safely, driving comfort, convenience, and operating costs. Measurement criteria to establish traffic circulation efficiency goals are often expressed in terms of average speed for arterial streets and highways. Because of the difficulty in measuring actual average speeds, traffic flow or Level of Service (LOS) comparison is used to show a measure of efficiency along the roadway. To establish a basis for adopting LOS standards at peak hour (pursuant to Chapter 9J-5, FAC), the Florida Department of Transportation (FDOT) tables for the Generalized Daily Level of Service and Maximum Volumes were used to determine the existing LOS for the various roadways (Tables B-1 and B-2). These tables were developed based on definitions and methodology found in the 2000 Highway Capacity Manual, Special Report 209.~~

~~The 2006 Annual Average Daily Traffic (AADT) volume counts were obtained from the FDOT District II Office. These counts were compared to the volumes in the appropriate FDOT table (Table B-2). The values presented in the tables are maximum volumes for a given Level of Service. A volume greater than the maximum volume shown would indicate a lower quality Level of Service. Table B-3 shows the conclusions of the analysis for determining the existing LOS. Table B-4 identifies the minimum acceptable operating Level of Service Standards of the State highway~~

~~system. The LOS or performance standard for county and City roadway facilities shall be measured against the locally accepted standard.~~

~~The following are general descriptions of the six Levels of Service.~~

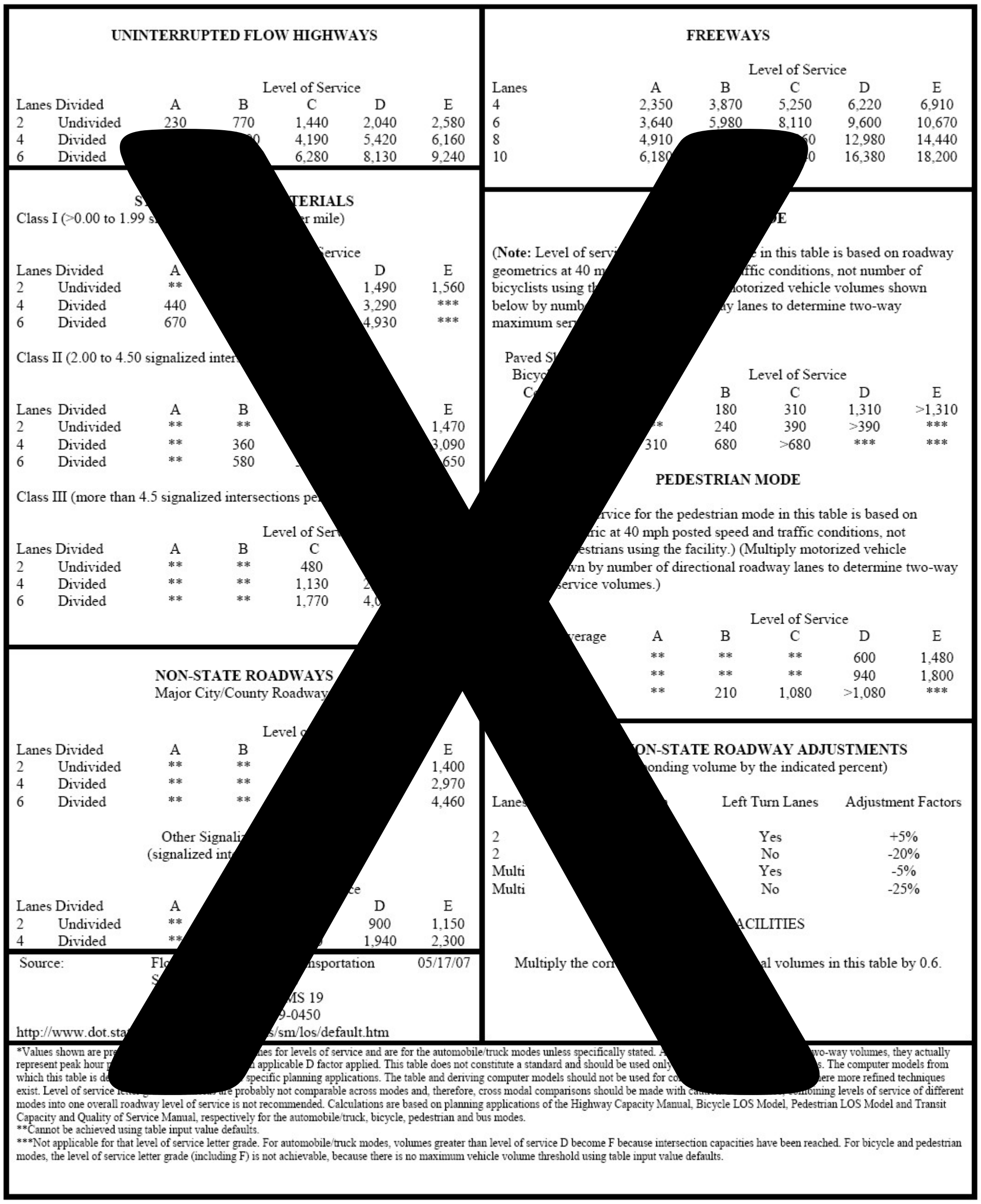
1. ~~LOS A: This is a condition of free flow, accompanied by low volumes and high speeds. Traffic density is low, with uninterrupted flow speeds controlled by driver desires, speed limits, and physical roadway conditions. Little or no restriction in maneuverability due to the presence of other vehicles enables drivers to maintain their desired speeds and arrive at their destinations with little or no delay.~~
2. ~~LOS B: This is a condition of stable flow, with operating speeds somewhat restricted by traffic conditions. Drivers still have reasonable freedom to select their speed and lane of operation. Reductions in speed are not unreasonable, with a low probability of traffic flow being restricted. The lower limit (lowest speed, highest volume) of this Level of Service has been used in the design of highways.~~
3. ~~LOS C: This is still a stable flow, but speeds and maneuverability are more closely controlled by the higher volumes. Most drivers are restricted in their freedom to select their own speed, change lanes or pass. A relatively satisfactory operating speed is still obtained, with service volumes suitable for urban design practice.~~
4. ~~LOS D: This Level of Service approaches unstable flow, with tolerable operating speeds being maintained, though considerably affected by changes in operating conditions. Fluctuations in volume and temporary restrictions to flow may cause substantial drops in operating speeds. Drivers have little freedom to maneuver, and comfort and convenience are low. These conditions can be tolerated for short periods of time.~~
5. ~~LOS E: This cannot be described by speed alone, but represents operations at low operating speeds, typically, but not always, in the neighborhood of 30 miles per hour, with volumes at or near the capacity of the highway. Flow is unstable, and there may be stoppages of momentary duration. This Level of Service is associated with operation of a roadway at capacity flow.~~
6. ~~LOS F: This describes a forced-flow operation at low speeds, where volumes are well above capacity. In the extreme traffic comes to a standstill. These conditions usually result from vehicles backing up from a restriction. The section under study will be serving as a storage area during parts or all of the peak hour. Speeds are reduced substantially and standstills may occur for short or long period of time because of the downstream congestion.~~

~~Planning Level of Service Standards~~

~~Tables B-1 and B-2 are used by planners for developing long range transportation plans, programs, policies, procedures and guidelines; for providing technical assistance; for reviewing and commenting on local government Comprehensive Plans and developments of regional impact; and for reporting system conditions on the State Highway System. Table B-3 represents those roadway segments that are considered Strategic Intermodel Transportation System (SIS) or Florida Intrastate Highway System (FIHS) facilities. A growth rate per year of 1.2 percent was applied to local roadway segments. This growth rate was applied from previous studies and knowledge of the areas and roadways segments and this was in part due to the lack of historical data available.~~

Table B-1

GENERALIZED PEAK HOUR TWO-WAY VOLUMES FOR FLORIDA'S AREAS TRANSITIONING INTO URBANIZED AREAS OR AREAS OVER 5,000 NOT IN URBANIZED AREAS*



UNINTERRUPTED FLOW HIGHWAYS

		Level of Service				
Lanes	Divided	A	B	C	D	E
2	Undivided	230	770	1,440	2,040	2,580
4	Divided	[illegible]	[illegible]	4,190	5,420	6,160
6	Divided	[illegible]	[illegible]	6,280	8,130	9,240

S [illegible] TERIALS

Class I (>0.00 to 1.99 s [illegible] r mile)

		[illegible] Service				
Lanes	Divided	A	[illegible]	[illegible]	D	E
2	Undivided	**	[illegible]	[illegible]	1,490	1,560
4	Divided	440	[illegible]	[illegible]	3,290	***
6	Divided	670	[illegible]	[illegible]	4,930	***

Class II (2.00 to 4.50 signalized inter [illegible]

Lanes	Divided	A	B	[illegible]	[illegible]	E
2	Undivided	**	**	[illegible]	[illegible]	1,470
4	Divided	**	360	[illegible]	[illegible]	3,090
6	Divided	**	580	[illegible]	[illegible]	[illegible]650

Class III (more than 4.5 signalized intersections pe [illegible]

				Level of Ser [illegible]		
Lanes	Divided	A	B	C	[illegible]	[illegible]
2	Undivided	**	**	480	[illegible]	[illegible]
4	Divided	**	**	1,130	2[illegible]	[illegible]
6	Divided	**	**	1,770	4,0[illegible]	[illegible]

NON-STATE ROADWAYS [illegible]

Major City/County Roadway [illegible]

				Level o [illegible]		
Lanes	Divided	A	B	[illegible]	[illegible]	E
2	Undivided	**	**	[illegible]	[illegible]	1,400
4	Divided	**	**	[illegible]	[illegible]	2,970
6	Divided	**	**	[illegible]	[illegible]	4,460

Other Signaliz [illegible]

(signalized int [illegible]

				[illegible] ce		
Lanes	Divided	A	[illegible]	[illegible]	D	E
2	Undivided	**	[illegible]	[illegible]	900	1,150
4	Divided	**	[illegible]	[illegible]	1,940	2,300

Source: Flo [illegible] nsportation 05/17/07
S [illegible]
[illegible] MS 19
[illegible] 9-0450
http://www.dot.sta [illegible] s/sm/los/default.htm

FREEWAYS

	Level of Service				
Lanes	A	B	C	D	E
4	2,350	3,870	5,250	6,220	6,910
6	3,640	5,980	8,110	9,600	10,670
8	4,910	[illegible]	[illegible]	12,980	14,440
10	6,180	[illegible]	[illegible]	16,380	18,200

[illegible] E

(**Note:** Level of servi [illegible] in this table is based on roadway geometrics at 40 m [illegible] ffic conditions, not number of bicyclists using th [illegible] otorized vehicle volumes shown below by numb [illegible] y lanes to determine two-way maximum ser [illegible]

Paved Sh [illegible] Bicyc [illegible] C [illegible]	[illegible]	B	C	D	E
[illegible]	[illegible]	180	310	1,310	>1,310
[illegible]	**	240	390	>390	***
[illegible]	310	680	>680	***	***

PEDESTRIAN MODE

[illegible] rvice for the pedestrian mode in this table is based on [illegible] ric at 40 mph posted speed and traffic conditions, not [illegible] estrians using the facility.) (Multiply motorized vehicle [illegible] wn by number of directional roadway lanes to determine two-way [illegible] service volumes.)

	Level of Service				
[illegible] verage	A	B	C	D	E
[illegible]	**	**	**	600	1,480
[illegible]	**	**	**	940	1,800
[illegible]	**	210	1,080	>1,080	***

[illegible] ON-STATE ROADWAY ADJUSTMENTS

[illegible] onding volume by the indicated percent)

Lanes	[illegible]	Left Turn Lanes	Adjustment Factors
2	[illegible]	Yes	+5%
2	[illegible]	No	-20%
Multi	[illegible]	Yes	-5%
Multi	[illegible]	No	-25%

[illegible] ACILITIES

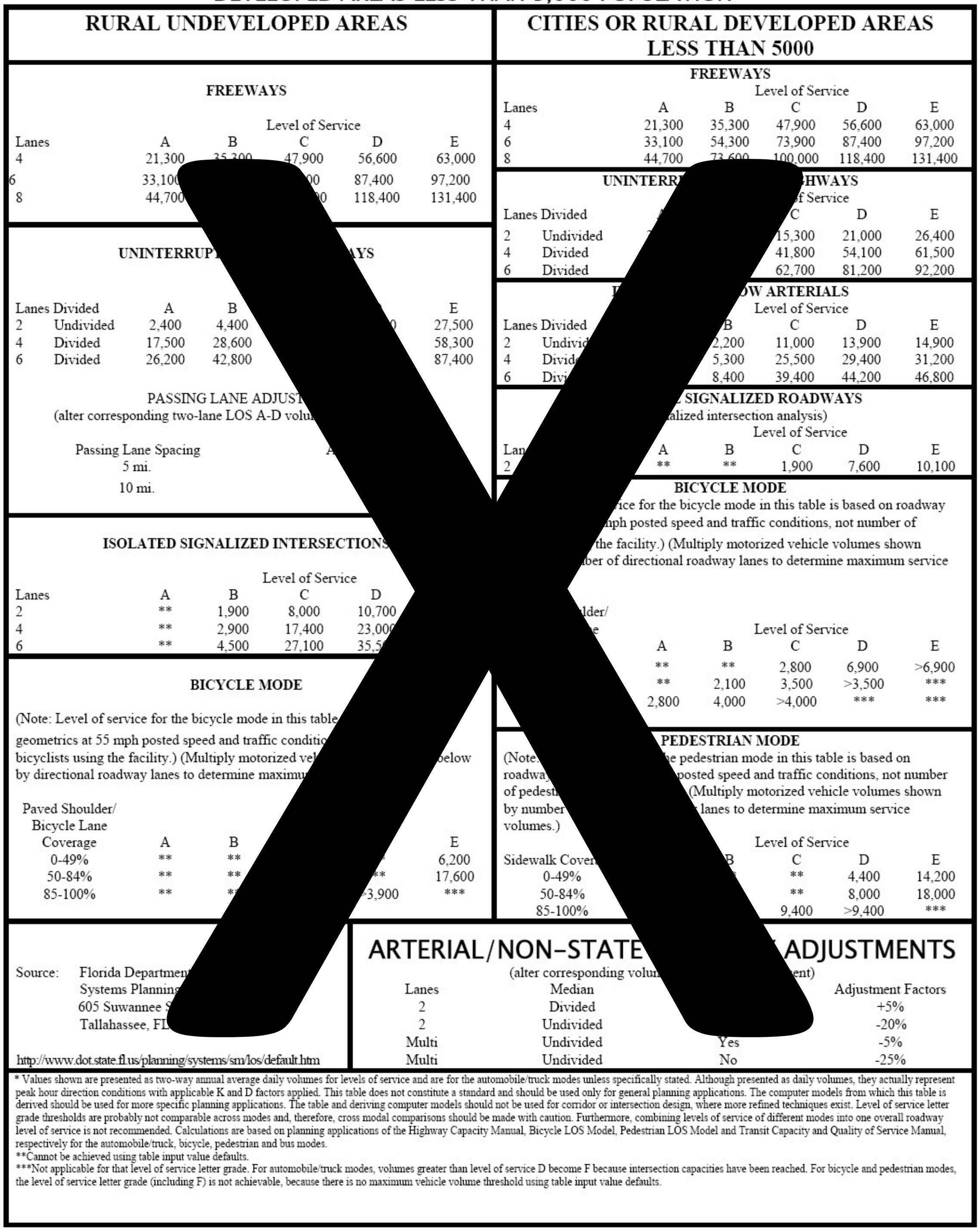
Multiply the corr [illegible] al volumes in this table by 0.6.

