



TRAFFIC CIRCULATION ELEMENT

CITY OF PALATKA COMPREHENSIVE PLAN

Adopted July 10th, 2008

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*Part of the adopted document

Summary

The purpose of the Traffic Circulation Element is to 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 Map within the element.

Purpose

The purpose of the Traffic Circulation Element is to 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.

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.

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 Intermodal 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						FREEWAYS							
		Level of Service							Level of Service				
Lanes	Divided	A	B	C	D	E	Lanes		A	B	C	D	E
2	Undivided	230	770	1,440	2,040	2,580	4		2,350	3,870	5,250	6,220	6,910
4	Divided	1,790	2,900	4,190	5,420	6,160	6		3,640	5,980	8,110	9,600	10,670
6	Divided	2,680	4,340	6,280	8,130	9,240	8		4,910	8,090	10,960	12,980	14,440
							10		6,180	10,180	13,840	16,380	18,200

STATE TWO-WAY ARTERIALS						
Class I (>0.00 to 1.99 signalized intersections per mile)						
		Level of Service				
Lanes	Divided	A	B	C	D	E
2	Undivided	**	390	1,260	1,490	1,560
4	Divided	440	2,680	3,150	3,290	***
6	Divided	670	4,110	4,730	4,930	***

Class II (2.00 to 4.50 signalized intersections per mile)						
		Level of Service				
Lanes	Divided	A	B	C	D	E
2	Undivided	**	**	1,010	1,390	1,470
4	Divided	**	360	2,340	2,940	3,090
6	Divided	**	580	3,640	4,420	4,650

Class III (more than 4.5 signalized intersections per mile)						
		Level of Service				
Lanes	Divided	A	B	C	D	E
2	Undivided	**	**	480	1,130	1,400
4	Divided	**	**	1,130	2,610	2,960
6	Divided	**	**	1,770	4,040	4,450

NON-STATE ROADWAYS						
Major City/County Roadways						
		Level of Service				
Lanes	Divided	A	B	C	D	E
2	Undivided	**	**	670	1,300	1,400
4	Divided	**	**	1,570	2,810	2,970
6	Divided	**	**	2,470	4,230	4,460

Other Signalized Roadways (signalized intersection analysis)						
		Level of Service				
Lanes	Divided	A	B	C	D	E
2	Undivided	**	**	430	900	1,150
4	Divided	**	**	990	1,940	2,300

Source:	Florida Department of Transportation Systems Planning Office 605 Suwannee Street, MS 19 Tallahassee, FL 32399-0450 http://www.dot.state.fl.us/planning/systems/sm/los/default.htm	05/17/07
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BICYCLE MODE						
(Note: Level of service for the bicycle mode in this table is based on roadway geometrics at 40 mph posted speed and traffic conditions, not number of bicyclists using the facility.) (Multiply motorized vehicle volumes shown below by number of directional roadway lanes to determine two-way maximum service volumes.)						
Paved Shoulder Bicycle Lane Coverage		Level of Service				
		A	B	C	D	E
0-49%	**	180	310	1,310	>1,310	***
50-84%	**	240	390	>390	***	***
85-100%	**	310	680	>680	***	***

PEDESTRIAN MODE						
(Note: Level of service for the pedestrian mode in this table is based on roadway geometric at 40 mph posted speed and traffic conditions, not number of pedestrians using the facility.) (Multiply motorized vehicle volumes shown by number of directional roadway lanes to determine two-way maximum service volumes.)						
Sidewalk Coverage		Level of Service				
		A	B	C	D	E
0-49%	**	**	**	**	600	1,480
50-84%	**	**	**	**	940	1,800
85-100%	**	210	1,080	>1,080	***	***

ARTERIAL/NON-STATE ROADWAY ADJUSTMENTS			
(alter corresponding volume by the indicated percent)			
Lanes	Median	Left Turn Lanes	Adjustment Factors
2	Divided	Yes	+5%
2	Undivided	No	-20%
Multi	Undivided	Yes	-5%
Multi	Undivided	No	-25%

ONE-WAY FACILITIES	
Multiply the corresponding two-directional volumes in this table by 0.6.	

