

CITY OF PALATKA

Community Redevelopment Area Plan



Dear Mr. Boynton,

I am pleased to present to you the final Community Redevelopment Area Plan of the three Citizen Advisory Task Forces for the Central Business, North Historic and South Historic Tax Increment Finance (TIF) Districts for the City of Palatka's Community Redevelopment Area (CRA).

The Plan reflects dedicated service from the Task Force members as well as many city departments and numerous local citizens, whom we recognize later in this Plan.

You asked the Task Forces to address their respective TIF Districts' most fundamental needs, issues of concern and items of interest. In addition, we were tasked with the charge of developing solutions, strategies and recommendations to improve the quality, vitality and conditions of the TIF Districts. As we proceeded, you requested that we prioritize the importance of particular recommendations in order to implement short-range goals, as well as, identify mid and long range goals.

I believe the Task Forces have responded to these challenges in an exemplary manner. The Plan contains recommendations, as requested, for short, mid and long range goals on revitalizing the District. It takes into account property owners, tenants, riverfront, open space, infrastructure, economic development and overall appeal and visibility to residents and visitors alike.

I would like to recognize and express great appreciation to the Task Force members:

Central Business District: Ruth Burk, George DeLoach, Sam Deputy, John Hodge, Angela Murtagh, Joe Perry, and Bob Scott. In addition, thank you to the Technical Advisors, Harry Eaken and Bob Taylor for their expertise and service.

North Historic District: Elizabeth Van Rensburg, Coenraad Van Rensburg and John Vogt

South Historic District: Rodney Carnes, Roberta Correa, Michael Gagnon, Tim Parker, Christy Sanford, and Barbara Wayne

I would like to express my gratitude to City Staff members Jim Lee, Debbie Banks, Betsy Driggers and Karen Venables; and ADG Business and Governmental Consultants, Bob Cambric and Dustin Benedict, for their contributions to this Plan.

Finally, we thank you for your input, guidance and participation in the development of this Plan and in support of the Task Forces' efforts.

We commend this Plan to you and the citizens of Palatka and thank you for the opportunity to serve.

My very best wishes,

Lara K. Diettrich
Project Manager
Kimley-Horn and Associates, Inc.

ACKNOWLEDGEMENTS

The City of Palatka’s City Commission, Community Redevelopment Agency Board, and City Manager would like to thank the following persons for their time and contributions for the purpose of developing the Community Redevelopment Area Plan.

Central Business District

Citizens Advisory Task Force

Ruth Burk	John Hodge
George DeLoach	Angela Murtagh
Sam Deputy	Joe Perry
Bob Scott	

Technical Advisors

Bob Taylor, AIA

North Historic District

Citizens Advisory Task Force

John Vogt	Elizabeth Van Rensburg
Coenraad Van Rensburg	

South Historic District

Citizens Advisory Task Force

Roberta Correa	Michael Gagnon
Tim Parker	Christy Sanford
Barbara Wayne	

City of Palatka

Woody Boynton, City Manager

Jim Lee, Director, Planning Department

Debbie Banks, Deputy Director, Planning Department

Betsy Driggers, City Clerk

Karen Venables, Assistant City Clerk

The Putnam County Chamber of Commerce

Wes Larsen, Executive Director

Harry Eaken, Past Main Street Program Manager

And

The Conlee Mural Committee

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EXECUTIVE SUMMARY



James C. Godwin Riverfront Park

The City of Palatka has established a Community Redevelopment Area (CRA) and three Tax Increment Finance (TIF) Districts within its bounds: Central Business District, North Historic District, and South Historic District. This Community Redevelopment Area Plan addresses these three Districts. In an effort to be consistent with the City's and the residents' vision for their community, through sustainable development and the redevelopment of an aging and historic community, Palatka can recapture its historic vitality. The City undertook this vision with the creation of the Community Redevelopment Area (CRA) and its three Districts in 1984 and is currently updating the respective plan. The CRA Plan (the "Plan") will identify deficiencies and challenges that exist in the Districts and provide the mechanism for further, more detailed analysis, plans, and designs to reflect those goals prioritized in this Plan for implementation.

In 2008, the City recognized the importance of reinvigorating downtown Palatka, to create an economically sustainable and vibrant core area, which led to commissioning a review of the Central Business District. The City has since expanded the review to include similar plan updates for the North Historic District and the South Historic District based on their location and the inherent relationships between the three areas. This Plan contains all three TIF District.

The Plan identifies assets and challenges within each District and the community in its mission to provide quality environments and places for residents and visitors alike. Many of the challenges identified will not be solved overnight but will instead lead to the



Blue Crab Festival ~ Main Street

action plan for implementation purposes which is derived by the prioritization of the needs (goals) outlined in each Districts' Plan. In addition, the action plan will identify available and necessary funding, and methods to achieve the goals. This initiative will require a commitment from the City and its residents to continue to support these efforts in making these goals a reality.

This Plan was undertaken in cooperation with the City of Palatka, the three Citizen Advisory Task Forces (CATF), and representatives from the respective historic districts to identify goals, objectives, and opportunities for the continued development and redevelopment within the community. The Plan takes into consideration the three established Tax Increment Finance (TIF) Districts: Central Business District (CBD), North Historic District (NHD) and South Historic District (SHD), individually and collectively in order to provide specific comments and recommendations. These areas represent the economic and cultural core of the City of Palatka and as such are key in the community's success.



The Plan is reflective of current and identified conditions within the targeted areas as of August 2009, providing the basis from which the assessment will be measured upon implementation of identified goals and targeted improvements through the Action Plan. This Plan is intended to be consistent with the ordinances and plans of the City of Palatka while identifying opportunities for overall district enhancement, including defining the roles and relationships between the three TIF Districts. The Plan is intended to identify broad, overriding issues facing the community and is also intended to take into consideration the future implications for public and private entities as it relates to the community's vision.



St. Johns River ~ Old Memorial Bridge

“The impact [revitalization] of the community center [Central Business District] is not to be an isolated one, nor will the center [District] be alone in the attempt to make downtown Palatka attractive to private commercial investors [local residents and visitors]. Intensive renewal efforts in the waterfront area will complement the effort embodied in the community center [Central Business District] to increase resident and tourist interest in the entire downtown [the entire Community Redevelopment Area].....if downtown Palatka is to thrive, or even survive, it should seek actively to become and remain the heart of Putnam County. It must be a marketplace, a cultural and administrative center, and offer the kinds of pleasant impressions that will keep people coming back.”

This excerpt from the *Palatka Center City Redevelopment Plan*, the original Community Redevelopment Area Plan, prepared by students at the University of Florida in 1984, referred to the social and developmental environment twenty-five years ago. Similar goals exist today in Palatka’s CRA. However, the climate and consensus of the property owners, business owners and residents has changed significantly. There is a collective momentum through organizations, residents and the City to move forward with an action plan that may include redevelopment, new construction, rehabilitation, restoration, historic preservation, rezoning, demolition and riverfront and downtown master plans.

Charged by the Community Redevelopment Agency Board and the City Commission, the CATF, City staff and consultants have examined the existing conditions of the CRA. The challenges that the District has faced historically, are facing today and will most

likely face in the future, have been discussed thoroughly with realistic demands articulated in this Plan.

This Plan concludes with implementation items that are to be aggressively pursued through a forthcoming Action Plan that will provide for implementation of the short range goals, as well as, strategic plans for the mid and long range goals outlined herein. While some goals may be referred to as short range, it is with the intent that they be enacted in the “short range” but may continue to remain as on-going or re-occurring goals for extended periods of time through the life of this document and the CRA.

The Plan addresses several critical elements that are necessary to consider when addressing the CRA. While these elements are defined by their meaning, what they consist of and how they can be applied, they are not to be considered static and additional critical elements may be identified based upon experience and/or changing conditions in the future. Each Element is followed by a list of recommendations relevant to the specific topic. The section found at the end of each Districts’ Plan, titled *Goals, Objectives and Implementation Items for Action Plan*, consists of those selected significant recommendations that are identified as the goals of this Plan and are prioritized as derived by the three Citizen Advisory Task Forces. The Goals, Objectives and Implementation Items of this CRA Plan were developed by the three District Task Forces and Palatka’s citizenry. It is paramount that the development, amendment and implementation of this CRA Plan be held open to the public to allow for participation and discussion throughout the life of the Community Redevelopment Area.

INTRODUCTION

Downtown Palatka's location in the community and proximity to the St. Johns River provides for a setting that is a destination attraction for local businesses, residents and visitors. All three TIF Districts share their eastern boundary with the river, providing multiple opportunities for pedestrian connectivity for residents and visitors alike to access the river and James C. Godwin Riverfront Park. The North and South Historic Districts are predominantly residential in character and border the northern and southern boundaries of the Central Business District. The transitions from the two residential districts into the Central Business District create a work, live and play environment concentrated in an urban, historic and riverfront setting.

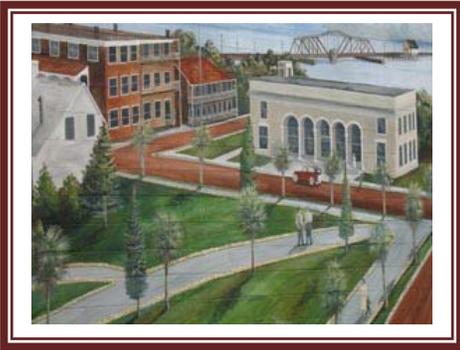


715 St. Johns Avenue

The goals and objectives of this Plan are to provide recommendations for an implementation strategy of short, mid and long range goals that can be successfully executed with regards to public and private improvements.

The City of Palatka identified and established the Central Business District as a suitable redevelopment area on September 8, 1983. Shortly thereafter, the Community Redevelopment Agency was established on November 10, 1983. Two other Districts followed the Central Business District, the establishment of the North Historic and South Historic Districts on March 22, 1984. A more thorough account of the timeline highlighting the creation of the CRA, its Districts and the resolutions that carried forward these actions are outlined in the Background portion of this Plan.

The City of Palatka, in accordance with the Community Redevelopment Area (CRA) Program and the CRA Agency Board, has charged each TIF District with a Citizen Advisory Task Force (CATF) with: (1) the opportunity of evaluating the existing CRA Plan; (2) identifying the critical elements necessary to make improvements in the district; and (3) to develop, in conjunction with consultants, a plan of the CRA's Central Business District, North Historic District and South Historic District identifying goals and implementation items for the Action Plan to follow. Kimley-Horn and Associates, Inc. was commissioned June 10, 2008 by the City of Palatka to work with the CATFs, citizens and City Staff to develop the Plan for all three TIF Districts.



Heartbeat of Palatka ~ Mural

For reference purposes made throughout this Plan, the following abbreviations will be made:

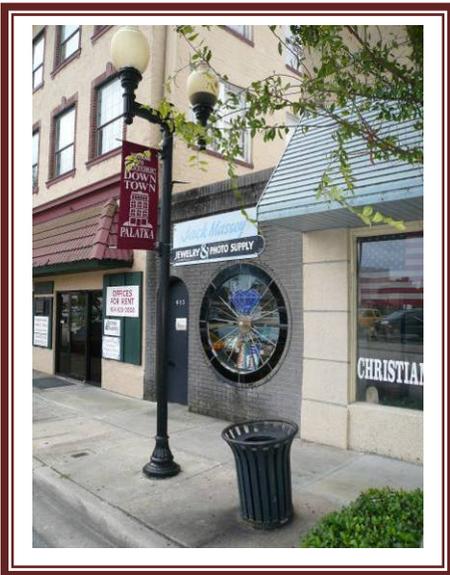
- The Central Business District will be referred to as the “CBD”.
- The North Historic District will be referred to as the “NHD”.
- The South Historic District will be referred to as the “SHD”.
- The Citizens Advisory Task Forces will be referred to as the “CATFs”.
- The Community Redevelopment Area will be referred to as the “CRA”; not to be confused with the Community Redevelopment Agency.
- The Community Redevelopment Agency will be referred to as the “Agency Board”.

Community Redevelopment Agency and Area Program Description

The following is a summary of the Florida Redevelopment Association's *Community Redevelopment Agencies: What, When, and How* document which outlines the fundamentals of Community Redevelopment Areas, their functions and intentions and how to apply them.

What is a Community Redevelopment Area or District?

- Florida Law (Chapter 163, Part III) allows local governments to designate areas as Community Redevelopment Area when certain conditions exist.
- Monies used to finance CRA activities are locally generated within the boundaries of the District, so the CRA is not overseen by the State.
- Redevelopment Plans must be consistent with the local government Comprehensive Plan.
- The local government must prepare a Finding of Necessity to document the conditions.
- Identified Conditions that can support the creation of a CRA:
 - Presence of substandard or inadequate structures
 - Shortage of affordable housing
 - Inadequate infrastructure
 - Inadequate parking



615 St. Johns Avenue

What is a Community Redevelopment Agency?

- The Community Redevelopment Agency administers the activities and programs offered within a Community Redevelopment Area.
- A 5 to 7 member board created by the local government directs the Agency.
- There may be multiple areas, districts, sub-districts or similar within the CRA, but generally only one CRA board for a local government can exist.
- Each District must maintain separate trust funds to be spent only in that district.

What is a Community Redevelopment Plan?

- The Community Redevelopment Plan, developed and implemented by the CRA, addresses the unique needs of the targeted area and includes the overall goals as well as identifies the types of projects planned for the area.

What is Tax Increment Financing (TIF)?

- It is a unique financing tool used to leverage public funds to promote private sector activity in the targeted area.
- The dollar value of all real property in the Community Redevelopment Area is determined as of a fixed date, also known as the “frozen value.”
- The government continues to collect taxes based on the frozen value while any increase in real property value (known as an increment) gets taxed and put into the CRA trust fund.
- Florida taxing entities write a check to the CRA trust fund after monies are received from the tax collector.
- Any funds received from a tax increment must be used for specific redevelopment purposes.



How does the CRA process work?

- The business of the CRA takes place at a public meeting(s)
- Adoption of a Finding of Necessity
- Establish a CRA Board
- Creation of a Redevelopment Trust Fund
- Develop and adopt the Community Redevelopment Plan

Florida Redevelopment Association Legislative Position

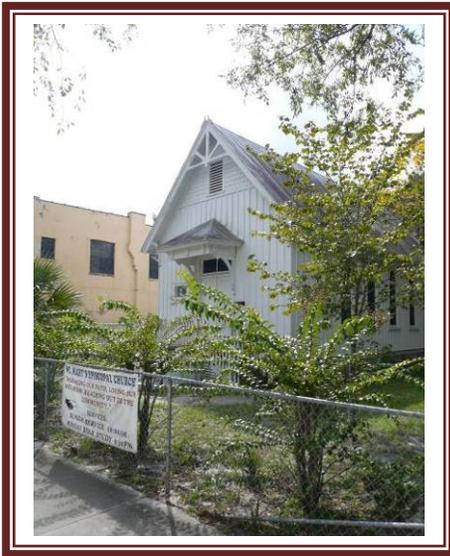
- The Florida Redevelopment Association (FRA) advocates before the legislature for local resolution of disputes over the use of monies in the CRA tax increment trust fund.

About the FRA

- FRA is dedicated to the revitalization and preservation of Florida’s communities.

Summary

- The CRA term is limited to 30 years, 40 years if extended. After that time, all revenues are retained by each taxing entity that contributed to the CRA trust fund.



809 St. Johns Avenue

BACKGROUND

Most cities contain specific areas that have fallen into disrepair or have not experienced appropriate, continued investment necessary to ensure their sustainability. In many cases, such areas contain inadequate capital improvements such as utilities, drainage, or transportation facilities. In other cases, growth and development trends have left areas with challenges including awkward lot layout, inefficient or unconnected street patterns, aging buildings, and other non-conforming development characteristics. Regardless of the reason, these areas can lead to unattractive development or structures and also hinder investment.

Authority to Initiate Community Redevelopment

This Plan has been prepared under the direction of the City of Palatka Community Redevelopment Agency Board in accordance with the Community Redevelopment Act of 1969, F.S. 163, Part III. In recognition of the need to prevent and eliminate slum and blighted conditions within the community, the Community Redevelopment Act confers upon counties and municipalities the authority and powers to engage and put into practice community redevelopment. For further understanding of the intent of this Plan, the following defines the Florida Statutes with regards to Community Redevelopment:



Palatka City Hall

“Community Redevelopment” or “Redevelopment” means undertakings, activities, or projects of a county, municipality, or community redevelopment agency in a community redevelopment area for the elimination and prevention of the development or spread of slums and blight or for the provision of affordable housing, whether for rent or for sale, to residents of low or

moderate income, including the elderly, and may include slum clearance and redevelopment in a community redevelopment area, or rehabilitation or conservation in a community redevelopment plan and may include the preparation of such a plan.

Findings and declarations of necessity are outlined in full length in Chapter 163.335, Florida Statutes, which in summary must identify the existence of:

1. One or more slum or blighted areas, or one or more areas in which there is a shortage of housing affordable to residents of low or moderate income, including the elderly, exist in the county or municipality; and
2. The rehabilitation, conservation or redevelopment, or a combination thereof, of such area or areas in including if appropriate, the development of housing which residents of low or moderate income, including the elderly, can afford, is necessary in the interest of the public health, safety, morals, or welfare of the residents of such county or municipality.



216 St. Johns Avenue

In addition, through the creation of the CRA, the following are objectives and responsibilities of the Agency:

1. Encouragement of private enterprise (See Section 163.345).
2. Notice to taxing authorities (See Section 163.346).
3. Develop a workable program (See Section 163.350).
4. Exercise the power of taxing authority to tax or appropriate funds to a redevelopment trust fund in order to preserve and enhance the tax base of the authority (See Section 163.353).

5. Confirmation of the finding of necessity by county or municipality (See Section 163.355).

Creation of the Community Redevelopment Agency

The following are summaries of the City’s Resolutions and Memorandums that outline the creation and establishment of the Community Redevelopment Agency Board and Community Redevelopment Area’s three TIF Districts:

City of Palatka Resolution #4-7

- Deemed a portion of Palatka area suitable for redevelopment.
- Area bounded to the north by Madison Street, on the west by SCL Railroad (now CSX Railroad), on the south by Crill Avenue and Laurel Street east of Seventh Street, and on the east by the St. Johns River [known as Palatka’s CRA Central Business District]. See “Appendix II” attached.
- Certain areas were found to be slum or blighted areas
- Areas were deemed appropriate for community redevelopment projects pursuant to the Community Redevelopment Act of 1969
- *Effective September 8, 1983*



St. Johns Avenue

City of Palatka Resolution #4-11

- Established a Need for a Community Redevelopment Agency to carry out community redevelopment purposes of Chapter 163, Part III, Florida Statutes
- *Effective November 10, 1983*

City of Palatka Resolution #4-12

- City Commission of the City of Palatka declared itself to be the Community Redevelopment Agency.

- *Effective November 10, 1983*

City of Palatka Resolution #84-4

- Added Section 14-61 to the Code of Ordinances of the City of Palatka.
- Section 14-61 Boundaries:
 - (a) The boundaries of Palatka’s CRA North Historic District shall be as follows:
See “Appendix II” attached.
 - (b) The boundaries of Palatka’s CRA South Historic District shall be as follows:
See “Appendix II” attached.
- *Adopted on March 22, 1984*



The Putnam House ~ Mural

Memo October 25, 1994 - Re: Tax Increment District

- Proposed incorporating the existing 1983 tax increment district and the new (historic) district(s).
- The City Commission as the Redevelopment Agency has the latitude to address projects it feels are beneficial to the district as a whole. (i.e. if there is a project on the Riverfront that would benefit the entire tax increment district the redevelopment board would have the authority to spend all its revenue there.)
- The City Commission as the Redevelopment Board can establish the district so that revenues within the historic districts can only be spent in the historic districts and the same for the downtown.

Memo September 2003 - Re: Requests for Allocation of Tax Increment Funds

- Established the procedure for bringing a request for allocation of tax increment funds before the Palatka City Commission
- *Adopted September 11, 2003*

City of Palatka Resolution #7-136

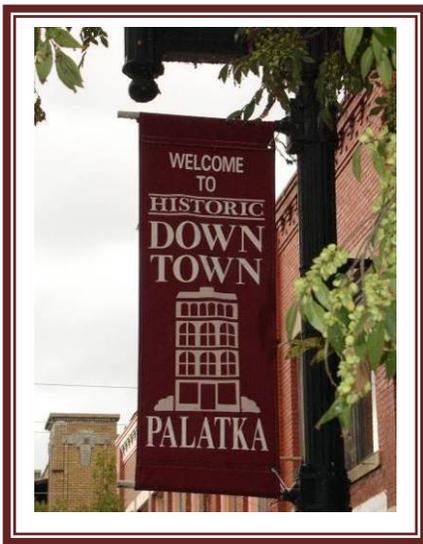
- **Creation** of the Tax Increment Fund Oversight Committee
- Membership consisting of five (5) members, nominated by Downtown Palatka, Inc. and approved and appointed by the Community Redevelopment Agency Board. Membership shall consist of one member of the South Historic District, one member from the North Historic District, one member representing the Downtown area east of 5th Street, one member representing the Downtown area west of 5th Street and one member appointed by the County Commission.
- Frequency, Time and Place of Meetings shall take place no less than on a quarterly basis and give notice of fifteen (15) days in advance of all meetings.
- Duties and Responsibilities will include: a) review of the downtown tax increment fund reports; b) provide recommendations to the CRA, at least quarterly, regarding all expenditures of downtown tax increment funds, past and future; and c) provide periodic press releases concerning the findings and recommendations of the Oversight Committee.
- *Adopted on April 28, 2005*

Community Redevelopment Area – Central Business, North Historic, and South Historic Districts

440 Kirby Street

Pursuant to State Statutes, a community redevelopment area must be a slum or blighted area, or an area in which there is a shortage of housing that is affordable to residents of low or moderate income, including elderly. The City of Palatka Community Redevelopment Area consists of three (3) Tax Increment Finance (TIF) Districts: 1. the Central Business District (CBD), 2. the North Historic District and 3. the South Historic District. Maps identifying the districts' boundaries are located in the Appendices.