*Values shown are pr [illegible] nes for levels of service and are for the automobile/truck modes unless specifically stated. A [illegible] wo-way volumes, they actually represent peak hour p [illegible] n applicable D factor applied. This table does not constitute a standard and should be used only [illegible] s. The computer models from which this table is de [illegible] specific planning applications. The table and deriving computer models should not be used for co [illegible] ere more refined techniques exist. Level of service le [illegible] are probably not comparable across modes and, therefore, cross modal comparisons should be made with ca [illegible] ombining levels of service of different modes into one overall roadway level of service is not recommended. Calculations are based on planning applications of the Highway Capacity Manual, Bicycle LOS Model, Pedestrian LOS Model and Transit Capacity and Quality of Service Manual, respectively for the automobile/truck, bicycle, pedestrian and bus modes.

**Cannot be achieved using table input value defaults.

***Not applicable for that level of service letter grade. For automobile/truck modes, volumes greater than level of service D become F because intersection capacities have been reached. For bicycle and pedestrian modes, the level of service letter grade (including F) is not achievable, because there is no maximum vehicle volume threshold using table input value defaults.

Table B-2



GENERALIZED ANNUAL AVERAGE DAILY VOLUMES FOR FLORIDA'S RURAL UNDEVELOPED AREAS AND CITIES OR DEVELOPED AREAS LESS THAN 5,000 POPULATION*

RURAL UNDEVELOPED AREAS

FREEWAYS

	Level of Service				
Lanes	A	B	C	D	E
4	21,300	35,300	47,900	56,600	63,000
6	33,100	[illegible]	[illegible]	87,400	97,200
8	44,700	[illegible]	[illegible]	118,400	131,400

UNINTERRUP [illegible] AYS

Lanes	Divided	A	B	[illegible]	[illegible]	E
2	Undivided	2,400	4,400	[illegible]	[illegible]	27,500
4	Divided	17,500	28,600	[illegible]	[illegible]	58,300
6	Divided	26,200	42,800	[illegible]	[illegible]	87,400

PASSING LANE ADJUST [illegible]
(alter corresponding two-lane LOS A-D volu [illegible]

Passing Lane Spacing	A [illegible]
5 mi.	[illegible]
10 mi.	[illegible]

ISOLATED SIGNALIZED INTERSECTIONS [illegible]

		Level of Service			
Lanes	A	B	C	D	[illegible]
2	**	1,900	8,000	10,700	[illegible]
4	**	2,900	17,400	23,00[illegible]	[illegible]
6	**	4,500	27,100	35,5[illegible]	[illegible]

BICYCLE MODE

(Note: Level of service for the bicycle mode in this table [illegible] geometrics at 55 mph posted speed and traffic conditio [illegible] bicyclists using the facility.) (Multiply motorized vel [illegible] below by directional roadway lanes to determine maximu [illegible]

Paved Shoulder/ Bicycle Lane Coverage	A	B	[illegible]	[illegible]	E
0-49%	**	**	[illegible]	[illegible]	6,200
50-84%	**	**	[illegible]	**	17,600
85-100%	**	[illegible]	[illegible]	>3,900	***

CITIES OR RURAL DEVELOPED AREAS LESS THAN 5000

FREEWAYS

	Level of Service				
Lanes	A	B	C	D	E
4	21,300	35,300	47,900	56,600	63,000
6	33,100	54,300	73,900	87,400	97,200
8	44,700	73,600	100,000	118,400	131,400

UNINTERR [illegible] HWAYS

[illegible] f Service

Lanes	Divided	[illegible]	[illegible]	C	D	E
2	Undivided	[illegible]	[illegible]	15,300	21,000	26,400
4	Divided	[illegible]	[illegible]	41,800	54,100	61,500
6	Divided	[illegible]	[illegible]	62,700	81,200	92,200

I [illegible] OW ARTERIALS

		Level of Service				
Lanes	Divided	[illegible]	B	C	D	E
2	Undivid [illegible]	[illegible]	2,200	11,000	13,900	14,900
4	Divide [illegible]	[illegible]	5,300	25,500	29,400	31,200
6	Divi [illegible]	[illegible]	8,400	39,400	44,200	46,800

[illegible] SIGNALIZED ROADWAYS

[illegible] alized intersection analysis)

		Level of Service			
Lan [illegible]	A	B	C	D	E
2	**	**	1,900	7,600	10,100

BICYCLE MODE

[illegible] ice for the bicycle mode in this table is based on roadway [illegible] mph posted speed and traffic conditions, not number of [illegible] the facility.) (Multiply motorized vehicle volumes shown [illegible] ber of directional roadway lanes to determine maximum service [illegible]

[illegible] lder/ [illegible] e	A	B	C	D	E
[illegible]	**	**	2,800	6,900	>6,900
[illegible]	**	2,100	3,500	>3,500	***
[illegible]	2,800	4,000	>4,000	***	***

PEDESTRIAN MODE

(Note [illegible] he pedestrian mode in this table is based on roadway [illegible] posted speed and traffic conditions, not number of pedestr [illegible] (Multiply motorized vehicle volumes shown by number [illegible] lanes to determine maximum service volumes.)

		Level of Service			
Sidewalk Cover [illegible]	[illegible]	B	C	D	E
0-49%	[illegible]	[illegible]	**	4,400	14,200
50-84%	[illegible]	[illegible]	**	8,000	18,000
85-100%	[illegible]	[illegible]	9,400	>9,400	***

Source: Florida Department [illegible]
Systems Planning [illegible]
605 Suwannee S [illegible]
Tallahassee, FL [illegible]

http://www.dot.state.fl.us/planning/systems/sm/los/default.htm

ARTERIAL/NON-STATE [illegible] ADJUSTMENTS

(alter corresponding volu [illegible] ent)

Lanes	Median	[illegible]	Adjustment Factors
2	Divided	[illegible]	+5%
2	Undivided	[illegible]	-20%
Multi	Undivided	Yes	-5%
Multi	Undivided	No	-25%

* Values shown are presented as two-way annual average daily volumes for levels of service and are for the automobile/truck modes unless specifically stated. Although presented as daily volumes, they actually represent peak hour direction conditions with applicable K and D factors applied. This table does not constitute a standard and should be used only for general planning applications. The computer models from which this table is derived should be used for more specific planning applications. The table and deriving computer models should not be used for corridor or intersection design, where more refined techniques exist. Level of service letter grade thresholds are probably not comparable across modes and, therefore, cross modal comparisons should be made with caution. Furthermore, combining levels of service of different modes into one overall roadway level of service is not recommended. Calculations are based on planning applications of the Highway Capacity Manual, Bicycle LOS Model, Pedestrian LOS Model and Transit Capacity and Quality of Service Manual, respectively for the automobile/truck, bicycle, pedestrian and bus modes.

**Cannot be achieved using table input value defaults.

***Not applicable for that level of service letter grade. For automobile/truck modes, volumes greater than level of service D become F because intersection capacities have been reached. For bicycle and pedestrian modes, the level of service letter grade (including F) is not achievable, because there is no maximum vehicle volume threshold using table input value defaults.

Table B-3
City of Palatka
Existing Levels of Service

Road	Segment	Class	~~2006~~ 201	MSV	MIN LOS Standard	LOS
U.S. 17/S.R. 15 (20)	S.R. 100 to Pa[illegible]nits (MP 28.672)	Princ[illegible]rans/Urban)	~~27,000~~	24,400	C	D
U.S. 17/S.R. 15 (20)	Palatka Urban L[illegible]7	Pri[illegible] (Trans/Urban)	34,000	43,600	C	C
U.S. 17/S.R. 15 (20)	NCL of Palatka to [illegible]	[illegible]ial (Trans/Urban)	9,700	32,800	C	B
U.S. 17/S.R. 15 (20)	S.R. 100 to NCL of P[illegible]	[illegible]erial (Trans/Urban)	9,700	32,800	C	B
S.R. 100	Urban Boundary to CR[illegible]	[illegible]rterial (Trans/Urban)	8,800	43,600	C	A
S.R. 100	C.R. 216 to S.R. 19	[illegible] Arterial (Trans/Urban)	10,900	24,400	C	C
S.R. 100	S.R. 19 to U.S. 17/S.R. 15 (2[illegible]	[illegible]or Arterial (Trans/Urban)	18,000	24,400	C	C
S.R. 19	S.R. 20 to Palatka Urban Limit[illegible]	[illegible]inor Arterial (Trans/Urban)	21,000	49,300	C	B
S.R. 19	Palatka Urban Limits to SCL of P[illegible]	Minor Arterial (Trans/Urban)	21,000	38,000	C	C
S.R. 19	SCL of Palatka to S.R. 100	Minor Arterial (Trans/Urban)	21,000	49,300	C	B
S.R. 19	Urban Boundary to Moody Road	Minor Arterial (Trans/Urban)	9,200	13,100	C	B
S.R. 19	Moody Road to S.R. 20	Minor Arterial (Trans/Urban)	9,200	32,800	C	B
S.R. 19	S.R. 100 to U.S. 17	Minor Arterial (Trans/Urban)	8,700	32,800	C	B
S.R. 20	Motes Road to WCL of Palatka	Principal Arterial (Trans/Urban)	14,793	32,800	C	B
S.R. 20	WCL of Palatka to S.R. 19	Principal Arterial (Trans/Urban)	18,000	24,400	C	C
S.R. 20	S.R. 19 to Palm Avenue	Principal Arterial (Trans/Urban)	19,100	24,400	C	C
S.R. 20	Palm Avenue to Moseley Aven[illegible]	[illegible]incipal Arterial (Trans/Urban)	10,500	11,025	C	C
S.R. 20	Moseley Avenue to U.S. 17/S[illegible]d St.	[illegible]cipal Arterial (Trans/Urban)	7,900	10,500	C	C
-------------	Old Jax Highway from 19t[illegible] Vreen Road	[illegible] Urban Collector	1,794	13,600	D	C
-------------	St. Johns Ave. from Zea[illegible]9th St.	[illegible]rban Collector	13,549	13,600	D	C
-------------	Palm Ave. from S.R. [illegible]ake Drive	[illegible]an Collector	7,044	13,600	D	C
-------------	Westover Dr from [illegible]gemoor Street	[illegible] Collector	2,853	13,600	D	C
-------------	Edgemoor Street[illegible] to Lundy Road	[illegible]ollector	2,131	13,600	D	C
-------------	Moody Road f[illegible]e to S.R. 100	[illegible]lector	6,019	13,600	D	C
-------------	Silver Lake [illegible]ey Ave to S.R. 19	[illegible]tor	1,802	13,600	D	C

Table B-3 Continued

City of Palatka
Existing Levels of Service

Road	Segmen[illegible]	[illegible]	2006 AADT	MSV	MIN LOS Standard	LOS
-------------	Lundy Road from Edgemoor Street to Brow[illegible] Johns River	[illegible]or	1,966	13,600	D	C
-------------	Heidt Road from Silver Lake to Railroad Track[illegible]	[illegible]ector	936	13,600	D	C

MSV- Maximum Service Volume

The road segments listed in Table B-3 have been revised t[illegible] reflect all Strategic Intermodal System (SIS) and State High[illegible] (S[illegible]

Table B-4
Minimum Acceptable FDOT Standards

	[illegible]	Urban	Urban under 500,000	[illegible]an ov[illegible] 500[illegible]	[illegible]Roadways Parallel To Exclusive Transit	Insi[illegible]rans[illegible] Concu[illegible]	[illegible]onstrained and backlogged Rdwys.
Intrastate							
Limited Access	[illegible]	C	C(D)	D(E[illegible]	[illegible]D(E)	D(E)	Maintain
Controlled Access	[illegible]	[illegible]	C(D)	D[illegible]	[illegible]	E	Maintain
Other State Roads							
Other Multilane	B	[illegible]	D	[illegible]	E	*	[illegible]aintain
Two Lane	C	C	D	D	E	[illegible]	[illegible]aintain

* Set by transportation mobility that meets the requirements of Rule 9J-5

~~In part the minimum Level of Service Standards applied throughout Palatka are also applied in Putnam County. For purposes of the analyses below is a description of the LOS standards.~~

- ~~Urban areas: Minimum acceptable Level of Service (LOS)D~~
- ~~Rural areas: Minimum acceptable Level of Service (LOS) C~~

~~The minimum accepted standards for State roadways in Palatka are as follows:~~

- ~~Rural multi-lane roadways: Minimum acceptable Level of Service (LOS) B~~
- ~~All other roadways: Minimum acceptable Level of Service (LOS) C~~

~~The FDOT adopted LOS B as the standard for intrastate roadways in rural areas of the State. However, rural two-lane roadway segments are permitted to maintain a LOS C standard until they are upgraded to four lane or six lane facilities, at which time the minimum service standard must be raised to LOS B. The minimum service standard for FIHS roadway segments in areas defined as transitioning, urban area, or community, is LOS C.~~

~~The roadways included in Palatka that are part of the Strategic Intermodal System (SIS) are:~~

- ~~S.R. 207: U.S. 17 to St. Johns County Line~~
- ~~U.S. 17: S.R. 207 to S.R. 100~~
- ~~S.R. 100: S.R. 19 to S.R 15 (20)~~
- ~~S.R .19: S.R. 100 to S.R. 20~~
- ~~S.R. 20: S.R. 19 to Alachua County line~~

~~Description of Major Roadways~~

~~The following is a brief description of the arterial and collector roadways including location and specifics regarding their use. Table B-5 summarizes the roadway conditions for arterial, collector, and local roads. In addition, the 2006 traffic volume and location for available roadway segments and percent of 1995 – 2006 change are depicted in Table B-5.~~

Like other Florida towns, much of Palatka’s shopping and employment has moved out to its western perimeter, which has strained the three east-west corridors: Reid Street, St. Johns Avenue, and Crill Avenue. This traffic co-mingles with inter-county and regional traffic on roadways that with the exception of Reid Street, are unimproved two-lane streets passing through residential neighborhoods with multiple driveways and few turn lanes. This results in occasional congestion and presents negative impacts to residential neighborhoods.