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						CITIES OR RURAL DEVELOPED AREAS LESS THAN 5000					
FREEWAYS						FREEWAYS					
Level of Service						Level of Service					
Lanes	A	B	C	D	E	Lanes	A	B	C	D	E
4	21,300	35,300	47,900	56,600	63,000	4	21,300	35,300	47,900	56,600	63,000
6	33,100	54,300	73,900	87,400	97,200	6	33,100	54,300	73,900	87,400	97,200
8	44,700	73,600	100,000	118,400	131,400	8	44,700	73,600	100,000	118,400	131,400
UNINTERRUPTED FLOW HIGHWAYS						UNINTERRUPTED FLOW HIGHWAYS					
Level of Service						Level of Service					
Lanes Divided	A	B	C	D	E	Lanes Divided	A	B	C	D	E
2 Undivided	3,100	8,700	15,300	21,000	26,400	2 Undivided	3,100	8,700	15,300	21,000	26,400
4 Divided	17,800	28,900	41,800	54,100	61,500	4 Divided	17,800	28,900	41,800	54,100	61,500
6 Divided	26,800	43,300	62,700	81,200	92,200	6 Divided	26,800	43,300	62,700	81,200	92,200
INTERRUPTED FLOW ARTERIALS						INTERRUPTED FLOW ARTERIALS					
Level of Service						Level of Service					
Lanes Divided	A	B	C	D	E	Lanes Divided	A	B	C	D	E
2 Undivided	**	2,200	11,000	13,900	14,900	2 Undivided	**	2,200	11,000	13,900	14,900
4 Divided	**	5,300	25,500	29,400	31,200	4 Divided	**	5,300	25,500	29,400	31,200
6 Divided	**	8,400	39,400	44,200	46,800	6 Divided	**	8,400	39,400	44,200	46,800
PASSING LANE ADJUSTMENTS						NON-STATE SIGNALIZED ROADWAYS					
(alter corresponding two-lane LOS A-D volumes indicated percent)						(signalized intersection analysis)					
Level of Service						Level of Service					
Passing Lane Spacing			Adjustment Factors			Lanes	A	B	C	D	E
5 mi.			+25%			2	**	**	1,900	7,600	10,100
10 mi.			+10%								
ISOLATED SIGNALIZED INTERSECTIONS						BICYCLE MODE					
Level of Service						Level of Service					
Lanes	A	B	C	D	E	Paved Shoulder/ Bicycle Lane Coverage	A	B	C	D	E
2	**	1,900	8,000	10,700	12,100	0-49%	**	**	2,800	6,900	>6,900
4	**	2,900	17,400	23,000	25,200	50-84%	**	2,100	3,500	>3,500	***
6	**	4,500	27,100	35,500	43,100	85-100%	2,800	4,000	>4,000	***	***
BICYCLE MODE						PEDESTRIAN MODE					
(Note: Level of service for the bicycle mode in this table is based on roadway geometrics at 55 mph posted speed and traffic conditions, not number of bicyclists using the facility.) (Multiply motorized vehicle volumes shown below by number of directional roadway lanes to determine maximum service volume.)						(Note: Level of service for the pedestrian mode in this table is based on roadway geometric at 45 mph posted speed and traffic conditions, not number of pedestrian using the facility.) (Multiply motorized vehicle volumes shown by number of directional roadway lanes to determine maximum service volumes.)					
Level of Service						Level of Service					
Paved Shoulder/ Bicycle Lane Coverage	A	B	C	D	E	Sidewalk Coverage	A	B	C	D	E
0-49%	**	**	**	**	6,200	0-49%	**	**	**	4,400	14,200
50-84%	**	**	**	**	17,600	50-84%	**	**	**	8,000	18,000
85-100%	**	**	3,900	>3,900	***	85-100%	**	**	9,400	>9,400	***
05/17/07						ARTERIAL/NON-STATE ROADWAY ADJUSTMENTS					
Source: Florida Department of Transportation Systems Planning Office 605 Suwannee Street, MS 19 Tallahassee, FL 32399-0450 http://www.dot.state.fl.us/planning/systems/sm/los/default.htm						(alter corresponding volume by the indicated percent)					
						Lanes	Median	Left Turn Lanes	Adjustment Factors		
						2	Divided	Yes	+5%		
						2	Undivided	No	-20%		
						Multi	Undivided	Yes	-5%		
						Multi	Undivided	No	-25%		
<p>* 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.</p> <p>** Cannot be achieved using table input value defaults.</p> <p>*** 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.</p>											

