



FUTURE LAND USE ELEMENT

**CITY OF PALATKA
COMPREHENSIVE PLAN**

Adopted July 10th, 2008

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Summary

The Land Use Element is prepared to evaluate the strengths and weaknesses of Palatka's land development, as it is today and as a guide for the future. It also offers estimates of growth in the City during the planning period, which ends in the year 2020. With this knowledge as a base, new growth and its probable impacts can be managed to guide Palatka to a future with an even better quality of life for tomorrow's residents.

Proposed community actions, when designed and reviewed in the context of the Comprehensive Plan, its data base, and goals and objectives, will be guided to more accurately fulfill the desires of Palatka and its citizens. The Land Use Element is a critical portion of this process. It is the Element that contains the Future Land Use Map which most people perceive as "The Plan." Therefore, it is imperative that this Element accurately reflects the wishes of the people and leaders of Palatka.

The Existing Land Use section of this Element is designed to create a data base inventory of existing development and probable population growth. These are the factors that will create future problems or opportunities for Palatka.

Introduction

A. Purpose

The purpose of the land use study and future land use plan is to provide an inventory of the variety of uses to which land is now being utilized and to further analyze land use so as to provide data of location, area, and intensity of use. The following data provides a summary of the existing amounts of land devoted to specific uses. The Existing Land Use Map included as part of this element, describes the location and distribution of land uses in Palatka. This information, along with the analyses of other elements of the Comprehensive Plan, is then used as the basis to form a future land use plan in keeping with the goals and objectives of the City of Palatka and in conformance with the State, regional and county plans.

B. General Setting for Palatka

The City of Palatka is an incorporated municipality with a year-round residential population estimated at 11,154 persons in 2005. The City encompasses approximately 6.8 square miles (4,353 acres) in area. Located in east central Putnam County along the west bank of the St. Johns River, Palatka is approximately 3.4 miles long from north to south and 5.0 miles wide at its widest point from east to west. Four arterial roads run through the City: S.R. 100 and S.R. 20 run east and west through the City where they merge before forming the Memorial Bridge over the St. Johns River. U.S. 17 runs south from Jacksonville and merges with S.R. 100 in the north part of the City and S.R. 19 runs north and south through the City where it terminates at U.S. 17.

Kay Larkin Airport is located in the northwest portion of the City and is an important factor in making land use decisions both for the City and adjoining Putnam County lands.

Existing Land Uses

A. Description of Existing Land Uses

Table A-1 summarizes the amounts of existing land uses in Palatka. Following this is a brief description of each use. Figure A-1 depicts the locations of existing land uses.

**Table A-1
City of Palatka Existing Land Use: 2007**

Land Use Category	Acreage	Percent of Total*
Residential	1730	35.3
Low Density (up to 5 units per acre)	1022	21
Medium Density (5 to 10 units per acre)	231	4.72
High Density (10 to 18 units per acre)	477	9.74
Commercial	1210	24.7
Industrial	258	5.28
Agriculture	18	0.38
Conservation	58	1.9
Public Building and Grounds	11	8.8
Other Public Facilities	1041	17.1
Recreation	158	3.2
Historic Resources	40	0.9
Total	4901	100
Percentages may not add up to 100 percent due to rounding		
Vacant or Undeveloped Land		467

* For intensity / density of use, see description of land uses presented below.

1. Residential

Residential land use includes all land associated with structures utilized for permanent residential occupancy. Dwelling unit types included in this category are single family units, mobile homes, and multi-family structures. A net total of 1,730 acres or 35 percent of the City's land area is developed in residential land use.

Residential land uses are defined in three categories by density as follows:

a. Low density

Low density housing is defined as the residential land use category that includes housing at a density of up to five units per acre. There are 1,022 acres of the City developed with housing in this density category.

b. Medium density

Medium density housing includes those parcels of land utilized at a housing unit density of 5 to 10 units per acre. A total of 231 acres are in the medium density residential category, which is 4.7 percent of the City's land.

c. High density

Residential high density housing includes those land areas upon which there are 10 to 18 housing units per acre. Housing in this category usually consists of apartment/condominium units or mobile home parks. A total of 477 acres of high density housing or 9.74 percent of the total land area is located within Palatka.

2. Commercial and Services

The commercial and service uses in the City of Palatka consist primarily of retail trade, offices, motels, restaurants, service stations and repair facilities. Most of the commercial uses are small, service-oriented and scattered along the arterial roadways.

Commercial land may be developed at an intensity of use, as measured by impervious surface, at 70 percent of the parcel. The maximum height shall not exceed 60 feet.

3. Industrial

The intensity of development permitted on industrial designated land, as measured by impervious surface, shall not exceed 80 percent of the parcel. The maximum height of development (excluding chimneys, etc.) shall not exceed 45 feet.

4. Agricultural

There are only 18 acres of agricultural use in Palatka. This land is planted with pine. It is well drained and suitable for development.

The intensity of development permitted in agricultural designated land use shall not exceed 1 DU/5 AC.

5. Recreational

Recreational land use includes regional, community, and neighborhood parks. The major park within the City limits is the Ravine Gardens State Park. This State park and the City parks combined account for 158 acres or 3.2 percent of the existing land.

Except for the 82 acres of Ravine Gardens State Park that is designated as a "Preservation Area" on which no development shall occur, impervious surface land coverage of recreational land use shall not exceed 50 percent for active recreational development and 10 percent for passive recreational development.

6. Conservation

Conservation lands are parcels that are environmentally or ecologically sensitive or significant. The 82 acres of Ravine Gardens State Park, which are committed to botanical gardens and natural environment, are designated as conservation/preservation land use in this plan.

There are six or seven very small isolated wetland sites of less than 2 acres each located within the City limits. These wetlands are situated within larger parcels of property that are developable. These parcels may be developed so long as the proposed development is on the upland portion of the site and construction is buffered from the wetland at a distance and in the manner specified by Comprehensive Plan Policies A.1.4.5 and A.1.4.10.

7. Public Buildings and Grounds

This use consists of educational, religious, military, health, and governmental uses. This land use occupies 11 acres or 0.22 percent of the City's land area scattered throughout the City. The intensity of development permitted for this category of land use, as measured by impervious surface, shall not exceed 65 percent. The maximum height shall not exceed 40 feet.

8. Other Public Facilities

This land use includes water/sanitary sewer plants and systems, drainage structures, and roads. Roads and railroads are the major uses in this category. This category also includes the new municipal treatment plant and sewer system located on Lundy Road. There are 1,041 acres of land classified as Other Public Facilities.

The intensity of use for this category of land use is dependent upon the type of facility to be constructed. Roads may cover an area with an impervious surface of up to 100 percent, while a water/sanitary sewer plant cover no more than 45 percent of land surface and a parking/maintenance facility cover no more than 25 percent.

9. Vacant or Undeveloped

Vacant or undeveloped land is the category of land use that includes all lands and properties that are available for development, both cleared and wooded, that are not developed at the present time. Included is a total of 467 acres within the City. This use consists of undeveloped land within the urban area and also inactive land with street patterns but without structures. Most of this land is located on the eastern and western fringes of the City where the newer suburbs are appearing, but much vacant land still exists.

There are approximately 320 acres of wetlands/floodplains situated along the St. Johns River north and south of U.S. Route 17. This land is in private ownership and has the potential for development. Where such development occurs, it shall be limited to low density residential (5 DU per 1 Acre) and, where possible, the permitted development shall be clustered on an upland portion of the site.

10. Historical

There are three historic structures and two historic districts within the City of Palatka that are included on the National Register of Historic Places. The location of these sites are shown on Figure A-2.

The Florida Master Site File dated April 1990 includes the following sites:

Site #	Site Name	Construction Date
8PU00087	Bronson-Mulholland House	Circa 1845
8PU00094	St. Mark's Episcopal Church	Circa 1854
8PU00271	Old A.C.L. Union Depot	1908
8PU00640	South Historic District	*
8PU00641	North Historic District	*

* See APPENDIX of Housing Element

The density / intensity of development in an area of historic significance is limited to that which will not reduce the historical significance or integrity of the site or structure physically or aesthetically.