U.S. 17 (State Road 15 (20) / Reid Street)

U.S. 17 is a principal arterial which runs north-south through Putnam County merging with S.R. 100 at Madison Street, and running east-west as Reid Street through ~~Palatka~~the City. This arterial roadway is a four-lane facility from C.R. 209 to San Mateo. As an arterial, the roadway serves to connect the urban service areas of Palatka, Pomona Park, and Welaka. Locally, running east-west as Reid Street, U.S. 17/ S.R. 15 (20) serves to funnel traffic across the river bridge chokepoint while also dividing the downtown area as a barrier to pedestrians and bicyclists. ~~as the principal access to shopping and service areas within the City's central business district.~~ In ~~2005~~2014, the roadway was handling approximately ~~11,000~~28,000 trips per day in both directions ~~north of S.R. 100~~at the St. Johns River Bridge. This far exceeds the FDOT’s level of service standard of 9,405 daily trips, set at a high LOS C since this is a strategic intermodal system roadway, intended in principle to carry traffic throughout the state with minimized interruptions (the City has set LOS D for roadways, which in this case would be 27,360, close to the existing traffic levels). ~~, while on Reid Street, the east-west segment of the roadway, traffic volumes increase to approximately 32,500 trips per day. Reid Street within the Central Business District (CBD) of the City of Palatka is described as an "interrupted" principal arterial. This distinction between operation on a rural and an urban facility is created by the added frequency of friction due to turning movements, pedestrians, and signalized intersections. Traffic signal control at the intersections is normally the capacity-controlling factor.~~

State Road 19

State Road 19 runs ~~north~~ south from U.S. 17, passing through the western part of the City and ~~to the~~ through Marion and Lake Counties~~y line~~, ending at US 441 in Eustis~~, passing through the City of Palatka~~. S.R. 19 is both four and six-lanes in ~~Palatka~~ the City and is classified as a minor arterial roadway by the Florida Department of Transportation. This roadway is the City’s major commercial corridor with several big boxes, shopping centers, and numerous freestanding stores and restaurants. ~~facility provides City and county residents with access to the developing residential property south and west of S.R. 19 and to the growing commercial development along S.R. 19~~. In 2014 S.R. 19 carried~~s~~ approximately 8,000 ~~9,200~~ vehicles a day south of S.R. 20 and ~~21,000~~17,200 vehicles south of S.R. 100.

State Road 20 (Crill Avenue)

State Road 20 runs east-west from Alachua County through Palatka, intersecting with South Ninth Street as a connection to U.S. 17 and then to its junction with S.R. 207; S.R. 20 then runs southeast with U.S. 17, diverting eastward at San Mateo and ending in Bunnell ~~to~~ in Flagler County. The segment of S.R. 20 south of Reid St./U.S. 17 is a constrained two-lane road, which ~~S.R. 20~~ becomes four lanes west of South Palm Avenue. This facility is identified as a minor arterial on the State primary road system. S.R. 20 provides ~~the~~ City and county residents with direct access to the western part of the county. In 2014 S.R. 20 (Crill Avenue~~.~~) carried~~s~~ approximately ~~16,900~~15,000 vehicles west of S.R. 19~~, and 19,500~~ 15,800 vehicles between~~east of~~ S.R. 19 and~~to~~ Palm Avenue, and 9,800 vehicles east of Moseley Avenue. ~~In 2006, Crill Ave (S.R. 20) carried approximately 12,862 vehicles between Moseley Avenue and Husson Ave., for a LOS of B. Crill Ave., east of Moseley Avenue carries approximately 7,900 trips per day.~~

State Road 100

State Road 100 is an east-west arterial on the State primary road system. S.R. 100 is a two lane facility that begins in Palatka at Reid Street/U.S. 17 and runs northwest through Keystone Heights, Starke, and Lake Butler, ending in Lake City at S.R. 90. ~~from Clay County to C.R. 216 then it becomes four-lane facility and merges into U.S. 17. The facility turns southeast at S.R. 207.~~ This facility provides City and county residents with direct access to the Kay Larkin Municipal Airport and to the western and northwestern part of the county. In 2014 S.R. 100 carries approximately ~~10,900~~ 9,200 vehicles west of S.R. 19~~-~~ and ~~21,500~~ 15,600 vehicles between S.R. 19 and ~~west of~~ U.S. 17.

St. Johns Avenue

St. Johns Avenue is a two-lane facility that is classified as an urban minor arterial on the county road system (except for the section east of N. 19th St. which is a City road) running eastward from C.R. 309C in the far west of the City ~~from Moody Road, east through a predominantly residential area to the central business district (CBD), and~~ to its terminus with ~~First~~ 1st Street in the riverfront downtown area. ~~As a minor arterial, St. Johns Avenue interconnects with and augments the primary arterial system. It accommodates trips of somewhat shorter length and slightly lower Level of Service. Preservation of the existing level-of-service on St. Johns Avenue is threatened by the limited existing right-of-way and the lack of left and right turn bays at the major intersections. Both St. Johns Avenue and Palm Avenue are heavily traveled, presenting hazardous intersections. Because of the numerous turning movement opportunities at the high volume intersection of St. Johns Avenue and Moseley Avenue, congestion and excessive queuing are common throughout the day.~~ The road serves as the City's principle downtown shopping street and runs through residential Palatka Heights. This road carries much of the traffic travelling west to the St. Johns River State College and also the medical community around Zeagler Drive. In 2014 St. Johns Avenue. carries 9,600 daily vehicle trips in the downtown area and west to past Moody Road., dropping down to 3,800 trips west of the College.

Palm Avenue

Palm Avenue is a north-south minor arterial on the county road system connecting Silver Lake Drive and S.R. 100. The facility ~~inter~~connects residential development with ~~other~~ east-west minor and principal arterials~~,~~ ~~intersecting~~ including Crill Avenue~~Road~~, St. Johns Avenue and S.R. 100. Palm Avenue is a four-lane roadway between S.R. 100 and S. R. 20~~,~~ and a two-lane roadway south from S.R. 20 to Silver Lake Drive. In 2014 this roadway carries 5,300 daily vehicle trips.

Husson Avenue

Husson Avenue serves as a north-south major urban collector on the City street system connecting Silver Lake Drive with ~~St. Johns~~Crill Avenue. Similar to Palm Avenue, ~~T~~the facility provides an alternate connection ~~to~~ between residential development south of the City and east-west arterial roadways. ~~The roadway is heavily traveled by automobiles and school buses because of the two public school campuses located between Prosper Street and Twigg Street.~~ In 2014 this road carried 3,600 daily vehicle trips.

Moseley Avenue

~~Moseley Avenue is possibly one of the heaviest traveled north-south arteries in the City.~~ As a~~n~~ north-south major urban collector running from Edgemoor Street north to Reid Street, Moseley Avenue also ~~inter~~connects the ~~growing~~ residential development to the south to east-west arterial roadways. ~~with shopping, employment, and recreational activities at the community level~~w. Because of the facility's intensity of use, Moseley Avenue serves as a minor arterial north of Twigg Street and Silver Lake Drive, intersecting with Crill Avenue (S.R. 20), St. Johns Avenue and S.R. 100. Moseley Avenue is also heavily traveled by both autos and buses because of the location of Beasley Middle School.

Westover Drive

Westover Drive, a~~n~~one-mile long north-south minor urban collector~~,~~ ~~runs~~ connects~~north-south from~~ the residential area around Edgemoor Street/Silver Lake Drive with ~~to~~ Crill Avenue, ~~interconnecting residential to other major east-west arterials. The previous unsafe situation at the intersection of Westover Drive and S.R. 20 (Crill Avenue) has been addressed by the signalization of this intersection.~~

~~Fern Street~~

~~Fern Street, a major collector on the City street system, runs north-south from S.R. 20 (Crill Avenue) to St. Johns Avenue. Fern Street is a convenient alternative route, west of both Husson and Moseley Avenues. Traffic interruption occurs at the intersection of Crill Avenue and Fern Street.~~

Madison Street

Madison Street, running east-west, is a ~~major~~ minor collector on the City road system that serves the northeast residential area. Madison Street ~~inter~~connects Main Street in the east to Reid Street in the west, functioning with Main Street as an alternate route to Reid Street. ~~, North Eleventh Street, and North Nineteenth Street travel to the merge point of U.S. 17 and S.R. 100. The intersection of Madison Street and North Nineteenth was recently signalized.~~

Main Street

Main Street is located in the northeast section of the City and runs west from North ~~First~~ 1st Street, ~~serving residential, shopping and employment activity areas. The two-lane facility currently~~ terminating~~es~~ at North ~~Eleventh~~ 11th Street. Main Street provides an alternative for local traffic to the more signalized Reid Street (U.S. 17).

~~Eleventh~~ 11th Street

~~Eleventh~~ 11th Street is a ~~major~~ minor collector connecting the City's north side with the south side. South of Reid Street, ~~Eleventh~~ 11th Street provides important access to postal and emergency services as well as to the downtown.

~~Levels of Service C for principal arterials and D for minor arterials and collectors in rural and small urban areas generally represent minimum acceptable operating Levels of Service at peak hour and have been chosen as planning design criterion by FDOT and regionally significant facilities. In addition the FDOT has mandated LOS standards for FIHS roads a LOS B for multi-lane rural segments and LOS C for urban segments. An interim LOS C is acceptable for two lane rural roads on the FIHS system. These Levels of Service Standards should be used to assist in the development of the City of Palatka's Long Range Plan. The City's acceptable Level of Service for a two-lane principal arterial is LOS D with the exception of the State roads listed as Strategic Intermodal System (SIS) facilities. These LOS standards are the county standard.~~

Table B-5
City of Palatka
Average Daily Traffic / Percent Annual Change

Site	Segment	1995 AADT	2006 AADT	Growth Rate**
10	S.R. 100 0.2 MI [illegible] 15 (20)	18400	18000	-0.2
12	S.R. 15 (20) (US1[illegible] of S.R. 100	1110[illegible]	13400	1.73
43	S.R. 100 475 FT SE [illegible]	7[illegible]	9200	2
45	S.R. 100 422 FT SE of S[illegible]	[illegible]	10900	-0.33
88	S.R. 15 (20) (US17) 528 FT [illegible]6	[illegible]	13100	0.07
100	S.R. 15 (20) (US17) 950 FT N [illegible]	[illegible]00	9700	-0.28
106	S.R. 20 528 FT W of S.R. 19	16500	18000	0.79
116	S.R. 19 South of Moody Road	8700	9200	0.51
156	S.R. 20 250 FT East of Moseley St.	11000	10000	-0.86
253	S.R. 19 SW of S.R. 100 At JCT Si[illegible]	[illegible]7400	21000	1.72
254	S.R. 19 SW of S.R. 15 (20) At [illegible] Sign	[illegible]0	8700	2.27
261	S.R. 20 W of Crill St at RT l[illegible]n in Palatka	[illegible]	19100	1.01
5003	S.R. 15 (20) U.S. 17 W[illegible]on St.	[illegible]	27000	-0.33
5007	S.R. 15 (20) U.S. 17[illegible] Track	2[illegible]	25500	-0.18
5009	S.R. 100 (US17)[illegible]t of 9th St.	2250[illegible]	25500	0

5010	S.R. 1[illegible]US17) 1[illegible]T West [illegible]th St.	28000	2[illegible]0	0
5012	S.R. 15 (2[illegible]0[illegible]T East of 4th St[illegible]U[illegible] Sign	[illegible]0[illegible]	290[illegible]	1.36
5014	S.R. 20 150[illegible]uth of US17	[illegible]	4900	-2.4
5016	S.R. 20 [illegible]f 11th[illegible]At Guard [illegible]	[illegible]100	8[illegible]	-0.3
5035	S.R. [illegible]200 FT. East [illegible]Hus[illegible]Ave.	11000	[illegible]500	-0.42

** Compound Annual Growth Rate

Segments cited in the above table reflect count data available from the FDOT. These segments do not represent SIS or FIHS facilities. The above table reflects the general growth trend of those roadway segments for which FDOT provides historical and the most current data.

Traffic Accident Frequency Data

Traffic accident frequency data were obtained from FDOT for S.R. 15 (20) (U.S. 17), S.R. 20, S.R. 19, and S.R. 100. The number of accidents on each of these segments within Palatka is identified below:

Traffic Accident Data – City of Palatka

Segment	**2003**			**2004**			**2005**		
	Acc.	**Inj.**	**Fat.**	**Acc.**	**Inj.**	**Fat.**	**Acc.**	**Inj.**	**Fat.**
S.R. 15 (20)	72	14	9	102	1	6	103	1	4
S.R. 20	73	4	6	91	1	9	91	2	6
S.R. 19	30	1	1	40	3	3	36	0	1
S.R. 100	57	2	3	73	4	10	88	2	5

~~Existing Ports, Aviation and Rail Facilities~~

~~In 1985, the Legislature established new planning requirements and growth management directives for State government. The legislation required the development of Agency Functional Plans (AFP's) by State agencies based on "policy cluster" guidelines prepared by the Executive Office of the Governor. Using these revised statutes and guidelines, the Florida Department of Transportation developed the Florida Transportation Plan (FTP) to establish policy and strategic direction coordinating State transportation investment with local, regional and State development plans. The FTP constitutes the Department's Functional Plan of the State Comprehensive Plan which documents policies, directs activities, and guides and assists local transportation planning. System Plans are then prepared for not only highways, but transit, aviation, water ports, and rail under the general framework provided in the FTP. The following comments are based in part on information found in the various facility System Plans.~~

~~Non-Vehicular Transport~~

Airport

The airport facility servicing Palatka and Putnam County is the Kay Larkin General Aviation Airport facility in Palatka. Kay Larkin Airport is owned by the City of Palatka as a public aviation facility. The airport site consists of approximately six hundred (600) acres and is located approximately 2-1/2 miles from downtown Palatka. The airport is located on State Road 100, with direct access to the downtown area via State Road 100 and U.S. 17. The access is mostly a four-lane roadway. Its airport elevation is 50 feet above mean sea level with a reference latitude of 29 degrees 39' 30"N and longitude of 81 degrees 41' 20"W.

Analysis of data for the 1986 update of the Kay Larkin Airport Master Plan (Report) clearly revealed that the facility had become an important link in the transportation systems supporting the industrialization and population growth of this area of Northeast Florida.

This facility was constructed during WW II under a Federal civil airport program. The facility was later used as a U.S. Naval Auxiliary Air Field. Today, Kay Larkin's General Aviation support serves the aviation needs of the community and is an essential part of the area's growth. Executive aircraft activity at Palatka, including executive jet operations, continues at a sufficiently high level to warrant full-time availability of jet fuel and other services required. Thus, the Federal Aviation Administration has established the major role of the airport as a "Transport Airport" with a secondary role to serve utility aircraft.

Kay Larkin Airport (28J) in Palatka is the only municipal airport facility located in Putnam County. The airport, managed by the City of Palatka, was originally constructed as a training facility in World War II and was later used as an auxiliary airfield by the U.S. Navy before being turned over to the City for use as a general aviation airport. The Navy currently has an established Military Operation Area (MOA) over much of the airspace in Putnam County and actively uses a bombing range area near Lake George for training purposes.