**Table B-3
City of Palatka
Existing Levels of Service**

Road	Segment	Class	2006 AADT	MSV	MIN LOS Standard	LOS
U.S. 17/S.R. 15 (20)	S.R. 100 to Palatka Urban Limits (MP 28.672)	Principal Arterial (Trans/Urban)	27,000	24,400	C	D
U.S. 17/S.R. 15 (20)	Palatka Urban Limits to S.R. 207	Principal Arterial (Trans/Urban)	34,000	43,600	C	C
U.S. 17/S.R. 15 (20)	NCL of Palatka to S.R. 19	Principal Arterial (Trans/Urban)	9,700	32,800	C	B
U.S. 17/S.R. 15 (20)	S.R. 100 to NCL of Palatka	Principal Arterial (Trans/Urban)	9,700	32,800	C	B
S.R. 100	Urban Boundary to CR 216	Minor Arterial (Trans/Urban)	8,800	43,600	C	A
S.R. 100	C.R. 216 to S.R. 19	Minor Arterial (Trans/Urban)	10,900	24,400	C	C
S.R. 100	S.R. 19 to U.S. 17/S.R. 15 (20)	Minor Arterial (Trans/Urban)	18,000	24,400	C	C
S.R. 19	S.R. 20 to Palatka Urban Limits	Minor Arterial (Trans/Urban)	21,000	49,300	C	B
S.R. 19	Palatka Urban Limits to SCL of Palatka	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 Avenue	Principal Arterial (Trans/Urban)	10,500	11,025	C	C
S.R. 20	Moseley Avenue to U.S. 17/S.R. 15 (20)/Reid St.	Principal Arterial (Trans/Urban)	7,900	10,500	C	C
-----	Old Jax Highway from 19th St to Edward Vreen Road	Urban Collector	1,794	13,600	D	C
-----	St. Johns Ave. from Zeagler Drive to 19th St.	Urban Collector	13,549	13,600	D	C
-----	Palm Ave. from S.R. 100 to Silver Lake Drive	Urban Collector	7,044	13,600	D	C
-----	Westover Dr from Crill Ave to Edgemoor Street	Urban Collector	2,853	13,600	D	C
-----	Edgemoor Street from Palm Ave to Lundy Road	Urban Collector	2,131	13,600	D	C
-----	Moody Road from Silver Lake to S.R. 100	Urban Collector	6,019	13,600	D	C
-----	Silver Lake Dr from Moseley Ave to S.R. 19	Urban Collector	1,802	13,600	D	C

Table B-3 Continued

**City of Palatka
Existing Levels of Service**

Road	Segment	Class	2006 AADT	MSV	MIN LOS Standard	LOS
-----	Lundy Road from Edgemoor Street to Browns Landing. St. Johns River	Urban Collector	1,966	13,600	D	C
-----	Heidt Road from Silver Lake to Railroad Track/Peacock Drive	Urban Collector	936	13,600	D	C

MSV- Maximum Service Volume

The road segments listed in Table B-3 have been revised to reflect all Strategic Intermodal System (SIS) and State Highway System (SHS)

**Table B-4
Minimum Acceptable FDOT Standards**

	Rural	Urban	Urban under 500,000	Urban over 500,000	Roadways Parallel To Exclusive Transit	Inside Trans. Concurrency	Constrained and backlogged Rdwys.
Intrastate							
Limited Access	B	C	C(D)	D(E)	D(E)	D(E)	Maintain
Controlled Access	B	C	C(D)	D	E	E	Maintain
Other State Roads							
Other Multilane	B	C	D	D	E	*	Maintain
Two Lane	C	C	D	D	E	*	Maintain

* 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.

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. 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 as the principal access to shopping and service areas within the City's central business district. In 2005, the roadway was handling approximately 11,000 trips per day in both directions north of S.R. 100, 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 to the Marion County line, passing through the City of Palatka. S.R. 19 is both four and six-lanes in Palatka and is classified as a minor arterial roadway by the Florida Department of Transportation. This 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. S.R. 19 carries approximately 9,200 vehicles a day south of S.R. 20 and 21,000 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 to Flagler County. 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. S.R. 20 (Crill Ave.) carries approximately 16,900 vehicles west of S.R. 19, and 19,500 vehicles east of S.R. 19 to Palm 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 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. S.R. 100 carries approximately 10,900 vehicles west of S.R. 19 and 21,500 vehicles 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 from Moody Road, east through a predominantly residential area to the central business district (CBD), and to its terminus with First Street. 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.

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 interconnects residential development with other east-west minor and principal arterials, intersecting Crill 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.