B. Adjacent Land Uses

Palatka is located within a primarily rural county and the surrounding land uses include pine flatwoods, planted pine, temperate hammock, wetlands, and low density single family units. The St. Johns River forms the eastern boundary, and also bounds the City just 1 and 1/2 miles to the south. Most of the new residential development is occurring southwest of the City along S.R. 19 and Silver Lake Drive. To the northwest is much of Putnam County's industry including the Georgia Pacific pulp mill, the Barge Port, and Seminole Electric Power Plant. Much of the adjacent land is owned by the large timber companies that provide pulpwood for the Georgia Pacific pulp mill located just northwest of Palatka. Figure A-3 depicts the land uses which are adjacent to Palatka.

Analysis

A. Factors that Affect Development

1. Population

a. Existing and Projected Population

The City of Palatka is the largest of Putnam County's five municipalities with a 2000 estimated resident population of 10,033 or 16 percent of the total county population. Table A-2 is an estimate of future year round and seasonal populations within the City along with the number of dwelling units.

**Table A-2
City of Palatka Estimate and Projections**

	1990	2000	2005	2010	<u>2015</u>	<u>2020</u>	<u>Growth rate factors for 2015 and 2020</u>
<u>Population</u>							
Permanent Population	10201	10033	11149	11323	12191	12649	1.04
- group quarters	227	295	339	384	457	544	1.19
- households	9974	10675	10810	10939	11285	11642	1.03
Seasonal Population	18	28	36	42	56	75	1.34
Total Permanent & Seasonal Population	10219	10061	11185	11365	12247	12724	
<u>Dwelling Units</u>							
Non-seasonal Dwelling							
Units	4316	4318	4508	4573	4915	5213	1.02
- occupied	3949	3880	4147	4207	4299	4394	1.02
- occupancy rate	91.5%	89.0%	92.0%	92.0%	92.0%	92.0%	1.00
Seasonal Dwelling							
Units	9	14	18	21	28	37	1.34
Total vacant dwelling units (includes all seasonal)	376	438	379	387	394	400	1.02
Total non-seasonal & seasonal dwelling units	4325	4340	4526	4594	4943	5250	1.02

Source: 1990 and 2000, US Census

Source: 2010, BEBR

Source: Permanent Population and total non-seasonal dwelling units for years 2015 and 2020 BEBR

Note: for years 2015 and 2020 projected growth rate factors = $((2000 / 1990) + (2005 / 2000) + (2010 / 2005)) / 3$

b. Methodology

(1) Total Dwelling Units

A net total of 356 dwelling units were permitted in Palatka during the period 2001 through 2005 (source: BEBR). Between 2001 and 2005, sixty-seven (67) new building permits were for single-home construction. During this same time period, 289 permits were for multi-family construction.

(2) Year Round Units

According to the 2000 Census, year round units represented 99.69 percent of the City's total unit supply.

(3) Occupied Units

Palatka experienced a housing occupancy rate of 92 percent since 1993. There is no fluctuation in the occupancy rate expected in 2010, 2015 or 2020.

(4) Persons Per Household (PPH) Average Household Size

The City experienced a PPH of 2.35 in 1990. The City's PPH average has remained around 2.4 for the past 20 years. BEBR projects that the PPH will remain 2.4 through 2020. However, methodology used for determining level of service and demand for public facilities as identified in the Public Facilities Element uses a PPH of 2.58.

(5) Total Population

Palatka's permanent resident population is estimated to grow by 1,122 persons during the period 1990 to 2010. According to BEBR projections, permanent population is expected to increase to 12,191 by year 2015, and to 12,649 by year 2020. . According to the 2000 US Census Palatka had a population of 10,033, which constitutes a decrease in population by 168 people. However, between 2000 and 2007 the City annexed 71 parcels, many of which had residential development at time of annexation.

(6) Group Quarters Population

According to the 2000 Census, the total institutionalized population for the City was 632, with 462 being placed in correctional facilities. There were 245 persons located within hospitals, nursing homes, and other facilities. Another 91 persons were located in group homes.

In 2006, Lovelace Apartments, a licensed rooming house, closed. However, there are several skilled nursing facilities that offer short-term stays whose combined beds total approximately 75. There is also the ARC, which operates several long-term living facilities whose combined capacity is approximately 20 people. The ARC caters to those with developmental challenges. The total assisted living facility beds total approximately 28.

Currently, there is one active rooming house operated by New Creation Christian CTR, Inc., which offers food and shelter services to the homeless. According to New Creation Christian CTR statistics, they serve approximately 1,500 meals and provide shelter to approximately 400 people throughout the year. The average stay per guest is 3 to 7 days. However, there are several skilled nursing, Crestwood Nursing Home and Palatka Health Care that offer short-term and long-term care.

(7). Seasonal Population and Housing

According to the 1980 Census, all but 6 of the City's total dwelling units were identified as year round units. These 6 units are assumed to be seasonal units, representing approximately 2 percent of the total units in the City. According to the Florida Department of Business Regulation, Palatka also had 224 motel rooms and a 26-room transient apartment facility. . According to the Department of Business and Professional Regulation there are currently 1,386 hotel / motel rooms in Palatka, which represents an increase of approximately 1,100 units between 1980 and 2000. According to the Department of Business and Professional Regulation, there is one active bed and breakfast facility in Palatka.

2. Availability of Facilities

a. Traffic Circulation

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. The Palatka traffic circulation system is currently comprised of U.S. 17, State Roads

19, 20, and 100, St. Johns Avenue, Palm Avenue, Husson Avenue, Moseley Avenue, as well as numerous locally maintained roads.

According to Table B-3 contained within the Traffic Circulation Element, with the exception of one segment of SR 20, there are no failing roadways within Palatka, and there are no roadways performing below their adopted level of service standards.. Table B-3 contains 2006 AADT data. For the portion of SR 20 operating below the acceptable LOSS as set forth in the Traffic Element, planned or programmed improvements that would increase capacity are not planned at this time.

The project and timing for roadway improvements are included in the tentative DOT Five-Year Construction Plan. The City of Palatka and Putnam County, in cooperation, shall request that FDOT monitor and verify State system roadways, including those segments listed in the Traffic Circulation Element which are shown as functioning at or below the acceptable level of service and encourage the Department of Transportation to set a high priority for capacity improvements on these roadways. The City of Palatka, through interlocal cooperation and the Transportation Proportionate Fair Share portion of the Concurrency Management System, will ensure that impacts to the roadway network are addressed in accordance with statute and rule regarding such. A detailed discussion of the City's traffic circulation system along with future conditions is provided in the Traffic Circulation Element.

b. Sanitary Sewer

(1) Descriptions of Systems

The two agencies responsible for regulating wastewater treatment facilities in the State of Florida are the Florida Department of Environmental Protection (FDEP) and the Florida Department of Health (FDOH). FDEP has promulgated rules regulating wastewater treatment facilities under Chapter 62-600, F.A.C. Per Chapter 62-600.120 F.A.C., FDEP regulates domestic waste facilities that generate wastewater flows exceeding ten thousand (10,000) gallons per day (GPD) of domestic wastewater and five thousand (5,000) GPD for commercial establishments. FDEP also regulates wastewater that contains industrial or toxic or hazardous chemical wastes.

The City of Palatka owns and operates a municipal treatment plant and sewer system. There are five thousand two hundred thirty-five (5,235) total connections to the City's wastewater collection and transmission system. The City of Palatka has two thousand eight hundred seventy six (2,876) connections to single family residence (SFR), nine hundred thirty (930) multi family connections and four hundred eighty nine (489) housing authority connections inside the City limits and, two hundred seventy eight (278) SFR, and fifty (50) multi-family connections outside of the city. There are six hundred and one (601) non-residential sewer connections inside the City limits and eleven (11) outside of the city. It is estimated by the City that approximately ninety percent (90%) of the residential homes within its limits are currently connected to the centralized sewer system, with the remaining portion served by on-site septic tank/drainfield systems.