Runways at Kay Larkin, which ~~sit~~ is at an elevation of 50 feet, consist of: 1) a primary ~~5,000~~ 5,999 by~~x~~ 100 foot asphalt, lighted runway (9/27); and 2) a secondary 3,500 x 75 foot asphalt, lighted runway. (17/35)~~; and 3) a 3,000 x 75 foot asphalt unlighted runway~~. ~~Approach control for the airport is provided by the Jacksonville approach control facility (Freq. 123.8) and flight service support is provided through the Gainesville Regional Airport, approximately 35 NM to the west.~~ ~~In 1997, there were 3 fixed-base operators (FBOs) located at the airport: Chief Aero Repair, Global Reach, and Young Aviation. These FBOs, which provide major airframe and limited engine repair services, housed 44 aircraft at the airport. Of these aircraft, 38 were single engine and six were multi- engine. Fuel service at Kay Larkin included both 100 and Jet A type fuels.~~

The FBO is owned and operated by the City of Palatka. As of 2015, there are approximately 70 aircraft stationed on the airfield including six multi-engines. Fuel service at Kay Larkin includes both 100 Low Lead AvGas and Jet A. In 2015, there were three commercial maintenance operators located at the airport: Direct Aviation, Kumstom Kreations, and Marvel Air which provide major airframe engine repair services.

According to figures from the Florida Department of Transportation's Aviation Office, flight operations at Kay Larkin in ~~1997~~ 2014 totaled ~~27,050~~ 21,900. Of those, ~~24,000~~ 20,500 were classified as general aviation operations, with the balance being classified as air taxi type services.

At the present time noise related to surface transportation does not appear to be a major environmental concern. However, future aviation development needs at Kay Larkin may require developing regulations for land use and noise control. To coordinate and assist in meeting aviation needs, the FDOT is developing a State-wide aviation system plan identifying long-range airport and aviation needs within the State. The Continuing Florida Aviation System Planning Process (CFASPP) is being conducted with the support of the Federal Aviation Administration and Local government participation.

Additional detail and analysis of the airport's role and future direction can be found in the ~~update study, Airport Master Plan (Report) Kay Larkin Airport 1985-2005~~Airport Master Plan, approved by the City Commisison and FDOT in 2011.

~~Port~~ (NOT IN THE CITY)

~~The port facility serving Palatka and Putnam County is the Putnam County Barge Port. This site was designated in anticipation of the now defunct Cross Florida Barge Canal. Currently, the port is part of an industrial park located along the St. Johns River. The majority of the shipping taking place at the port is associated with the industries located there.~~

Railroad

Passenger Rail Service

Amtrak currently services the Putnam County area via the historic railroad depot in the City of Palatka. Amtrak leases the CSX railroad line for the Silver Meteor and Silver Star long-distance passenger trains running between New York City and Miami~~and operates two (2) trains daily to the Jacksonville area and 2 trains daily to the Deland area~~. 2016 ~~D~~departure and arrival times for these trains are listed below:

	DEPARTURE TIME	ARRIVAL TIME	COST
Palatka to Jacksonville	3:29 pm	4:47 pm	$18
	9:21 pm	10:43 pm	
Jacksonville to Palatka	6:59 am	8:02 am	
	9:34 am	10:40 am	
Palatka to DeLand	8:02 am	8:56 am	$16
	10:40 am	11:38 am	
DeLand to Palatka	2:39 pm	3:29 pm	
	8:31 pm	9:21 pm	
Palatka to Winter Park	8:02 am	10:06 am	$23
	10:40 am	12:49 pm	
Winter Park to Palatka	1:52 pm	3:29 pm	
	7:49 pm	9:21 pm	
Palatka to Orlando	8:02 am	10:06 am	$25
	10:40 am	12:49 pm	
Orlando to Palatka	1:35 pm	3:29 pm	
	7:32 pm	9:21 pm	

	~~PALATKA TO JACKSONVILLE~~	~~PALATKA TO DELAND~~
~~Departure Time~~	~~2:14 pm~~	~~9:39 am~~
~~Arrival Time~~	~~3:33 pm~~	~~10:28 am~~
~~Departure Time~~	~~5:41 pm~~	~~1:51 pm~~
~~Arrival Time~~	~~7:08 pm~~	~~2:39 pm~~

Freight Service

The last remaining ~~R~~railroad lines located in Palatka ~~are~~is controlled by CSX Transportation, which shares its line with Amtrak passenger service~~ Florida East Coast, and Georgia Southern and Florida~~. The rail system provides freight service and plays a role in supporting local industry and commerce. As the rail system is owned and operated by the private sector for the most part, the State does not have the influence over its rail system that it may on some other modes. Nonetheless, a State-wide rail planning process does exist, and significant headway has been made towards understanding the rail system's operation and impact on State, regional, and local government. The State's rail planning effort culminated in the publication of the Florida Rail System Plan. The Plan was prepared in accordance with federal regulations in order that the State remains eligible to receive funds from the Federal Railroad Administration for rail planning. ~~The document contains a description of the State's rail program and goals; its rail system and the railroads which operate over it; the rail~~

~~lines in the State which are eligible for federal assistance; the analytical methodology used by the State to analyze potential assistance projects; and the analysis of several project candidates.~~The Plan establishes five major goals: safety and security, quality of life and environmental stewardship, maintenance and preservation, mobility and economic competitiveness, and sustainable investments. The Plan places emphasis on enhancing and supporting both freight and passenger rail.

~~Rail line priority implications contained within the Strategic Plan consist of: passenger service, rights-of-way to be acquired from lines abandoned or projected to be abandoned, and rail lines to be rehabilitated. Based on the established rail use criteria and study efforts, the components of the Florida rail system were placed in four funding priority categories. Although not in the top priority categories, two previously unclassified rail segments in Putnam County have been identified for further study due to anticipated abandonment.~~

~~The 91.6 mile Georgia Southern & Florida rail Segment #6 runs from Occidental to Palatka. The line serves the paper mill at Palatka which is also served by a CSX mainline. In Putnam County, the right-of- way is 100 feet wide, but lies adjacent to the right-of-way for S.R. 100 for only 12.1 miles. The rights-of-way are separated anywhere from 40 feet to 0.4 miles over the rest of the distance. Widening of S.R. 100 from Lake City to Palatka is a component of the Strategic Plan as is acquisition of the entire right- of-way segment.~~

~~The 11.5 mile CSX Transportation line, which runs between the main track junction at Hawthorne and its terminus at Keuka, is known as the Town of Edgar and serves several sizable rail users. Estimated annual tonnage is 0.86 GTM/M.~~

Transit

Transit service includes intra-City fixed route service provided within the immediate Palatka area by Ride Solution, Inc; school bus programs; inter-City (regional) bus routes, and limited taxi cab companies.

Ride Solution operates a limited fixed-route basis within the City with a mixed fleet of smaller "Brevi" buses and refurbished older buses. Buses leaving on the hour and beginning at 7:15 drive the following one-hour loop route: leave the County Government Complex on Crill Ave.; travel eastward on Crill Ave. to downtown; loop through the Northside; cross Reid St. at Middleton Plaza and travel westbound on St. Johns to the Publix; then north on S.R. 19 to the Mall, and then west to Ragsdale Apts.; then west on St. Johns Ave. to the St. Johns River College; south on Zeagler Dr. through the medical center, to Wal-Mart; and back to the County Complex (See Map ?). The last bus begins its one-hour loop at 4:15. Drivers have flexibility to make unscheduled stops. The fare is $1 each way.

Ride Solutions operates a Monday through Friday route to Orange Park, leaving the Palatka Depot at 5:25 AM, Green Cove Springs Cove Plaza at 5:55 AM, Orange Park Medical Center at 6:25 AM, Orange Park Mall at 6:32, Island View Church in Orange Park at 6:48 AM, Fleming Island Wal-Mart at 7:00 AM, Green Cove Springs Cove Plaza at 7:20 AM, St. Johns River Water Management District at 7:50 AM, and finally arriving at the Depot at 8:05 AM. The return route leaves the Depot at 4:20 PM and keeps to the same schedule above in reverse, arriving back at the Depot at 6:55 PM. The fare is $1 dollar each way.

	~~DEPARTURE TIME~~	~~ARRIVAL TIME~~
~~Palatka to Jacksonville~~	~~3:15 pm~~	~~4:45 pm~~
~~Jacksonville to Palatka~~	~~7:15 am~~	~~8:30 am~~
~~Palatka to Orlando~~	~~8:30 am~~	~~11:15 am~~
~~Orlando to Palatka~~	~~12:15 pm~~	~~3:15 pm~~

BICYCLE AND PEDESTRIAN FACILITIES

Note: this section will be presented at a future meeting. Staff has been preparing for several years an inventory of City streets and the suitability of such streets for bicycle, pedestrian, and vehicular use. This analysis utilizes the Complete Streets program and scores roadways based on various factors including proper drainage, pavement surface, space for shared bicycle lane, on-street parking, street trees and shade, pedestrian buffers, and connectivity. The intent is to develop a medium to long-term goal to implement a mobility plan that maximizes multi-modal movement in an efficient manner that positive impacts private properties and the public at large.

~~The use of bicycles for transportation is another alternative to be considered. To make this alternative a viable one, the designation of street bicycle lanes and/or bicycle paths for exclusive bicycle use must be based on approved, recognized and coordinated design and location criteria. Under the 1984 Florida Bicycle Law, bicycles and pedestrians must be given full consideration in planning and development of local, regional, and State transportation plans and programs. Any improvements to the City's roadway system should be investigated as to the appropriateness for incorporating properly designed bicycle lanes.~~

~~Planned/Programmed Improvements~~

~~Most of the section discussion contained in this Element reference the Capital Improvements Element as required by December 1, 2008. This section will be updated accordingly.~~

~~Public Works Department Projects~~

~~Under a cooperative effort between the City Commission, City finance officials and public works employees a five-year plan detailing City road work priorities is currently being developed. In addition, with the cooperation of the~~

~~Putnam County Public Works Department, traffic information for local streets may be obtained from the county's undertaking of a county-wide roadway inventory.~~

~~State Improvement Projects~~

~~The Florida Department of Transportation administers various State transportation programs including funding of transportation programs provided under federal law. The FDOT has undertaken new direction in both their short-term and long-range planning activities. New projects have been included in the Florida Department of Transportation Five-Year Construction Plan for Putnam County. Further, the Department has developed the Florida Highway Systems Plan which addresses State highway direction setting and technical issues through the year 2000.~~

~~Future Traffic Circulation~~

~~The future traffic circulation system is based on the relationships established between current land use and rates of trip activity and then applying them to future estimates of land use and population. Pursuant to the requirements of Chapter 9J-5, FAC, the Traffic Circulation Element projected future traffic circulation Levels of Service and system needs based upon the future land uses shown on the Future Land Use Map of this Comprehensive Plan. These projections served as a basis for determining the need for new roadway facilities and expansions to support planned development and to maintain adopted LOS standards.~~

~~The future year projections were obtained from FDOT. The projections are from 2010 to 2020. Future year AADT estimates are based on straight line projections and historical data sets. The projected AADT estimates are rounded to the nearest thousand vehicles.~~

~~The procedure used for analyzing projected system needs was similar to that utilized for analyzing the existing roadway deficiencies, assuming a desired daily Level of Service C for Principal Arterials and D for all collector and arterial roadways within the City. Level of Service determinations for the future roadway network were evaluated using generalized daily service link capacities standards listed in Table B-2.~~

~~Future System Needs 2010~~

~~Based upon current growth assumptions, by 2010, segments of the State Highway System will function below the Level of Service established in this plan. This determination is based on the analysis of future conditions displayed in Tables B-6 and B-7, and the established acceptable Level of Service for the State Highway System (Table B-4). Level of Service The City of Palatka Level of Service shall adopt FDOT work programs into their annually update of the C.I.E.~~

~~In 2002, the Florida Department of Transportation presented revised Level of Service Standards for the State Highway System in the Florida Highway System Plan. The Department recognized that Level of Service Standards could not be set without consideration for local needs and mitigating cir- cumstances. Therefore, Table B-4, State-wide Minimum Acceptable Operating Levels of Service, includes a discussion of "special considerations."~~

~~One of the concepts, backlogged facilities, was developed to provide guidance on the identification of State roadways, at least 0.2 miles in length, which operate at a Level of Service below the FDOT's State- wide adopted minimum operating Level of Service Standards for its functional classification, and are not in the Department's Five Year Work program, nor have they been determined to be a constrained facility.~~

~~Another special consideration, Special Transportation Areas (STAs), was developed to provide flexibility to State and local planning efforts. Special transportation areas are relatively small geographic areas in which mutually agreed upon growth management considerations outweighs the Department's policy of operating the State Highway System at a normally acceptable Level of Service.~~

~~There are no precise size criteria for the limits or conditions of an STA. Conceptually, STAs are considered for central business districts, outlying business districts, approved developments of regional impact, and regional activity~~

~~centers. Conceptual criteria are not absolute; professional judgment and documented operating conditions will play a key role in the negotiated designation, developed through coordination with the Florida Department of Transportation, Regional Council, and local government. If there are roadway segments on the State Highway System that are projected to function below the FDOT's acceptable Level of Service and for which the Department has no planned capacity improvements, the City of Palatka shall cooperate with the FDOT in addressing special considerations including, constrained and backlogged facilities. The segment of U.S. 17 has been identified as backlogged in this element because of the number of signals per mile, thereby making achievement of LOS C impossible when utilizing the FDOT standardized maximum volumes. Every effort will be made to have FDOT institute a comprehensive traffic signal study in efforts to decrease the number of signals; however, caution will be used in determining signals to remove (if any) in order to maximize safety. To address this, Tables B-6 and B-7 represent projected Traffic volumes for the years 2010 and 2020 respectively. The data sources are from FDOT and the roadway segments represent those segments for which the FDOT provides sufficient count data based on the year 2006 Traffic Information CD.~~