This Plan takes into account the current conditions, in efforts with the three TIF District Task Forces, to develop an appropriate list of recommendations for improvements to be made within each District. The CBD is a portion of the central urban core of the City which has become deteriorated due to age, vacancies, and a lack of financial and social investment. While parts of the CBD have been revitalized due to efforts made by the City, the Chamber of Commerce, the Main Street Program, Downtown Palatka, Inc., citizens and private property owners, many areas of the CBD still suffer from blighted conditions and lack of occupancy.



The NHD and SHD have beautiful, historical architectural residences that are scattered throughout the neighborhoods with intermittent non-historical residences built in the 1950's and 1960's in places. The NHD has a smaller housing inventory that is more consistently preserved and maintained. The SHD covers more territory having a wide variety of historic and non-historic structures, with as wide a variety of quality preservation and restoration.

STRUCTURE

Chapter 163, Part III, Florida Statutes outlines the creation of a Community Redevelopment Area, its structure of the Community Redevelopment Agency Board (the "Agency Board"), its powers and limitations and all its activities. Referenced below are portions of Part III, Sections 163.356 and 163.357, which more specifically reference the creation and structure of the Agency Board:

163.356(2) When the governing body adopts a resolution declaring the need for a community redevelopment agency, that body shall,

by ordinance, appoint a board of commissioners of the community redevelopment agency, which shall consist of not fewer than five (5) or more than nine (9) commissioners. The terms of office of the commissioners shall be for four (4) years, except that three (3) of the members first appointed shall be designated to serve terms of 1, 2, and 3 years, respectively, from the date of their appointments, and all other members shall be designated to serve for terms of 4 years from the date of their appointments. A vacancy occurring during a term shall be filled for the unexpired term.....including members of that taxing authority's governing body, whose membership on the board of commissioners of the agency would be considered an additional duty of office as a member of the taxing authority governing body.

163.356(3)(b)The powers of a community redevelopment agency shall be exercised.....Any person may be appointed as commissioner if he or she resides or is engaged in business, which means owning a business, practicing a profession, or performing a service for compensation, or serving as an officer or director of a corporation or other business entity so engaged, within the area of operation of the agency, which shall be coterminous with the area of operation of the county or municipality, and is otherwise eligible for such appointment under this part.

163.356(c) The governing body of the county or municipality shall designate a chair and vice chair from among the commissioners.....

163.356(4) The governing body may remove a commissioner from inefficiency, neglect of duty, or misconduct in office only after a hearing and only if he or she has been given a copy of the charges at least 10 days prior to such hearing and has had an opportunity to be heard in person or by counsel.

163.357(1)(a) As an alternative to the appointment of not fewer than five or more than nine members.....declare itself to be an agency, in which case all the rights, powers, duties, privileges, and immunities vested by this part in an agency will be vested in the governing body of the county or municipality, subject to all responsibilities and liabilities imposed or incurred.

163.357(1)(b) The members of the governing body shall be the members of the agency, but such members constitute the head of a legal entity, separate, distinct, and independent from the governing body of the county or municipality. If the governing body declares itself to be an agency which already exists, the new agency is subject to all of the responsibilities and liabilities imposed or incurred by the existing agency.

163.357(1)(c) A governing body which consists of five members may appoint two additional persons to act as members of the Agency.

The terms of office of the additional members shall be for 4 years, except that the first person appointed shall initially serve a term of 2 years. Persons appointed under this section are subject to all provisions of this part relating to appointed members of the Agency.

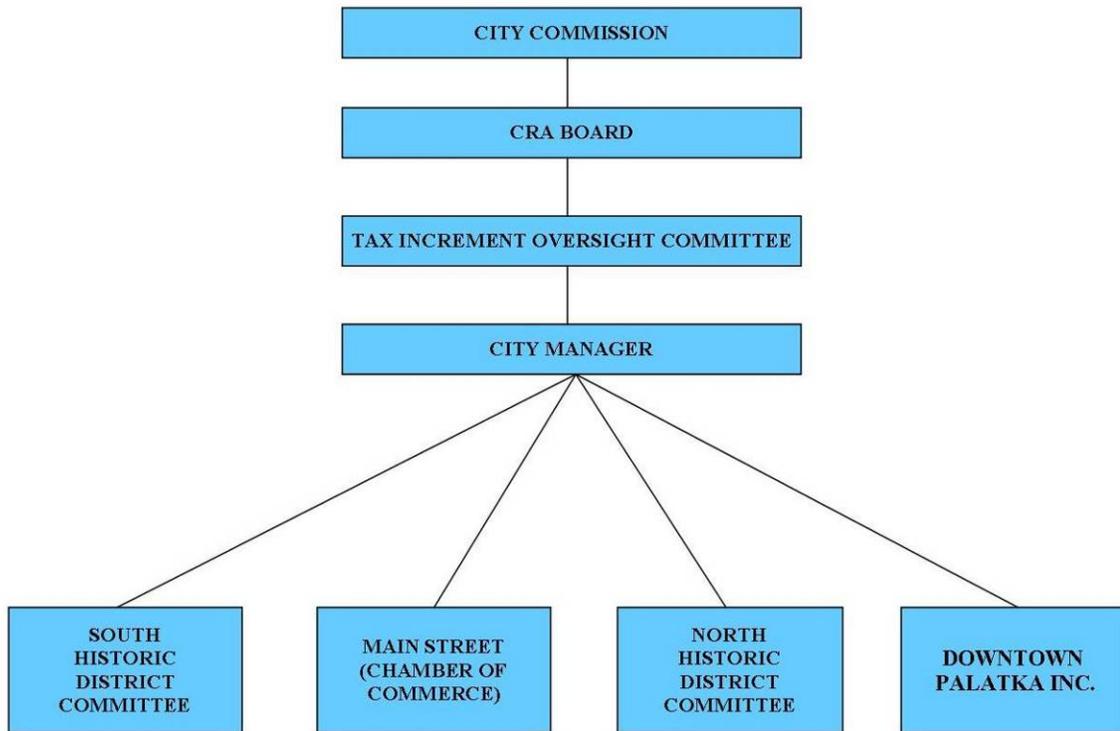
163.357(1)(d) As provided in an interlocal agreement between the governing body that created the agency and one or more taxing authorities, one or more members of the Agency may be representatives of a taxing authority, including members of that taxing authority's governing body, whose membership on the board of commissioners of the agency would be considered an additional duty of office as a member of the taxing authority governing body.

Current Structure

At the time of adoption of the CRA, the City Commission declared itself, along with two other appointed members, to act as the Agency Board, which currently serves the CRA and the City of Palatka. At the recommendation of the CATFs and the City, a newly proposed structure for the Agency Board is further outlined underneath the *Proposed Structure* portion of this section of the *Plan*.

The City of Palatka contracted with the Putnam County Chamber of Commerce to serve as the CRA's Central Business District Manager. The CBD and the Main Street Program have worked together to further the efforts to preserve and improve the CBD. With several initiatives that overlapped, efforts have been combined through citizen input and involvement, multiple funding sources for implementation of improvements and promotion of annual festivals and sustainable events. The current overall CRA Structure is comprised of, in hierarchical order: the City Commission, the Agency Board (comprised of the City Commission and two appointed members, one each belonging to the Main Street Program and Downtown Palatka, Inc.), the Downtown Tax Increment Oversight Committee and the City Manager. There are four current committees that communicate with the City Manager including: the South Historic District Committee, the Main Street Program (Putnam County Chamber of Commerce), the North Historic District Committee, and Downtown Palatka, Inc. The NHD and SHD have been operating as committees in conjunction with their respective historic neighborhood associations.

CURRENT CRA STRUCTURE



Proposed Structure

The CATFs are proposing to amend the CRA operating structure and its recommending Agency Board; restructure the working relationship with a CBD Manager; and to dissolve the TIF Oversight Committee. The CATFs recommendation is to return the management of the CBD to the City of Palatka, along with the North Historic and South Historic TIF Districts.

CRA Operating Structure Diagram The proposed structure provides for an efficient flow of information and communication for citizen input to be channeled to the respective districts where suggestions, recommendations and targeted items will be vetted among the District committees. While the proposed structure (See **Proposed Structure Diagram on page 24**) provides for an additional “dashed” line of communication for citizens to

communicate directly with the City Manager, the “solid” line of communication from citizens to the respective TIF District Committees is the preferred and recommended method. The TIF District committees will then work with the City Manager’s Office to bring the proposed items before the CRA Agency Board for public input and board recommendations. These recommendations will then be presented to the City Commission for final decision.

Community Redevelopment Agency Board The Agency Board will serve as an advisory board making recommendations presented on behalf of the three TIF Districts to the City Commission. This Board will be comprised of seven (7) members consisting of the following: City of Palatka Commissioners, District III Putnam County Commissioner and Downtown Palatka, Inc. Board of Director Representative **(See Proposed Structure Diagram on page 24)**.

As mentioned in the above referenced statutes, the following additional statutes outline further the duties, responsibilities and limitations of the Agency Board:

F.S. 163.358 – Each county and municipality has all powers necessary or convenient to carry out and effectuate the purposes and provisions of this part, including those powers granted under s. 163.370. A county or municipality may delegate such powers to a community redevelopment agency created under s. 163.356, ***except the following***, which continue to vest in the governing body of the county or municipality:

1. determine an area to be a slum or blighted area;

2. grant final approval to community redevelopment plans and modifications;
3. authorize the issuance of revenue bonds;
4. approve the acquisition, demolition, removal, or disposal of property; or
5. approve the development of community policing innovations.

F.S. 163.360 – The community redevelopment agency may prepare a community redevelopment plan which must be submitted to the local planning agency for review and recommendations. The agency must also submit its plan to the governing body as well as each taxing authority (i.e. City of Palatka and Putnam County).

F.S. 163.361 – The agency may recommend to the governing body an amendment to the community redevelopment plan which would amend the boundaries of the redevelopment area, which must be submitted to each taxing authority, or suggest the development and implementation of community policing innovations.

F.S. 163.367 – Agency commissioners are subject to part III of chapter 112. All commissioners who may own or control property within the redevelopment area, he or she shall immediately disclose this in the manner provided in part III of chapter 112. No community redevelopment agency commissioner may hold any other public office.

F.S. 163.370 – With the approval of the governing board, the community redevelopment agency may acquire real property in the redevelopment area and pay all costs related to the acquisition, demolition, or removal, including any administrative or relocation expenses.

CBD Operating Structure The City of Palatka's Office of the City Manager, in cooperation with the CRA, will oversee the daily management and operating functions of the CBD. This will be done so by contracting with a CBD Manager as further described in this section. This Manager will report directly to the Office of the City Manager, being responsible for the daily operations, functions, management, reporting and communication with the CBD Committee, its members, citizens and the Office of the City Manager.

Central Business District Committee This Committee will be comprised of seven (7) members consisting of the following: three (3) members from Downtown Palatka, Inc.; three (3) members from the Main Street Program, comprised of two members that are property owners or business operators in the CBD and one who is an owner-occupant of a residential property in the CBD; and one (1) member representing the City of Palatka. The City Manager will designate the owner-occupant of a residential property and the City representative.

The function of the CBD Committee is to act as a review and recommending committee for property and business owners and operators, as well as any interested public, whether or not he or she resides professionally or residentially within the CBD. The Committee is intended to provide for an open public forum, on all issues, concerns, opportunities, and recommendations that the Committee is to address for the betterment of the CBD and in accordance with the vision and goals of the CRA Plan. The Committee will be responsible for representing the CBD by making recommendations on behalf of the CBD to the Agency Board. The Agency Board will take those recommendations into consideration when making their recommendations to the City Commission for final approval.

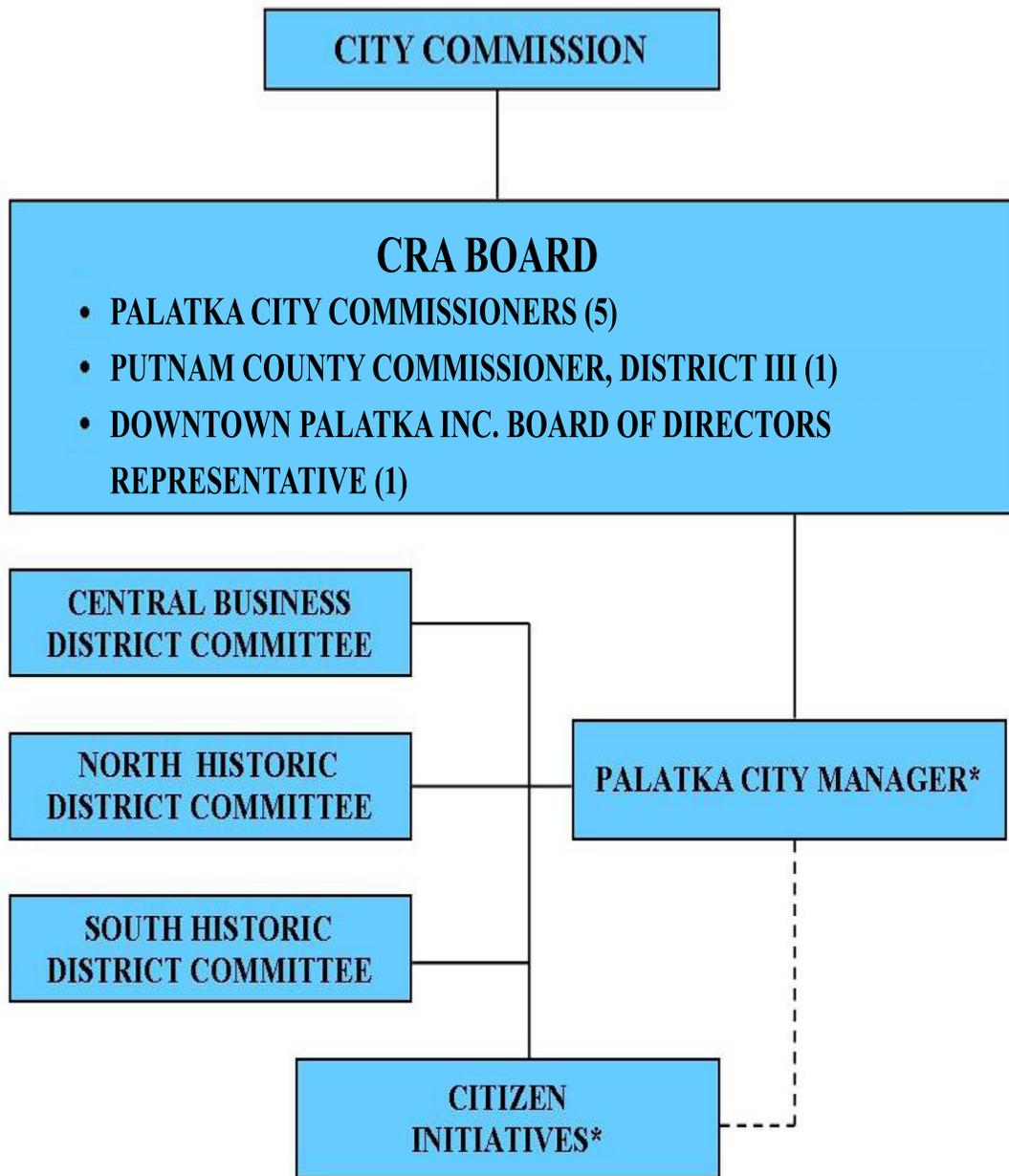
North Historic District Committee The committee for the NHD will continue as they have been, under the guise of the North Historic Neighborhood Association. Note that the boundary for the neighborhood association is not one in the same with the TIF District. The neighborhood association will continue to differ committee business from their association business.

South Historic District Committee The committee for the SHD will continue as they have been, under the guise of the South Historic Neighborhood Association. Note that the boundary for the neighborhood association is not one in the same with the TIF District. The neighborhood association will continue to differ committee business from their association business.

At the discretion of the operating District Committees, City Manager’s Office and/or the CRA Agency Board, a committee member may be removed for inefficiency, neglect of duty, or misconduct. Note that the statutes do not refer to the establishment or removal of committee members, only to Agency Board Members. It is at the recommendation of the CATFs that the committee member establishment and removal rules be set.

Central Business District/Main Street Programt Manager The City of Palatka, in cooperation with the CRA, will contract separately to provide office space and administrative services for the Central Business District/Main Street Program Manager. This contract will include the use of the facility, administrative staff, office supplies and equipment.

PROPOSED CRA STRUCTURE



*The proposed structure provides for an additional “dashed” line of communication for citizens to communicate their initiatives directly with the City Manager, however; the “solid” line of communication from citizens to the respective TIF District Committees is the preferred and recommended process.

As outlined in further detail in the contract between the City of Palatka, in cooperation with the CRA, and the CBD and Main Street Manager (the “Manager”), the responsibilities of the Manager are to work in coordination with the committees and citizens in implementing the goals and objectives of the CRA’s CBD Committee and members and that of the Main Street Program Committee and Members. In addition, the Manager’s duties are to include but not be limited to: the development and maintenance of the organizational structure; development and implementation of the economic restructuring plan; development of a design strategy; development and maintenance of a promotional calendar of CRA and Main Street Program functions, festivals and events; research and pursuit of grant opportunities; maintenance and submittal of financial records and reports; retention of all records and documents belonging to and created for the CBD and Main Street Program; and the submittal of quarterly and annual written reports.

TIF DISTRICTS' ROLES AND RELATIONSHIPS

The City of Palatka contains three (3) existing TIF Districts as previously discussed in this Plan, each with a unique and identifiable set of characteristics. The Districts, Central Business District, North Historic District and South Historic District, while independent of each other, have strong ties that support and enhance the viability of the other Districts. Each District is proposed to have its own committee that will directly serve the property and business owners, residents and business operators within their respective Districts. These committees are identified in the proposed CRA Structure and will serve as the direct conduit of information and recommendations to the City Manager and to the CRA Agency Board.

This *Plan* is formatted to include specific and detailed information regarding each District, its environment, physical makeup and also includes formal recommendations from each Task Force on the various Critical Elements as defined early on in the review process. Although each District provided separate recommendations, the CRA Board and ultimately the City Commission will be tasked with combining and consolidating, where possible, recommendations into one complete listing that is based on short/mid/long-range goals, prioritization of improvements and ultimately funding. While each District's recommendations are separate, there are inherent overlapping and inter-related recommendations that will be mutually beneficial to all of the Districts.

The CBD serves as the primary link between the NHD and the SHD. The CBD is a mixed use district that serves as a transition

from the main commercial corridor along St. Johns Avenue and Reid Street to the individual Districts. Both the NHD and SHD are primarily comprised of residential land use that are within easy access to the CBD, via vehicular and non-vehicular modes of travel. The NHD and SHD provide a critical resident population in close proximity that supports the efforts of the CBD. Complimentary non-residential land uses including office, commercial, retail and recreational uses are distributed throughout each District that further support the CBD. Likewise, commercial activities, annual festivals, and special events in the CBD promote increased visibility, awareness and potential investment in the NHD and SHD by residents and visitors alike.

CENTRAL BUSINESS DISTRICT ASSESSMENT

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CENTRAL BUSINESS DISTRICT

INTRODUCTION

The Central Business District is the core of Palatka’s downtown area. The location of the Central Business District is bound on the north by Madison Street; on the west by the CSX Railroad; on the south by Crill Avenue and Laurel Street, east of Seventh Street; and on the east by the St. Johns River. While this geographical location provides for many opportunities, it also faces many challenges that will need to be evaluated and thoroughly vetted to achieve successful redevelopment in the downtown area.