The plant is currently rated as a 3.0 MGD (million gallons per day) activated sludge wastewater treatment plant that discharges effluent to the St. Johns River. During the period January 1995 to December 2005, the monthly average daily effluent wastewater flows for the City's Waste Water Treatment Plant (WWTP) ranged from 1.67 MGD to 4.35 MGD and averaged 2.54 MGD during this ten-year period. The WWTP also has tertiary filters and is permitted to generate 0.854 MGD of reuse water for the Palatka Municipal Golf Course. The City has plans to have the plant re-rated to 3.5 MGD. According to FDEP, the facility is currently operating at ninety percent (90%) capacity. According to Projected Demand on the Sanitary Sewer System in Table D-2, the facility does appear to be operating near 90% capacity. The adopted Level of Service (LOS) is one hundred twenty five (125) gallons per

capita per day (GCD) for residential customers and one hundred ten (110) gallons per acre per day (GAD) for commercial/institutional/industrial customers.

(2) Adopted Level of Service

The adopted level of sanitary sewer service of:

Residential.....	125 gals/capita/day
Commercial / Institutional / Industrial.....	110 gals/acre/day

c. Potable Water

(1) Description of System

The Water Management Districts (WMDs) are responsible for conserving and promoting the efficient use of Florida’s water supply in order to meet existing and future demands. The WMD’s regulate consumptive uses of water through a permitting system. The St. Johns River WMD (SJRWMD) and Suwannee River WMD (SRWMD) require permits for uses which exceed 100,000 gallons per day average annual daily withdrawal, or for withdrawals from facilities which have a withdrawal capacity of more than 1,000,000 gallons per day, or from withdrawal from wells which are six inches in diameter or greater (Putnam County Comprehensive Plan Infrastructure Element, September 8, 2006).

The City of Palatka is served exclusively by the municipally-owned and operated R.C. Willis Water Treatment Plant. It is located just west of Moody Road near the St. Johns River Community College. The R.C. Willis plant is a 5.6 MGD (million gallon per day) aeration and chlorination WTP. The facility has eight (8) production wells. According to the EPA Safe Drinking Water Information System, the WTP serves a population of 12,800 people. There are three thousand and two (3,002) Single Family Residence (SFR) connections, nine hundred thirty (930) multi-family unit connections and four hundred eighty-nine (489) housing authority connections within the city. In addition, there are seven hundred and one (701) SFR connections and fifty-eight (58) multi-family unit connections outside City limits. Using an average of 2.58 persons per household, this projects to approximately 13,364 people in the City and unincorporated areas that are served by the WTP.

(2) Adopted Level of Service

Central Water System

a.	Main design flow	Residential: 130 gallons per capita per day (GCD) Commercial/Industrial: 110 gallons per acre per day (GAD)
b.	Storage capacity	2,000,000 gallons (ground and elevated)
c.	Pressure level	67 to 72 lbs/square inch at plant

City

As shown, the City’s potable water system has more than sufficient capacity to meet projected demand through the year 2010.

(3) Cones of Influence

State law requires that local government comprehensive plans address the protection of identified cones of influence of identified water sources and water wells. Water wells for public supply create reductions in the water table of the surficial aquifer or reductions of the potentiometric surface in the Secondary or Floridan aquifers, depending on the source. These are known as-cones of influence and they generally occur as a more or less concentric ring around wells or wellfields. Any pollutants entering the groundwater within these cones of influence can contaminate the water supplies of potable water users. The City's well field is located adjacent to the City's airport between SR 100 and St. Johns Avenue. The well field must be protected from contamination by polluting substances being drawn into the well's cones of influence.

(4) Wellhead Protection

Criteria on which a wellhead protection zone delineation can be based include distance, drawdown of the water table, time of travel (TOT) and the capacity of an aquifer to assimilate contaminants. The distance criterion defines a protection zone by establishing a radius measured from the pumping point to a particular point out from the wellhead. This radius may take a circular or some other form based upon permeability of the soil and slope.

The most important focus of a potable water aquifer protection program should be on public wells from which the community draws its drinking water (Guide to Local Groundwater in Florida, Volume 1, page 55).

d. Stormwater Management

(1) Topography and Drainage

Elevations in Palatka range from less than 5 feet above mean sea level (MSL) at the St. Johns River to over 80 feet above MSL in the central and south sides of the City. For the most part, this topography permits adequate drainage of developed properties within the municipal boundaries. The natural contours and street design facilitate the uninhabited flow of storm water runoff from most local streets and property into roadside swales or ditches.

Many of the man-made drainage facilities in the City of Palatka are closed conduits. For evaluating closed conduits and for designing closed conduits, a LOS design criteria is based on a design storm of 10-year frequency, 24-hour duration.

Discharges in the City of Palatka have four (4) basic characteristics: those systems which discharge directly into the St. Johns River; discharges which flow through or within natural wetland areas prior to discharge into the St. Johns River; stormwater flows that exit City limits and discharge to Putnam County streams; and, those that discharge from the City of Palatka conveyance systems, flow through Ravine State Gardens entering an on-site spring system and eventually discharge into the St. Johns River.

(2) Floodplains

The City of Palatka is relatively high in elevation, which results in rapid runoff of stormwater. Because of this, the 100-year flood zone is minimal. Within Palatka the 100-year flood zone is confined primarily to land areas adjacent to the St. Johns River north and south of the City's built-up area. In the north end of the City, the 100-year flood zone includes the hardwood swamp located adjacent to the river. (See Figure A-5).

Development in floodplain areas must meet FEMA requirements regarding height of floor level above floodplain level and must not impede the flow of storm water during periods of flooding.

(3) Wetlands

There are pockets of wetlands that are not part of a wetland system and should not in themselves preclude development. However, development in wetlands shall be limited to a density no greater than 1 unit per 5 acres with any permitted development being clustered on that portion of the parcel least affected by construction activity.

e. Solid Waste

The volume of solid waste collected in 2006 from residential dwelling units in the City of Palatka totaled eight thousand five hundred and three (8,503) tons. The average monthly total of solid waste collected from residential dwelling units is seven hundred and nine (709) tons per month. The volume of solid waste collected in 2006 from commercial uses in the City of Palatka totaled seven thousand six hundred forty-eight (7,648) tons. The average monthly total of solid waste collected from commercial uses is six hundred thirty seven (637) tons per month. In total, approximately one thousand three hundred forty six (1,346) tons were picked up on average each month in the City of Palatka in 2006.

3. Suitability of Soils

Knowledge of soil conditions is necessary for planning in identifying the suitability of various soil groups to support construction and even more important the siting of septic tanks for disposal of sanitary sewage. Since the City intends to provide central sewer service for all residential, commercial and industrial properties within the City limits, the ability of soils to absorb sanitary waste is of minimal concern. Of greater concern is the soils' ability to dissipate moisture and run off and thereby not be categorized as a wetland. Soils within the City fall within six soil associations. These are:

<u>Soil Association</u>	<u>Characteristic</u>
Pomona-Palmetto	Poorly drained
MyAkka-Zolfo-Immokalee	Poorly drained
Holapau-Riviera-Bluff	Poorly drained
Tavares-Centenary-Zolfo	Moderately well drained
Candler-Tavares-Adamsville	Excessively drained
Terra Ceia-Shenks	Very poorly drained, floodplain

The location of these soil associations within the City is presented in Figure A-6.

4. Natural Groundwater Aquifer Recharge

The Floridan Aquifer is the major source of potable water for the City of Palatka. The City's wells draw from this aquifer.

According to "St. Johns River Water Management District, Technical Publication SJ 90-8," Figure 7 thereto, the City of Palatka is in an area of generally no recharge to low recharge. Nevertheless the City, as all communities of the State, must do all that is possible through its subdivision regulations and zoning code to take advantage of whatever capacity the land has to maintain the recharge of the surficial and Floridan aquifers.

5. Suitability of Vacant or Undeveloped Land for Development

The City has approximately 467 acres of undeveloped land within the City limits. Most of this acreage is readily available to accept development; however, some of this land, approximately 332 acres, described under "floodplains" and "wetlands" is restricted for development as previously discussed subsections II.A.6 and 9.

a. Topography

The topography of the City of Palatka is generally flat and suitable for development.

b. Soils

According to the Department of Agriculture, Soil Conservation Service publication, "Soil Survey of Putnam County Area", March 1990, Table 10, the soils of Putnam County which underlie the City of Palatka are suitable for construction of residences with no basements and small commercial buildings. Larger commercial buildings will require considerable foundation support.

c. Wetlands/Floodplains

In addition to the wetlands contained within the City and along the St. Johns River, there are several small, isolated wetlands of less than 2 acres each located throughout the western portion of the City (Figure E-1). These wetlands are included in larger parcels which are suitable for development. Development of these parcels is acceptable so long as there is provided sufficient set-back of the construction activity from the wetland and buffering between the construction site and the wetland is provided as specified in Plan Policies A.1.4.5 and A.1.4.10.