~~Table B-6 City of Palatka~~
~~Projected Traffic Volumes – 2010~~

~~Road~~	~~Segment~~	~~2010 AADT~~	~~MSV~~	~~Min LOS Standard~~	~~LOS~~
~~US 17/SR 15~~	~~SR 100 to Palatka Urban Limits (MP 28.672)~~	~~28,100~~	~~24,400~~	~~C~~	~~D~~
~~US 17/SR 15~~	~~Palatka Urban Limits to SR 207~~	~~36,600~~	~~43,600~~	~~C~~	~~C~~
~~US 17/SR 15~~	~~NCL of Palatka to SR 19~~	~~10,100~~	~~32,800~~	~~C~~	~~B~~
~~US 17/SR 15~~	~~SR 100 to NCL of Palatka~~	~~10,100~~	~~32,800~~	~~C~~	~~B~~
~~SR 100~~	~~Urban Boundary to CR 216~~	~~9,700~~	~~43,600~~	~~C~~	~~A~~
~~SR 100~~	~~SR 216 to SR 10 (WCL of Palatka)~~	~~11,300~~	~~24,400~~	~~C~~	~~C~~
~~SR 100~~	~~SR 19 to US 17/SR 15~~	~~18,700~~	~~24,400~~	~~C~~	~~C~~
~~SR 19~~	~~SR 20 to Palatka Urban Limits~~	~~24,500~~	~~49,300~~	~~C~~	~~B~~
~~SR 19~~	~~Palatka Urban Limits to SCL of Palatka~~	~~24,500~~	~~38,000~~	~~C~~	~~C~~
~~SR 19~~	~~SCL of Palatka to SR 100~~	~~24,500~~	~~49,300~~	~~C~~	~~B~~
~~SR 19~~	~~Urban Boundary to Moody Road~~	~~9,600~~	~~13,100~~	~~C~~	~~C~~
~~SR 19~~	~~Moody Road to SR 20~~	~~9,600~~	~~32,800~~	~~C~~	~~B~~
~~SR 19~~	~~SR 100 to US 17~~	~~10,500~~	~~32,800~~	~~C~~	~~B~~
~~SR 20~~	~~Motes Road to WCL of Palatka~~	~~16,300~~	~~32,800~~	~~C~~	~~B~~
~~SR 20~~	~~WCL of Palatka to SR 19~~	~~20,800~~	~~24,400~~	~~C~~	~~C~~
~~SR 20~~	~~SR 19 to Palm Avenue~~	~~20,800~~	~~24,400~~	~~C~~	~~C~~
~~SR 20~~	~~Palm Avenue to Moseley Avenue~~	~~10,900~~	~~11,025~~	~~C~~	~~C~~
~~SR 20~~	~~Moseley Avenue to US 17/SR 15/Reid St.~~	~~8,200~~	~~10,500~~	~~C~~	~~C~~
	~~Old Jax Highway from 19th St to Ed Vreen Road~~			~~D~~	~~C~~

		~~1,882~~	~~13,600~~		
~~—————~~	~~St. Johns Ave. from Zaegler Drive to 19th St.~~	~~14,211~~	~~13,600~~	~~D~~	~~C~~
~~—————~~	~~Palm Ave. from SR 100 to Silver Lake Drive~~	~~7,388~~	~~13,600~~	~~D~~	~~C~~
~~—————~~	~~Westover Dr from Crill Ave to Edgemoor Street~~	~~2,992~~	~~13,600~~	~~D~~	~~C~~
~~—————~~	~~Edgemoor Street from Palm Ave to Lundy Road~~	~~2,235~~	~~13,600~~	~~D~~	~~C~~
~~—————~~	~~Moody Road from Silver Lake to SR 100~~	~~6,313~~	~~13,600~~	~~D~~	~~C~~
~~—————~~	~~Silver Lake Dr from Mosely Ave to SR 19~~	~~1,890~~	~~13,600~~	~~D~~	~~C~~
~~—————~~	~~Lundy Road from Edgemoor Street to Browns Landing. St. Johns River~~	~~2,062~~	~~13,600~~	~~D~~	~~C~~
~~—————~~	~~Heidt Road from Silver Lake to Railroad Track/Peacock Drive~~	~~981~~	~~13,600~~	~~D~~	~~C~~

~~Table B-7~~
~~City of Palatka~~
~~Projected Traffic Volumes – 2020~~

~~Road~~	~~Segment~~	~~2020 AADT~~	~~MSV~~	~~Min LOS Standard~~	~~LOS~~
~~US 17/SR 15~~	~~SR 100 to Palatka Urban Limits (MP 28.672)~~	~~28,100~~	~~24,400~~	~~C~~	~~E~~
~~US 17/SR 15~~	~~Palatka Urban Limits to SR 207~~	~~40,500~~	~~43,600~~	~~C~~	~~C~~
~~US 17/SR 15~~	~~NCL of Palatka to SR 19~~	~~11,100~~	~~32,800~~	~~C~~	~~B~~
~~US 17/SR 15~~	~~SR 100 to NCL of Palatka~~	~~11,100~~	~~32,800~~	~~C~~	~~B~~
~~SR 100~~	~~Urban Boundary to CR 216~~	~~11,600~~	~~43,600~~	~~C~~	~~A~~
~~SR 100~~	~~SR 216 to SR 10 (WCL of Palatka)~~	~~12,400~~	~~24,400~~	~~C~~	~~C~~
~~SR 100~~	~~SR 19 to US 17/SR 15~~	~~20,500~~	~~24,400~~	~~C~~	~~C~~
~~SR 19~~	~~SR 20 to Palatka Urban Limits~~	~~29,200~~	~~49,300~~	~~C~~	~~B~~
~~SR 19~~	~~Palatka Urban Limits to SCL of Palatka~~	~~29,200~~	~~38,000~~	~~C~~	~~C~~
~~SR 19~~	~~SCL of Palatka to SR 100~~	~~29,200~~	~~49,300~~	~~C~~	~~B~~
~~SR 19~~	~~Urban Boundary to Moody Road~~	~~10,500~~	~~13,100~~	~~C~~	~~C~~
~~SR 19~~	~~Moody Road to SR 20~~	~~10,500~~	~~32,800~~	~~C~~	~~B~~
~~SR 19~~	~~SR 100 to US 17~~	~~13,400~~	~~32,800~~	~~C~~	~~B~~
~~SR 20~~	~~Motes Road to WCL of Palatka~~	~~19,000~~	~~32,800~~	~~C~~	~~B~~
~~SR 20~~	~~WCL of Palatka to SR 19~~	~~24,700~~	~~24,400~~	~~C~~	~~D~~
~~SR 20~~	~~SR 19 to Palm Avenue~~	~~24,100~~	~~24,400~~	~~C~~	~~C~~
~~SR 20~~	~~Palm Avenue to Moseley Avenue~~			~~C~~	~~D~~

		~~12,000~~	~~11,025~~		
~~SR 20~~	~~Moseley Avenue to US 17/SR 15/Reid St.~~	~~9,000~~	~~10,500~~	~~C~~	~~C~~
~~———~~	~~Old Jax Highway from 19th St to Ed Vreen Road~~	~~2,120~~	~~13,600~~	~~D~~	~~C~~
~~———~~	~~St. Johns Ave. from Zaegler Drive to 19th St.~~	~~16,011~~	~~13,600~~	~~D~~	~~C~~
~~———~~	~~Palm Ave. from SR 100 to Silver Lake Drive~~	~~8,324~~	~~13,600~~	~~D~~	~~C~~
~~———~~	~~Westover Dr from Crill Ave to Edgemoor Street~~	~~3,371~~	~~13,600~~	~~D~~	~~C~~
~~———~~	~~Edgemoor Street from Palm Ave to Lundy Road~~	~~2,519~~	~~13,600~~	~~D~~	~~C~~
~~———~~	~~Moody Road from Silver Lake to SR 100~~	~~7,113~~	~~13,600~~	~~D~~	~~C~~
~~———~~	~~Silver Lake Dr from Mosely Ave to SR 19~~	~~2,129~~	~~13,600~~	~~D~~	~~C~~
~~———~~	~~Lundy Road from Edgemoor Street to Browns Landing. St. Johns River~~	~~2,323~~	~~13,600~~	~~D~~	~~C~~
~~———~~	~~Heidt Road from Silver Lake to Railroad Track/Peacock Drive~~	~~1,106~~	~~13,600~~	~~D~~	~~C~~

~~S.R. 15 (20) / U.S. 17 (Reid Street)~~

~~Given a policy of maintaining a principal arterial Level of Service C and based upon projected traffic volumes, the roadway segment of Reid Street S.R. 15 (20)/U.S. 17), from south of the intersection of S.R. 100 and S.R. 15 (20) to the Memorial Bridge crossing is projected to experience capacity deficiencies by the year 2010. However, it must be noted that this is more a function of the FDOT Level of Service tables than actual conditions on Reid Street. The number of signals per mile on Reid Street precludes achieving the designated LOS C for a principal arterial, the standard approved by FDOT in the Florida Highway System Plan, regardless of the traffic volumes. Recognizing the need for Transportation Systems Management (TSM) type improvements, such as signal synchronization, reduced parking, etc., in order to alleviate traffic congestion problems, the City of Palatka shall cooperate with the FDOT in identifying corridor programmed improvements and in achieving the maximum capacity on the roadway given the right-of-way constraints and the number of intersections requiring signalization.~~

~~Level of Service~~

~~S.R. 20 (Crill Ave.)~~

~~Traffic volumes on S.R.. 20 west of S.R. 19 have increased rapidly over the last decade, due to the relatively high growth rate experienced in this part of Palatka and the unincorporated county Continuous monitoring of the operating conditions of this roadway will be incorporated in the concurrency management system, with permit issuance dependent upon the roadway's continued operation at an acceptable Level of Service.~~

~~St. Johns Avenue~~

~~St. Johns Avenue is on the county roadway system and is therefore not guided by the FDOT Level of Service Standards. Ultimate responsibility for the establishment of a Level of Service on this roadway rests on the City in conjunction with the Level of Service Standards in the county's traffic circulation element.~~

~~The FDOT is investigating the possibility of relocating a multi-laned S.R. 20 incorporating St. Johns Avenue and the abandoned CSX railroad right of way.~~

~~Future System Needs and Priorities: 2020~~

~~Table B-6 identifies those roadway segments derived from the LOS evaluation of 2020 conditions and resulting capacity deficiencies.~~

~~As in the previous planning period 2010, given a policy of maintaining a principal arterial Level of Service C and based upon projected traffic volumes, the roadway segment of Reid Street (S.R. 15 (20)/U.S. 17), from south of the intersection of S.R. 100 and S.R. 15 (20) to the Memorial Bridge, is projected to continue experiencing capacity deficiencies through to the year 2020.As a backlogged / constrained facility, the maintenance of Reid Street operating conditions will depend upon the Transportation Systems Management strategies to be developed by FDOT and the City.~~

~~S.R. 100, an east-west minor arterial, is a two-lane facility from S.R. 26 to its merger with Reid Street. This facility provides City and county residents with direct access to the western and northwestern part of the county. Based on a straight-line projection, traffic volumes on S.R. 100 do not begin to approach the needs improvement threshold, within the horizon planning timeframe of this plan. However, the operating conditions of S.R. 100 will depend upon the growth in this area of the county and should be closely monitored by the City in its concurrency management system.~~

~~When considering improvements that may be required a decade from now, amendments to the Future Land Use Map are to be expected, and taken into consideration. The projects mentioned should be viewed as needs; however, monitoring is critical to the determination of the appropriate improvement, as well as the need to withhold approval of development if roadways exceed the designated Level of Service Standards.~~

~~The Comprehensive Plan "needs" recommendations are not identified to take the place of on-going land use monitoring and traffic count summaries appropriate for operational improvements. Rather, it provides, in relatively general terms, the likely needs for the 2010 and 2020 planning horizons, assuming certain growth assumptions. With this Plan information, additional studies, plan alternatives, and financial resources may be pursued in a coordinated fashion to assure facilities accommodate the impacts of growth and new development.~~

~~Local Transportation Corridors~~

~~The public purpose of establishing transportation corridors is to protect State and local government's ability to provide transportation infrastructure in the future. The identified need should be sufficient to acquire land for right-of-way. Section 127.01(1)(6), F.S. provides opportunity to local governments to acquire right-of-way for their local road system in advance of its use to effectively provide for future needs. Local corridors must be consistent with the local Comprehensive Plan and State long-range plans.~~

~~Planning for transportation corridors accomplishes several planning objectives:~~

- ~~Future development takes place in a controlled manner through corridor planning;~~
- ~~Economic opportunities are enhanced; and~~
- ~~Pressures on agricultural lands and environmentally sensitive lands can be reduced.~~

~~The City of Palatka, in cooperation with the FDOT and county, has designated the abandoned railroad right-of-way from U.S. 17 to S.R. 20 as a potential future transportation corridor. In conjunction with local development regulations, the City and county should identify potential corridors on a right-of-way protection map or any other formally adopted right-of-way preservation method.~~

~~Programming Transportation Improvements~~

~~The City can develop a transportation improvement program by placing the possible transportation improvements in perspective with money and time constraints and the priority of each improvement. The result is a listing of projects to be implemented during each year of the desired program period, together with cost estimates of each improvement and estimates of the type of funds available. This element recommends the development of a Project Priority Management System to assist the City in programming transportation improvements.~~

~~Project Priority Management System~~

~~Local government has long been faced with the dilemma of limited funds versus a multitude of project requests. In spite of the lack of resources, proper transportation planning requires proper project administration. Infrastructure administration should mandate that all funds be identified, evaluated and planned just as if funds are available.~~

~~The Project Priority Management List is created by:~~

> ~~Project Evaluation. All requests are evaluated for validity. If the requested work is a valid City project, then it is listed. If not, the requester is so notified and informed as to the reason the project has not been added to the list.~~
>
> ~~Project Description. All valid projects are then studied to determine location, facility name, description of work, and estimated cost.~~
>
> ~~Project Listing. The project is selectively added to the existing list of projects. To develop a list, each project is assigned a fiscal year and a priority number. In assigning a fiscal year, the latest practical date that a project should be undertaken is used. For priorities, a 1, 2, 3 group weighting is used. Group 1 projects are those which are essential, consistent with the approved Comprehensive Plan, and have been evaluated based on the following factors: a) street conditions, b) number of residents served and c) the amount of traffic using the street. Group 2 projects are those which are consistent with the approved Comprehensive Plan and have been evaluated based on the above factors. Group 2 projects should be implemented if funds are available after Group 1 priority projects have been committed to, under construction, or completed. Group 3 projects are those which would improve facilities, but lie outside the five-year implementation period. Once listed, this format becomes a working document. It is continually revised as additional data becomes available and can easily illustrate to interested citizens as well as elected officials the extent of all City wide project requests. Additionally, the listing becomes the basis from which final Transportation Improvement Projects are selected.~~

~~Future Planning and Coordination~~

~~Intergovernmental coordination is an important factor in planning for most cost-efficient improvements of the traffic circulation system. Since both Putnam County and FDOT have financial responsibility for maintaining the County and State roads, the City should review the transportation improvement plans and programs prepared by the county and FDOT.~~

~~Coordination should also include the preservation and protection of rights-of-way for future roadway improvements and construction. The City should protect roadway corridors in advance from building encroachment. Increasing right-of-way costs reduces the funds available for actual construction. The City should utilize such techniques as setback requirements, zoning restrictions, right-of-way protection regulations and official traffic ways maps to preserve and protect existing and future right of way.~~

~~TRAFFIC CIRCULATION~~ MOBILITY ELEMENT
Goals, Objectives and Policies

CITY OF PALATKA
COMPREHENSIVE PLAN

Adopted July 10th, 2008

Prepared by Northeast Florida Regional Council
6850 Belfort Oaks Place
Jacksonville, Florida 32216
(904) 279-0880

~~TRAFFIC CIRCULATION~~ MOBILITY ELEMENT GOALS, OBJECTIVES, AND POLICIES

Goal B-1 ~~— 9J-5.007(3) (a)~~

~~Develop and maintain a well balanced and integrated~~ Pursue transportation ~~system~~ improvements ~~which~~ providet~~s~~ for the safe~~,~~ ~~convenient,~~ and efficient motorized and non-motorized movement of people and goods at reasonable cost throughout the City of Palatka, and which is consistent with desired land use patterns, conserves energy, and protects the natural environment.