Husson Avenue

Husson Avenue serves as a north-south urban collector on the City street system connecting Silver Lake Drive with St. Johns Avenue. The facility provides an alternate connection to residential development south of the City. The roadway is heavily traveled by automobiles and school buses because of the two public school campuses located between Prosper Street and Twigg Street.

Moseley Avenue

Moseley Avenue is possibly one of the heaviest traveled north-south arteries in the City. As an urban collector, Moseley Avenue interconnects the growing residential development to the south with shopping, employment, and recreational activities at the community level. 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, an urban collector, runs north-south from Edgemoor Street 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 collector on the City road system that serves the northeast residential area. Madison Street interconnects Main 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 Street, serving residential, shopping and employment activity areas. The two-lane facility currently terminates at North Eleventh Street. Main Street provides an alternative for local traffic to the more signalized Reid Street (U.S. 17).

Eleventh Street

Eleventh Street is a major collector connecting the City's north side. South of Reid Street, Eleventh Street provides important access to postal and emergency services.

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 W of S.R. 15 (20)	18400	18000	-0.2
12	S.R. 15 (20) (US17) 3.3 MI N of S.R. 100	11100	13400	1.73
43	S.R. 100 475 FT SE of CR 309-C	7400	9200	2
45	S.R. 100 422 FT SE of S.R. 216	11300	10900	-0.33
88	S.R. 15 (20) (US17) 528 FT S of S.R. 216	13000	13100	0.07
100	S.R. 15 (20) (US17) 950 FT N of S.R. 100	10000	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 Sign	17400	21000	1.72
254	S.R. 19 SW of S.R. 15 (20) At Stop AHD Sign	6800	8700	2.27
261	S.R. 20 W of Crill St at RT lane turn Sign in Palatka	17100	19100	1.01
5003	S.R. 15 (20) U.S. 17 West of Madison St.	28000	27000	-0.33
5007	S.R. 15 (20) U.S. 17 North of RR Track	26000	25500	-0.18
5009	S.R. 100 (US17) 100 FT West of 9th St.	22500	25500	0

5010	S.R. 100 (US17) 100 FT West of 8th St.	28000	28000	0
5012	S.R. 15 (20) 100 FT East of 4th St. at US17 Sign	25000	29000	1.36
5014	S.R. 20 150 FT South of US17	6400	4900	-2.4
5016	S.R. 20 W of 11th St At Guard Rail	9100	8800	-0.3
5035	S.R. 20 200 FT. East of Husson Ave.	11000	10500	-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 at an elevation of 50 feet, consist of: 1) a primary 5,000 x 100 foot asphalt, lighted runway (9/27); 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.

According to figures from the Florida Department of Transportation's Aviation Office, flight operations at Kay Larkin in 1997 totaled 27,050. Of those, 24,000 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.

Port

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 CSX railroad line and operates two (2) trains daily to the Jacksonville area and 2 trains daily to the Deland area.

Departure and arrival times for these trains are listed below:

	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

Railroad lines located in Palatka are CSX Transportation, 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.

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 bus routes, and taxi cab companies.

	DEPARTURE TIME	ARRIVAL TIME
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
Palatka to Jacksonville	3:15 pm	4:45 pm

Bicycle

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 under taken 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 circumstances. 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 SMemorial 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 ELEMENT
Goals, Objectives and Policies**

**CITY OF PALATKA
COMPREHENSIVE PLAN**

Adopted July 10th, 2008

Prepared by Northeast Florida Regional Council
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TRAFFIC CIRCULATION ELEMENT GOALS, OBJECTIVES, AND POLICIES

Goal B-1 9J-5.007(3) (a)

Develop and maintain a well balanced and integrated transportation system which provides for the safe, convenient, and efficient 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 for a safe, convenient and efficient motorized and non-motorized transportation system 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 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 traffic flow.

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.1.1.5 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.1.1.6 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.

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:

- a) Group 1 projects are those which are essential to protect public health and safety and fulfill the City's legal commitment to provide facilities, consist-

ent 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.

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, 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 9J-5.007(3)(c)5

The City of Palatka shall review all plans in conjunction with highway improvements and residential development, particularly for connecting residential areas to park and recreation areas, schools, and major shopping centers, to determine the need for pedestrian ways and bikeways.

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 Planning Organization (MPO), 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 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, the City shall review and revise appropriate 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.

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 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 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.