Floodplains occupy approximately 320 acres of riverfront north and south of U.S. Route 17. Development should be discouraged in this area through the City withholding central water and sewer service. Where the City cannot prevent development because of parcels being under private ownership and the denying of a building permit for any construction would constitute a "taking", development may not exceed two units per acre and must meet the development standards specified in Policy A.1.1.1.

d. Natural Resources

With a total of 467 acres of "Vacant or Undeveloped" land available for development, the City can direct growth primarily to in-fill already developed area. Such development will improve the efficiency of in-place water and sewer systems, the road network and drainage, and avoid potential adverse impacts on natural resources such as the floodplains north and south of Route 17 at the St. Johns River.

e. Historic / Archaeologic Resources

There are no known historic / archaeological resources located in the City's undeveloped land areas. However, any development along the river front must proceed carefully to ensure that important artifacts are not unwittingly destroyed.

B. Determination of Future Land Requirements

1. Housing Units

a. Population/Need

Population in the City is projected to increase by approximately 174 residents between 2005 and 2010, (see: Table A-2.) Assuming a PPH of 2.4, this translates to an increase in new housing units of 72.5 units. According to BEBR data, there were 356 new housing permits issued between 2001 and 2005. Assuming a PPH of 2.4, this translates to an increase in population of 854.

According to BEBR data, between 2000 and 2005 the City experienced a population growth of 1,116 persons, which using a PPH of 2.4 equates to 465 new housing units. Therefore, the City believes that the BEBR projected population growth between 2005 and 2020 is less than what historical building permit activity would otherwise project for this time period.

According to BEBR data the City experienced an 11% increase in population between 2000 and 2005. Assuming this growth rate continues, by 2010 the population would be approximately 12,375, which further supports the assumption that BEBR population projections for 2010 are low. Therefore, using the higher projection of an increase in population by 11%, and a PPH of 2.4, the projected number of new housing units necessary by 2010 is 511.

Table A-3 relates the number of projected residential units to the amount of land required to support such demand. As shown, a total of 1,840 acres will be required to support residential development within the City by year 2010. This number represents an increase of 137 acres over that being utilized for housing in 2005 See Table A-1. This acreage requirement is supported by the 467 acres of land designated as "Vacant or Undeveloped" in the 2007 Land Use Inventory.

Table A-3
Projected Housing Units By Density

	2005		2010		2015		2020	
	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.
Total Units	4,526	100%	4,594	100%	<u>4,943</u>	<u>100%</u>	<u>5,250</u>	<u>100%</u>
Low Density	2,604	60%	2,756	60%	<u>2,966</u>	<u>60%</u>	<u>3,150</u>	<u>60%</u>
Medium Density	1,649	38%	1,745	38%	<u>1,878</u>	<u>38%</u>	<u>1,995</u>	<u>38%</u>
High Density	87	2%	92	2%	<u>99</u>	<u>2%</u>	<u>105</u>	<u>2%</u>

Note: Percentage of units per density held constant; based on actual percentages for year 2005. Total units = total seasonal + non-seasonal units (See table A-2)

Table A-4 relates the number of projected residential units to the amount of land required to support such demand. A total of 1,324 acres will be required to support residential land use within the City by year 2020. As shown in Table A-1, there are 1,730 acres designated for residential use, which will accommodate the projected housing needs.

**Table A-4
Projections of Land Requirements
For Projected Residential Units: 2005-2020**

Year	Low Density 2-5 Units/Acre		Medium Density 5-10 Units/Acre		High Density 10-18 Units/Acre		Total Acres
	Units	Acres	Units	Acres	Units	Acres	
2005	2,604	868	1,649	220	87	6	1,094
2010	2,756	*929	1,745	**235	92	***7	1,171
2015	2,966	*988	1,878	**249	99	***8	1,245
2020	3,150	*1,050	1,995	**266	105	***8	1,324
* Acreage based on average units per acre between 1990 and 2005 for low-density.							
** Acreage based on average units per acre between 1990 and 2005 for medium-density.							
*** Acreage based on average units per acre between 1990 and 2005 for high-density.							

b. Mobile/Manufactured Housing

Mobile and manufactured homes shall be permitted in the City in accordance with s.320.8285(5) and 553.37(3), F.S. Land dedicated to the siting of mobile homes is included in the category of medium density housing. According to the FHDC, there were approximately 14,935 manufactured or modular housing units in Putnam County. According to the Putnam County Property Appraiser there were only 34 mobile / manufactured homes within the City limits of Palatka.

c. Group Homes

Group homes are permitted in any residential land use within the City in accordance with Chapter 419, Florida Statutes, providing that they are sited in accordance with Chapter 419, and providing further that the operation of such is done in accordance with Chapter 419 and all other federal and State rules regarding such.

2. Commercial (1,210 acres)

Existing commercial and service uses account for 1,210 acres or approximately 25% percent of the total land area. Commercial designated land use can be developed at an intensity of use based upon 80 percent coverage of a commercial parcel, including parking areas. Palatka remains the primary commercial center within Putnam County.

3. Industrial (258 acres)

Industrial uses currently occupy four separate areas in the City covering 258 acres of land or 5.3 percent of the total land area. City In 2002, approximately 241 acres of land contiguous to the southwest of the airport was annexed into the City. To date, however, the lands, which function as an industrial park, do not have a City future land use designation. Therefore, the City has approximately 500 acres of land either dedicated for industrial uses by the Comprehensive Plan, or lands that are used for industrial, but have not been incorporated into the Comprehensive Plan. Therefore, the City is experiencing an increase in the ratio of industrial lands to residentially designated lands.

4. Agricultural (18 acres)

The City of Palatka is the urban hub of Putnam County. Consequently, agricultural lands constitute a nominal portion of the incorporated City limits. Lands that are annexed into the City have been done so on a voluntary basis, primarily driven by the Comprehensive Plan policy requiring that all non-government properties seeking water and sewer provisions are to be incorporated into the City (note: in the case of potable water, lands are required to annex when they become contiguous). Property owners do not seek water and sewer for agriculture operations. Consequently, property owners who seek water and sewer are doing so in concert with changing their land use designation from county agriculture to City residential, commercial or industrial. It is expected that Agriculture FLUM designation will constitute continuously smaller portions of the total land area for the City; however, given that there remains only 18 acres of the Agriculture designation, an exponential drop in Agricultural acreage is not expected.

5. Recreational (158 acres)

The City of Palatka contains approximately 158 acres of recreational land which represent 3.2 percent of existing City land area. The decrease in area is the result of the City designating a substantial portion of the Ravine Gardens as Conservation. The balance of the reduction is the result of more accurate means of land area calculations, and community buildings such as the Price-Martin Center being more accurately designated as Public Buildings in the comprehensive plan.

Included in the inventory are several Federal and State managed regional parks, a golf course, four (4) community parks, seven (7) neighborhood parks, three (3) equipped play and tot lots, and four (4) urban open space parks.

In addition to the municipal golf course, the City of Palatka itself owns, operates and maintains sixteen (16) parks and recreation locations designed and intended to serve all City residents. (Source: City of Palatka Parks and Recreation Impact Fee Study, May 2007)
Ravine City

6. Conservation (58 acres)

Fifty-eight of the 82 acres that comprise the Ravine Gardens State Park are committed to botanical gardens and natural environment, and are designated as conservation land use. The remaining acreage, as well as the public golf course adjacent to it, is designated as Recreation Open Space. There are approximately 320 acres of contiguous wetlands along the west side of the St. Johns River that extend along the eastern boundary of the City. These wetlands are owned by the State as part of the submersed lands of the St. Johns River.