CRITICAL ELEMENTS AND RECOMMENDATIONS

The effective development and implementation of the *Critical Elements* component in partnership with both public and private entities is essential to a sustainable community and Downtown District. The elements are based on an overall guiding theme to assist in the development and redevelopment of the City of Palatka’s identified area. In the culmination of the efforts of the CATF for the CRA’s CBD, the Plan will include the following critical elements:



*Memorial Park ~
First Presbyterian Church*

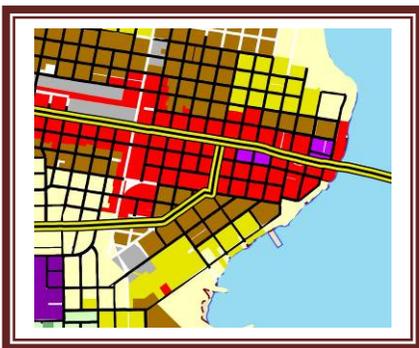
- Land Use and Zoning
- Directional Signage and Way-Finding
- Streetscape and Infrastructure
- Parking
- Design Guidelines
- Historical Preservation
- Riverfront, Parks and Open Space

- Public Investment Properties
- Public Involvement
- Marketing
- Additional Economic Development Funding Mechanisms

Land Use and Zoning

The purpose of land use designations is to assist in determining the current and future needs of a community in accommodating future growth and development. Growth can take many forms: more people, more homes, new job opportunities, higher standards of living, more traffic, and so on. The City of Palatka's Comprehensive Plan identifies its Goals, Objectives and Policies with regards to land use more specifically through its Future Land Use Element. This Element contains a basic strategy and physical plan to guide the location, timing, density, and intensity of land development.

Chapter 163 of the Florida Statutes (F.S.) and Rule 9J-5 of the Florida Administrative Code (FAC) provide the statutory authority and minimum criteria for the preparation, review, and determination of compliance of comprehensive plans. State legislative requirements of the Future Land Use Element include designating areas for the future general distribution, location, and extent of the uses of land for residential, commercial, industry, agriculture, recreation, conservation, education, public buildings and grounds, other public facilities and other categories of public and private development of land.



Future Land Use Map

The Future Land Use Element includes the standards to be followed in the control and distribution of population densities and

building intensities. The distribution, location, and extent of the various categories of land use are shown on the Future Land Use Map (FLUM) and have been supplemented by measurable goals, objectives, and policies. Each land use category has been defined in terms of the types of uses included and specific standards for the density or intensity of use. The Future Land Use Plan has been based upon surveys, studies and data including the amount of land required to accommodate anticipated growth, the projected population of the area, the character of undeveloped land, the availability of public services, and the need for redevelopment including the renewal of blighted areas and the elimination of non-conforming uses which are consistent with the character of the community.



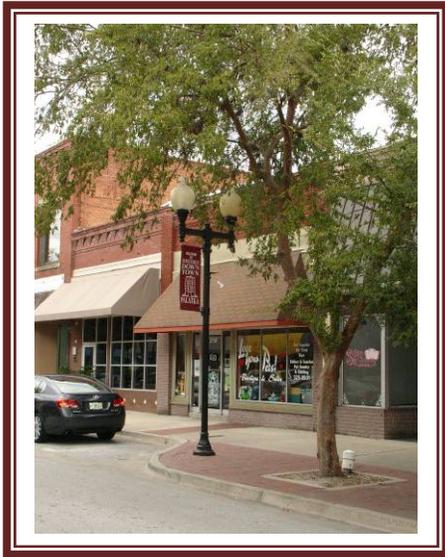
Aerial Map of CBD

The purpose of a zoning code is to establish standards, regulations and procedures for land uses, and further delineates uses allowable for review and approval for all proposed development in the incorporated property of the City of Palatka. The code is further intended to provide a development review process that will be comprehensive, consistent, and efficient in the support and implementation of the Goals, Objectives and Policies of the City of Palatka's Comprehensive Plan.

In order to promote and preserve public health, safety, comfort and welfare, and to aid in the harmonious, orderly, and progressive development of the incorporated areas of the City of Palatka, the intent of the City's Zoning Code is that the development process of the City of Palatka be efficient, in terms of time and expense; effective, in terms of addressing the natural resource and public implications of proposed development; and equitable, in terms of consistency with established regulations and procedures, respect

for the rights of property owners, and consideration of the interests of the citizens of the City of Palatka.

The Redevelopment Plan process should undertake a detailed analysis of existing land uses and zoning requirements within the CRA boundaries, more specifically for the purposes of this *Needs Assessment*, the boundaries of the CBD, and develop a matrix or similar tool to evaluate their applicability to the vision of the downtown area and ease of use by stakeholders. This should be used as the basis for the development and implementation of standards when updating the Zoning Code. Land use and zoning codes should take into consideration the compact nature of the District's boundaries, the intent of the downtown development area as well as providing the necessary tools to accomplish the redevelopment of the area.

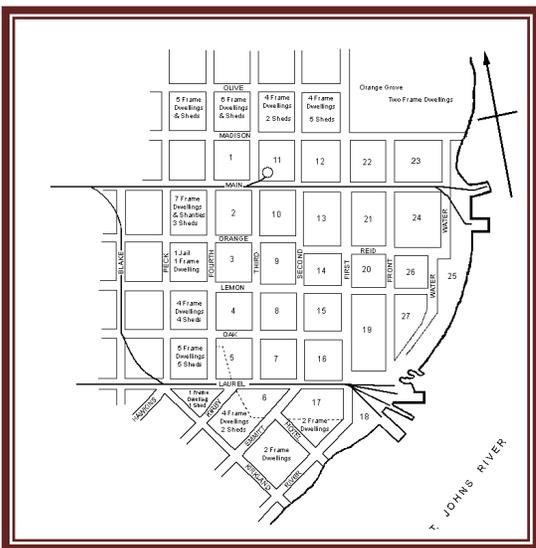


Lands by land use type (vacant and developed), proposed projects for the CRA's CBD, infrastructure, development patterns and communitywide needs for the City should be examined to determine necessary adjustments, if any, to the existing future land use designations and zoning categories. To determine the supply and demand of uses in the downtown area, a market study should be performed which details each use, considers the supply and demand for each use type, and identifies the surplus/deficiencies by each use type. This information should be used during the land use analysis to best determine the changes which should be implemented to the existing future land uses and zoning classifications. This analysis will provide for a sufficient and sustainable mixture of density and intensity of uses.

Recommendations

At the direction of the CBD Task Force, the following areas of interest have been identified and recommendations are to be included, but not be limited to, the following:

1. Review the existing non-conforming uses.
2. Revise and update the Zoning Code as it applies to properties within the CBD.
3. Review the land use and zoning categories currently existing in the CBD.
4. Consider a Central Business District Zoning Overlay District to allow for more commercial, retail, office and residential flexibility.
5. Create an entertainment district.
6. Review and revise the land use and zoning categories for the riverfront.
7. Incorporate the riverfront into a CBD Zoning Overlay for mixed uses.
8. Review, add and/or revise the interior code language to address new internal building construction, restoration and renovations.



City Block Diagram

Directional Signage and Way-Finding

Directional signage and way-finding systems are fundamental design elements for the Central Business District (CBD or District) that are intended to provide assistance and or direction to both pedestrians and automobiles highlighting the various aspects of the District. Signage announces entry into the District, directs visitors to and through the district, and informs users of useful information in order to easily locate points of interest. Way-finding signage provides not only information for destinations but also a way to connect people to places of interest, local history and unique District features.



3rd Steet and Reid Street

Signage and way-finding improvements should be consistent in scale, style, materials and color throughout the District in order to strengthen the District's design theme and the overall sense of place the District intends to establish. Directional signage and way-finding may include gateway signage, building entrance signage, and signage guiding visitors to points of interest. A unified architectural theme should be implemented to provide consistency throughout the CBD. This architectural style should complement the existing design elements and character present in the historic downtown area in order to preserve and enhance the unique features of Palatka.

The way-finding strategy for the CBD should be place-based and intuitive, referring to notable and memorable buildings and landmarks as well as clearly defined and identified places. Transitions between various open spaces should be well articulated and the character of the primary streets should be consistent and clearly identifiable. The strategy should address the movement of



Safety Harbor, Florida

vehicles, pedestrians and bicycles in a holistic manner while recognizing the distinct needs of those traveling by various modes. The way-finding strategy should pay particular attention to those visiting the Central Business District for the first time and those who visit infrequently.

One of the primary challenges to be addressed by future Action Plans for implementation purposes is the introduction of clearly identifiable places and landmarks. This should be done in such a manner that a multi-directional way-finding strategy can be developed, guiding first time visitors through the Central Business District to a number of different destinations. As the Central Business District changes over the years, the way-finding strategy will continue to evolve.

An example of where signage and way-finding would be particularly beneficial is along Reid Street. This thoroughfare is the main east-west course of vehicular transportation through downtown. St. Johns Avenue, the thoroughfare paralleling Reid Street to the south, is the major pedestrian oriented street downtown for retail and commercial uses. A signage and way-finding system along Reid Street would provide both drivers and pedestrians with information to direct them toward this area, and benefit the retail uses with the potential for increased visitation and customer base.

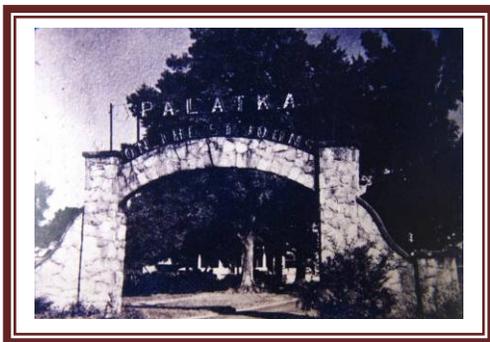
Recommendations

At the direction of the CBD Task Force, the following areas of interest have been identified and recommendations are to be included, but not be limited to, the following:



Sample Signage

1. Install parking signage for regular daily parking. (Note Parking section of Assessment)
2. Revise timeframes for street parking spaces to eliminate any 30 minutes parking to be replaced with strategically located open-ended and 2-hour parking restrictions. (Note Parking section of Assessment)
3. Special event parking signs. (Note Parking section of Assessment)
4. Strategically locate way-finding signage, that is effective and consistent for locals and visitors, which identifies historic landmarks, public amenities, structures, objects, and sites.
5. Signage to be strategically located near major access points (e.g. 3rd, 7th, 9th and 11th Street intersections with St. Johns Avenue and Reid Street).
6. Consistent architectural signage design for signage.
7. Gateway signage welcoming all traffic traveling west and east bound.
8. Signage directing traffic to the Central Business District. If and when the CBD is designated a historical district, historic signage will be provided.
9. Signage specifically focused on directing traffic off of Reid Street to and through St. Johns Avenue.
10. Signage should start further outside the Central Business District area; Signage should be strategically located on the



Old City Gates

following major arterials: US 17 (East Palatka), US 17, State Road 100, State Road 20, State Road 207 and US 19.

11. Historic signage and way-finding strategically located to provide for a historic experience.

Streetscape and Infrastructure

Streetscapes generally refer to pedestrian access and landscape improvements within the right of way of a road, typically between the curb and the right of way line. A streetscape is often associated with improved sidewalks, crosswalks, street trees, lighting, furnishings and landscaped medians. Infrastructure is not generally thought of as an element of the streetscape; however, the infrastructure, existing and planned, is typically used to describe the facilities and systems serving the City. Those facilities and systems generally include: roadways, sidewalks, stormwater, potable water, sanitary sewer and utilities. A benefit to developing and redeveloping within the downtown area is the general existence of infrastructure and other elements needed to serve the area as opposed to undeveloped or greenfield developments that require additional resources to be provided by the community.



St. Johns Avenue

The Streetscape helps set the stage for a unique, vibrant District and downtown destination by creating an integrated area that:

- Establishes a unique identity and visual character for downtown,
- Strengthens the community's sense of place,
- Serves as a catalyst for economic development,
- Improves mobility for pedestrians, cyclists, and vehicles,
- Embraces local heritage.

Streetscapes are an important part of creating pedestrian-friendly, visually pleasing places. Streetscapes generally seek to improve sidewalks, street lighting, street trees, park and green spaces, and promote pedestrian activities. Streetscapes help transform predominantly automobile-oriented areas into places with adequate sidewalk widths to accommodate pedestrians, street trees to provide shade, street lights to increase safety, signage to direct pedestrians and a generally appealing environment to create a place people want to be in.



St. Johns Avenue

The downtown and surrounding areas provide opportunities for joint or shared use of existing infrastructure which in turn can result in overall savings to the community. To better understand the available system, an inventory of existing infrastructure is typically performed to identify any deficiencies or improvements needed to adequately serve the area and new developments planned. An inventory of streets through the Central Business District is also typically performed to identify priority areas for streetscape projects.

Recommendations

At the direction of the CBD Task Force, the following areas of interest have been identified and recommendations are to be included, but not be limited to, the following:

1. Regular maintenance and cleaning of St. Johns Avenue is needed.
2. Regular maintenance of existing trees.
3. Rails to Trails program integrated to lead into the Central Business District.

4. Conduct a traffic study on traffic patterns with regards to direction and signalization.
5. Consider traffic calming devices for St. Johns Avenue.
6. Connectivity plan incorporating way-finding, tree canopy, and benches.
7. Consider closing a portion of St. Johns Avenue making it a pedestrian access only street.
8. Incorporate outdoor seating and balconies on St. Johns Avenue into streetscape design.
9. Maintain, clean and improve storm drainage system to decrease/prevent flooding.



St. Johns Avenue

Parking

Parking is often viewed as the key to a successful downtown area based on both availability and proximity to the various uses within the District. Providing adequate parking is a key component to ensuring both retail and downtown success. Despite the importance of providing adequate parking, it is also important to develop it in such a manner that does not compromise the overall feel of downtown and the safety of its users or diminish the pedestrian experience. Where feasible, parking should be oriented behind buildings, to provide building frontage, particularly for retail uses, to promote increased visibility and pedestrian activities. In addition, the use of on-street parking should be utilized, where possible, which creates a buffer between pedestrians and automobile traffic.



River Street and Laurel Street

Shared parking is typically utilized to minimize the number of individual parking lots or spaces needed, and can provide a more efficient use of parking areas within the downtown area. Sidewalks should connect parking areas to the downtown areas and surrounding neighborhoods to encourage pedestrian activities, provide a continuous and safe pedestrian network and allow for residents adjacent to the downtown area to easily access the businesses and other uses located within the District.

The Central Business District of Palatka contains multiple separated surface parking lots which would need to be inventoried and assessed as to their utilization and overall design. The dispersion of these lots throughout the District can disrupt continuity and create a disconnection for the pedestrian experience and overall flow of the District. An inventory of all existing

surface lots should be reviewed, areas that have the highest demand for parking should be identified, and on-street parking should be improved. Improvements to the streetscape can be done by providing pedestrian friendly building frontage, landscaping provided adjacent to sidewalks and to surface lots, and relocation and/or reconfiguration of parking lots.

Summarized from “*Smart Downtown Parking: Core Principles to Support Downtown Development*” by Kent Robertson, Ph.D., the following core principles should be taken into consideration when approaching smart downtown parking:

- Understand the proper role of downtown parking.
- Strategically locate parking facilities.
- Value the Utility of On-Street Parking.
- Emphasize quality design.
- Make better use of existing spaces.
- Control the total volume of parking spaces in downtown.
- Plan for parking comprehensively.



6th Street and St. Johns Avenue

Recommendations

At the direction of the CBD Task Force, the following areas of interest have been identified and recommendations are to be included, but not be limited to, the following:

1. Revise the Zoning Code to take into consideration the Central Business District’s historic character, non-conforming uses and mixed use composition to address opportunities for economic and development diversity.
2. Record inventory of all public City-owned parking in the Central Business District.



11th Street and St. Johns Avenue



2nd Street and St. Johns Avenue

3. The City should carefully consider which properties it will purchase for public parking, as it will remove privately owned property that would otherwise be on the tax rolls.
4. Strategically reconfigure current public City-owned parking lots to promote:
 - a. infill development;
 - b. a view into the CBD from Reid Street; and
 - c. pedestrian connectivity between Reid Street, the riverfront and the CBD corridor.
5. Run existing public transportation through the Central Business District to promote less vehicular parking while promoting more public access.
6. Identify, with appropriate signage, public versus private parking. (Note Signage and Way-Finding section of Assessment)
7. Post parking signage that promotes regular daily parking. (Note Parking section of Assessment)
8. Revise timeframes for street parking spaces to eliminate any “30 minutes” parking to be replaced with strategically located “park-once systems” and “2-hour” parking restrictions. (Note Parking section of Assessment)
9. Special event parking signs. (Note Parking section of Assessment)
10. Review ADA regulations with respect to historic districts and non-conforming structures to provide for more handicap accessible parking spaces.
11. Consider pervious parking lot surfaces for new parking lots.

Design Guidelines



726 St. Johns Avenue

Design guidelines are intended to create a series of development standards and recommendations or a blueprint that can be applied to new projects as well as redevelopment of properties within the targeted area. The Design Guidelines are an essential element for creating a consistent theme for the downtown area and the Central Business District, and are intended to establish the character for the district and its environs. The Guidelines are also intended to set the standards by which public and private projects, including public-private partnerships, will be developed in order to best preserve and enhance the elements of the area. The Design Guidelines are intended to preserve the character of the District and contribute to the users' experience, making the Central Business District unique to Palatka.



3rd Street and St. Johns Avenue

The development of guidelines for each of the critical elements will allow for architectural consistency throughout the CBD and provide for an enhanced visitor's experience. The guidelines and their elements should establish a bold statement of introduction into the District and to the downtown area for residents and visitors. The overall streetscape should incorporate all of the features the City has to offer and accentuate the various elements proposed and existing within the Downtown area. Buildings and building design features, such as awnings, signage, and architectural elements, should appropriately address streets as well as the pedestrian.

Landscaping should be located to augment the natural amenities of the District and enhance the overall built environment. Florida friendly and native plants should be included as part of an overall



700 St. Johns Avenue

sustainable project design to enhance the visual experience. Landscaping and building features also provide shade for pedestrians, promoting walkability throughout the District. Street furnishings including benches, planters, street lights and way-finding signage provide interesting focal points, and areas for congregation within the District. These characteristics will provide a visual enhancement and tie for the entire District. Streetscape elements and way-finding signage will be further discussed and detailed in the following sections of this plan.

Recommendations

At the direction of the CBD Task Force, the following areas of interest have been identified and recommendations are to be included, but not be limited to, the following:

1. Landscaping and Planting Palette – (trees, shrubs, perennials and annuals).
2. Street Furnishings – (benches, light fixtures, trash receptacles, etc.).
3. Building Facades - (preservation and restoration).
4. Signage and Lighting.
5. Awnings.
6. Height and Width of Buildings.
7. Setbacks.
8. Roofs and Parapets.
9. Utility Areas and Mechanical Equipment Screening.
10. Fenestrations (windows and doors).
11. Materials and Detailing.
12. Incorporation of Civic Art/Murals.
13. Color Palette.



801 St. Johns Avenue

14. Franchise Architecture.
15. Parking.
16. Rear and Front Entrances (i.e. challenge of St. Johns Avenue and Reid Street).
17. Committee and Consulting Stakeholders.
18. Preserve the character of existing development and complementary new development.
19. Enhance the pedestrian connectivity pattern.
20. Incorporate outdoor seating and balconies on St. Johns Avenue.
21. Communicate the City's vision for the District.
22. Create views into the CBD from Reid Street.
23. Establish a Design Review Committee (DRC) for the CBD.



225, 227, 229 and 231 St. Johns Avenue

Historic Preservation

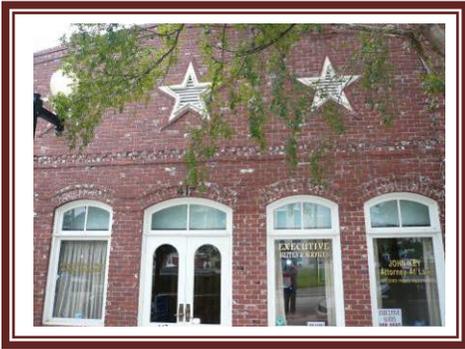
The purpose of historic preservation regulations is to establish procedures, consistent with Chapter 267, F.S., related to the identification and protection of Historic Resources within incorporated areas of the City of Palatka. The regulations provide a framework for identification and documentation of Historic Resources with the City, the subsequent designation of certain significant Historic Resources as City Landmarks, and the treatment of Historic Resources and City of Palatka Landmarks. Numerous historic preservation organizations provide support to the professional staff of the City of Palatka in efforts of historic preservation planning. The combined efforts of these stakeholders recognize and protect historic properties, seek funding to do so, and educate the public concerning the protection of such properties.



7th Street and Oak Street

The Historic Resources of the City of Palatka are important community assets which enhance the lives of both residents and visitors. Particular buildings, structures, objects and sites within the City of Palatka serve as symbols of the history and legacy of the City. The landmarks should be maintained and protected in order to serve the educational, cultural, social and economic needs and further the betterment of the community.

Through the benefits of designation and revisions to the Zoning Code, designated and undesignated districts and areas of the City of Palatka can be protected. Historic designation and zoning are completely separate entities, however, the Zoning Code should be prepared to uphold, support and compliment the character of the historic district. The code can protect against demolition of, and



417 St. Johns Avenue

insensitive changes to existing structures; provide processes and review for undeveloped lands; and establish design guidelines to protect the integrity and character of the District.

The City of Palatka has two designated historic districts that border the Central Business District noted as the North Historic District and the South Historic District. These are predominantly residential areas within the City. Currently, the CBD is not designated as a historical district by the City of Palatka.