Objective B.1.1 ~~— 9J-5.007(3)(b)1~~

Upon plan adoption, the City shall ~~provide~~ work to enhance~~for~~ a safe~~, convenient~~ and efficient ~~motorized and non- motorized~~ transportation system~~-~~ for vehicles, bicycles, pedestrians, and transit riders~~by correcting, to the maximum extent feasible, all existing roadway deficiencies identified in this plan and maintain acceptable operating conditions in the future on a priority basis~~.

~~Policy B.1.1.1~~ ~~9J-5.007(3)(01)~~

~~The State-wide minimum acceptable operating Level of Service (LOS) standards for the State Highway System and City Street System shall be the base LOS standards listed herein, except for those conditions provided in the Policy B.1.1.1.A.~~

~~The City hereby adopts the following LOS standards for each listed facility type:~~

- ~~principal arterials - LOS C~~
- ~~collectors and minor arterials -LOS D~~
- ~~local City streets – LOS D~~
- ~~Florida Intrastate Highway System~~
  ~~LOS B – Rural~~
  ~~LOS C – Urban and transition urban~~

~~Any modification to the LOS standards shall be submitted as a Comprehensive Plan amendment. The LOSS for the FIHS shall not be different than the standards adopted by FDOT.~~

~~Policy B.1.1.1.A~~ ~~9J-5.007(3)(c)1~~

~~In furtherance of Traffic Circulation Policy B.1.1.1 above, any section of any roadway may operate at a Level of Service lower than the base LOS if capacity improvements, which will improve the LOS of said roadway to an acceptable LOS standard are scheduled within the first three years of the City's adopted Capital Improvements Schedule or the first three years of the FDOT Five Year Transportation Plan, or a contract has been executed for completion of the improvement needed to assure attainment of the adopted LOS standard.~~

Policy B.1.1.2 ~~9J5.007(3)(c)2~~

The City shall use operational improvements, where possible, such as traffic signals improvements and coordination, turn lanes, signs, and pavement striping to ~~insure smooth~~ improve traffic flow when necessary.

Policy B.1.1.3 ~~9J-5.007(3)(c)3~~

The City, in cooperation with State and county government, shall review existing standards addressing traffic flow within the Central Business District (CBD). Where necessary, adopt design criteria providing for parking, pedestrian traffic, bicycle use, and loading facilities and accesses that provide safety as well as convenience.

~~**Policy B.1.1.4** 9J-5.007(3)(c)1~~
~~The City, in cooperation with FDOT and Putnam County Department of Public Works, shall maintain and enhance as necessary, a comprehensive traffic counting system for annually monitoring the Level of Service on the City, county, and State roadway system within the jurisdiction of the City of Palatka.~~

Policy B.I.1.5 ~~9J-5.007(3)(c)3~~
The City shall maximize the traffic-carrying capacity and operational efficiency of a roadway through Transportation System Management (TSM) measures. A list of such measures includes, but is not limited to, encourage off-peak use of transportation facilities, improve traffic signal timing and spacing, reduce the number of curb and median cuts, reduce on-street parking, and improve pedestrian access.

Policy B.I.1.6 ~~9J-5.007(3)(c)3~~
The City will require developers to comply with City road design standards and to pave all internal roadways for all new subdivisions and participate in access road improvements. The City has until June, 2008 to include the standards under the street portion of the code to address those situations not covered by the subdivision portion of the code.

Policy B.1.1.7 ~~9J-5.007(3)(c)3~~
The City shall ensure that the necessary transportation facilities, including motorized and non-motorized vehicle parking, are in place when a development permit is issued or a development permit is issued subject to the condition that the necessary transportation facilities will be in place when the impacts of development occur.

Policy B.1.1.8 ~~9J-5.007(3)(c)3~~
The City of Palatka shall reduce the amount of existing on-street parking permitted along major and minor arterials except in those areas in which on-street parking provides the only customer parking for the adjacent commercial properties.

Policy B.1.1.9 ~~9J-5.007(3)(c)1~~
The City shall pursue federal, State, and local funding sources which could supplement the Palatka budget for road construction and maintenance.

Policy B.1.1.9
The City will work to implement a Complete Streets program, affording access to all users of all ages, including pedestrians, bicyclists, motorists, and transit riders. This program emphasizes the following elements: sidewalks; bike lanes (or wide paved shoulders); frequent and safe street crossing opportunities; accessible pedestrian signals; desirable appearance including landscaping, shade and design; “tree lawns” between street and sidewalk for safety and comfort,comfortable and accessible public transportation stops; median islands; narrower travel lanes; roundabouts; and special bus lanes.

Policy B.1.1.10
The City should develop an inventory, including maps, of sidewalks/trails, bicycle lanes, and transit routes and stops, focusing on City’s collector and arterial road system. Utilizing this mobility inventory, the City should develop a “gap” plan that identifies and prioritizes improvements needed to fill in gaps of pedestrian, bicycle, and transit routes (working with Ride Solution and other transit providers).

Policy B.1.1.11

The City should identify roads in need of a "road diet" (overbuilt roads with excessive available capacity) and plan for future conversion of un-needed traffic lanes to bicycle, pedestrian, and transit greenways. Potential candidates include St. Johns Ave. between Palm Ave. and SR 10 (which would also assist in high school student safety), Palm Ave., the six lane stretch of S.R. 19 (which could allow for additional future commercial/mixed-use development), and the overly wide Husson Ave.

~~**Objective B.1.2** 9J-5.007(3)(b)1~~

~~Upon plan adoption, the City shall formally identify transportation improvement needs and establish a priority schedule, which will be updated as necessary.~~

~~**Policy B.1.2.1** 9J-5.007(3)(c)1~~

~~The City shall establish and maintain a Transportation Improvement Program (TIP) and shall establish a mechanism whereby the plan will be periodically updated and prioritized according to the criteria specified in Policy B.1.2.2.~~

~~**Policy B.1.2.2** 9J-5.007(3)(c)1~~

~~Proposed roadway projects for the TIP shall be evaluated and ranked in order of priority according to the following group rating:~~

~~Group 1 projects are those which are essential to protect public health and safety and fulfill the City's legal commitment to provide facilities, consistent with the approved Comprehensive Plan, and have been evaluated based on the following factors:~~

~~1) street conditions~~
~~2) number of residents served~~
~~3) amount of traffic using the street~~
~~4) environmental impact~~
~~5) physical/geometric requirement~~
~~6) local policy~~

~~Group 1 projects should be implemented with available funds based upon capital cost effectiveness (i.e. capital cost/total annual person trips = cost per person trip).~~

~~b) Group 2 projects are those which meet the criteria above and should be implemented if funds are available after priority 1 projects.~~

~~c) Group 3 projects are those which would improve facilities, but lie outside the five-year implementation period.~~

~~**Policy B.1.2.3** 9J-5.007(3)(c)4~~

~~The City shall implement a right-of-way protection ordinance and map coordinated with the traffic circulation element to ensure roadway systems continuity and to protect future network corridors from development and encroachment. The right-of-way protection ordinance will be due no later than June 1, 2008.~~

~~**Policy B.1.2.4** 9J-5.007(3)(c)4~~

~~The City shall adopt minimum right-of-way requirements for new roadways containing the following provisions:~~

~~a) Arterial roadways - 150 ft. right-of-way~~

~~b) Collector roadways - 80 ft. right-of-way~~
~~c) Local roadways - 66 ft. right-of-way~~

~~It should be recognized that some types of development contain situations where roadway construction requirements for right-of-way may vary; as such, the application of right-of-way requirements shall be applied on a case to case basis and may be altered as determined by the City Commission based upon recommendation of the Public Works Director and City Manager. The appropriate right of way widths will be added to the streets portion of the code. The minimum right-of-way widths must be adopted no later than September, 2008.~~

~~**Policy B.1.2.5**~~
~~By June 1, 2009, the City shall complete a City-wide transportation study, which shall include: an inventory of all roadways and identify those that will be operating at or above capacity by year 2020; strategies, including the viability of public transit and ride share programs, to increase capacity on failing roadways; and a recommendation as to whether the City should pursue the establishment of a transportation concurrency exception area (TCEA) along US 17. The City shall work with the Florida Department of Transportation and the Department of Community Affairs in developing and finalizing a scope for the study.~~

~~The study will be used as a basis for determining whether the City should pursue the establishment of a long-term transportation concurrency management system, which would be adopted by the City as part of the 2009 annual update to the Capital Improvements Program or how to otherwise address transportation needs in the CIP. The study shall be used by the City as a basis for prioritizing transportation capital improvements in the five-year or long-term transportation CIP.~~

Objective B.1.3 ~~9J-5.007(3)(b)2~~
The City shall encourage growth to develop in a planned and orderly manner which is compatible with the framework established in the Future Land Use Element.

Policy B.1.3.1 ~~9J-5.007(3)(c)1~~
The City shall review all proposed transportation plans and improvements to determine the impacts such projects or proposals will have on the City's traffic circulation system, and to ensure that projects provide for multi-modal movement including vehicles, bicycle lanes, sidewalks, and transit stops.

~~**Policy B.1.3.2**~~ ~~9J-5.007(3)(c)1~~
~~The City shall review all proposed development for impact upon the adopted LOS standards and consistency with the Comprehensive Plan. The adopted Concurrency Management System requires review of impacts of proposed developments by City Planning/Engineering Department. If impacts are beyond the traffic impact thresholds set by the City's concurrency management system then the City will implement an administration section within a City department, utilize the Northeast Florida Regional Council to administer the concurrency management system, or contract with a qualified Planning consultant.~~

Policy B.1.3.3 ~~9J-5.007(3)(c)2~~
The City shall minimize the connection of access points of driveways and roads to roadways through the use of land development regulations addressing subdivision regulations~~,~~ and ~~a~~ driveway access management. , ~~and State driveway permit procedures, and coordinating with FDOT in implementing strategies contained in FDOT Access Management Rule 14-97 for development on State roadways. The City shall adopt the access drive ordinance by September, 2008. For roadways designated as part of the FIHS which includes State Road 20, U.S. 17, State Road 100 and State Road 19 will be limited to FDOT requirements.~~ In general,

land development regulations will be developed to limit access road spacing according to the following schedule:

Adjoining Road Posted Speed Limit	Minimum Access (feet) Spacing (feet)
25 mph	80
30 mph	105
35 mph	145
40 mph	185
45 mph	200

Policy B.1.3.4

The City of Palatka shall review all transportation plans ~~in conjunction with highway improvements and residential development, particularly for~~ to emphasize the connection~~ng~~ of residential areas to park and recreation areas, schools, and major shopping centers, ~~to determine the need for~~with such connections including pedestrian ways and bikeways. Connectivity between non-residential projects shall be required except when not feasible due to environmental factors or objections of existing developed properties.

Policy B.1~~.2.4~~3.5 ~~9J-5.007(3)(c)4~~

The City shall adopt minimum right-of-way requirements for new roadways containing the following provisions:

~~d)~~a) Arterial roadways - 150 ft. right-of-way
~~e)~~b) Collector roadways - 80 ft. right-of-way
~~f)~~c) Local roadways - ~~60~~ 66 ft. right-of-way

It should be recognized that some types of development contain situations where roadway construction requirements for right-of-way may vary; as such, the application of right-of-way requirements shall be applied on a case to case basis and may be altered as determined by the City Commission based upon recommendation of the Public Works Director and City Manager. ~~The appropriate right-of-way widths will be added to the streets portion of the code. The minimum right-of-way widths must be adopted no later than September, 2008.~~

Objective B.1.4 ~~9J-5.007(3)(b)3~~

The City shall coordinate with related local, State, regional, and federal agencies for an integrated, cost-effective transportation system.

Policy B.1.4.1 ~~9J-5.007(3)(c)1~~

The City shall coordinate roadway improvements with Putnam County and the Florida Department of Transportation to ensure effective application of available revenue.

Policy B.1.4.2 ~~9J-5.007(3)(c)1~~

The City shall research federal, State, and local funding sources which could supplement the City's budget for road construction and maintenance.

Policy B.1.4.3 ~~9J-5.007(3)(c)1~~

Although the City of Palatka does not constitute a metropolitan organization as defined under Chapter 339.175, F.S., and is located outside the jurisdictional limits of any ~~Metropolitan~~

Transportation Planning Organization (T~~M~~PO), intergovernmental coordination and resource planning pursuant to Chapter 380 in north Florida shall be accomplished through the continued cooperation and communication with the Northeast Florida Regional Council ~~and other contiguous councils~~ when and where appropriate.

Policy B.1.4.4 ~~9J-5.007(3)(c)4~~
The City shall -work and coordinate with the Florida Department of Transportation and Office of Greenways and Trails to complete the Palatka-Lake Butler State Trail within the City limits, and to maintain the trail on an ongoing basis. ~~in securing abandoned rail corridors for alternative multi-modal corridors and/or recreational purposes~~.

~~**Policy B.1.4.5** 9J-5.007(3)(c)1~~
~~The City should establish a public information program to inform residents of action taken under this element and to ensure the responsiveness of the City's transportation planning process to the needs of the residents by developing a mechanism for citizen participation. The City shall adopt a Public Involvement Program no later than January, 2008. The City shall adopt the standard FDOT PIP reporting and procedures requirements.~~

Objective B.1.5 ~~9J-5.009(3)(b)3~~
~~Within one year of plan implementation, t~~The City shall monitor the effectiveness of~~review and revise appropriate~~ the adopted Airport Master Plan and aviation-related zoning standards, revising the Plan and standards when necessary. ~~local airport zoning ordinances, advise and assist other governmental entities in the enactment of reciprocal ordinances or inter-local agreements to ensure protection of the municipal airport and the airspace system. Kay Larkin Airport must be zoned consistent with the new zoning districts.~~

Policy B.1.5.1 ~~9J-5.009(3)(c)1~~
Kay Larkin Airport development should be coordinated with the Continuing Florida Aviation System Planning Process (CFASPP) and in accordance with the local government Comprehensive Plan.