7. Public Buildings and Grounds (11 acres)

There has not been a reduction in public buildings and grounds since the adoption of the Comprehensive Plan. Rather, these lands have been reclassified as Other Public Facilities to more accurately describe their intended use. The Public Buildings and Grounds category now contains only lands that are used by public agencies such as the City, the county or the State.

8. Other Public Facilities (1,041 acres)

Other Public Facilities include the airport, drainage structures (but not right-of-way) and utility services.

9. Historic Resources (40 acres)

The City will continue to investigate for possible additions to the list of historic sites that currently have been identified within the City limits. Until new sites are identified, the City shall retain the current 40-acre allocation for this land use.

C. Other Development Concerns

1. Redevelopment and Renewal

The City has one Community Redevelopment Agency (CRA) that governs three Tax Increment Finance districts. The CRA is comprised of the City Manager, the City Commission members, the Main Street manager, and the President of Downtown Palatka, Inc. The boundaries of the three TIF districts are the South Historic District, the North Historic District, and the Downtown Redevelopment District.

In 2005, the average single-family home sales price was \$85,000. The median rent in 2000 was \$336, which was below the State-wide median rent for that year, which was \$641. In 2000, 237 housing units (6% of all units) in Palatka were considered to be overcrowded, meaning that they had more than one person per room. In 2005 there were 2,931 households that paid 30% or less of their annual income on housing. There were 637 households that paid 30% to 50% for housing during that same year, and 475 households paying greater than 50% of their annual income on housing. (source: FHDC)

The City of Palatka should continue implementation of a minimum housing code to address the need for adequate housing conditions. Subsequent CDBG proposals and similar State programs applications should be aggressively pursued to eliminate substandard housing conditions and blighted areas in the City.

2. Inconsistent Land Uses

There are no major groupings of land uses that are inconsistent with the Future Land Use Element or the 2010 Future Land Use Map. However, scattered land uses may become non-conforming when the Comprehensive Plan is adopted. Owners of these lands will be individually notified of their non-conforming status and every effort will be made to bring these properties into conformity with the plan.

3. Siting Locally Undesirable Land Uses (LULUs)

Land uses that may be considered in the future include the siting of landfills, wastewater treatment plants, prisons, and other such facilities that may incur opposition from adjacent communities. The Northeast Florida Regional Council (NEFRC) has policies within its Strategic Regional Policy Plan which require local governments within the region to establish "Memoranda of Agreement" to formally notify and hold meetings/workshops with an adjacent local government at the early planning stages of site identification for "Locally Undesirable Land Uses" should the potential sites be within two miles of the adjacent local government's boundaries.

4. Airport Zoning

The City of Palatka contains Kay Larkin Airport, a facility 640 acres in size that contains 3 active runways, 44 T-hangars, 3 commercial hangars, and 2 executive hangars. By summer of 2008 there will be an additional 5 to 7 T-hangars, 1 bulk hangar, and 2 commercial hangars. The installation is located on the west side of the City and shares a boundary with Putnam County. Land use and related zoning around this facility must follow the requirements of s.333 F.S. There must be coordination established between the county and City to ensure that plans for future land in the area are compatible with airport operations.

5. Protection of Property Rights

The State Comprehensive Plan, Chapter 187, Florida Statutes, includes as a requirement that governments consider private property rights when developing land use and land use regulations. The City should address this concern when adopting its Comprehensive Plan.

6. Protection of Adjacent Surface Waters

The City of Palatka borders the St. Johns River. Development along water bodies always presents some potential for surface water pollution from septic tank operations, gardening chemicals (fertilizers and insecticides) and the erosion of soil.

The protection of surface waters from septic tank effluent is a function of the County Department of Health. The protection of surface waters from household and gardening contaminants can best be achieved through the reduction of run-off velocity through a vegetative screen. The velocity of run-off is a function of surface gradient; therefore, a vegetative buffer based upon parcel gradient should achieve the desired control of run-off contamination into adjacent surface water bodies. According to the recommendation presented in L. J. Hangstrom's text dealing with the hydrology of surface water and an undated paper provided by Mr. Bill Kuenstler of the Soil and Conservation Service-Gainesville, a buffer of 3 feet of vegetation per 1 foot of vertical drop will provide sufficient reduction in the velocity of surface flow to permit ground absorption of run-off. Applying this rate to the average topographic vertical drop within 300 feet of the St. Johns River bank at Palatka, a 50-foot vegetative buffer between the building site and the water body will be sufficient to protect the St. Johns River from surface water run-off contamination.

D. Allocation of Future Land Uses

Table A-4 presents a listing of Future Land Uses that compares future needs with existing conditions. The acreage for various levels of residential land use are shown as approximately 41 percent higher than that identified in Table A-4 as the amounts of land (acreage) required to satisfy projected population demand for the year 2005. This additional acreage is a result of the elimination of all acreage from the 2005 category "Vacant or Undeveloped." While these parcels are in-excess of identified need, it would not be appropriate to designate these parcels as either agriculture or conservation since they are already platted and under individual ownership.

The land use allocation presented in Table A-4 is depicted on Figure A-1, the Future Land Use Map. Adopted Land Development Regulations will relate zoning designations to the corresponding land use density or intensity of use.

Table A-5
City Of Palatka Existing / Future Land Use Cover: 2007

<u>Land Use Category</u>	<u>ACREAGE</u>			<u>Percent of Total - 2007</u>
	<u>2000</u>	<u>2005</u>	<u>2007</u>	
Residential				
Low Density (up to 5 units per acre)	1,091	1,290	1,022	29.60%
Medium Density (5 to 10 units per acre)	395	405	231	9.30%
High Density (10 to 18 units per acre)	7	8	477	0.20%
Commercial	395	460	1,210	10.60%
Industrial	180	220	258	5.00%
Agricultural	661	271	18	6.20%
Recreation	295	295	158	6.80%
Conservation	94	94	58	1.90%
Public Buildings and Grounds	405	440	11	10.10%
Other Public Facilities	790	830	1,041	19.10%
Vacant or Undeveloped	0	0	467	0.00%
Historic Resources	40	40	40	0.90%
TOTAL	4,353	4,353		100.00%

Note: Percentages may not add to 100 percent due to rounding
Source: Northeast Florida Regional Council



**FUTURE LAND USE ELEMENT
Goals, Objectives and Policies**

**CITY OF PALATKA
COMPREHENSIVE PLAN**

Adopted July 10th, 2008

Prepared by the Northeast Florida Regional Council
6850 Belfort Oaks Place
Jacksonville, Florida 32216
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**FUTURE LAND USE ELEMENT
GOALS, OBJECTIVES AND POLICIES**

This section presents objectives and policies which will assist the City of Palatka Commissioners and residents in their efforts to guide and manage future development and growth. Further, the formulation and implementation of land use management plans, programs and projects to be used by the City in attaining the stated goals and objectives are to be guided by the related planning policies.

Goal 1 9J-5.006(3)a; F.S.187.201(16)3

Preserve and protect the City's natural resources and quality of life by establishing a pattern of development that is harmonious with the City's natural environment and provides a desired lifestyle for City residents.

Objective A.1.1 9J-5.006(3)(b)1; F.S. 187.201(16)1, 5

Upon Plan adoption, the City shall coordinate future land uses with the appropriate topography, adjacent land uses, soil conditions, and the availability of facilities and services.

Policy A.1.1.1 9J-5.006(3)(c)1; F.S. 187.201(25)(2)

The City of Palatka shall use the latest version of the Flood Insurance Rate Maps promulgated by FEMA to determine the location of the 100-year floodplain and flood prone areas in the City. The City shall, within its Land Development Regulations provide specifications for regulating construction/development within these areas. These specifications will include:

A. Development within the FEMA 100-year flood hazard zone is to be constructed so that the lowest floor elevation is at least one foot above the base flood elevation as established by the FEMA Flood Insurance Rate Maps;

B. Dredging and filling of lands within floodplains shall be limited to that approved by federal and State agencies having the authority to regulate and police such activities. All proposed development shall be clustered and located on the non-floodplain portions of the site, or, for proposed development areas that lie entirely within the 100-year floodplain, all structures shall be required to be elevated on pilings; and

C. In addition, the following criteria will apply to development in the 100-year floodplain:

1. No hazardous materials or waste shall be stored within the 100-year floodplain;
2. Clearing of native vegetation will be minimized in the 100-year floodplain by establishing the following open space ratios for the land uses identified below:

Residential land use	60% open space
Commercial land use	50% open space
Industrial land use	45% open space

3. Use of septic tanks in flood prone areas will be restricted as specified by the County Health Department. Existing Development shall be required to connect to

central sewage systems when system collection lines are within 250 feet of subject property. New development will be required to connect to centralized sewer pursuant to Public Facilities Element Policy D.1.4.1.