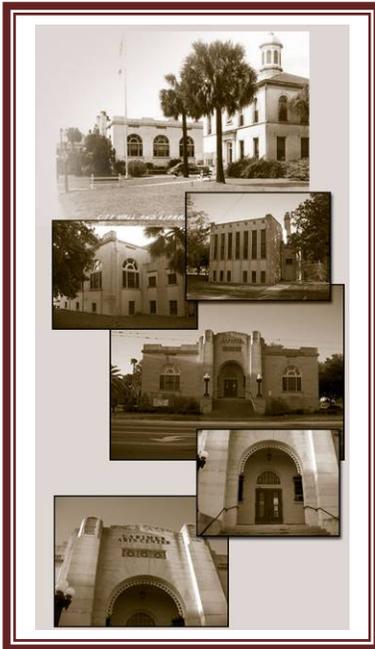
Recommendations

At the direction of the CBD Task Force, the following areas of interest have been identified and recommendations are to be included, but not be limited to, the following:

1. The City of Palatka should review historic district guidelines and seek professional historic expertise in evaluating the benefits and challenges of designating the Central Business District as a historical district.
2. Upon advisement and review, the City Commission and stakeholders should convene to process and designate the Central Business District as a locally recognized historic district.
3. The City of Palatka should develop procedures for reviewing City projects within designated historic districts to ensure that physical changes made under the auspices of public agencies and departments do not injure the historic or architectural integrity and quality of the resource. This would include a review of the selection of physical fixtures such as street lights, utility poles, street signs, and so forth



307, 309, and 311 St. Johns Avenue



*Larimer Building,
Old City Hall- Fire Department
and Old Library*

to ascertain that they are as compatible as possible with existing architectural features in the area.

4. The City Commission, Building and Zoning Department, and Fire Department should consider nationally accepted practices to allow for exemptions for historic buildings from certain building and fire codes.
5. Develop an awards program for historic properties and structures, acknowledging the owners and their efforts for quality restoration, maintenance and preservation. A jury of informed residents representing the historical, architectural, real estate, legal and educational and business professions should establish the criteria and select recipients for the plaques.
6. Publicly owned facilities should be restored and/or appropriately maintained.
7. The Larimer Building should be restored.
8. Identify and inventory the City's historic structures, places, objects and sites and evaluate their historical significance for appropriate recognition and protection.
9. Establish a Historic Preservation Overlay Zoning District specifically relating to historically, architecturally and archaeologically significant sites.
10. Historical way-finding and signage.

Housing



Housing is the most significant component in the overall analysis and assessment of the NHD. The District is a more traditional residential and historic neighborhood that has a considerable impact, economically and socially to the adjacent areas. Likewise, the CBD impact its character and stability. Housing within the District is characterized by primarily single family detached residences on large lots. There are some, albeit limited, multi-family buildings and accessory uses also located within the district. The District as a whole has begun to witness preservation, restoration and redevelopment as residents are moving in from the surrounding counties and areas due to housing prices, availability of historic structures, and the small town feel that exists in Palatka.

Housing can be discussed in terms of both developed and undeveloped properties with regard to location, type, availability, condition, and affordability of units. Housing can also include analysis of vacant properties in terms of providing and/or meeting housing need(s) in the community. In terms of vacant parcels, the analysis should include a categorization of the parcel's size (total area, width), shape and whether there are additional, adjacent properties available that could be combined or consolidated to create larger, more useable tracts.



Development and redevelopment within the District could be impacted by the overall availability of quality housing choices as well as opportunities to provide housing in the future. Over time, redevelopment may be inhibited by either the lack of available lots or undersized lots that do not conform to currently adopted local codes. There are also deteriorating structures that have been identified in the District that could also impact redevelopment efforts. Throughout the District, new investment in building

renovations and rehabilitation is occurring. Redevelopment efforts have been observed by both private owners as well as through the TIF Housing Improvement Program offered by the CRA.

Historic conditions, lot location, size and the ability to support development are key determining factors when considering the likelihood of redevelopment. The age and physical condition of the structure is also a key factor impacting redevelopment within the District.

One of the primary challenges with Housing in the District is the ability to develop a housing improvement fund or matching grant program that would allow for the shared use of funds, public and private, in the development and/or redevelopment of buildings and structures. Another challenge is for the allowance of housing on substandard lots within the District providing that certain protections (measures) can be achieved; where feasible multiple properties could be aggregated to create more useful lots. In addition, effective Code Enforcement inspections should be continued/implemented that will require structures and properties to meet City requirements. Housing should also take into consideration allowances for providing housing choices and options that can lead to increased residential population and support for the CBD.



Noted Recommendation from the NHD

1. While not a recommendation by the CBD Task Force, it is noted in this section of the CBD *Plan* that the NHD has made a recommendation to identify as a goal to amend the current CBD and NHD shared boundary to include the residences that reside currently in the CBD while also belonging to the North Historic Neighborhood Association.



View St. Johns River

In the interim of the boundary being changed to achieve this goal, it is recommended that the CBD utilize TIF funds that are contributed to the CBD TIF fund by the North Historic Neighborhood Association property owners for residential improvements.

Riverfront, Parks and Open Space

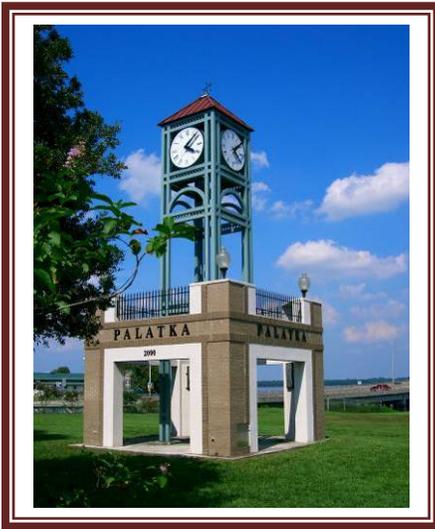
For decades, the riverfront was the economic, social and visual center of the community. People are now discovering that the neglect or oversight of these community enhancing areas has led to the decline in the overall vitality of the downtown and the community as a whole. The riverfront provides a great asset to the City of Palatka. In the past, numerous cities and towns used riverfront areas for industrial and transportation purposes while the overall public interest and best community use has not always been the priority for these areas. One emphasis of the community visioning process should be how the community can make best use of the riverfront and how to provide the greatest public good.

Properly addressing the riverfront and providing adequate public space will provide a central gathering area and provide the identified sense of place for the community and in turn create a sense of pride. These public areas will provide high-quality spaces for festivals and public events as well as recreational activities that generally bring residents and visitors together. The riverfront areas should be properly connected to the downtown area to provide safe and accessible pedestrian routes and linkages encouraging their use as well as additional trips to the downtown area.



*Memorial Park Riverfront
Fourth of July Fireworks*

The City of Palatka is in a strong position to achieve this goal and the vision to enhance the riverfront based on the existing park,



James C. Godwin Riverfront Park, located along the river, south of Reid Street along Memorial Drive. This park contains the Millennium Clock Tower, the Veteran’s Memorial Fountain, the Frederick L. Griffin-Rotary Club Amphitheater, the Basil C. Pearce, Jr. USS TANG Submariner’s Memorial, the City Dock, a boat ramp, boat slips, a concession stand, picnic areas, restrooms, and a gazebo covered dock. Existing access to the park from the remainder of the Central Business District should be reviewed to identify improvements for pedestrian access and downtown visibility. The way-finding system discussed previously should include direction to the Riverfront area and its various uses.

Parks and open spaces are an integral part of any community’s master plan. These spaces provide gathering areas and recreational opportunities, both active and passive, for residents and visitors. Parks and open spaces should be planned in a system-wide manner to create synergy and an overall connected system, linked by greenways, paths and sidewalks. Parks and open space, viewed as part of an overall system, should be placed on an equal level to the built infrastructure and be viewed as a necessary component of any community. Parks and open space areas are generally designed and ranked on a scale according to their intended use, service area, location and general elements of development from the smallest being neighborhood to community to regional parks, generally identified as the largest and most diverse.

There are significant areas of underutilized space in the Central Business District which could be enhanced to create a park system as discussed in this plan. Many of these areas consist of surface parking lots, underutilized buildings, and underutilized open space that are not serving as functional recreational uses or creative links between built the and natural environments. As previously



Putnam County Courthouse

discussed in the Parking Section, the City should review existing surface parking lots to identify potential areas for consolidation and redevelopment of some surface lots for creation of public plazas or other forms of open space that could be used by both residents and visitors. The promotion of connectivity and pedestrian activity is an essential ingredient to the stimulation of commercial and retail business in a corridor.



Palatka City Docks

Recommendations

At the direction of the CBD Task Force, the following areas of interest have been identified and recommendations are to be included, but not be limited to, the following:

1. Review any and all existing plans for the riverfront for their relevancy to the new vision of the City and community stakeholders.
2. The City should develop a Riverfront Master Plan that incorporates the vision of the stakeholders of the community; the economic development necessary to create sustainable activity year-round; a sense of place; and seamless transition to the Central Business District.
3. Revise the Comprehensive Plan’s Future Land Use Element and Zoning Code to allow for mixed use development.
4. Allow for public water access (i.e. boat ramps)
5. Allow for public and private boat slips and water related development.
6. Incorporate adequate riverfront public open space thoughtfully amongst development.
7. Creation of strategically located pocket parks between the 100 Block and the railroad tracks.



St. Johns River ~ Palatka

8. Maintenance and creation of additional effective and efficient tree canopy with appropriate foliage.
9. Remove the playground equipment and atmosphere.
10. Include more benches and tables in the open space.
11. Reposition the amphitheater and/or establish a pavilion.
12. Increase policing, lighting, maintenance and cleaning of the park.
13. Bulkhead and pedestrian river walkway development.
14. Provide for routine effective mosquito control.
15. Establish multiple access points to the park from the Central Business District and adjacent neighborhoods.
16. Improve and/or relocate public restroom facilities.
17. Provide kiosks for advertising and information.
18. Provide for strategically located shade porticos.



City Dock and Boathouse Marina ~ St. Johns

Public Investment Properties



2nd Street and St. Johns Avenue

Public Investment Properties refers to the City of Palatka's role in purchasing lands in the CBD. A comprehensive evaluation of existing and potential properties for public investment should be approached with realistic and achievable goals that serve the overall continuing vision of the District. An inventory of such properties should be conducted to determine their highest and best use, positioning for planning projects, structural integrity, aesthetic and historical value, appraised value and incorporation into the surrounding CBD fabric.

The 100 and 200 Block of the CBD is City-owned property. The 100 Block is located at the southeastern quadrant of Reid Street and 2nd Street. The 200 Block is located at the northeastern quadrant of St. Johns Avenue and 2nd Street. The 100 Block property is made up of zero lot-line, vacant, connected buildings. The 200 Block property is vacant, cleared land. These two blocks serve as the developmental transition between the riverfront, South 1st Street and Memorial Parkway and the CBD, more specifically, St. Johns Avenue.

The 100 Block of the CBD is currently undergoing an assessment and master planning exercise to evaluate its best market use as it relates to the waterfront, St. Johns Avenue and the entire CBD. This is a critical block as it serves as a major entry point and connectivity link for the CBD, guiding visitors and residents south-bound from Reid Street to St. Johns Avenue to then progress west-bound traveling through the business and retail corridor and east-bound to the entire riverfront, park and boat access.

Recommendations

At the direction of the CBD Task Force, the following areas of interest have been identified and recommendations are to be included, but not be limited to, the following:



2nd Street and St. Johns Avenue

1. The City should carefully evaluate the future uses of the 100 and 200 Block properties, as their roles in the CBD are to provide:
 - a. a gateway,
 - b. a transitional buffer between riverfront open space and the downtown area and ,
 - c. a visual identifier, a first impression, when crossing the St. Johns River from East Palatka.
2. As a result of the CATF, the City is assessing existing public-owned parking areas and strategically located privately-owned parcels in efforts to address parking needs in the District. In addition, the City is requesting appraisals of particular sites.
3. The City should partner to develop a riverfront master plan. It is crucial that the City identify the desired locations for public access points, water access ramps and slips, public facilities and open space desired so that these areas can be purchased, if not already City-owned, and incorporated into the master plan to meet these needs.
4. The City and the County need to work more closely together in combining their efforts to address mutual needs, to avoid duplicity, and consolidate interests and resources to best attain mutual benefits.

Public Involvement

Public Involvement is vital to the City's future growth and sustainability. Improving communication is important to ensure Palatka's residents are given increased opportunities to become engaged and to provide input into their City's development. Public involvement is a critical component in the process of developing an action plan or visioning document. Public involvement affords the opportunity to share in the future progress of the community, share in the vision and also provides an avenue to become part of the plan. Community meetings, visioning sessions, and workshops need to be properly advertised and noticed so that the public may attend these organized gatherings to ask questions, voice concerns and contribute to the betterment of their community.

Once an action plan is developed for the City, a monitoring process should be established to ensure continual progress towards the plans' goals. The CBD District Committee and other grassroots organizations should participate in holding the City and the process accountable. Adhering to the plan increases trust and interaction between local government and stakeholders, including community residents and organizations. The stakeholders' viewpoints are relevant to the decision-making process. All of these factors will increase the probability of developing a successful, vibrant and sustainable downtown.

Recommendations

At the direction of the CBD Task Force, the following areas of interest have been identified and recommendations are to be included, but not be limited to, the following:

1. Encourage increased participation by the citizens in voicing their opinions in combination with volunteering efforts for improvements.
2. Encourage increased communication with citizens regarding City needs, initiatives, and outcomes.
3. Further support, communication and participation amongst the three CRA Districts: Central Business, North Historic, and South Historic.
4. Develop and conduct workshops to inform and educate the public on the issues and initiatives that the City is facing and developing.

Marketing

“Marketing is not an event, but a process...It has a beginning, a middle, but never an end, for it is a process. You improve it, perfect it, change it, even pause it. But you never stop it completely.” - Jay Conrad Levinson -



Azalea Festival

Marketing is a tool that increases visibility for the City of Palatka and is critical for the vitality of its Central Business District. In order for this to succeed, the community stakeholders, business and property owners, merchants, the City of Palatka and the Putnam County Chamber of Commerce should connect to establish, develop and foster a unified vision and approach.

To succeed in building long term economic success for a CBD, festivals and sustainable events are opportunities that reinforce a district’s positioning and branding. That means they must be targeted at the right audiences, communicated using the right media, and designed to support, not compete with, the permanent businesses of the District. In fact, one of the greatest promotional tools is that sustainable events further the exposure to the existing businesses in the area by:

- bringing in first-time tourism
- generating repeat visits and
- providing for local resident activity and interaction



Marketing extends much further than just festivals and sustainable events. These are exercises that create the unique brand that exemplifies the City of Palatka and what the CBD offers tourists and locals alike. In order to effectively carry the branding forward, a vision of Element must be executed and carried out consistently

in the messages that are broadcast through the different forms of media available.

Recommendations

At the direction of the CBD Task Force, the following areas of interest have been identified and recommendations are to be included, but not be limited to, the following:

1. The City should partner with the Putnam County Chamber of Commerce in developing promotional campaigns and to reach out together for commercial, retail, industrial, institutional and agribusiness opportunities.
2. The City and the Putnam County Chamber of Commerce should partner and meet with other chambers in St. Augustine/ St. Johns County/ Ponte Vedra, Jacksonville, Fernandina/Nassau County, Green Cove Springs/Clay County, and Flagler to understand best practices, lessons learned and creative ways to attract social, cultural and eco-tourism.
3. The City and the Putnam County Chamber of Commerce should partner to develop brochures that should be made available throughout the City and County, as well as surrounding cities and counties.
4. Continue to seek partnering opportunities for the continued success of festivals and sustainable events.
5. Utilize strategic partnerships in an effort to expand venues using multi-media coverage for the City and its Central Business District activities.



Blue Crab Festival



ECONOMIC DEVELOPMENT FUNDING MECHANISMS



212 St. Johns Avenue

The City of Palatka was contacted by ADG Business and Governmental Consultants on July 8, 2008 to provide technical assistance on behalf of the Department of Community Affairs (DCA) through a 30 Small Cities Community Development Block Grant (CDBG) Program. Through the Office of the City Manager, ADG Consultants (“ADG”) was requestd to collaborate with Kimley-Horn and Associates, Inc. (“KHA”) on analysis for the City. ADG supported the scope of efforts that KHA had established with the City of Palatka to provide Community Redevelopment Area consulting services for the Central Business District (CBD). In addition, KHA was to act as the facilitator of the Citizens Advisory Task Force (CATF) to address the opportunities and challenges within the CBD. ADG provided technical assistance and research with regards specifically to funding mechanisms that promote economic development and provide relief to property owners through revitalization, restoration and rehabilitation.



318 and 320 St. Johns Avenue

The following *Economic Development Funding Mechanisms* portion of this Plan contains the results of the collaborative efforts between KHA and ADG. More specifically, ADG focused on existing and potential financial support programs and initiatives serving the City of Palatka. The development and application of funding support programs must be critically reviewed for structure, benefits and any repercussions their impact may have on the recipient of the funding and the area.

Traditionally, municipalities have programs that are structured with funding incentives directly related to the number of employees a business has, and the dollar amount of paid wages. The incentive program structures vary but often times provide for ranges of the number of employees and wages matched with ranking system (i.e., a number of points). These points in turn add up to a score that is then associated with a dollar amount of funding incentives. The caveat with this approach is that small businesses in smaller towns tend to have little or no staff, with relatively smaller salaries and/or hourly wages. Therefore, a non-traditional alternative to a funding incentive program must be developed to better suit the character of the business community.

The following four (4) financial programs and initiatives were reviewed and their findings reported by ADG follow in this portion of the Plan:

- Overview of CDBG programs;
- Façade Improvement Grant Implementation;
- Tax Abatement and Tax Increment Financing Programs; and
- Impact Fee Waivers/Exemptions.

In addition to these recommendations, the CATF would like to recommend that a Historic Tax Abatement Program should be established per Florida Statute (F.S.) 196.1997. Under this statute, the City may adopt an ordinance that would allow ad valorem tax exemptions for up to 100 percent of the assessed value of all improvements to historic properties resulting from restoration, renovation, or rehabilitation of such properties. The ordinance would designate either a state certified local historic preservation office or the Division of Historical Resources (DHR) of the

Department of the State to review tax exemption applications. The exemptions would apply only to taxes levied by the unit of government granting the exemption (i.e., the City of Palatka). In order to qualify, the property must be:

1. Individually listed in the National Register of Historic Places pursuant to the National Historic Preservation Act of 1966, as amended; or
2. A contributing property to a national-register-listed district; or
3. Designated as a historic property, or as a contributing property to a historic district, under the terms of a local preservation ordinance; and
 - a. The local historic preservation office or the Division of Historical Resources, whichever is applicable, has certified to the local governing authority that the property for which an exemption is requested satisfies items 1 – 3 in the paragraph above.

Property owners would be required to enter into an agreement with the City and as long as the historic character of the property is maintained, the exemption grant would remain in effect for up to ten (10) years. **(See F.S. 196-1997 in the Appendix for further information and details).**

Acknowledgements

The Florida Department of Community Affairs, Division of Housing and Community Development would like to thank the following persons for contributing their time and expertise to the development of this Analysis.

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Executive Summary

ADG Business and Governmental Consultants (ADG) was contracted by the Florida Department of Community Affairs (DCA) to provide technical assistance to 30 Small Cities Community Development Block Grant (CDBG) Program communities (See *Appendix I* for an overview of the CDBG Program). The 30 communities, consisting of towns, cities, and counties received assistance to address a specific, self-identified community development issue within their jurisdiction. ADG served the communities by collecting, organizing, and presenting appropriate information that augmented the local government's ability to plan for implementing necessary public service projects to its citizens.

Prior to the technical assistance phase of the Project, ADG conducted a statewide survey of all eligible Small Cities CDBG communities and Florida's Regional Planning Councils (RPC). The survey was intended to serve as an assessment to inform DCA staff about how the CDBG Program was being implemented at the local level. Among other prompts, the survey offered each community an opportunity to indicate whether it desired to be considered for technical assistance as well as what its timeframe for receiving it would be. Based on the data from these two questions, DCA selected a final list of thirty (30) communities as well as an alternate list of thirteen (13) of communities to receive technical assistance (See *Appendix II* for the final and alternate lists).

ADG approached the selected communities and asked that they identify a specific community development need within their jurisdiction. Based on this conversation, ADG proposed a scope of work that was approved by the community. This served as the basis for the services provided by ADG to each community and is included within this document (Section II *City of Palatka's Technical Assistance Needs*).

The City of Palatka (Palatka) requested technical assistance on the following issues:

- Overview of CDBG programs;
- Façade Improvement Grant Implementation;
- Tax Abatement and Tax Increment Financing Programs; and

- Impact Fee Waivers/Exemptions.

Palatka and its partners need information on the identified issues in order to assess the availability of resources, and the fiscal impacts of proposed improvements relative to business development, job creation and business retention.

ADG met with Palatka staff, the City's CRA Consultant, Kimley-Horn and Associates, Inc., the City's Community Redevelopment Agency Task Force (CRA Task Force), and community stakeholders appointed to the Palatka CRA Task Force on July 23, 2008. ADG provided the required information and responded to questions as well as identified additional technical assistance needs. Follow up research was conducted based on the meeting's outcomes; ADG provided the additional research and recommendations within this analysis. ADG recommended that relative to the proposed façade improvement program, the city clarify the eligibility materials and limit the city's liability. Relative to a Tax Abatement Program and tax increment financing (TIF), Palatka should consider the conflicting policy objectives and overall fiscal impacts to the city as well as the effects of the recently passed Amendment One and the proposed Amendment Five. On the issues raised relative to impact fees, Palatka needs to establish what options are viable and consult with the city attorney and other stakeholders.