~~**Policy B.1.5.2** 9J-5.009(3)(c)5~~
~~Revise existing land use/zoning ordinances to insure adequate airport and airspace system protection for continued compatible future growth and development. Kay Larkin Airport must be zoned consistent with the new zoning districts.~~

~~**Policy B.1.5.3** 9J-5.009(3)(c)2~~
~~In cooperation with the DOT Bureau of Aviation and the FAA, the City shall develop a program to evaluate the impact of tall structures and aviation noise upon air system safety and capacity.~~

Policy B.1.5.4 ~~9J-5.009(3)(c)1~~
The City shall establish methods to provide long range airspace planning which recognizes requirements for aviation use, urban development, communications, and industrial development.

Policy B.1.5.5
The Cith shall enforce the Airport Education Restriction Zone and the Airport Residential Restriction zone rules as set forth in the Future Land Use Element.

Objective B.1.6 ~~9J-5.007(3)(b)1~~
The City shall cooperate with public agencies, private business and civic associations responsible for the planning and operation of transportation disadvantaged to promote efficient coordination of

transit service delivery.

Policy B.1.6.1 ~~9J-5.007(3)(c)~~

The City should support efforts by Ride Solution ~~public and private transit providers~~ to develop short-term and long-term needs and operation plans. ~~The City will continue to monitor ridership and enhance the route system for the transit service area.~~ The City shall continue to ~~coordinate~~ support efforts toward a regional transit service. ~~The Regional Transit service will allow future public transit riders access to employment and tourist sites with the Northeast Florida region.~~

Policy B.1.6.2 ~~9J-5.007(3)(c)~~

The City shall supplement the requirements of Chapter 427, F.S., by providing local participation on the designated official planning agency "coordinating board.” The City shall continue to implement and support the transit system as prescribed by the City’s existing and future goals.

Case 15-56 - Request to Amend Zoning Code

(Amend Zoning Code to Define Produce Stands & Allow in Conjunction with Food Stores in C-2 Zoning)

Applicant: Building & Zoning Dept.

STAFF REPORT

DATE: January 20, 2016

TO: Planning Board Members

FROM: Thad Crowe, AICP
Planning Director

APPLICATION REQUEST

A request to amend the Zoning Code to define produce stands and allow such uses in conjunction with convenience stores and grocery stores in the C-2 (Intensive Commercial) zoning district. Public notice was provided through newspaper advertisement. Item was tabled from Jan. 5th meeting at the request of the Board for Staff to research and develop more specific definitions for stand structure.

APPLICATION BACKGROUND

Many parts of Palatka are considered a “food desert”, where residents have limited to no access to fresh and healthy food. The City has taken several steps to revise the Zoning Code to facilitate the availability and conveyance of fresh produce and meals, including ordinances allowing food trucks, produce trucks, and food pantries. During the past year an owner of several convenience stores discussed with Staff a proposal to set up stands outside his stores to sell fresh vegetables, with the notion that visible produce would attract passers-by to stop and purchase such goods. The Zoning Code does not allow such outdoor sales activities except under the conditional use process, and these activities include only temporary or seasonal outdoor sales. The intent of this Zoning Code text amendment would be to allow for small produce stands associated with convenience or grocery stores, with sales limited to fresh unprocessed fruit and vegetables. The following supplementary zoning standards are proposed for this use – at the request of the Board, changes were made to clarify the structure of the stand and permitting requirements. The size was reduced slightly to ensure for easier portability/disassembly and less intrusion, and signage was limited to the stand itself.

- Produce stands are allowed in conjunction with convenience stores and grocery stores in the C-1 and C-2 zoning districts.
- Stands shall be constructed as a cart with two or more wheels, or a stand which is easily disassembled; shall have a shelf or shelves set at a height between three and five feet; and shall provide weather protection in the form of a roof, canopy, or umbrella.
- Stands must be soundly constructed and of wood, metal, or other suitable permanent material; must have a neat and orderly appearance; and must be maintained in good repair and appearance.
- Stands do not require a building permit, unless it is determined by the Building Official that a permit is required per the Florida Building Code. The Building Official may require certain tie-down or securing elements as needed for public safety.
- Stands cannot exceed ~~200~~ 150 square feet in size, and must be located in close proximity to the store.
- Stands shall be designed for the display of produce on shelves as part of a structure, or on a table.
- Stands shall not occupy any minimum required parking, parking lot landscape islands/areas, or rights-of-way; cannot block driveways or traffic aisles, or reduce sidewalk passage below 48 inches.
- Signage shall be limited to one unlighted announcement sign not to exceed 16 square feet in area, attached to the structure.

- Stands shall be subject to outdoor sales administrative review, requiring a site plan and staff review subject to conditional use criteria. However this use shall not be subject to public hearing and notice requirements.

PROJECT ANALYSIS

Per Section 94-38(f)(2) of the Zoning Code, the Planning Board must study and consider proposed zoning text amendments in relation to the following criteria (if applicable), shown in underlined text (staff response follows each criterion).

The planning board shall consider and study:

a. The need and justification for the change.

Staff comments: while produce stands are not allowed in the Zoning Code, these accessory uses relate directly to the principal use of a convenience/food store, and can serve an important need in the community by providing visible and accessible fresh produce for local residents. Additionally, produce stands can help to improve trade for stores.

b. The relationship of the proposed amendment to the purposes and objectives of the city's comprehensive planning program and to the comprehensive plan, with appropriate consideration as to whether the proposed change will further the purposes of this chapter and other city ordinances, regulations and actions designed to implement the comprehensive plan.

Staff comments: This action is not in conflict with the goals, objectives, and policies of the Comprehensive Plan or other city ordinances.

STAFF RECOMMENDATION

Staff recommends allowing produce stands in the C-1 and C-2 zoning districts (Zoning Code Sections 94-148 and 94-149) and adding a new section to Article III (Districts), Division 3 (Supplementary District Regulations) to provide the zoning standards for this use, outlined previously in this report.

Case # 16-01 - 1620 Husson Ave.

Request to Annex, Amend Future Land Use Map and Rezone

Applicant: Building & Zoning Dept.

STAFF REPORT

DATE: January 15, 2016

TO: Planning Board members

FROM: Thad Crowe, AICP
Planning Director

APPLICATION REQUEST

To annex, amend FLUM, and rezone the property below from County to City single-family residential. Public notice included legal advertisement, property posting, and letters to nearby property owners (within 150 feet). City departments had no objections to the proposed actions.

Figure 1: Site and Vicinity Map (property outlined in red, properties within City shown with purple overlay)

APPLICATION BACKGROUND

The property under consideration currently has a County mixed-use Future Land Use Map (FLUM) designation and single-family residential zoning. The property is an existing single-family home. The property and its current and proposed FLUM and zoning classifications are shown below.

Table 1: Current and Proposed Future Land Use Map and Zoning designations

Future Land Use Map Category		Zoning	
Current Putnam Co.	**Proposed City**	**Current Putnam Co.**	**Proposed City**
UR (Urban Reserve)	RL (Residential, Low)	R-1A (Residential Single-Family)	R-1A (Single-Family Residential)

The owner is voluntarily annexing into the City for the purpose of hooking up to City utilities.

Staff is presenting these applications as administrative actions, as opposed to an action by each property owner, due to the rationale presented below.

1. Revenue Recovery. The taxes collected from this property will defray the administrative expense of the annexation fairly quickly.
2. Comprehensive Plan Support. Public Facilities Element Policy D.1.2.1 directs the City to proactively annex properties served by water and sewer. Language in the adopted Evaluation and Appraisal Report of the Comprehensive Plan compels the City to again proactively work to diminish and eventually eliminate enclaves. Staff believes this directive is sufficient to submit these actions as administrative applications.
3. Economic Development. By encouraging voluntary annexation and requiring annexation of agreement properties, the City is working to increase utility and other service provision efficiency, enhance system revenues, and encourage growth.

PROJECT ANALYSIS

Annexation Analysis

Florida Statute 171.044 references voluntary annexation requirements and requires that property proposed for annexation must meet two tests. First, properties must be contiguous to the annexing municipality and second, properties must also be "reasonably compact."

Contiguity. F.S. 171.031 provides a definition for contiguous and requires that boundaries of properties proposed for annexation must be coterminous with a part of the municipality's boundary. As indicated in Figures 1 and 2, the property is contiguous to the City limits, which are to the northeast.

Compactness. The statute also provides a definition for compactness that requires an annexation to be for properties in a single area, and also precludes any action which would create or increase enclaves, pockets, or finger areas in serpentine patterns.

Figure 2: Southwest Palatka Enclave (purple-shaded properties are City)

Annexing the property meets the standard of compactness as it is does not create an enclave, pocket, or finger area, as evidenced by the map to the right, but in fact reduces the larger enclave shown in Figure 2.

Future Land Use Map Amendment Analysis

Criteria for consideration of comprehensive plan amendments under F.S. 163-3187 are shown in italics below (staff comment follows each criterion, and comprehensive plan extracts are underlined).

List Goals, Objectives, and Policies of the Comprehensive Plan that support the proposed amendment.
The proposed amendment is in keeping with the following objective and policies of the Comprehensive Plan, and does not conflict with other plan elements.

Policy A.1.9.3
A. Land Use Districts
1. Residential

> *Residential land use is intended to be used primarily for housing and shall be protected from intrusion by land uses that are incompatible with residential density. Residential land use provides for a variety of land use densities and housing types.*
>
> Low Density (1730 acres) - provides for a range of densities up to 5 units per acre.

Staff Comment: the property is now in the County's Urban Reserve FLUM category, which allows a mix of residential and nonresidential uses, with a base residential density of one unit per acre that goes up to four units per acre with the utilization of density bonus points pertaining to availability of urban services and environmental protection. The proposed City FLUM category is Residential, Low – intended for single-family neighborhoods. Furthermore, Municipal Code Section 94-111(b) allows the R-1A zoning category within the RL land use category, which provides Comprehensive Plan category conformance.

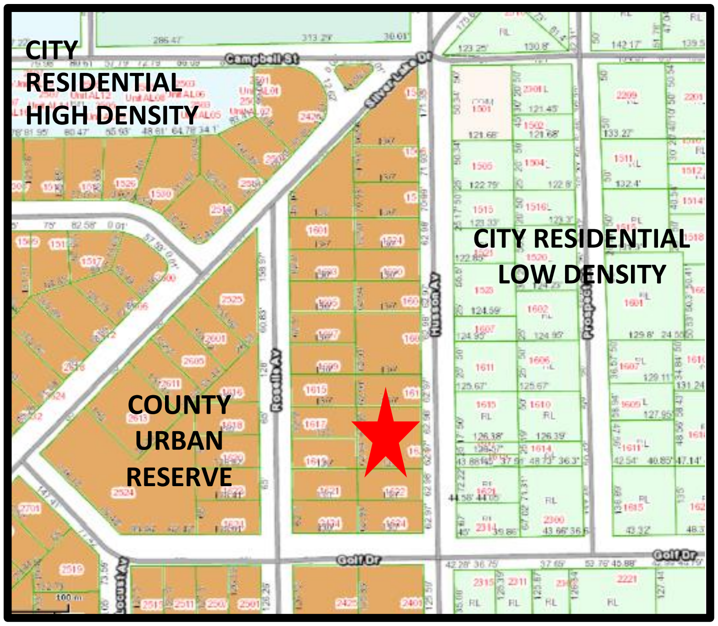


Figure 3: Vicinity Future Land Use Map (FLUM) Designations

Provide analysis of the availability of facilities and services.
Staff Comment: the property is in close proximity to urban services and infrastructure including City water and sewer lines that run down Husson Ave.

Provide analysis of the suitability of the plan amendment for its proposed use considering the character of the undeveloped land, soils, topography, natural resources, and historic resources on site.
Staff Comment: Staff is not aware of any soil or topography conditions that would present problems for development, or of any natural or historic resources on these developed sites.

Provide analysis of the minimum amount of land needed as determined by the local government.
Staff Comment: not applicable, as this is to be determined at the next revision of the overall Comprehensive Plan.

Demonstrate that amendment does not further urban sprawl, as determined through the following tests.

- *Low-intensity, low-density, or single-use development or uses*

- *Development in rural areas at substantial distances from existing urban areas while not using undeveloped lands that are available and suitable for development.*
- *Radial, strip, isolated, or ribbon development patterns.*
- *Development that fails to adequately protect and conserve natural resources and agricultural activities.*
- *Development that fails to maximize use of existing and future public facilities and services.*
- *Development patterns or timing that will require disproportional increases in cost of time, money and energy in providing facilities and services.*
- *Development that fails to provide a clear separation between rural and urban uses.*
- *Development that discourages or inhibits infill development and redevelopment.*
- *Development that fails to encourage a functional mix of uses.*
- *Development that results in poor accessibility among linked or related land uses.*

Staff Comment: the location of this property in an existing area within the City's urbanized area ensures that urban services are available and shopping and jobs are proximate. This action does not represent urban sprawl.

Rezoning Analysis

Per Section 94-38 of the Zoning Code, the Planning Board shall study and consider the proposed zoning amendment in relation to the following criteria, which are shown in *italics* (staff comment follows each criterion).

1) When pertaining to the rezoning of land, the report and recommendations of the planning board to the city commission required by subsection (e) of this section shall show that the planning board has studied and considered the proposed change in relation to the following, where applicable:
a. Whether the proposed change is in conformity with the comprehensive plan.
Staff Comment: as previously noted, the application is supported by the Comprehensive Plan.

b. The existing land use pattern.
Staff Comment: the existing single-family residential use and proposed zoning conform to the existing land use pattern.

c. Possible creation of an isolated district unrelated to adjacent and nearby districts.
Staff Comment: No isolated zoning district would be created. City staff has selected the most appropriate zoning district that fits the neighborhood, based on lot size and predominant single-family use. Typical lot sizes vary but are under 10,000 SF although lots like is a larger 16,553 SF. The City R-1A zoning district has a minimum lot size of 7,200 SF, while the next least dense category is R-1AA, at a 10,000 SF minimum lot size. The R-1A is a better fit.