4. Any development within a flood prone area will maintain the natural topography and hydrology of the development site.

Policy A.1.1.2 9J-5.006(3)(c)6; F.S. 187.201(25)(a)(b)2, 5

The City shall revise its site plan review ordinance to require that permits required by law from the Water Management District, the Department of Environmental Protection, and the Army Corps of Engineers be secured prior to the issuance of a land clearing, fill, building, or other land development permit by the City.

Policy A.1.1.3 9J-5.006(3)(c)3

The City shall, as a condition of issuing a building permit or other development order, require proposed developments to hook up to the City central sewer systems in accordance with the revised City zoning code and subdivision regulations based upon Chapter 381, Florida Statutes, and Division 64E, Florida Administrative Code.

Policy A.1.1.4

By June 1, 2009, the City's Subdivision and Zoning Code shall be reviewed and where necessary revised to address drainage and stormwater issues as identified in the Public Facility Element; open space requirements as addressed in the Recreation and Open Space Element; and on-site traffic flow and vehicle parking as addressed in the Traffic Circulation Element.

- A. Open space requirements will meet the LOS adopted in the Recreation and Open Space Element.
- B. On-site traffic will, at a minimum, require that adjacent commercial, high density / medium density (or combinations thereof) properties provide interconnections to reduce requirements for road trips.
- C. Parking requirements shall be specified in terms of number of parking space units per type and size of facility.

Policy A.1.1.5 9J-5.006(3)(c)1

Upon Plan adoption, the City Building Official shall review the City Zoning Code to ensure that current signage regulations preserve the character of the City. Where, through citizen participation, it is determined that current signage regulations regarding location, size, height, motion, etc., should be revised, changes to the current regulation shall be discussed in public hearing and proposed changes considered for adoption by the City Commission. By June 2008, the City shall review the land development regulations to ensure that signage maintains the character of the City and does not adversely impact adjoining properties, public rights-of-way, and the St. Johns River.

Policy A.1.1.6 9J-5.006(3)(c)2

The City shall maintain standards and procedures in accordance with Chapter 333 F.S., "airport zoning" to ensure that incompatible land uses will be restricted from placement in accident and noise zones surrounding the airport. The City shall maintain and regularly update the Kay Larkin Airport Master Plan (AMP) in accordance with s. 333.06, F.S.

Policy A.1.1.6a 9J-5.006(3)(c)2

The City shall not permit the placement of tall structures such as high-rise buildings or radio/TV towers within areas that are take-off or landing zones or are otherwise defined as areas of special safety concern. In accordance with s. 333.025, F.S. the City shall require FDOT review and approval and, when applicable, the FCC and / or FAA prior to the issuance of any City permit.

Policy A.1.1.6b 9J-5.006(3)(c)2

The City shall coordinate with the county regarding land use issues that affect operations at Kay Larkin Airport.

Policy A.1.1.7 9J-5.006(3)(c)2

The City Building Official shall not issue a building permit or other final development order, or issue final plat approval, until it has been certified that infrastructure facilities and services exist or shall be available pursuant to an executed development agreement to satisfy demands generated by the development in accordance with adopted City levels of service standards. By June 1, 2008, the City shall incorporate into the land development regulations a method for establishing transportation proportionate fair share.

Availability of infrastructure will be certified through the Building Official issuing a "Certificate of Concurrency."

Objective A.1.2 9J-5.006(3)(b)2

Upon Plan Adoption, the City shall implement the following policies in order to provide the means for redevelopment and renewal of blighted properties.

Policy A.1.2.1 9J-5.006(3)(b)(2)

The minimum housing code shall be utilized to upgrade existing housing within designated revitalization areas. Designation of proposed revitalization areas will be made subsequent to on-site housing surveys conducted by the City staff. **(Note: Florida law mandates utilization of the Florida Building Code)**

Objective A.1.3 9J-5.006(3)(b)(3); 187-.201(16)a

Upon Plan adoption the City shall pursue the elimination or reduction of land uses inconsistent with the uses identified on the Future Land Use Map or associated adopted Goals, Objectives and Policies.

Policy A.1.3.1 9J-5.006(3)(c)2

The Building Official shall utilize the Land Development Regulations, specifically the City Zoning Code, to reinforce its current provisions regarding the elimination of non-conforming land uses to include all uses which are inconsistent with the Future Land Use Map 2005 or cannot be made compatible with adjacent land uses. The requirement of this provision shall be enforced upon application to the City for building permits to repair or improve such structures.

Policy A.1.3.2 9J-5.006(3)(c)2, 7

By June 2008, the Building Official shall review the City's Zoning Code and Subdivision Regulation to ensure that current buffering and separation standards between land uses of different densities or intensities of use remain sufficient to ensure compatibility between uses, or mitigate the effects of more dense / intense uses on less dense / intense uses.

Issues of compatibility shall include considerations for noise, sight, and level of traffic generation. The primary tool of ensuring capability between land uses shall be the Future Land Use Map and the elimination of non-conforming land uses. Other techniques shall include:
Noise and sight incompatibility -- screening by either a 6' solid physical wall or landscape plantings to reach, within 18 months, a height of at least 5 feet and an opacity of 80 percent.

Policy A.1.3.3 9J-5.006(3)(c)1

By June 2008, the Building Official shall review the City's Subdivision Regulation and Zoning Code and where necessary revise these ordinances to ensure that land use categories are regulated in accordance with the Future Land Use Map and that controls are adopted for the regulation of sub-divisions and the use of land in flood prone areas in accordance with applicable FEMA regulations and Policies D.1.1.1 and D.2.2.5.

Policy A.1.3.4 9J-5.006(3)(c)2

The City shall not issue variances, special use permits, building permits or zoning changes in any case where the proposed land use is not consistent with the City of Palatka adopted Comprehensive Plan.

Objective A.1.4 9J-5.006(3)(b)4; 187.201(23)(a)(b)1 Upon Plan adoption the City shall ensure the protection of natural resources and historic resources through implementing the following policies.

Policy A.1.4.1 9J-5.006(3)(c)2

Development in wetland/floodprone areas will be restricted to low density residential land use at a density no greater than 1 unit per 5 acres with permitted development clustered on the upland portion of the site or in that portion of the site least affected by construction activities. The City shall utilize the "City of Palatka Wetlands Protection Ordinance" contained in Chapter 30 of the Land Development Regulations to ensure that wetlands are adequately protected from development activities.

Policy A.1.4.2 9J-5.006(3)(c)2, 6

Public water well fields shall be protected from adverse impacts of development by requiring a 500-foot radial setback buffer consistent with the definition of a "Wellhead Protection Area" as defined in 62-521.200, F.A.C.

Non-polluting land uses shall include Recreation and Conservation land uses, low and medium density residential land use and commercial land uses that do not, in their operations, produce, store, use nor sell toxic materials as defined in SARA Title III (consolidated list of hazardous materials).

Any non-conforming land use located within 500 feet of a well serving the public will not be permitted to expand or be improved.

Policy A.1.4.3 9J-5.006(3)(c)6

The City shall ensure, through regular review, that the Land Development Regulations specify acceptable erosion control practices to be implemented during construction (such as temporary covering of straw, hay-bale obstruction in drainage swales, etc.) to reduce soil erosion from wind and water during the construction phase of development.

Policy A.1.4.4 9J-5.006(3)(c)4

A 50-foot set back from the waterfront will be required for all new construction along the St. Johns River.

Policy A.1.4.5 9J-5.006(3)(c)4

A vegetated, upland buffer a minimum width of fifteen (15) feet and an average width of twenty-five (25) feet shall be required in any new development abutting a wetland.

Policy A.1.4.6 9J-5.006(3)(c)4

Every two years, the City shall review the City of Palatka and Ravine State Gardens Stormwater Quality Master Plan to ensure that it continues to meet the needs of the City.