I. Community Description

Palatka is the County Seat and the largest municipality in Putnam County, Florida. In 2000, the city's population was 10,033 with a median age of 34.4. The Estimates of Population by County and City in Florida on April 1, 2007¹ reflects the city's population to be 11,470, an increase of 1,437 or 14%, while the County's population increased from 2000 by 4,376 persons or 6% to 74,799. The composition of the city's population in 2007 was: 44.3% White, 52.5% Black, 0.7% Asian, and 3.5% Hispanic of any race (2007).

In 2000, Palatka residents were employed in the following occupational categories: 6.6% management, 16.8% professional, 19.1% services, 26.1% sales, 2.4% farming, 10.5%

¹ Bureau of Economic and Business Research, University of Florida, Florida Estimates of Population 2007

construction, 18.4% production. Commuting trends for Palatka residents who work are: 90.9% car, 3.1% public transportation, 2.7% walk, 2.2% work from home (2000). Their travel times are as follows: 51.6% less than 15 minutes, 28.3% 15 to 30 minutes, 9.6% 30 to 45 minutes, 4.4% 45 to 60 minutes, 6.2% 60 minutes or more (2000).²

The per capita income for Putnam County residents in 2004 was \$20,828; in 2005 was \$21,755, an increase of 5%; and in 2006 was \$23,086, an increase of 6%. The total personal income for Putnam County residents in 2004 was \$1,499,169; in 2005 was \$1,581,492, an increase of 5%; and in 2006 was \$1,695,817, an increase of 7%.³ According to the Florida County Retail Price and Wage Indices (FCWI) 2007 Index Report⁴, Putnam County's Wage Index value is 95.51 (average is 100.00) which ranks Putnam County 36 out of 67 counties in the State of Florida. In addition, the Florida County Retail Price Index (FCRPI) value is 87.91 (average is 100.00) which ranks Putnam County 56 out of 67 counties in the State of Florida. With the wage index value being higher than that of the retail cost index value, the ratio is positive reflecting that the wages are higher than the retail costs. The cost of retail items is less expensive than the average county in the State of Florida.

An analysis of educational attainment, which can affect employment and earning potential, revealed that in 2007, 66.8% of residents age 25 and over had a high school diploma (including GED) or higher, 10.5% had a Bachelor's degree or higher, and 4.5% had a Master's degree or higher.

Finally, each community's CDBG application is assessed on the number of low- to moderate-income (LMI) residents benefiting from a particular project. The LMI population for each community determines the maximum amount of funding available to the community. These figures are provided annually by the U.S. Department of Housing and Urban Development

² County and State data provided by: U.S. Department of Commerce, Bureau of Economic Analysis, Regional Economic Measurement Division. (2008). "2006 Personal Income and Per Capita Personal Income". Table CA1-3. Taken from <http://www.bea.gov/regional/reis>

³ Bureau of Economic Research, University of Florida, Florida Per Capita and Total Personal Income, 2004-2006; and U.S., Department of Commerce, Bureau of Economic Analysis, Regional Economic Information System, May 2008.

⁴ Bureau of Economic Research, University of Florida, Economic Analysis Program, 2007 Florida County Wage Index

(HUD). Palatka's 2000, HUD adjusted, LMI population is 5,737, enabling it to be awarded up to \$750,000 in CDBG funding for a project.

II. City of Palatka's Technical Assistance Needs

Palatka indicated that it would like ADG to focus its services on assisting with downtown redevelopment efforts. According to Palatka staff, the downtown area suffers from a high vacancy rate and consequently, general economic sluggishness. In response, Palatka formed the CRA Task Force to address retention and expansion efforts for downtown businesses. The primary issues to be addressed by the CRA Task Force are Façade Improvement Programs, Tax Abatement Programs, and Impact Fee Exemptions. While the nature of the requested research does not appear to fall within the parameters of the CDBG Program, it should be noted that the business community and the city's ability to make decisions about improvements to the downtown area are being constrained by a need to address the fiscal impacts such improvements may have on job creation and business development and expansion.

III. Technical Assistance Delivered

On July 23rd, 2008, ADG attended a CRA Task Force meeting and was provided information on the proposed Façade Improvement Program and Tax Abatement Programs. In addition, the CRA Task Force discussed concerns about the effect of Palatka's newly adopted Impact Fee Ordinance. On August 13th, 2008, ADG provided follow up research via a teleconference to provide the following information. ADG's research is presented by issues areas.

Façade Improvement Program: ADG staff conducted a review of the Façade Improvement Program's guidelines and made the following recommendations:

- Project Guideline Section E should be revised to improve its clarity. The language currently reads: "Reimbursable grants may be awarded up to a maximum of \$100,000 for fiscal year ending in September 2008." It could be reworded as follows: "The total amount of reimbursable grants that may be awarded shall not exceed \$100,000 for fiscal year ending in September 2008."
- Project Guideline Section F as worded ("The owner of a structure that has undergone recent qualifying renovations within the last twelve months from the

onset of the program is eligible to apply.”) appears to imply only properties that have completed repairs will be eligible to participate in the Façade Improvement Program; therefore, property owners or tenants wishing to commence improvements may not be able to participate.

- Release and Hold Harmless Agreement. The last sentence of the first paragraph should be presented to the CRA’s Legal Counsel for clarification. The sentence states, “The Releasor(s) waives, releases, discharges, and covenants not to sue the Palatka Main Street Program or the City of Palatka for loss or damages, and claims or damages, on account of any work that has been performed in accordance with City or State guidelines.” ADG staff noted that it was not providing a legal opinion, but suggested the language may imply a Releasor could sue for work not done in accordance with City or State guidelines.

Tax Abatement Programs: CRA Task Force members indicated that building renovations undertaken by property owners or tenants caused property tax assessments to increase, thereby adversely affecting business operations. The CRA Task Force was provided copies of Tax Abatement Programs adopted by the Cities of Brooksville, Deland, and Melbourne. ADG was asked to review the Tax Abatement Programs and provide a professional opinion about the use of tax abatement as a business inducement tool within Palatka’s CRA.

Palatka’s CRA also collects TIF, a mechanism where a city or county can earmark, in order to eliminate blighted conditions, increases in ad valorem tax revenue generated within a designated area.⁵ Tax abatement is a tool where property owners are offered full or partial relief from their ad valorem tax liability.⁶

Action Item: The CRA Task Force will need to consider the implication of the potential conflict between the competing, policy objectives of TIF Programs and Tax Abatement Programs: a stimulus for job creation within a designated area that reduces planned revenue to improve the

⁵ Dye, Richard F. and David F. Merriman. (2006). “Tax Increment Financing: A Tool for Local Economic Development”. Taken from <http://www.lincolnst.edu/pubs/PubDetail.aspx?pubid=1078>

⁶ Esteban G. Dalehite, John L. Mikesell, and C. Kurt Zorn. (2005) “Variation in Property Tax Abatement Programs Among States”. *Economic Development Quarterly*. May. Taken from <http://newsinfo.iu.edu/news/page/normal/2142.html>

blighted conditions in the area. It should be noted that the information provided by ADG represents its understanding of excepted practice regarding tax abatement and does not constitute a legal opinion.

ADG also examined empirical data to aid the CRA Task Force's ability to assess the pros and cons of a tax abatement program within the CRA. ADG was provided four property addresses located within the CRA. ADG used data from the Putnam County Property Appraiser to present the 2007 Assessment and Taxes for the properties. Presently, Palatka represents approximately 34% of the ad valorem assessment for the properties reviewed. It should be noted that factors, such as approved changes in the respective millage rates of the taxing authorities within the CRA, will influence the amount of potential savings tax abatement may provide. Additionally, recently enacted changes, such as Amendment 1 will influence future potential savings tax abatement may provide. For instance, Amendment 1 included a provision that will limit increases in the assessed value of non-residential property to 25%. This data is intended to provide a basis for the CRA Task Force to evaluate the potential fiscal savings a tax abatement program may provide a property owner. The data is presented as Table 1.

Table 1: Tax Assessment in Putnam County and City of Palatka

Property Address	Taxing Authority	2007 Tax Rate	2007 Just Land Value	2007 Improvement Value	2007 Assessed	2007 Taxes	Taxing Authority Percentage of 2007
225 St. Johns			\$15,647	\$37,946	\$53,593		
	Putnam General Fund	0.0085765				\$ 459.64	34%
	School Board	0.007497				\$ 401.79	30%
	City of Palatka	0.0085				\$ 455.54	34%
	WMD	0.0004158				\$ 22.28	2%
Gross Taxes						\$1,339.25	
726 St. Johns			\$15,400	\$194,622	\$210,022		
	Putnam General Fund	0.0085765				1,801.25	34%
	School Board	0.007497				1,574.53	30%
	City of Palatka	0.0085				1,785.19	34%
	WMD	0.0004158				87.33	2%
Gross Taxes						\$5,248.30	

Source: Putnam County Property Appraiser

Table 1: Tax Assessment in Putnam County and City of Palatka

(Continued)

Property Address	Taxing Authority	2007 Tax Rate	2007 Just Land Value	2007 Improvement Value	2007 Assessed	2007 Taxes	Taxing Authority Percentage of 2007
1101 St. Johns			\$31,800	\$1,000	\$32,800		
	Putnam General Fund	0.0085765				281.31	34%
	School Board	0.007497				245.90	30%
	City of Palatka	0.0085				278.80	34%
	WMD	0.0004158				13.64	2%
Gross Taxes						\$ 819.65	
109 N. 9th St			\$5,063	\$68,503	\$73,566		
	Putnam General Fund	0.0085765				630.94	34%
	School Board	0.007497				551.52	30%
	City of Palatka	0.0085				625.31	34%
	WMD	0.0004158				30.59	2%
Gross Taxes						\$1,838.36	

Source: Putnam County Property Appraiser

Action Item: The CRA Task Force will need to evaluate the potential savings a Tax Abatement Program within the CRA may provide. However, the savings to the individual property owners will need to be balanced by considerations about the total reduction in revenue Palatka may face if a Tax Abatement Program was enacted. ADG does not have access to software that would allow the amount of Palatka ad valorem revenue that would not be collected if all eligible

businesses were to receive a tax abatement. It is recommended the Putnam County Property Appraiser be contacted to determine if this data can be generated. It should be noted that the information provided by ADG represents its understanding of excepted practice regarding tax abatement and does not constitute a legal opinion.

Another consideration that must be evaluated by the CRA Task Force is the legal requirements to authorize and implement a tax abatement program. Section 196.1995, *Florida Statutes (F.S.)*, states a local referendum must be held in order for an exemption (i.e., tax abatement), for economic development purposes, to be allowable. The referendum must ask voters the following question:

Shall the board of county commissioners of this county (or the governing authority of this municipality, or both) be authorized to grant, pursuant to s. 3, Art. VII of the State Constitution, property tax exemptions to new businesses and expansions of existing businesses?

_____ **Yes--For authority to grant exemptions.**

_____ **No--Against authority to grant exemptions.⁷**

Action Item: The CRA Task Force will need to deliberate and determine whether a Tax Abatement Program should be recommended to the Palatka City Council for consideration as a referendum for the registered voters of Palatka. It should be noted that the information provided by ADG represents its understanding of excepted practice regarding tax abatement and does not constitute a legal opinion.

Any Tax Abatement Program will need to address which businesses may qualify to apply for the exemption as well as the percentage reduction in the assessed ad valorem taxes. The Cities of Brooksville, Deltona, and Melbourne included job creation standards as one of their qualifying criterion. The employment numbers are derived from § 196.012(15), *F.S.*, which defines “new business” in the context of taxation and financing exemptions and § 196.012(16), *F.S.*, which defines “expansion of an existing business” in the context of taxation and financing exemptions.

⁷ Section 196.1995 (2), *F.S.*

The CRA Task Force wanted to know if the base-level employment numbers (10 employees) referenced in the Cities of Brooksville, Deltona, and Melbourne Tax Abatement Programs were the minimum that could be used by Palatka. It should be noted that § 196.012(15)(b), *F.S.*, also defines a new business as: “[A]ny business located in an enterprise zone or brownfield area that first begins operation on a site clearly separate from any other commercial or industrial operation owned by the same business.” Section 196.012(16)(b), *F.S.*, defines an expansion of an existing business as: “[A]ny business located in an enterprise zone or brownfield area that increases operations on a site colocated with a commercial or industrial operation owned by the same business.” It appears that the use of § 196.012(15) and (16), *F.S.*, would require the referendum to limit the exemption to the Enterprise Zone area. The proposed referendum limiting the exemption to the Enterprise Zone would read:

Shall the board of county commissioners of this county (or the governing authority of this municipality, or both) be authorized to grant, pursuant to s. 3, Art. VII of the State Constitution, property tax exemptions for new businesses and expansions of existing businesses which are located in an enterprise zone or a brownfield area?

_____ **Yes--For authority to grant exemptions.**

_____ **No--Against authority to grant exemptions.⁸**

Finally, the no-employment criterion, such as capital investment, can guide how a tax abatement is implemented. For instance, the City of Melbourne provides points for the amount of capital investment a new or existing business may make in order to determine the ad valorem tax rate reduction.

Action Item: The CRA Task Force would need to deliberate and determine the qualifying criteria that may be used as part of a Tax Abatement Program. At a minimum, this deliberation should consider employment numbers and capital investment, in the context of Palatka, and how these factors will be used to determine the percentage reduction in ad valorem assessment a business may receive as well as the length of the exemption. Section 196.1995(5), *F.S.*, limits

⁸ Section 195.012(3), *Florida Statutes*.

the exemption to 10 years. It should be noted that the information provided by ADG represents its understanding of excepted practice regarding tax abatement and does not constitute a legal opinion.

Impact Fee Exemptions: Impact fee ordinances and the exemptions associated with them are complex, and the approaches by which exemptions and waivers may be provided require precise legal confirmation. Once again, ADG is not providing legal advice, but is providing information that the Task Force should consider as it determines its recommendations.

The prevailing practices regarding impact fees, nationally and in Florida stem from guidance offered by the U.S. Supreme Court in *Nollan v. California Coast Commission* (483 U.S. 825 (1987)) and *Dolan v. Tigard* (512 U.S. 319, 114 S.Ct. 2309 (1994)). In *Nollan*, the Court advised that there must be a rational nexus between development permit conditions and the legitimate state interests. The rational nexus test is proof the development needs the infrastructure, the costs of the infrastructure have been identified, and the fee based on the extent to which the development would reasonably benefit from the infrastructure. In *Dolan*, the Court furthers the idea of rough proportionality between a development's impacts and the exactions.

While communities do offer certain exemptions from impact fees, how the exemptions are determined and addressed vary, and so does the planning practice and legal theories associated with the varying approaches. In some communities, exemptions are provided when it has been demonstrated that the exempted activity does not generate the impact for which the fee was created. In other communities, exemptions are provided to further a public or social good. The exemption may be outright or the costs may be borne by a third-party source.

Action Item: The CRA Task Force should consult with the city attorney and community stakeholders.

IV. Follow-up Research

The Task Force asked ADG to determine if CDBG dollars could be used to pay impact fees if the beneficiary of said payment would be LMI residents. ADG coordinated with Small Cities CDBG staff and was advised this is not an option for use of CDBG funds. The CDBG Program contact for Palatka is:

Tony Morgan

Program Specialist

Division of Housing and Community Development

Department of Community Affairs

2555 Shumard Oak Boulevard

Tallahassee, FL 32399

Phone (850) 922-1882

tony.morgan@dca.state.fl.us

V. Conclusion

This is provided to Palatka and its stakeholders as a means for determining how to address potential constraints to investment in the downtown area, including employing CDBG funds as an implementing tool. The Analysis is intended to inform and guide future activities to develop policy for the City of Palatka and its community development partners. DCA's Division of Housing and Community Development remains ready to assist with implementing your community development efforts and appreciates being able to play a role in the planning and design process.

GOALS, OBJECTIVES and IMPLEMENTATION ITEMS FOR ACTION PLAN

The Goals and Objectives outlined in this portion of the Plan have been developed by the CATF through public meetings and workshops. They have also been proposed for purposes of implementation through an action plan. The City has expressed the desire to continue the momentum created through this process, executing the prioritized recommendations that are identified in this portion of the Plan. The action plan is to include, but not be limited to:

- Establish a tax abatement/economic development program
- Marketing and campaign efforts
- Land use and zoning changes
- Streetscape, open space designs and construction plans
- Infrastructure improvements
- District parcel profile
- Inventory of publicly owned lands
- Strategic way-finding
- Agency structure changes
- Support and partnering opportunities of festivals and sustainable events,
- Revise the Matching Grant Program for Building Exterior, Façade and Sign Improvements



623 St. Johns Avenue

The following recommendations address the overall needs of the Central Business District. They may serve as short, mid and/or long range goals. Further in this section of the Plan, the recommendations are narrowed and prioritized for strategic implementation purposes. It is important to note that while these

items have been identified, they may be ever-changing as the needs of the District evolve. While some of these recommendations may be put into action, some may be eliminated due to alternative solutions or the need no longer existing.

Recommendations

At the direction of the CBD Task Force, the following areas of interest have been identified and recommendations are to be included, but not be limited to, the following:



1005 St. Johns Avenue

1. Conduct an inventory of all City-owned and privately owned lands designated for authorized parking purposes.
2. Develop a marketing strategy to identify the City's audience in addition to attracting tenants, vendors and customers.
3. Revise the City's Zoning Code (i.e. parking requirements, mixed uses allowable where not mentioned, entertainment district overlay).
4. Restructure and/or establish a formal CRA Board, CRA Director and TIF District Committees.
5. Support and continuous pursuit of existing festivals and sustainable events.
6. Explore the inclusion of unconventional alternatives in the development of a tax abatement program (i.e. job creation, internal structural improvements).
7. File an extension for the continuation of the CRA Program, which is scheduled to Sunset in 2013, accompanied by supporting documentation of progress.

After further discussion of these seven goals, it was determined that goals #1 and #3 are currently being addressed by the City of Palatka outside of the CRA Program.



714 St. Johns Avenue

As a result of CBD Task Force meetings and CRA workshops, in exploring the opportunities and constraints that have come before the City of Palatka and the Central Business District, it is with unified consensus that the following five prioritized goals be implemented through an action plan:

1. **ECONOMIC DEVELOPMENT and INCENTIVE PROGRAMS:** Explore the development of a tax abatement program, taking into consideration the possibilities of alternative criteria versus traditional criteria (e.g. internal structural improvements, job creation). Revise the Matching Grant Program for Building Exterior, Façade, and Sign Improvements (e.g. ADG section pages 54 and 55, July 23, 2008 meeting minutes).
2. **MARKETING:** Meet and partner with other cities, chambers and organizations to better understand best practices, lessons learned and creative ways to attract social, cultural and ecotourism events and activities. Develop marketing strategies and promotional campaigns to reach out together for commercial, retail, industrial, institutional and agribusiness opportunities to showcase the City and all its amenities.
3. **CRA STRUCTURE:** Restructure and/or establish a formal CRA structure, with a reconstructed working CRA Agency Board, Director/Manager and Central Business District Committee, joining the additional two existing TIF

Districts and their respective Committees: the North Historic and South Historic.



305 St. Johns Avenue

4. **FESTIVALS and SUSTAINABLE EVENTS:** Seek partnering opportunities for the continued success of festivals and sustainable events. Target appropriate audiences, utilizing local, regional and statewide partnerships in an effort to expand venues using multi-media resources. Utilize strategic partnerships in an effort to expand venues using multi-media coverage for the City and its Central Business District activities.

5. **CRA EXTENSION:** Reauthorize the CRA Program, otherwise the program Sunsets in 2013. Compile and track all support documentation outlining all amendments, action plans, improvements, and activities.

NORTH HISTORIC DISTRICT ASSESSMENT

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NORTH HISTORIC DISTRICT INTRODUCTION



220 Madison Street

The North Historic District is one of two historic residential neighborhoods in Palatka’s downtown area. The location of the North Historic District is bound on the north by Bronson Street and the Mulholland neighborhood (which is not included in the NHD); on the west by North Fifth Street; on the south by Madison Street; and on the east by the St. Johns River. This geographical location provides for many opportunities with close proximity to the CBD, it also faces challenges such as traffic from Main and Reid Streets. These and others have been and will continue to be evaluated and thoroughly vetted to achieve more successful restoration, preservation and redevelopment within the district.