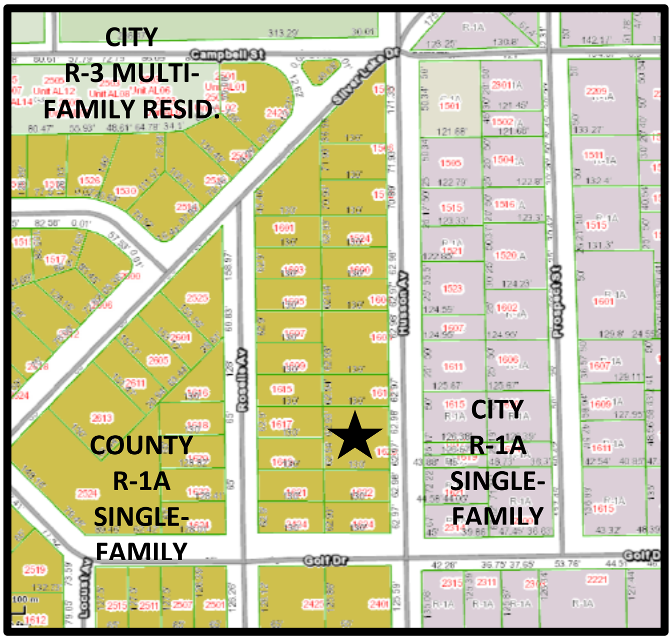


Figure 4: Vicinity Zoning

d. The population density pattern and possible increase or overtaxing of the load on public facilities such as schools, utilities, streets, etc.
Staff Comment: not applicable.

e. Whether existing district boundaries are illogically drawn in relation to existing conditions on the property proposed for change.
Staff Comment: see response to c. above.

f. Whether changed or changing conditions make the passage of the proposed amendment necessary.
Staff Comment: not applicable.

g. Whether the proposed change will adversely influence living conditions in the neighborhood.
Staff Comment: rezoning the property to a designation similar to the current County zoning will not adversely affect neighborhood living conditions.

h. Whether the proposed change will create or excessively increase traffic congestion or otherwise affect public safety.
Staff Comment: not applicable.

i. Whether the proposed change will create a drainage problem.
Staff Comment: not applicable.

j. Whether the proposed change will seriously reduce light and air to adjacent areas.
Staff Comment: not applicable.

k. Whether the proposed change will adversely affect property values in the adjacent area.
Staff Comment: this action will not affect property values.

l. Whether the proposed change will be a deterrent to the improvement or development of adjacent property in accord with existing regulations.
Staff Comment: based on the previous responses, the changes will not negatively affect the development of adjacent properties.

m. Whether the proposed change will constitute a grant of special privilege to an individual owner as contrasted with the public welfare.
Staff Comment: providing a FLUM and zoning designations to property that are similar to the designation of surrounding properties is not a grant of special privilege.

n. Whether there are substantial reasons why the property cannot be used in accord with existing zoning.
Staff Comment: the City residential land use and zoning are in keeping with the existing use.

o. Whether the change suggested is out of scale with the needs of the neighborhood or the city.
Staff Comment: not applicable.

p. Whether it is impossible to find other adequate sites in the city for the proposed use in districts already permitting such use.
Staff Comment: not applicable.

q. The recommendation of the historical review board for any change to the boundaries of an HD zoning district or any change to a district underlying an HD zoning district.
Staff Comment: not applicable.

STAFF RECOMMENDATION

As demonstrated in this report, this application meets applicable annexation, future land use amendment, and rezoning criteria. Staff recommends approval of the annexation, amendment of Future Land Use Map category to RL (Residential, Low), and rezoning to R-1A (Single-Family Residential) for 1620 Husson Ave.

Case 16-02

Request for a Conditional Use for Church within 300 feet of establishment serving alcoholic beverages

2000 Reid St.

Applicant: James Matthews, Sr.

STAFF REPORT

DATE: January 19, 2016

TO: Planning Board members

FROM: Thad Crowe, AICP
Planning Director

APPLICATION REQUEST

A conditional use to allow a church within 300 feet of an establishment serving alcoholic beverages. Public notice included newspaper advertisement, property posting, and letters to nearby property owners (within 150 feet). As noted in the attached Applicant narrative, this proposal is for a 30-member (likely to double) church with worship services Sunday morning and Thursday evening.

Figure 1: Property Location

APPLICATION BACKGROUND

Figure 2: Rochester Imports Building, from Reid St. looking northeast into property. Paved strip left/north of the building is a partially paved but mostly undeveloped city street running between N. 18th St. to the east and another paper street generally lining up with N. 21st St. The wooded area to the rear is undeveloped commercially zoned property accessed from Madison St. to the north.

PROJECT ANALYSIS

Per Section 94-200(c)(3) the Planning Board shall also review conditional use applications using the following criteria.

a. Compliance with all applicable elements of the comprehensive plan.

Staff comment: while no specific comprehensive plan goals, objectives, and policies are applicable to this application, the application does not conflict with the same.

b. Ingress and egress to property and proposed structures thereon, with particular reference to automotive and pedestrian safety and convenience, traffic flow and control, and access in case of fire or catastrophe.

c. Off-street parking and loading areas, where required, with particular attention to the items mentioned in subsection (4)b of this section and the economic, noise, glare or odor effects of the special exception on adjoining properties and properties generally in the district.

Staff comment: driveways and parking lot is adequate in terms of condition and layout, although restriping is needed. There is adequate parking for the proposed church use, particularly since it is an off-retail hour use.

d. Refuse and service areas, with particular reference to the items mentioned in subsections (4)b and c of this section.

Staff comment: A dumpster was observed behind the store, northeast of the building. Screening of any dumpsters or garbage cans is required by a six-to-eight foot tall privacy or stockade fence, masonry wall, or hedge, with a gate on the front to allow access.

e. Utilities, with reference to location, availability and compatibility.

<u>Staff comment</u>: the site is fully served by utilities.

f. Screening and buffering, with reference to type, dimensions and character.
<u>Staff comment</u>: Property does not comply with landscape code. No buffers and parking lot landscaping is present. While the sides and rear of the property require buffers, that part of the property is mostly hidden from view and not visible to the public or to any residential properties. Staff believes that it would be unnecessary to plant this area, particularly since there are existing vegetated areas to the rear.

Table 1: Roadway Buffer Planting Standards

	Option 1	**Required @ 350'**	**Option 2**	**Required @ 350'**
Buffer width	8 feet		5 feet	
Canopy trees per 100 linear feet	1	3	1	3
Shrubs per 100 linear feet	20	70	15	52

Table 2: Buffer "A" Standards for Sides and Rear

	Option 1	**Option 2**	**Option 3**
Buffer Width	5 feet	10 feet	20 feet
Number of Canopy Trees per 100 linear feet	0	0	Undisturbed Natural Vegetation
Number of Understory Trees per 100 linear feet	0	2	Undisturbed Natural Vegetation
Number of Shrubs/Ornamental Grasses per 100 linear feet	20	15	Undisturbed Natural Vegetation
Fence, Wall or Earth Berm	6 to 8 foot wood stockade fence or masonry wall	None Required	None Required

g. Signs, if any, and proposed exterior lighting, with reference to glare, traffic safety, economic effects, and compatibility and harmony with properties in the district.
<u>Staff comment</u>: new signage and lighting must be in keeping with Zoning Code requirements. No signage has been requested. The property has wall signage area facing west and the opportunity to add wall signs on the wall facing Reid St./south). A nonconforming changeable use sign along Reid St is the only freestanding sign on the property.

h. Required yards and other open space.
Staff comment: no new construction is proposed, therefore improvements on the property are in compliance with the required setbacks and open space standards. Provision of the roadway and other buffers will ensure code compliance. Staff has recommended to the Board that they work on a case-by-case basis to guide property owners to upgrade their landscaping, in strategic ways that will help to beautify the City's commercial corridors. The Board has approved some upgrades, and allowed code deviation in other cases. Economic considerations seem to affect the Board's decision. While a recent Applicant (Middleton Plaza dollar store) is under a similar requirement to plant trees in the parking lot, the difference is that the owner of the Middleton Plaza also owns the dollar store, therefore there is more of a direct link between the use and the property improvements for the Middleton Plaza example.

i. General compatibility with adjacent properties and other property in the district.
Staff comment: the property is on a busy four-lane arterial road, with predominantly commercial uses and some industrial uses. The existing use is complimentary with surrounding uses in terms of retail trade emphasis. A church during off-hours will be compatible with vicinity uses.

j. Any special requirements set out in the schedule of district regulations for the particular use involved.
Staff comment: There are no conditional use special requirements for churches.

k. The recommendation and any special requirements of the historic preservation board for uses within the HD zoning district.
Staff comment: Not applicable.

Granting the conditional use will not adversely impact the public interest.
Staff comment: Staff is recommending approval with a minimal level of landscape improvements that are within the reasonable powers of the Board to "also require appropriate conditions and safeguards in conformity with this Chapter (Zoning Code). As noted in Figure 3 below, the street frontage buffer can accommodate two shade trees – it is not advised that any trees be planted in the southeastern portion of the side, between the building and Reid St., because it is a vehicle loading area and driveway. This would also provide for landscape islands that would in turn serve as traffic safety features, directing vehicles at the entrance and reducing traffic conflict. As was suggested and approved by the Board in a past case, the Owner or Applicant can remove pavement for a landscape island and the Tree Fund can pay for the installation of two canopy trees. There is really no area where the shrubs could effectively screen parking areas and they are not needed for other screening purposes – Staff therefore does not recommend any shrub plantings.

Figure 3: Continuing the line of shade trees from the west at similar spacing, two trees could be planted in the front parking lot in the approximate locations shown by the red stars.

Figure 4 below shows the preferred configuration of new landscape islands, which will guide traffic around the parking rows and reduce conflicts between entering, exiting, and parking traffic.

Figure 4: Recommended landscape islands

Figure 5 below shows the façade of the building facing Reid St. Lack of green space and windows results in an unattractive appearance. While tall vertical plants such as Italian cypress could help break the monotony of the wall, this brings with it a maintenance requirement, and the plants could be stolen. Another improvement could be a carefully designed wall mural of a local natural area, like the Ravines State Park. The wall segments lend themselves to individual frames.

Figure 4: the area between the building and Reid St. serves as a loading area and driveway, and therefore plantings would not be appropriate as they would be damaged by traffic. Any plantings in the landscape island would block the sign.

STAFF RECOMMENDATION

Staff recommends approval of the application to allow for a church at 2000 Reid St., with attendance capped by the Fire Marshall's occupancy limit, with the following conditions.

1. Use is approved subject to and conforming with the site plan.
2. Within six months of approval, Applicant and City shall coordinate with the removal of pavement (by the Owner or Applicant) for two landscape islands as shown conceptually in Figure 4 of the staff report, and the City shall then install shade trees in each island.
3. Should they decide to pursue, the Conditional Use authorizes a mural along the south side of the existing building, with design approval required by the Conlee-Snyder Mural Committee or the Planning Board.
4. All other applicable standards of the Municipal Code must be met, including any Building or Fire Code life and safety requirements required for places of assembly such as a church.

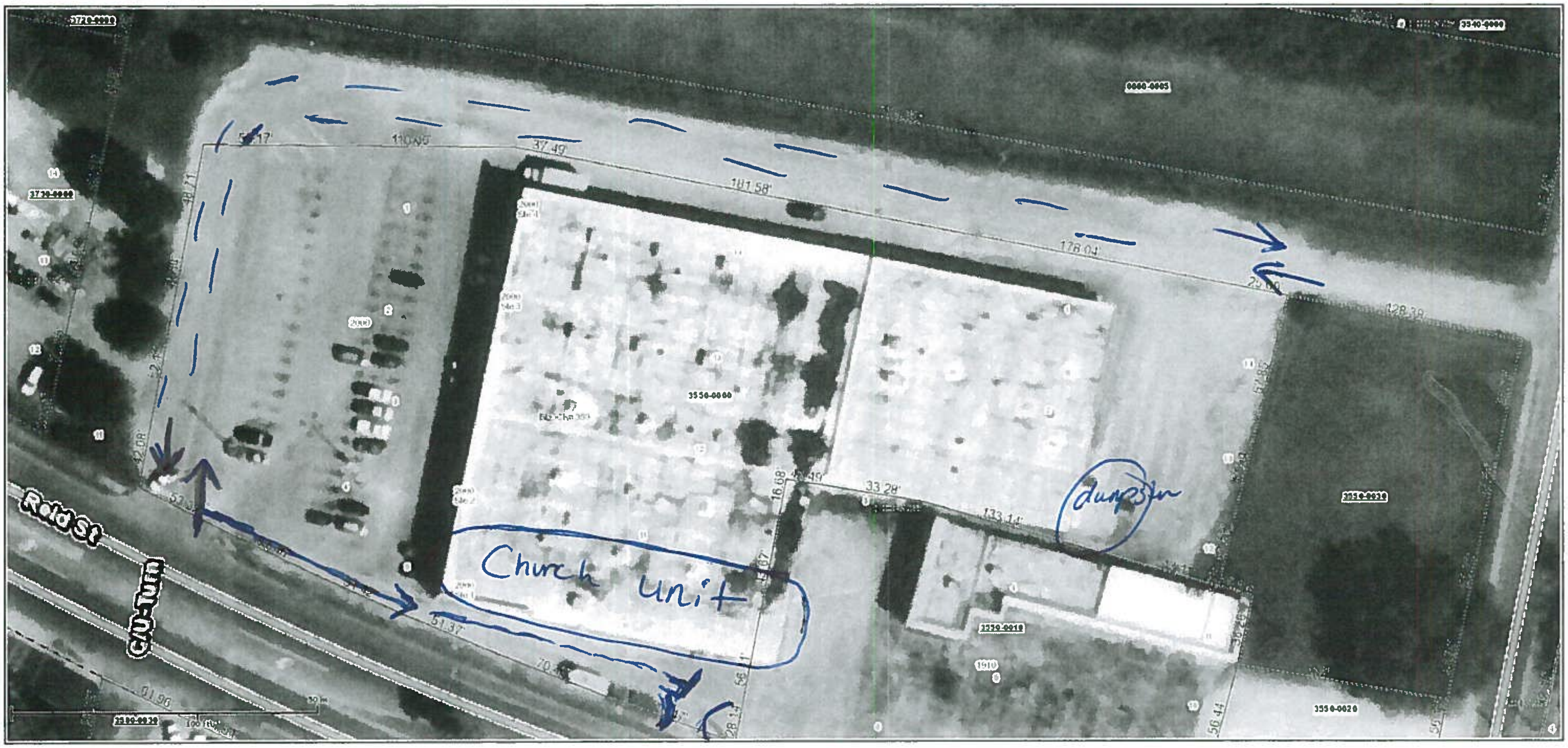
ATTACHMENTS: APPLICANT NARRATIVE & EXHIBIT

Passionate Worship Church has been in Palatka for two years sharing space at the Ravine Gardens. We have grown to the point of needing our own space. We currently have 30 members and hope to expand to double that at this location. Generally services are Thursdays, 6:30 to 8:00 p.m. and Sundays from 10:00 to noon, however, we would like to reserve the right for additional service/worship time as needed.

We believe that this request is in compliance with the Comprehensive Plan with regards to promoting business growth. Ingress and egress are more than adequate as there are three entrances/exits (two off of Reid St and one off of N. 19th St.) Off-street parking is more than adequate, there are more than 100 delineated regular spaces 4 HC spaces and a handicap ramp. With regards to the refuse service areas, screening & buffering, required yards and open space this is an existing commercial building that has been active for many years. We will maintain utilities while in operation. This building has been inspected recently for this proposed use and meets the building and fire safety requirements. We do not see any conflict compatibility with the surrounding area as this area is mostly surrounded by Commercial businesses and furthermore, our hours of operation are generally Sundays and evening hours.

Respectfully,

Pastor James Mathews, Sr.



PB 16-01 2000 Reid S

James Mathews St./CU Church