Policy A.1.4.7 9J-5.006(3)(c)4

The City shall adopt Land Use Regulations which will provide for maintaining the quality of surface waters in accordance with the standards specified in Policy D.1.1.1

Policy A.1.4.8 9J-5.006(3)(c)4

Riverfront and lakefront development shall be designed so as not to affect the water quality of adjacent waters through stormwater run-off.

Design standards shall include: limitation of density; a 50-foot set back of buildings from waterfront; set back of sanitary sewer drainfield (septic tank) from water's edge as specified in the Department of Health issued construction permit HRS-H Form 4016; based upon Rules 10D-6.063(1)(a)1 through 3 for siting of a septic tank and drainfield "within the mean high water line of tidal water bodies or of the ordinary high water line of lakes, ponds or other non-tidal surface waters and a 50-foot vegetative buffer required between building site and waterbody.

Policy A.1.4.9 9J-5.006(3)(c)6

The City shall, through available State and federal programs, promote the acquisition of floodplains along the St. Johns River.

Objective A.1.5 9J-5.006(3)(b)4; F.S. 187.201(16)(a)(b)5

Upon Plan adoption, The City, through implementing the following policies, shall increase public awareness of the historical significance of the City and provide incentives to maintain and restore historically significant areas and structures within the City limits.

Policy A.1.5.1 9J-5.006(3)(c)8

Historic resources shall be protected through designation as historic sites by the State or City. Such designated sites shall require plan review procedures for proposed alterations or remodeling that will ensure, through the permitting process that the proposed activity will not degrade or destroy the historical / archaeological significance of the site.

Policy A.1.5.2 9J-5.006(3)(c)8

Neither the owner of, nor the person in charge of, a structure within a historic district, or a structure that has been designated a national, State or local historical landmark shall permit such structure to fall into a state of disrepair which may result in the deterioration of exterior appurtenances or architectural features so as to produce or tend to produce, in the judgment of the board, a detrimental effect upon the character of the district as a whole or the life and character of the structure in question.

Adaptive reuse of historic structures shall be given priority over actions that would harm or destroy the historic value of such resources. Adaptive reuse shall include the permitting of historic structures to be remodeled or rehabilitated for a use that would be non-conforming to adjacent properties so long as the remodeling/rehabilitation does not affect the historical significance of the structure and the proposed use is or can be made compatible with adjacent land uses.

Policy A.1.5.3 9J-5.006(3)(c)8

Proposed development projects shall be reviewed at the time of issuing a building permit to determine potential impacts on known historic sites. Where such construction or other development activity may impact adversely on a historic / archaeological site, the proposed development must provide sufficient buffering (spatial separation, physical wall, or other method approved by the City Planning Board) before a permit is issued.

Policy A.1.5.4 9J-5.006(3)(c)8

The City shall seek funding and technical support from the Department of State, Division of Historic Resources to review and conduct further field surveys to identify any additional historical/archaeological sites that may exist within the City limits. The City shall update Figure A-2 and the Housing Element Appendix accordingly.

Policy A.1.5.5

The City shall support public activities which disseminate information regarding the historic significance of the City of Palatka and its historic sites.

Objective A.1.6 9J-5.006(3)(b)7

Upon Plan adoption, the City shall discourage urban sprawl. Land Development Regulations shall be adopted that implement the following policies:

Policy A.1.6.1 9J-5.006(3)(c)

Provide incentives which direct development to infill in areas of the City with in-place water/sewer lines and paved road. These incentives may include, but not be limited to providing additional permitted land uses through special use designations under the City Zoning Code such as approved "mother-in-law" units with separate kitchens or home office operations for limited business activities.

Policy A.1.6.2 9J-5.006(3)(c)3

Minimize scattered and highway strip commercial by directing commercial development to occur in a planned and compact manner through in-filling within already developed commercial areas as identified on the Future Land Use Map.

Objective A.1.7 9J-5.006(3)(b)8; F.S. 187.201(17)(a)

Upon Plan adoption, the City shall ensure the availability of suitable land for utility facilities necessary to support proposed development.

Policy A.1.7.1 9J-5.006(3)(c)4

Access to major/minor arterials, adequate parking and sufficient buffering shall be considerations in approving proposed development in accordance with FDOT standards. At the time of issuing a building permit or at site plan review preliminary to issuing a plat approval, the building official shall ensure that the following FDOT standards are met:

Minimum Lane and Buffer Width

<u>Roadway</u>	<u>Lane Width</u>	<u>Buffer¹</u>
Parkway ^{2,3}	12'	25'
Major Arterial ^{2,3}	12'	15'
Minor Arterial ³	11'	10'
Major Collector ³	11'	10'
Minor Collector	11'	10'
Local	N/A	4.5'
Alley	N/A	N/A
Cul-de-sac	(4)	N/A

- (1) Landscaped strip between edge of pavement and sidewalk. The swale shall serve as the minimum buffer on roadways where the swale is greater than the minimum buffer.
- (2) Median width is 30 feet.
- (3) Provide 5 foot bike lanes on the outer side of roadway.
- (4) The cul-de-sac may include a center island with a 30' radius and an outside radius of 50' as approved by the Public Services Director.

Minimum Offset Distance Between Driveways or Intersections on Opposite Sides of Undivided Roadways

<u>Roadway Classification</u>	<u>Minimum Offset¹</u>	
Major Arterial	600 ²	300 ³
Minor Arterial	220	
Major Collector	200	
Minor Collector	150	

- (1) Measured centerline-to-centerline of opposing driveways on intersections
- (2) Posted speed 45 mph or greater
- (3) Posted speed 40 mph or less

Policy A.1.7.2 9J-5.006(3)(c)3 Commercial development adjacent to major and minor arterial roads shall provide sufficient depth to allow adequate set back distance and clearance to accommodate FDOT near and long range roadway improvements.

Policy A.1.7.3 9J-5.006(3)(c)3; F.S. 187.201(16)(a)(b)4 Land required for utility facilities to support future development, when identified, shall be designated on the Future Land Use Map by Plan amendment procedures and a means shall be established for acquiring the sites through either private or public acquisition.

Objective A.1.8 9J-5.006(3)(b)9; F.S. 187.201(16)(b)3

Upon Plan adoption, The City shall establish a program that provides the means for innovative development planning. The end goals of the program are to provide:

- Flexibility and efficiency in site design to reduce infrastructure costs, improve interior circulation patterns, and promote open space;

- Development that is adapted to natural features in the landscape such as wetlands, vegetation and habitat, and which avoids the disruption of natural drainage patterns; and
- A mix of land use to promote convenience in the location of related uses and to reduce travel congestion and costs.

Policy A.1.8.1 9J-5.006(3)(c)5

The Land Development Regulations shall include alternative available land use control techniques and programs such as Planned Unit Developments.

Planned Unit Developments may be used to protect safety restricted or environmentally sensitive areas but also may be used to increase the potential for developing water/sewer systems and more effective drainage systems. PUDs also shall benefit from the potential of receiving "density bonuses" for incorporating benefits which serve a public good into the development (See Policy A.1.9.3.8 Overlays).

Policy A.1.8.2 9J-5.006(3)(c)5

The Land Development Regulations shall include provisions for Planned Unit Developments as an optional overlay designation. PUDs shall be permitted within any land use area through land use amendment procedures defined in s. 163.3187, Florida Statutes.

Policy A.1.8.3 9J-5.006(3)(c)1, 3

The Land Development Regulations shall be structured to provide definite benefits for developer application of innovative land development techniques, for example:

- A. Additional density bonuses (up to 5 percent of permitted density) shall be allowed for developments which integrate into their design particular features of significant public benefit. These may include bonuses for the provision of low and moderate income housing units and the installation or extension of potable water and/or sanitary sewer systems.

Changes to the underlying FLUM density/intensity of use shall require a Plan amendment in accordance with s.163.3187, F.S.

- B. To promote infill, delays may be granted for the availability of infrastructure where such action will not adversely affect public health, safety or welfare, in accordance with 9J-5.0055(2)(b)1.

Objective A.1.9 F.S. 187.201(2)(b)2

The City shall manage future growth and development through the preparation, adoption, implementation and enforcement of Land Development Regulations.