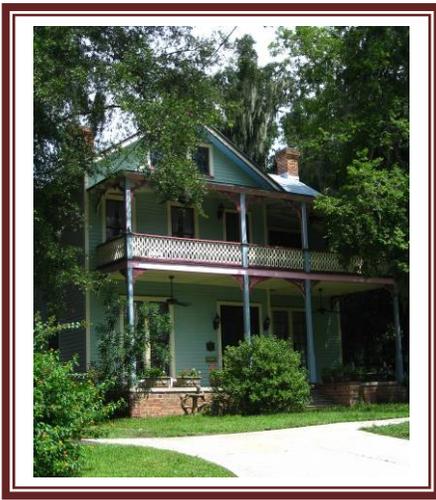
CRITICAL ELEMENTS AND RECOMMENDATIONS

The effective development and implementation of the **Critical Elements** component in partnership with both public and private entities is essential to a sustainable community and the District. The elements are based on an overall guiding theme to assist in the development and redevelopment of the City of Palatka’s identified area. In the culmination of the efforts of the citizens for the CRA’s North Historic District, the Plan will include the following critical elements:

- Housing
- Land Use and Zoning
- Directional Signage and Way-finding
- Streetscape and Infrastructure
- Parking

- Design Guidelines
- Historical Preservation
- Riverfront, Parks and Open Space
- Public Investment Properties
- Public Involvement

Housing



466 North 3rd Street

Housing is the most significant component in the overall analysis and assessment of the NHD. The District is a more traditional residential and historic neighborhood that has a considerable impact, economically and socially to the adjacent areas. Likewise, the CBD impact its character and stability. Housing within the District is characterized by primarily single family detached residences on large lots. There are some, albeit limited, multi-family buildings and accessory uses also located within the district. The District as a whole has begun to witness preservation, restoration and redevelopment as residents are moving in from the surrounding counties and areas due to housing prices, availability of historic structures, and the small town feel that exists in Palatka.

Housing can be discussed in terms of both developed and undeveloped properties with regard to location, type, availability, condition, and affordability of units. Housing can also include analysis of vacant properties in terms of providing and/or meeting housing need(s) in the community. In terms of vacant parcels, the analysis should include a categorization of the parcel's size (total area, width), shape and whether there are additional, adjacent properties available that could be combined or consolidated to create larger, more useable tracts.

Development and redevelopment within the District could be impacted by the overall availability of quality housing choices as well as opportunities to provide housing in the future. Over time, redevelopment may be inhibited by either the lack of available lots or undersized lots that do not conform to currently adopted local codes. There are also deteriorating structures that have been identified in the District that could also impact redevelopment efforts. Throughout the District, new investment in building renovations and rehabilitation is occurring. Redevelopment efforts have been observed by both private owners as well as through the TIF Housing Improvement Program offered by the CRA.

Historic conditions, lot location, size and the ability to support development are key determining factors when considering the likelihood of redevelopment. The age and physical condition of the structure is also a key factor impacting redevelopment within the District.

One of the primary challenges with Housing in the District is the ability to develop a housing improvement fund or matching grant program that would allow for the shared use of funds, public and private, in the development and/or redevelopment of buildings and structures. Another challenge is for the allowance of housing on substandard lots within the District providing that certain protections (measures) can be achieved; where feasible multiple properties could be aggregated to create more useful lots. In addition, effective Code Enforcement inspections should be continued/implemented that will require structures and properties to meet City requirements. Housing should also take into consideration allowances for providing housing choices and options that can lead to increased residential population and support for the CBD.

Recommendations

At the direction of the NHD Task Force, the following areas of interest have been identified and recommendations are to be included, but not be limited to, the following:



605 North 3rd Street

1. Establish a TIFF/HIP Program similar to the program that is currently operating in the South District to serve residential property owners in the North Historic District.
2. Enforce Zoning Code and property safety issues more stringently to hold residential property owners, absent or present, more accountable for repairs and maintenance.

Land Use and Zoning

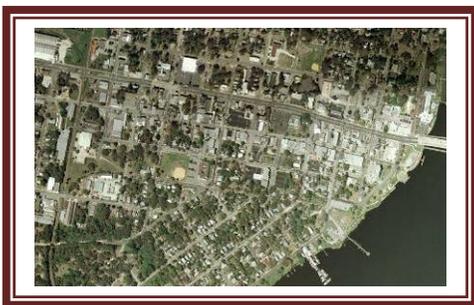
The purpose of land use designations is to assist in determining the current and future needs of a community in accommodating future growth and development. Growth can take many forms: more people, more homes, new job opportunities, higher standards of living, more traffic, and so on. The City of Palatka's Comprehensive Plan identifies its Goals, Objectives and Policies with regards to land use more specifically through its Future Land Use Element. This Element contains a basic strategy and physical plan to guide the location, timing, density, and intensity of land development.

Chapter 163 of the Florida Statutes (F.S.) and Rule 9J-5 of the Florida Administrative Code (FAC) provide the statutory authority and minimum criteria for the preparation, review, and determination of compliance of comprehensive plans. State legislative requirements of the Future Land Use Element include

designating areas for the future general distribution, location, and extent of the uses of land for residential, commercial, industry, agriculture, recreation, conservation, education, public buildings and grounds, other public facilities and other categories of public and private development of land.



The Future Land Use Element includes the standards to be followed in the control and distribution of population densities and building intensities. The distribution, location, and extent of the various categories of land use are shown on the Future Land Use Map (FLUM) and have been supplemented by measurable goals, objectives, and policies. Each land use category has been defined in terms of the types of uses included and specific standards for the density or intensity of use. The Future Land Use Plan has been based upon surveys, studies and data including the amount of land required to accommodate anticipated growth, the projected population of the area, the character of undeveloped land, the availability of public services, and the need for redevelopment including the renewal of blighted areas and the elimination of non-conforming uses which are consistent with the character of the community.



The purpose of a zoning code is to establish standards, regulations and procedures for land uses, and further delineate uses allowable for review and approval for all proposed development in the incorporated property of the City of Palatka. The code is further intended to provide a development review process that will be comprehensive, consistent, and efficient in the support and implementation of the Goals, Objectives and Policies of the City of Palatka's Comprehensive Plan.

In order to promote and preserve public health, safety, comfort and welfare, and to aid in the harmonious, orderly, and progressive development of the incorporated areas of the City of Palatka, the intent of the City's Zoning Code is that the development process of the City of Palatka be efficient, in terms of time and expense; effective, in terms of addressing the natural resource and public implications of proposed development; and equitable, in terms of consistency with established regulations and procedures, respect for the rights of property owners, and consideration of the interests of the citizens of the City of Palatka.

The Redevelopment Plan process should undertake a detailed analysis of existing land uses and zoning requirements within the CRA boundaries and develop a matrix or similar tool to evaluate their applicability to the vision of each district. This should then be used as the basis for the development and implementation of standards when updating the Zoning Code. Land use and zoning codes should take into consideration the compact nature of the District's boundaries, the intent of the development area as well as providing the necessary tools to accomplish the orderly redevelopment of the area.

Lands by land use type (vacant and developed), proposed projects for the NHD, infrastructure, development patterns and community-wide needs for the City should be examined to determine necessary adjustments, if any, to the existing future land use and zoning categories.

Recommendations

At the direction of the NHD Task Force, the following areas of interest have been identified and recommendations are to be included, but not be limited to, the following:

1. Review any existing non-conforming uses.
2. Revise and update the Zoning Code as it applies to properties externally and internally within the District.
3. Review the land use and zoning categories currently existing in the District.
4. Work with the City staff to pursue a more stringent code enforcement plan.

Directional Signage and Way-Finding



Main Street and North 5th Street

Directional signage and way-finding systems are fundamental design elements for the District that are intended to provide assistance and or direction to both pedestrians and motorists highlighting the various aspects of the District. Signage announces entry into the District, directs visitors to and through the district, and informs users of useful information in order to easily locate points of interest. Way-finding signage provides not only information for destinations but also a way to connect people to places of interest, local history and unique District features.

Signage and way-finding improvements should be consistent in scale, style, materials and color throughout the District in order to strengthen the District's design theme and the overall sense of place the District intends to establish. Directional signage and way-finding may include gateway signage, building entrance signage, and signage guiding visitors to points of interest. A

unified architectural theme should be implemented to provide consistency throughout the District. This architectural style should complement the existing design elements and character present in the historic neighborhood area in order to preserve and enhance the unique features of Palatka.



Historic Street Signage

The way-finding strategy for the District should be place-based and intuitive, referring to notable and memorable buildings and landmarks as well as clearly defined and identified places. Transitions between various open spaces should be well articulated and the character of the primary streets should be consistent and clearly identifiable. The strategy should address the movement of vehicles, pedestrians and bicycles in a holistic manner while recognizing the distinct needs of those traveling by various modes. The way-finding strategy should pay particular attention to those visiting the District for the first time and those who visit infrequently.

One of the primary challenges to be addressed by future Action Plans for implementation purposes is the introduction of clearly identifiable places and landmarks. This should be done in such a manner that a multi-directional way-finding strategy can be developed, guiding first time visitors through the District to a number of different destinations. As the District changes over the years, the way-finding strategy will continue to evolve.

An example of where signage and way-finding would be particularly beneficial is along Main Street. A signage and way-finding system along Main Street would provide both drivers and pedestrians with information to direct them toward the district.

Recommendations



At the direction of the NHD Task Force, the following areas of interest have been identified and recommendations are to be included, but not be limited to, the following:

1. Strategically locate way-finding signage, that is effective and consistent for locals and visitors, which identifies historic landmarks, public amenities, structures, objects, and sites.
2. Signage to be strategically located near major access points (e.g. Main and First Streets).
3. Consistent architectural design for all City signage.
4. Signage directing motorists, cyclists and pedestrians to and through the District.
5. Historic signage and way-finding strategically located to provide for a historic experience.
6. Prepare a color brochure to be utilized by residents and visitors during North Historic District Walking Tours.

Streetscape and Infrastructure



North 4th Street

Streetscapes generally refer to pedestrian access and landscape improvements within the right of way of a road, typically between the curb and the right of way line. A streetscape is often associated with improved sidewalks, crosswalks, street trees, lighting, furnishings, landscaped medians and parking islands. Infrastructure is not generally thought of as an element of the streetscape; however, the infrastructure, present and planned, is typically used to describe the facilities and systems serving the City and generally include roadways, sidewalks, stormwater,

potable water, sanitary sewer, utilities as well as police, fire, schools and other general government uses.

The Streetscape helps set the stage for a unique, vibrant District by creating an integrated area that:

- Establishes a unique identity and visual character.
- Strengthens the community's sense of place.
- Serves as a catalyst for economic development.
- Improves mobility for pedestrians, cyclists, and vehicles.
- Embraces local heritage.

Streetscapes are an important part of creating pedestrian-friendly places. Streetscapes generally seek to improve sidewalks, street lighting, street trees, park and green spaces, and promote pedestrian activities. Streetscapes help transform predominantly automobile-oriented areas into places with adequate sidewalk widths to accommodate pedestrians, street trees to provide shade, street lights to increase safety, signage to direct pedestrians and a generally appealing environment to create a place people want to be in.

The District and surrounding areas provide opportunities for joint or shared use of existing infrastructure which in turn can result in overall savings to the community. To better understand the available system, an inventory of existing infrastructure is typically performed to identify any deficiencies or improvements needed to adequately serve the area and new developments planned. An inventory of streets through the District is also typically performed to identify priority areas for streetscape projects.

Recommendations

At the direction of the NHD Task Force, the following areas of interest have been identified and recommendations are to be included, but not be limited to, the following:



Sidewalk along North 2nd Street

1. Repair sidewalks throughout the District.
2. Relocate overhead utilities underground.
3. Install decorative street lights.
4. Design and install traffic calming devices along Main Street (i.e. speed humps and/or roundabouts).
5. Restore brick streets by removing asphalt top coat.
6. Restore carriage steps at the request of the residents.
7. Coordinate with the City to install new sewer and water lines within the District.
8. Install brick driveway aprons for all District residents.
9. Regular maintenance of existing trees.
10. Connectivity plan incorporating way-finding, tree canopy, and benches.

Design Guidelines



Carriage Step on North 3rd Street

Design guidelines are intended to create a series of development standards and recommendations or a blueprint that can be applied to new projects as well as redevelopment of properties within the targeted area. The Design Guidelines are an essential element for creating a consistent theme for the District, and are intended to establish the character for the district and its environs. The Guidelines are also intended to set the standards by which public and private projects, including public-private partnerships, will be developed in order to best preserve and enhance the elements of the area. The Design Guidelines are intended to preserve the

character of the District and contribute to the users' experience, making the District unique to Palatka.



326 Bronson Street

The development of guidelines for each of the elements will allow for architectural consistency throughout the District and provide for an enhanced visitor's experience. The guidelines and their elements should establish a bold statement of introduction into the District for residents and visitors. The overall streetscape should incorporate all of the features the City has to offer and accentuate the various elements proposed and existing within this Historic Neighborhood.

Landscaping should be located to augment the natural amenities of the District and enhance the overall built environment. Florida friendly and native plants should be included as part of an overall sustainable project design to enhance the visual experience. These characteristics will provide a visual enhancement and tie for the entire District. Streetscape elements and way-finding signage will be further discussed and detailed in the following sections of this plan.

Recommendations

At the direction of the NHD Task Force, the following areas of interest have been identified and recommendations are to be included, but not be limited to, the following:



Mature tree canopy provides shady streets

1. Prepare a document which provides examples of approved local architecture as well as approved fences, walls, gates, and landscap designs.
2. Setbacks
3. Roofs and Parapets

4. Utility Areas and Mechanical Equipment Screening
5. Fenestrations (windows and doors)
6. Materials and Detailing
7. Color Palette
8. Preserve the character of existing development and complementary new development
9. Enhance the pedestrian connectivity pattern
10. Establish a Design Review Committee (DRC) for the District

Historic Preservation



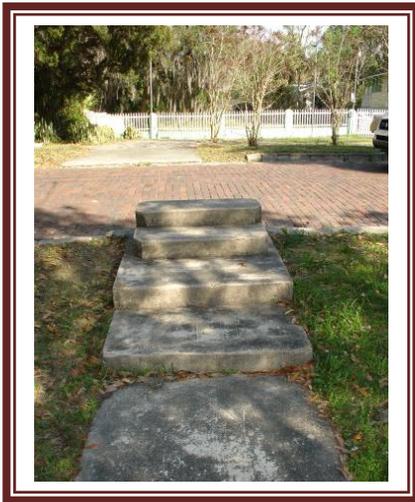
Bronson-Mulholland House

The purpose of historic preservation regulations is to establish procedures, consistent with Chapter 267, F.S., related to the identification and protection of Historic Resources within incorporated areas of the City of Palatka. These regulations provide a framework for identification and documentation of Historic Resources with the City, the subsequent designation of certain significant Historic Resources as City Landmarks, and the treatment of Historic Resources and City of Palatka Landmarks. Numerous historic preservation organizations provide support to the professional staff of the City of Palatka in efforts of historic preservation planning. The combined efforts of these stakeholders recognize and protect historic properties, seek funding to do so, and educate the public concerning the protection of such properties.

The Historic Resources of the City of Palatka are important community assets which enhance the lives of both residents and visitors. Particular buildings, structures, objects and sites within the City of Palatka serve as symbols of the history and legacy of

the City. The landmarks should be maintained and protected in order to serve the educational, cultural and economic needs and further the betterment of the community.

Through the benefits of designation and revisions to the Zoning Code, designated and undesignated districts and areas of the City of Palatka can be protected. Historic designation and zoning are completely separate entities however the Zoning Code should be prepared to uphold, support and compliment the character of the historic district. It can protect against demolition of, and insensitive changes to existing structures; provide processes and review for undeveloped lands; and establish design guidelines to protect the integrity and character of the District.



Carriage Steps

Recommendations

At the direction of the NHD Task Force, the following areas of interest have been identified and recommendations are to be included, but not be limited to, the following:

1. The City of Palatka should develop procedures for reviewing City projects within designated historic districts to ensure that physical changes made under the auspices of public agencies and departments do not injure the historic or architectural integrity and quality of the resource. This would include a review of the selection of physical fixtures such as street lights, utility poles, street signs, and so forth to ascertain that they are as compatible as possible with existing architectural features in the area.
2. The City Commission, Building and Zoning Department, and Fire Department should consider certain exemptions



The Azalea House – Bed & Breakfast

for historic buildings from specific articles of the zoning, building and fire codes.

3. Develop an awards program for historic properties and structures, noticing them and their owners for quality restoration, maintenance and preservation. A jury of informed residents representing the historical, architectural, real estate, legal and educational and business professions should establish the criteria and select recipients for the plaques.
4. Publicly owned facilities should be restored and/or appropriately maintained.
5. Identify and inventory the City’s historic structures, places, objects and sites and evaluate their historical significance for appropriate recognition and protection.
6. Establish a Historic Preservation Overlay Zoning District specifically relating to historically, architecturally and archaeologically significant sites.
7. Historical way-finding and signage. (Note the Signage and Way-finding section of Assessment)
8. Designate a member of the NHD to serve on the Code Enforcement and Historic Preservation Boards.
9. Amend the District’s boundary to coincide with the North Historic Neighborhood Association boundary.

Parks and Open Space

For decades the riverfront was the economic, social and visual center of the community. Communities are now discovering that the neglect or oversight of these community enhancing areas has led to the decline in the overall vitality of the downtown and the community as a whole. The riverfront provides a great asset to the

City of Palatka. In the past, numerous cities and towns used riverfront areas for industrial and transportation purposes while the overall public interest and best community use has not always been the priority for these areas. One emphasis of the community visioning process should be how the community can make best use of the riverfront and how to provide the greatest public good.



Fred Green Park

Properly addressing the riverfront and providing adequate public space will provide a central gathering area and provide the identified sense of place for the community and in turn create a sense of pride. These public areas will provide high-quality spaces for festivals and public events as well as recreational activities that generally bring residents and visitors together. The riverfront areas should be properly connected to the District to provide safe and accessible pedestrian routes encouraging their use by residents and visitors.

Parks and open space are an integral part of any community's master plan. These spaces provide gathering areas and recreational opportunities, both active and passive, for residents and visitors. Parks and open space should be planned in a system-wide manner to create synergy and an overall connected system, linked by greenways, paths and sidewalks. Parks and open space, viewed as part of an overall system, should be placed on an equal level to the built infrastructure and be viewed as a necessary component of any community. Parks and open space areas are generally designed and ranked on a scale according to their intended use, service area, location and general elements of development from the smallest being neighborhood pocket parks to mid-sized community parks to regional parks which are generally identified as the largest.

There are areas of underutilized space in the District which could be enhanced to create a park system as discussed in this plan.

Many of these areas consist of underutilized open space that is not serving as functional recreational space or creative link between built and natural environments. The promotion of connectivity and pedestrian activity is an essential ingredient to the stimulation of community ownership.



Bronson-Mulholland House

Recommendations

At the direction of the NHD Task Force, the following areas of interest have been identified and recommendations are to be included, but not be limited to, the following:

1. Creation of strategically located pocket parks.
2. Maintenance and creation of additional effective and efficient tree canopy with appropriate foliage.
3. Incorporate Fred Green Park into the boundary of the North Historic District.

Public Investment Properties

Public Investment Properties refers to the City of Palatka's role in purchasing lands in the District. A comprehensive evaluation of existing and potential properties for public investment should be approached with realistic and achievable goals that serve the overall continuing vision of the District. An inventory of such properties should be conducted to determine their best intended use, positioning for planning projects, structural integrity, aesthetic and historical value, appraised value and incorporation into the surrounding fabric.

Recommendations

At the direction of the NHD Task Force, the following areas of interest have been identified and recommendations are to be included, but not be limited to, the following:

1. Amend the District boundary to be the same as the boundary for the registered Historic District.

Public Involvement

Public participation is vital to the City's future growth and sustainability. Improving communication is important to ensure Palatka's residents are given increased opportunities to become engaged and to provide input into their City's development. Public Involvement is a critical component in the process of developing an action plan or visioning document. Public involvement affords the opportunity to share in the future progress of the community, share in the vision and also provides an avenue to become part of the plan. Community meetings, visioning sessions, and workshops need to be properly advertised and noticed so that the public may attend these organized gatherings to ask questions, voice concerns and contribute to the betterment of their community.



Once an action plan is developed for the City, a monitoring process should be established to ensure continual progress towards the plans' goals. Adhering to the plan increases trust between local government and stakeholders, including community residents and organizations. The stakeholders' viewpoints are relevant to the decision-making process. All of these factors will increase the probability of developing a successful, vibrant and sustainable Historic District.

Recommendations

At the direction of the NHD Task Force, the following areas of interest have been identified and recommendations are to be included, but not be limited to, the following:

1. Encourage increased participation by the citizens in voicing their opinions in combination with volunteering efforts for improvements.
2. Encourage increased communication with citizens regarding City needs, initiatives, and outcomes.
3. Inform the North Historic Neighborhood Association of CRA TIF District events, workshops, and other meetings.
4. Develop and conduct workshops to inform and educate the public on the issues and initiatives that the City is facing and developing.
5. Christmas Tour of Homes event.
6. Organize Neighborhood garage sales.
7. Hold yearly forums with CBD and SHD to discuss common goals and other improvement ideas.
8. Circulate a quarterly newsletter produced by the City staff regarding progress within each district.

Housing and Community Improvement Funding Mechanisms

The City has identified the need to provide and/or obtain funding sources and opportunities that can be utilized for development, redevelopment and restoration of the historic and non-historic structures in the District. There are a variety of potential funding programs and mechanisms that should be further investigated as a possible means of providing additional support and opportunity for the continuing efforts of preserving the character of the District. While not an exhaustive listing of programs, the following are noted with a brief description of each program:

- *Front Porch Florida Initiative.* As noted by the Florida Department of Community Affairs, “The Front Porch Florida Initiative was created in 1999 as a means to rebuild distressed communities. Front Porch Florida takes up this challenge to revitalize underserved communities that are dedicated to positive cooperation and communication to make their community a better place to live, work, and play.

As a part of the initiative, the Front Porch Communities are provided the educational and technical assistance to help residents plan and implement projects that will make long-term changes. Throughout the process, the communities can be reassured that the Office of Urban Opportunity is committed to their success and will help them form long term relationships with public and private partners, provide technical assistance and guidance, and whatever means possible to ensure that the communities find the resources they need and complete the goals they have presented to the residents and stakeholders.”

- *The Florida Small Cities Community Development Block Grant (CDBG) Program.* This program is administered by the State of Florida on behalf of the U.S. Department of Housing and Urban Development. As outlined by U.S. HUD, the primary statutory objective of the CDBG program is to develop viable communities by providing decent housing and a suitable living environment and by expanding economic opportunities, principally for persons of low- and moderate-income. The State must ensure that at least 70 percent of its CDBG grant funds are used for activities that benefit low- and moderate-income persons over a one-, two-, or three-year time period selected by the State.

As outlined by Florida's Department of Community Affairs (DCA), this program has played a critical role in revitalizing communities throughout the state. Thirty percent (30%) of the program's annual allocation is used to fund projects under the Economic Development category. Economic development grants create or retain private-sector employment (primarily for low- and moderate-income persons), spur private-sector investment, attract other government funds and can increase a local government's property tax base.

- *National Trust for Historic Preservation.*
- *United States Department of Housing and Urban Development - Section 203(k) Program.* The Federal Housing Administration (FHA), which is part of the Department of Housing and Urban Development (HUD), administers various single family mortgage insurance programs. These programs operate through FHA-approved lending institutions which submit applications to have the property appraised and have the buyer's credit approved. These lenders fund the mortgage loans which the Department insures. HUD does not make direct loans to help people buy

homes. The Section 203(k) program is the Department's primary program for the rehabilitation and repair of single family properties. As such, it is an important tool for community and neighborhood revitalization and for expanding homeownership opportunities. Since these are the primary goals of HUD, the Department believes that Section 203(k) is an important program and with full intent to continue to strongly support the program and the lenders that participate in it.

A similar program that could be used for reference and/or as a model:

City of Kissimmee, Community Redevelopment Agency Residential Matching Rehabilitation Grant Program. Per the City's Program, the primary objectives of the Matching Rehabilitation Grant Program are to encourage rehabilitation and preservation of residential structures by offering financial and limited technical assistance for rehabilitation. The goal is to return the historic neighborhoods to their original characters. It is hoped that in addition to the preserving the housing stock, the program will provide an incentive for complete rehabilitation of the residential structures.

GOALS, OBJECTIVES and IMPLEMENTATION ITEMS FOR ACTION PLAN

The Goals and Objectives outlined in this portion of the Plan have been developed by the Task Force of the North District through public meetings and workshops. They have also been proposed for purposes of implementation through an action plan. The City has expressed the desire to continue the momentum created through this process, executing the prioritized recommendations that are identified in this portion of the *Plan*. The action plan is to include, but not be limited to:

- Amend the District's boundary to include all of the North Historic Neighborhood Association parcels.
- Streetscape, open space designs and construction plans
- Infrastructure improvements
- Strategic way-finding
- Agency structure changes
- Support and partnering opportunities of festivals and sustainable events
- Implement a grant program for Home Improvement and Beautification projects

The following recommendations address the overall needs of the District. They may serve as short, mid and/or long range goals. Further in this section of the Plan, the recommendations are narrowed and prioritized for strategic implementation purposes. It is important to note that while these items have been identified, they may be ever-changing as the needs of the District evolve. While some of these recommendations may be put into action,

some may be eliminated due to alternative solutions or the need no longer existing.

Recommendations

At the direction of the NHD Task Force, the following areas of interest have been identified and recommendations are to be included, but not be limited to, the following:



North Historic District Boundary

1. Coordinate with Central Business District to amend the shared boundary along Main Street so that the North Historic District's TIF Area boundary coincides with the North Historic Neighborhood Association area boundary.
2. Relocated overhead utilities underground
3. Develop a Home Improvement Grant Program for District home owners.
4. Restore brick streets.
5. Restore brick driveway aprons for District home owners.
6. Install street trees.

As a result of the public meetings and CRA workshops, in exploring the opportunities and constraints that have come before the City of Palatka and the North District, it is with unified consensus that the following four goals be implemented through an action plan:

1. **DISTRICT BOUNDARY:** Amend the TIF Area Boundary to coincide with the boundary of the North Historic Neighborhood Association. The North Historic District must coordinate with the Central Business District to

accomplish this goal as they have a common boundary line which runs along Madison Street.

2. **UNDERGROUND UTILITIES:** Engage the appropriate parties necessary to develop utility relocation plans and relocate the utilities underground.

3. **HOME IMPROVEMENT GRANT PROGRAM:** Develop and implement a grant program to allow district home owners the opportunity to apply for TIF funds with which to improve the exterior appearance of their homes (i.e. Housing Improvement Program (HIP) as currently operating in the South Historic District)

4. **BRICK DRIVEWAY APRONS:** Restore the bricked driveway aprons between the roadway and the sidewalk for district home owners.

SOUTH HISTORIC DISTRICT ASSESSMENT

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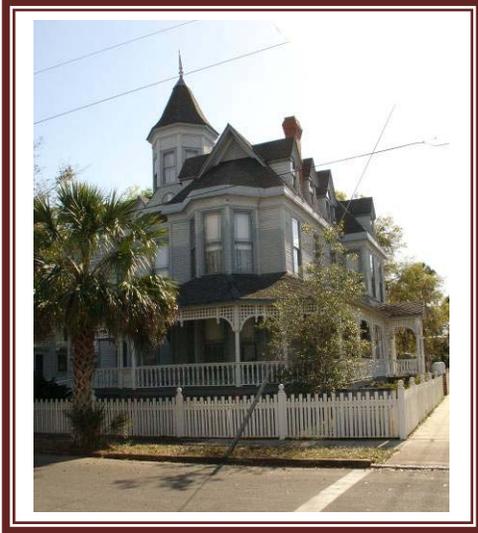
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SOUTH DISTRICT INTRODUCTION



616 Emmett Street

The South Historic District is one of two historic residential neighborhoods in Palatka's downtown area. The location of the South Historic District is bound on the north by Laurel Street; on the west by South Seventh and Morris Streets; on the south by the St. Johns River; and on the east by South 3rd Street and the St. Johns River. This geographical location provides for many opportunities such as shared boundaries with the CBD and the river and close proximity to the James C. Godwin Riverfront Park. It also faces challenges such as traffic along River Street, absentee landlords, rental tenant turnover, and blighted residential properties. These and others have been and will continue to be evaluated and thoroughly vetted to achieve more successful restoration, preservation and redevelopment within the district.

CRITICAL ELEMENTS AND RECOMMENDATIONS

The effective development and implementation of the **Critical Elements** component, in partnership with both public and private entities, is essential to a sustainable community and to the District. The elements are based on an overall guiding theme to assist in the development and redevelopment of the City of Palatka's identified area. In the culmination of the efforts of the Task Force for the CRA's South District, the Plan will include the following critical elements:

- Housing
- Land Use and Zoning
- Directional Signage and Way-finding

- Streetscape and Infrastructure
- Parking
- Design Guidelines
- Historic Preservation
- Riverfront, Parks and Open Space
- Public Investment Properties
- Public Involvement

Housing



528 Kirby Street

Housing is the most significant component in the overall analysis and assessment of the NHD. The District is a more traditional residential and historic neighborhood that has a considerable impact, economically and socially to the adjacent areas. Likewise, the CBD impact its character and stability. Housing within the District is characterized by primarily single family detached residences on large lots. There are some, albeit limited, multi-family buildings and accessory uses also located within the district. The District as a whole has begun to witness preservation, restoration and redevelopment as residents are moving in from the surrounding counties and areas due to housing prices, availability of historic structures, and the small town feel that exists in Palatka.

Housing can be discussed in terms of both developed and undeveloped properties with regard to location, type, availability, condition, and affordability of units. Housing can also include analysis of vacant properties in terms of providing and/or meeting housing need(s) in the community. In terms of vacant parcels, the analysis should include a categorization of the parcel's size (total area, width), shape and whether there are additional, adjacent

properties available that could be combined or consolidated to create larger, more useable tracts.



703 Emmett Street

Development and redevelopment within the District could be impacted by the overall availability of quality housing choices as well as opportunities to provide housing in the future. Over time, redevelopment may be inhibited by either the lack of available lots or undersized lots that do not conform to currently adopted local codes. There are also deteriorating structures that have been identified in the District that could also impact redevelopment efforts. Throughout the District, new investment in building renovations and rehabilitation is occurring. Redevelopment efforts have been observed by both private owners as well as through the TIF Housing Improvement Program offered by the CRA.

Historic conditions, lot location, size and the ability to support development are key determining factors when considering the likelihood of redevelopment. The age and physical condition of the structure is also a key factor impacting redevelopment within the District.

One of the primary challenges with Housing in the District is the ability to develop a housing improvement fund or matching grant program that would allow for the shared use of funds, public and private, in the development and/or redevelopment of buildings and structures. Another challenge is for the allowance of housing on substandard lots within the District providing that certain protections (measures) can be achieved; where feasible multiple properties could be aggregated to create more useful lots. In addition, effective Code Enforcement inspections should be continued/implemented that will require structures and properties to meet City requirements. Housing should also take into consideration allowances for providing housing choices and

options that can lead to increased residential population and support for the CBD.

Recommendations



At the direction of the SHD Task Force, the following areas of interest have been identified and recommendations are to be included, but not be limited to, the following:

1. Continue the TIF/HIP allowing homeowners the opportunity to take advantage of TIF funds to improve their home's exterior appearance.
2. Develop Deeds, Covenants and Restrictions and explore language regarding Crime Free Multi-Family Housing Projects.
3. Provide incentives for new home owners.

Land Use and Zoning

The purpose of land use designations is to assist in determining the current and future needs of a community in accommodating future growth and development. Growth can take many forms: more people, more homes, new job opportunities, higher standards of living, more traffic, and so on. The City of Palatka's Comprehensive Plan identifies its Goals, Objectives and Policies with regards to land use more specifically through its Future Land Use Element. This Element contains a basic strategy and physical plan to guide the location, timing, density, and intensity of land development.

Chapter 163 of the Florida Statutes (F.S.) and Rule 9J-5 of the Florida Administrative Code (FAC) provide the statutory authority and minimum criteria for the preparation, review, and

determination of compliance of comprehensive plans. State legislative requirements of the Future Land Use Element include designating areas for the future general distribution, location, and extent of the uses of land for residential, commercial, industry, agriculture, recreation, conservation, education, public buildings and grounds, other public facilities and other categories of public and private development of land.

The Future Land Use Element includes the standards to be followed in the control and distribution of population densities and building intensities. The distribution, location, and extent of the various categories of land use are shown on the Future Land Use Map (FLUM) and have been supplemented by measurable goals, objectives, and policies. Each land use category has been defined in terms of the types of uses included and specific standards for the density or intensity of use. The Future Land Use Plan has been based upon surveys, studies and data including the amount of land required to accommodate anticipated growth, the projected population of the area, the character of undeveloped land, the availability of public services, and the need for redevelopment including the renewal of blighted areas and the elimination of non-conforming uses which are consistent with the character of the community.

The purpose of a zoning code is to establish standards, regulations and procedures for land uses, and further delineates uses allowable for review and approval of all proposed development of the incorporated property of the City of Palatka. The code is further intended to provide a development review process that will be comprehensive, consistent, and efficient in the support and implementation of the Goals, Objectives and Policies of the City of Palatka's Comprehensive Plan.

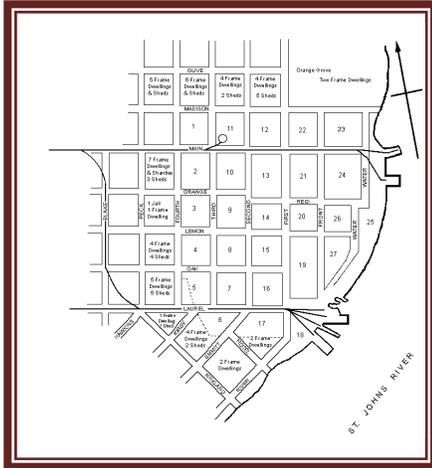
In order to promote and preserve public health, safety, comfort and welfare, and to aid in the harmonious, orderly, and progressive development of the incorporated areas of the City of Palatka, the intent of the City's Zoning Code is that the development process of the City of Palatka be efficient, in terms of time and expense; effective, in terms of addressing the natural resource and public implications of proposed development; and equitable, in terms of consistency with established regulations and procedures, respect for the rights of property owners, and consideration of the interests of the citizens of the City of Palatka.

The Redevelopment Plan process should undertake a detailed analysis of existing land uses and zoning requirements within the CRA boundaries, more specifically for the purposes of this *Needs Assessment*, the boundaries of the CBD, and develop a matrix or similar tool to evaluate their applicability to the vision of the downtown area and ease of use by stakeholders. This should then be used as the basis for the development and implementation of standards when updating the Zoning Code. Land use and zoning codes should take into consideration the compact nature of the District's boundaries, the intent of the downtown development area as well as providing the necessary tools to accomplish the redevelopment of the area.

Lands by land use type (vacant and developed), proposed projects for the CRA's CBD, infrastructure, development patterns and communitywide needs for the City should be examined to determine necessary adjustments, if any, to the existing future land use and zoning categories. To determine the supply and demand of uses in the downtown area, a market study should be performed which details each use, considers the supply and demand for each use type, and identifies the surplus/deficiencies by each use type. This information should be used during the land use analysis to

best determine the changes which should be implemented to the existing future land uses and zoning classifications. This analysis will provide for a sufficient and sustainable mixture and intensity of uses.

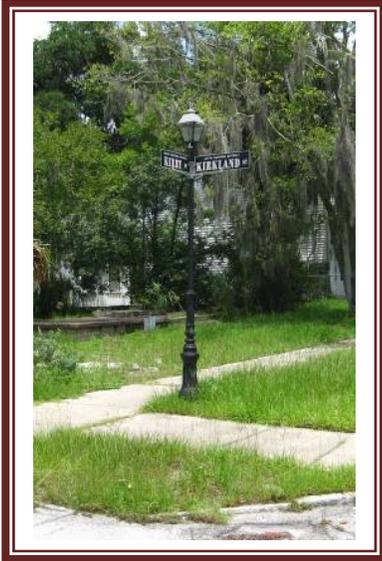
Recommendations



At the direction of the SHD Task Force, the following areas of interest have been identified and recommendations are to be included, but not be limited to, the following:

1. Review the existing non-conforming uses.
2. Revise and update the Zoning Code as it applies to properties within the District.
3. Review the land use and zoning categories currently existing in the District. Explore language regarding limitations on the number of unrelated persons within a single residence as well as the potential for accessory structures to be used by primary home owners as rental properties.
4. Consider a Historic Zoning Overlay District.
5. Review, add and/or revise the interior code language to address new internal building construction, restoration and renovations.

Directional Signage and Way-Finding



Historical Street Signage

Directional signage and way-finding systems are fundamental design elements for the District that are intended to provide assistance and or direction to both pedestrians and automobiles highlighting the various aspects of the District. Signage announces entry into the District, directs visitors to and through the district, and informs users of useful information in order to easily locate points of interest. Way-finding signage provides not only information for destinations but also a way to connect people to places of interest, local history and unique District features.

Signage and way-finding improvements should be consistent in scale, style, materials and color throughout the District in order to strengthen the District's design theme and the overall sense of place the District intends to establish. Directional signage and way-finding may include gateway signage, building entrance signage, and signage guiding visitors to points of interest. A unified architectural theme should be implemented to provide consistency throughout the District. This architectural style should complement the existing design elements and character present in the historic neighborhood area in order to preserve and enhance the unique features of Palatka.

The way-finding strategy for the District should be place-based and as intuitive as possible, referring to notable and memorable buildings and landmarks as well as clearly defined and identified places. Transitions between various open spaces should be well articulated and the character of the primary streets should be consistent and clearly identifiable. The strategy should address the movement of vehicles, pedestrians and bicycles in a holistic manner while recognizing the distinct needs of those traveling by various modes. The way-finding strategy should pay particular

attention to those visiting the District for the first time and those who visit infrequently.

One of the primary challenges to be addressed by future Action Plans for implementation purposes is the introduction of clearly identifiable places and landmarks. This should be done in such a manner that a multi-directional way-finding strategy can be developed, guiding first time visitors through the District to a number of different destinations. As the District changes over the years, the way-finding strategy will continue to evolve.

An example of where signage and way-finding would be particularly beneficial is along Laurel and River Streets to provide both drivers and pedestrians with information to direct them toward this area, and benefit the retail uses with the potential for increased visitation and customer base.

Recommendations

At the direction of the SHD Task Force, the following areas of interest have been identified and recommendations are to be included, but not be limited to, the following:

1. Strategically locate way-finding signage, that is effective and consistent for locals and visitors, which identifies historic landmarks, public amenities, structures, objects, and sites.
2. Signage to be strategically located near major access points (e.g. Laurel and River Streets).
3. Neighborhood gateway signs to be designed and installed at major neighborhood entry points.
4. Consistent architectural design for all City signage.

5. Signage directing motorists, pedestrians and cyclists to and through the District.
6. Historic signage and way-finding strategically located to provide for a historic experience.
7. Provide signage for all public parking areas.
8. District-wide historic street signs

Streetscape and Infrastructure



*Intersection of Emmett
and Dodge Streets*

Streetscapes generally refer to pedestrian access and landscape improvements within the right of way of a road, typically between the curb and the right of way line. A streetscape is often associated with improved sidewalks, crosswalks, street trees, lighting, furnishings and landscaped medians and parking islands. Infrastructure is not generally thought of as an element of the streetscape; however, the infrastructure, present and planned, is typically used to describe the facilities and systems serving the City and generally include roadways, sidewalks, stormwater, potable water, sanitary sewer, utilities as well as police, fire, schools and other general government uses.

The Streetscape helps set the stage for a unique, vibrant District by creating an integrated area that:

- Establishes a unique identity and visual character.
- Strengthens the community's sense of place.
- Serves as a catalyst for economic development.
- Improves mobility for pedestrians, cyclists, and vehicles.
- Embraces local heritage.



Parking along Emmett Street

Streetscapes are an important part of creating pedestrian-friendly places. Streetscapes generally seek to improve sidewalks, street lighting, street trees, park and green spaces, and promote pedestrian activities. Streetscapes help transform predominantly automobile-oriented areas into places with adequate sidewalk widths to accommodate pedestrians, street trees to provide shade, street lights to increase safety, signage to direct pedestrians and a generally appealing environment to create a place people want to be in.

The District and surrounding areas provide opportunities for joint or shared use of existing infrastructure which in turn can result in overall savings to the community. To better understand the available system, an inventory of existing infrastructure is typically performed to identify any deficiencies or improvements needed to adequately serve the area and new developments planned. An inventory of streets through the District is also typically performed to identify priority areas for streetscape projects.



192 Morris Street

Recommendations

At the direction of the SHD Task Force, the following areas of interest have been identified and recommendations are to be included, but not be limited to, the following:

Coordinate with the City’s Riverfront development team to address the intersection of Laurel Street and 3rd Street.

2. Improve on-street parking areas (i.e. installing brick pavers or porous pavement material).
3. Provide traffic calming devices along River Street (i.e. speed humps and/or roundabouts).
4. Restore brick streets by removing asphalt top coat.

5. Regular maintenance of existing trees.
6. Relocate overhead utilities underground.
7. Work with the City to address the drainage issues along River Street.
8. Work with the City to replace outdated water and sewer infrastructure.
9. Repair or replace delapidated concrete sidewalks.
10. Restore gas lamps.
11. Coordinate trail locations with State agencies.
12. Improve Dodge and Kirkland Street rights-of-way south of River Street.
13. Layout more efficient parking area for trucks and trailers to utilize during fishing tournaments.

Design Guidelines



462 Kirby Street

Design guidelines are intended to create a series of development standards and recommendations or a blueprint that can be applied to new projects as well as redevelopment of properties within the targeted area. The Design Guidelines are an essential element for creating a consistent theme for the District, and are intended to establish the character for the district and its environs. The Guidelines are also intended to set the standards by which public and private projects, including public-private partnerships, will be developed in order to best preserve and enhance the elements of the area. The Design Guidelines are intended to preserve the character of the District and contribute to the users' experience, making the South District unique to Palatka.

The development of guidelines for each of the elements will allow for architectural consistency throughout the District and provide for an enhanced visitor's experience. The guidelines and their elements should establish a bold statement of introduction into the District for residents and visitors. The overall streetscape should incorporate all of the features the City has to offer and accentuate the various elements proposed and existing within this Historic Neighborhood.