Policy A.1.9.1 9J-5.006

Adopt Land Development Regulations that shall contain specific and detailed provisions required to implement the adopted Comprehensive Plan.

Policy A.1.9.2 9J-5.006(3)(c)7

Land Development Regulations shall be adopted which address the location and intensity of land uses in accordance with the Future Land Use Map and the policies and regulations which describe the categories, acreage allocations, densities and intensities of land use contained in this Element.

Policy A.1.9.3 9J-5.006(3)(c)7

Land Development Regulations adopted, to implement this Plan shall be based on the following land use standards:

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 (1730acres) - provides for a range of densities up to 5 units per acre.

Medium Density (231 acres) - provides for a range of densities up to 10 units per acre.

High Density (477 acres) - provides for a range of densities up to 18 units per acre.

Residential development within the 100-year floodplain will be required to meet the standards of Policy A.1.1.1 for construction, Policy A.1.1.3 for placement of septic tank sewerage systems, and Policy A.1.4.1 for density.

Mobile homes will be permitted in accordance with F.S. 320.8285(5); manufactured homes will be permitted in accordance with F.S. 553.38(2) and community group residential homes shall be permitted in accordance with F.S. 419.001(2), (3).

2. Commercial (1,210 acres)

Land designated for commercial use is intended for activities that are predominantly associated with the sale, rental, and distribution of products or the performance of service. Commercial land use includes offices, retail, lodging, restaurants, services, commercial parks, shopping centers, or other similar business activities. Public/Institutional uses and recreational uses are allowed within the commercial land use category. Residential uses are allowed within Downtown zoning districts, at an overall density of 20 units per acre and subject to additional project density, design and locational standards set forth in these zoning districts (Ordinance # 11-22). *The intensity of commercial use, as measured by impervious surface, should not exceed 70 percent of the parcel. The maximum height should not exceed 40 feet.* Land Development Regulations shall provide requirements for buffering commercial land uses (i.e., sight access, noise) from adjacent land uses of lesser density or intensity of use. See Policy A.1.3.2.

3. Industrial (258 acres)

Land designated for industrial use is intended for activities that are predominantly associated with the manufacturing, assembly, processing, or storage of products. Industrial land use provides for a variety of intensities of use including heavy industry, light industry, and industrial park operations. Land Development Regulations shall provide requirements for buffering industrial land uses (i.e., sight, access noise) from adjacent land uses of lesser density or intensity of use. The intensity of industrial land use, as measured by impervious surface shall not exceed 90 percent of the parcel. The maximum height of development shall not exceed 45 feet.

4. Recreation (158 acres)

Land designated for recreation is intended for a variety of leisure time activities. Included in this land use classification are both resource-based and activity-based sites and facilities. Resource-based sites and facilities are oriented toward natural resources; activity-based sites and facilities are those that require major development for the enjoyment of a particular activity. Activity-based sites and facilities include ball fields, golf courses, tennis courts, etc.; resource-based facilities include lakes, trails, picnic areas, etc.

New recreational facilities must be sited in locations which are compatible or can be made compatible with adjacent land uses.

Impervious surface land coverage of recreation land use shall not exceed 50 percent for active recreational development; 10 percent for passive recreational development.

5. Public Buildings and Grounds (11 acres)

Lands designated in this category of use include a broad variety of public and quasi-public activities such as schools, churches, government buildings, hospitals, etc. The intensity of development in this land use category, as measured by impervious surface, shall not exceed 65 percent. The maximum height shall not exceed 40 feet.

6. Other Public Facilities (1,041 acres)

Lands designated as Public Facilities are intended for use as potable water, sanitary sewer treatment facilities, transportation, stormwater / drainage control structures, etc. The intensity of this land use is dependent upon its use. For example, roads may cover 100 percent of the land area while a parking/maintenance facility may cover an impervious area of only 25 percent.

7. Conservation (58 acres)

Conservation lands are parcels that are environmentally or ecologically significant.

Preservation

The 58 acres of Ravine Gardens State Park that are committed to botanical gardens and natural environment are designated as conservation land use in this Plan and are considered "preservation lands" permitting no development.

Limited Development

Wetlands that are under two (2) acres in size that are not classified as "conservation" do have an assigned restriction on development. Development is restricted to residential land use at a density of no greater than 1 DU/5 acres with permitted development to occur on the upland portion of the site or that portion of the site least effected by construction activity.

8. Historic Resources (40 acres)

There are three historic structures and two historic districts within the City. The density/intensity of development within an area of historic significance shall be limited to that which will not reduce the historical significance or integrity of the site or structure physically or aesthetically.

9. Agriculture (18 acres)

The City projects continued growth out to the year 2010 and beyond. Every parcel of land will not be developed by 2010, with the remaining undeveloped parcels scattered throughout the City. Beyond the year 2010, these individual lots will be developed as in-fill parcels.

No land will be designated as “vacant or undeveloped” on the Future Land Use Map. There are 18 acres of land designated as “Agriculture” by the Future Land Use Map. It is not anticipated that, when annexed into the City, undeveloped lands designated by the county as “agriculture” will remain as such.

B. Overlays

1. Planned Unit Developments

Typical uses of the PUD may be (1) to improve the use of land where topography does not permit the application of the standard grid pattern subdivision of land, (2) to introduce more than one land use within a development complex, for example, recreation and commercial activities within a mobile home park or (3) to cluster homes, businesses or other uses within a development in order to improve the efficiency of supporting infrastructure.

As noted above, the PUD may contain a mixture of residential, commercial, industrial, and recreational land uses so long as these uses are made compatible through spatial or buffering techniques. The acceptable mix of land uses within a PUD in the City is based upon the type and location of PUD under review. Commercial and recreational uses within a PUD shall be planned at a level no greater than that required to support the commercial and recreational needs of the residents of the PUD (in land area--approximately 4 percent commercial, 6 percent recreational).

References to residential, commercial, industrial and recreational land uses in the PUD shall carry the same density/intensity of use as defined in Policies A.1.9.3, A.1, 2, 3 and 4. Planned Unit Development may be applied as an optional overlay district over any underlying land use. Use of the PUD overlay will require a land use amendment in accordance with s. 163.3187, F.S.

Objective A.1.10 9J-5.006(3)(b)3

Upon Plan adoption, the City shall coordinate land development with adjacent jurisdictions or may pursue annexation of surrounding areas whose proposed land uses may adversely impact the City.

Policy A.1.10.1 9J-5.006(3)(c)2

The City shall monitor and take positive action to guide development in a manner that is consistent with the comprehensive plan and land development regulations.

Policy A.1.10.2

By June 2008, the City shall establish a "Memorandum of Agreement" with local governments of adjacent jurisdictions to arbitrate the siting of "Locally Undesirable Land Uses" (LULUs) within two (2) miles of adjacent local government boundaries and implement procedures for reviewing such cases.

Objective A.1.11 187201(15)(b)1, 2, 3

The City shall protect private property rights and recognize the existence of private interest in land use.

Policy A.1.11.1

The City will regulate the use of land only for valid public purposes in a reasonable manner, in accordance with due process.

Policy A.1.11.2 187.201(15)(b)3

The City shall consider the acquisition of lands by State, county, or local governments where regulation will severely limit practical use of real property

Policy A.1.11.3

The City shall give public notice to land owners of any proposed land use change or change of zoning and will provide an opportunity for comment by the land owner and affected residents of the City prior to making a final decision on any land use change or rezoning proposal.

Policy A.1.11.4 9J-5.006(3)(c)6

Applications by land owners for a land use amendment to the Comprehensive Plan shall, as part of filing procedures, require the payment of a fee and provisions by the land owner of topographic, soil condition, flood hazard zone and wetland zone and wetland information on all land surveys filed in support of a land use amendment, zoning change or land subdivision. Exceptions may be made by the City on a case by case basis for small-scale amendments when the property in question is (1) already developed or (2) is of a size, shape, and location that the normal permitting processes are sufficient.

Policy A.1.11.5

The property known as "Oaks Landing" shall have a land use designation of Residential / Medium Density with a maximum gross density of 7.75 units per acre and a maximum number of units of 120 dwelling units.