556 Emmett Street

Landscaping should be located to augment the natural amenities of the District and enhance the overall built environment. Florida friendly and native plants should be included as part of an overall sustainable project design to enhance the visual experience. These characteristics will provide a visual enhancement and tie for the entire District. Streetscape elements and way-finding signage will be further discussed and detailed in the following sections of this plan.

Recommendations



546 Emmett Street

At the direction of the SHD Task Force, the following areas of interest have been identified and recommendations are to be included, but not be limited to, the following:

1. Distribute the *Green Book* to new and existing homeowners.
2. Landscaping and Planting Palette – (trees, shrubs, perennials and annuals)
3. Street Furnishings – (benches, light fixtures, trash receptacles, etc.)
4. Signage and Lighting
5. Setbacks
6. Roofs and Parapets
7. Utility Areas and Mechanical Equipment Screening
8. Fenestrations (windows and doors)
9. Materials and Detailing
10. Color Palette
11. Parking
12. Committee and Consulting Stakeholders
13. Preserve the character of existing development and complementary new development
14. Enhance the pedestrian connectivity pattern
15. Communicate the City’s vision for the District

16. Establish a Design Review Committee (DRC) for the District

Historic Preservation



Historic Tilghman House

The purpose of historic preservation regulations is to establish procedures, consistent with Chapter 267, F.S., related to the identification and protection of Historic Resources within incorporated areas of the City of Palatka. These regulations provide a framework for identification and documentation of Historic Resources with the City, the subsequent designation of certain significant Historic Resources as City Landmarks, and the treatment of Historic Resources and City of Palatka Landmarks. Numerous historic preservation organizations provide support to the professional staff of the City of Palatka in efforts of historic preservation planning. The combined efforts of these stakeholders recognize and protect historic properties, seek funding to do so, and educate the public concerning the protection of such properties.

The Historic Resources of the City of Palatka are important community assets which enhance the lives of both residents and visitors. Particular buildings, structures, objects and sites within the City of Palatka serve as symbols of the history and legacy of the City. The landmarks should be maintained and protected in order to serve the educational, cultural and economic needs and further the betterment of the community.

Through the benefits of designation and revisions to the Zoning Code, designated and undesignated districts and areas of the City of Palatka can be protected. Historic designation and zoning are completely separate entities however the Zoning Code should be

prepared to uphold, support and compliment the character of the historic district. It can protect against demolition of, and insensitive changes to existing structures; provide processes and review for undeveloped lands; and establish design guidelines to protect the integrity and character of the District.

Recommendations

At the direction of the SHD Task Force, the following areas of interest have been identified and recommendations are to be included, but not be limited to, the following:

1. The City of Palatka should develop procedures for reviewing City projects within designated historic districts to ensure that physical changes made under the auspices of public agencies and departments do not injure the historic or architectural integrity and quality of the resource. This would include a review of the selection of physical fixtures such as street lights, utility poles, street signs, and so forth to ascertain that they are as compatible as possible with existing architectural features in the area.
2. The City Commission, Building and Zoning Department, and Fire Department should consider certain exemptions for historic buildings from specific articles of the zoning, building and fire codes.
3. Develop an awards program for historic properties and structures, noticing them and their owners for quality restoration, maintenance and preservation. A jury of informed residents representing the historical, architectural, real estate, legal and educational and business professions should establish the criteria and select recipients for the plaques.



690 Emmett Street

4. Publicly owned facilities should be restored and/or appropriately maintained.
5. Identify and inventory the City's historic structures, places, objects and sites and evaluate their historical significance for appropriate recognition and protection.
6. Establish a Historic Preservation Overlay Zoning District specifically relating to significant historical, architectural and archaeological sites.
7. Historical way-finding and signage. (Note the Signage and Way-finding section of Assessment)
8. Develop text for a historic marker to celebrate the Historic District's National Register status.
9. Renovate gas lights throughout the district.
10. SHNA in collaboration with CBD and NHNA sponsor training events for property owners to inform on requirements of historic preservation (rewards & challenges).

Riverfront, Parks and Open Space



James C. Godwin Riverfront Park

For decades the riverfront was the economic, social and visual center of the community. Communities are now discovering that the neglect or oversight of these community enhancing areas has led to the decline in the overall vitality of the downtown and the community as a whole. The riverfront provides a great asset to the City of Palatka. In the past, numerous cities and towns used riverfront areas for industrial and transportation purposes while the overall public interest and best community use has not always been the priority for these areas. One emphasis of the community visioning process should be how the community can make best use of the riverfront and how to provide the greatest public good.

Properly addressing the riverfront and providing adequate public space will provide a central gathering area and provide the identified sense of place for the community and in turn create a sense of pride. These public areas will provide high-quality spaces for festivals and public events as well as recreational activities that generally bring residents and visitors together. The riverfront areas should be properly connected to the District to provide safe and accessible pedestrian routes encouraging their use.



Riverfront Park Fountains

Parks and open space are an integral part of any community's master plan. These spaces provide gathering areas and recreational opportunities, both active and passive, for residents and visitors. Parks and open space should be planned in a system-wide manner to create synergy and an overall connected system, linked by greenways, paths and sidewalks. Parks and open space, viewed as part of an overall system, should be placed on an equal level to the built infrastructure and be viewed as a necessary component of any community. Parks and open space areas are generally designed and ranked on a scale according to their intended use, service area,

location and general elements of development from the smallest being neighborhood pocket parks to mid-sized community parks to regional parks which are generally identified as the largest.

There are significant areas of underutilized space in the District which could be enhanced to create a park system as discussed in this plan. Many of these areas consist of underutilized open space that is not serving as functional recreational uses or creative links between built and natural environments. The promotion of connectivity and pedestrian activity is an essential ingredient to the stimulation of community ownership.

Recommendations

At the direction of the SHD Task Force, the following areas of interest have been identified and recommendations are to be included, but not be limited to, the following:

1. Creation of strategically located pocket parks.
2. Maintenance and creation of additional effective and efficient tree canopy with appropriate foliage.
3. Improve Dodge and Kirkland Street rights-of-way south of River Street.
4. Provide boat slips for district residents at the ends of Dodge and Kirkland Street rights-of-way.



Hammock Hall Community Center

Public Investment Properties

Public Investment Properties refers to the City of Palatka’s role in purchasing lands in the District. A comprehensive evaluation of existing and potential properties for public investment should be approached with realistic and achievable goals that serve the

overall continuing vision of the District. An inventory of such properties should be conducted to determine their best intended use, positioning for planning projects, structural integrity, aesthetic and historical value, appraised value and incorporation into the surrounding fabric.

Recommendations

At the direction of the SHD Task Force, the following areas of interest have been identified and recommendations are to be included, but not be limited to, the following:

1. Pursue property acquisition, restoration and resale.
2. Improve Dodge and Kirkland Street rights-of-way south of River Street.

Public Involvement



Public participation is vital to the City’s future growth and sustainability. Improving communication is important to ensure Palatka’s residents are given increased opportunities to become engaged and to provide input into their City’s development. Public Involvement is a critical component in the process of developing an action plan or visioning document. Public involvement affords the opportunity to share in the future progress of the community, share in the vision and also provides an avenue to become part of the plan. Community meetings, visioning sessions, and workshops need to be properly advertised and noticed so that the public may attend these organized gatherings to ask questions, voice concerns and contribute to the betterment of their community.

Once an action plan is developed for the City, a monitoring process should be established to ensure continual progress towards the

plans' goals. Adhering to the plan increases trust between local government and stakeholders, including community residents and organizations. The stakeholders' viewpoints are relevant to the decision-making process. All of these factors will increase the probability of developing a successful, vibrant and sustainable Historic District.

Recommendations

At the direction of the SHD Task Force, the following areas of interest have been identified and recommendations are to be included, but not be limited to, the following:

1. Encourage increased participation by the citizens in voicing their opinions in combination with volunteering efforts for improvements.
2. Encourage increased communication with citizens regarding City needs, initiatives, and outcomes.
3. Further support, communication and participation amongst the three CRA Districts: Central Business, North Historic, and South Historic.
4. Develop and conduct workshops to inform and educate the public on the issues and initiatives that the City is facing and developing.
5. Provide educational workshops regarding historic preservation.



Housing and Community Improvement Funding Mechanisms

The City has identified the need to provide and/or obtain funding sources and opportunities that can be utilized for development, redevelopment and restoration of the historic and non-historic structures in the District. There are a variety of potential funding programs and mechanisms that should be further investigated as a possible means of providing additional support and opportunity for the continuing efforts of preserving the character of the District. While not an exhaustive listing of programs, the following are noted with a brief description of each program:



- *Front Porch Florida Initiative.* As noted by the Florida Department of Community Affairs, “The Front Porch Florida Initiative was created in 1999 as a means to rebuild distressed communities. Front Porch Florida takes up this challenge to revitalize underserved communities that are dedicated to positive cooperation and communication to make their community a better place to live, work, and play.

As a part of the initiative, the Front Porch Communities are provided the educational and technical assistance to help residents plan and implement projects that will make long-term changes. Throughout the process, the communities can be reassured that the Office of Urban Opportunity is committed to their success and will help them form long term relationships with public and private partners, provide technical assistance and guidance, and whatever means possible to ensure that the communities find the resources they need and complete the goals they have presented to the residents and stakeholders.”

- *The Florida Small Cities Community Development Block Grant (CDBG) Program.* This program is administered by the State of Florida on behalf of the U.S. Department of Housing and Urban Development. As outlined by U.S. HUD, the primary statutory objective of the CDBG program is to develop viable communities by providing decent housing and a suitable living environment and by expanding economic opportunities, principally for persons of low- and moderate-income. The State must ensure that at least 70 percent of its CDBG grant funds are used for activities that benefit low- and moderate-income persons over a one-, two-, or three-year time period selected by the State.



As outlined by Florida's Department of Community Affairs (DCA), this program has played a critical role in revitalizing communities throughout the state. Thirty percent (30%) of the program's annual allocation is used to fund projects under the Economic Development category. Economic development grants create or retain private-sector employment (primarily for low- and moderate-income persons), spur private-sector investment, attract other government funds and can increase a local government's property tax base.

- *National Trust for Historic Preservation.*
- *United States Department of Housing and Urban Development - Section 203(k) Program.* The Federal Housing Administration (FHA), which is part of the Department of Housing and Urban Development (HUD), administers various single family mortgage insurance programs. These programs operate through FHA-approved lending institutions which submit applications to have the property appraised and have the buyer's credit approved. These lenders fund the mortgage loans which the Department insures. HUD does not make direct loans to help people buy

homes. The Section 203(k) program is the Department's primary program for the rehabilitation and repair of single family properties. As such, it is an important tool for community and neighborhood revitalization and for expanding homeownership opportunities. Since these are the primary goals of HUD, the Department believes that Section 203(k) is an important program and with full intent to continue to strongly support the program and the lenders that participate in it.

A similar program that could be used for reference and/or as a model:

- City of Kissimmee, Community Redevelopment Agency Residential Matching Rehabilitation Grant Program. Per the City's Program, the primary objectives of the Matching Rehabilitation Grant Program are to encourage rehabilitation and preservation of residential structures by offering financial and limited technical assistance for rehabilitation. The goal is to return the historic neighborhoods to their original characters. It is hoped that in addition to the preserving the housing stock, the program will provide an incentive for complete rehabilitation of the residential structures.

GOALS, OBJECTIVES and IMPLEMENTATION ITEMS FOR ACTION PLAN

The Goals and Objectives outlined in this portion of the Plan have been developed by the Task Force of the District through public meetings and workshops. They have also been proposed for purposes of implementation through an action plan. The City has expressed the desire to continue the momentum created through this process, executing the prioritized recommendations that are identified in this portion of the Plan. The action plan is to include, but not be limited to:



- Streetscape, open space designs and construction plans
- Infrastructure improvements
- Strategic way-finding
- Community education programs
- Support and partnering opportunities of festivals and sustainable events

The following recommendations address the overall needs of the District. They may serve as short, mid and/or long range goals. Further in this section of the Plan, the recommendations are narrowed and prioritized for strategic implementation purposes. It is important to note that while these items have been identified, they may be ever-changing as the needs of the District evolve. While some of these recommendations may be put into action, some may be eliminated due to alternative solutions or the need no longer existing.

Recommendations

At the direction of the SHD Task Force, the following areas of interest have been identified and recommendations are to be included, but not be limited to, the following:

1. Partner with the City to apply for Community Development Block Grants for Neighborhood Development.
2. Relocate overhead utilities underground.
3. Neighborhood gateway/entry feature.
4. Traffic calming devices along River Street.
5. Improve on-street parking areas.
6. Restore brick streets.
7. Restore gas lamps.
8. Address roadway alignment at the intersection of South 3rd Street and Laurel Street.
9. Coordinate with the City to discuss the potential for park space within the rights-of-way of Dodge and Kirkland Streets.

As a result of the public meetings and CRA workshops, in exploring the opportunities and constraints that have come before the City of Palatka and the South District, it is with unified consensus that the following four goals be implemented through the action plan:

- 1. UNDERGROUND UTILITIES:** Engage the appropriate parties necessary to develop utility relocation plans and relocate the overhead utilities underground.

2. STREETScape: Improve the existing on-street parking areas; coordinate with the City’s utility department to develop and implement a solution to the drainage issues along River Street; and install traffic calming devices (i.e. chicanes and roundabouts) along River Street. Consider coordinating planning, designing, funding and construction efforts with that of the Trail Project that is tentatively planned to run along the river.

3. RIVERFRONT PUBLIC ACCESS: Coordinate with the City to discuss the potential for park space within the rights-of-way of Dodge and Kirkland Streets as well as the opportunity to provide boat slips for District residents on the river-front property within these rights-of-way.

4. INTERSECTION AND ROADWAY REALIGNMENT

Coordinate with the City in its efforts to master plan the riverfront and public investment properties at the 100 and 200 Blocks to evaluate the intersection of South 3rd Street, River Street, Laurel Street, and public parking access points.



682 Emmett Street

COMMUNITY REDEVELOPMENT AREA PLAN
CONCLUSION

CONCLUSION

The CATFs efforts have resulted in the creation of short, mid and long range goals. These goals vary in specificity and immediacy in relation to their role in the overall approach to revitalizing the CRA. These goals are separated by TIF District.

Central Business District



An outdoor cafe

Restructuring and establishing parts of the CRA Structure are short range goals. The structure and activity of the Agency, its leadership and committee participation is essential for program success. In addition, the separation of the Main Street Program from the CBD is necessary to allow for the two programs to function as they are intended to, but in support and relation to one another.

Marketing and Festivals and Sustainable Events are short, mid and long range goals. Promotion and visibility of the City, its amenities and activities should remain as a constant priority. Partnerships and creativity are the lifeblood of continuing great traditions as well as establishing new ones. In addition, Economic Development and Incentive Programs are short, mid and long range goals. The short goal is to address immediate property owner concerns regarding effective relief while stimulating the CBD. The mid and long range goals are establishing and revising programs that can act as additional layers of support that have an impact on the downtown investment, the deterioration of structures and employment.

Extending the CRA Program is a mid and long range goal. The Program was established in 1983, having existed for 25 years, and is being given new life through property owners, merchants, residents, CRA Trust Fund investments, committee involvement, and active City elected officials and staff who are instigating action

through updating plans and implementing goals. The long range goal associated with the program is to successfully reauthorize it and continue aggressively to cultivate the CBD.

North Historic District

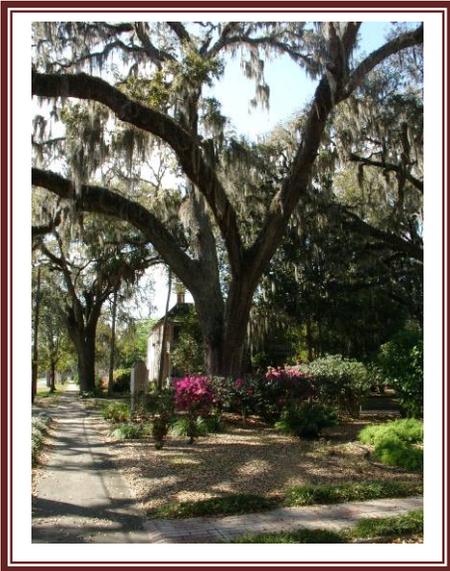
The NHD’s short range goals are to amend the current NHD boundary to include the residences that reside in the North Historic Neighborhood Association but not in the NHD. The boundary change should also include Fred Green Park. In the interim of the boundary being changed to achieve this goal, work with the CBD to utilize TIF funds that are contributed to the CBD TIF fund by the North Historic Neighborhood Association property owners for residential improvements.

Additional short range goals are to develop and implement a grant program that allows district home owners the opportunity to apply for TIF funds with which to improve the exterior appearance of their homes (i.e. Housing Improvement Program (HIP) as currently operating in the South Historic District).

A mid and long range goal is to engage the appropriate parties necessary to develop utility relocation plans in efforts to relocate the overhead utilities underground. In addition, restore and install brick paver aprons (drive way between the roadway and sidewalk) for residential property owners.

South Historic District

A short range goal of the SHD includes coordination with the City in its efforts to master plan the riverfront open space and public investment properties at the 100 and 200 Blocks for purposes of evaluating the intersection of South 3rd Street, River Street, Laurel Street, and public parking access points. The opportunity presents itself to realign the manner in which these roadways and access



points come together while providing better traffic flow, parking access and gateways to and from the CBD and the SHD.

Additional short and mid range goals are: improve the existing on-street parking areas; coordinate with the City’s utility department to develop and implement a solution to the drainage issues along River Street; and install traffic calming devices (i.e. chicanes and roundabouts) along River Street. It is important to note that time, funds and considerable effort will be saved if the City and the CBD, NHD and SHD Committees consider coordinating planning, designing, funding and construction efforts with that of the Trail Project that is tentatively planned to run along the river. Coordinate with the City to discuss the potential for park space within the rights-of-way of Dodge and Kirkland Streets as well as the opportunity to provide boat slips for District residents on the river-front property within these rights-of-way.

A long range goal that is shared with the NHD is to engage the appropriate parties necessary to develop utility relocation plans in efforts to relocate the overhead utilities underground.



Lemon Street Market

Community residents, business and property owners, merchants, local organizations, and the City of Palatka must come together to establish, develop and foster a unified vision and approach for the CBD. This mutual collaboration supports and assists one another in community investments, as having common interests and benefiting from common rewards.

APPENDIX I



Palatka Main Street Program Year in Review 2007-2008



The Palatka Main Street Program has been in operation for over a year now as a Putnam County Chamber of Commerce program. We have made great strides this year in continuing and improving the Main Street program. Some of the accomplishments this year include:

- Completed and implemented a Business Plan for 2007-08 and distributed brochure “What is the Main Street Program?”
- Encouraged \$284,011 in façade improvements by the Façade Grant Program
- Planned and held the 2008 Artoberfest event in partnership with the Palatka Art League; approx 1300 visitors attended the one day event.
- Planned and held a successful 2008 Florida Azalea Festival; approx 28,000 visitors attended the two day event.
- Participated in Visit Florida’s “Downtowns and Small Towns” event held in St. Augustine and Palatka.
- Third Street Sign Project began (to be operational by Jan ‘09).
- Lemon Street Farmer’s Market continued.
- Downtown Map Brochure (prototype handed out at Blue Crab)
- Main Street Gazette done monthly with the Penny Saver
- Small business workshops held for downtown businesses.
- Presented updates to City Commission and City Manager on program.
- Received accreditation from the National Main Street Program
- Marketed business district by Visit Florida and several other media outlets
- Recruited UF College of Business students to do a Market Analysis of the district. (complete by Jan’09)

Please consider joining a committee and getting involved. There is no membership fee required. It is totally free! All it takes is a commitment and a desire to see downtown succeed. Please fill out the attached card.

Harry Eaken
Program Manager
Putnam County Chamber of Commerce’s Palatka Main Street Program

APPENDIX II

South Historic Neighborhood Association Year in Review 2007-2008

The South Historic Neighborhood Association has been in operation for over a year now. We have made great strides this year to improve the South Historic Neighborhood. Some of the accomplishments this year include:

- Improved neighborhood streetscapes by installing street trees and other landscaping
- Implemented Exterior Code Violation Grants and invested \$80,000 toward this grant program (see appendix V for application forms)
- Successfully renovated Hammock Hall, a public non-profit building valued at over \$300,000, which is used for wedding receptions, art shows and classes.
- Supported the Historic Tilghman House renovation (funds totaling \$220,000). The Tilghman House is home to the Palatka Art League.

Please consider joining a committee and getting involved. There is no membership fee required. It is totally free! All it takes is a commitment and a desire to see this neighborhood succeed.

Robbie Corria
President
South Historic Neighborhood Association

APPENDIX III
(Exhibits)

Central Business District

Aerial View



Central Business District

Aerial Exhibit

CITY OF PALATKA COMMUNITY REDEVELOPMENT AGENCY

PUTNAM COUNTY, FLORIDA

CONTACT: LARA DIETRICH (904) 828-3900
AERIAL FLIGHT DATE: APRIL 2008

SCALE: IN FEET



DATE: AUGUST, 2009

© URBAN RESOURCE GROUP, 2009

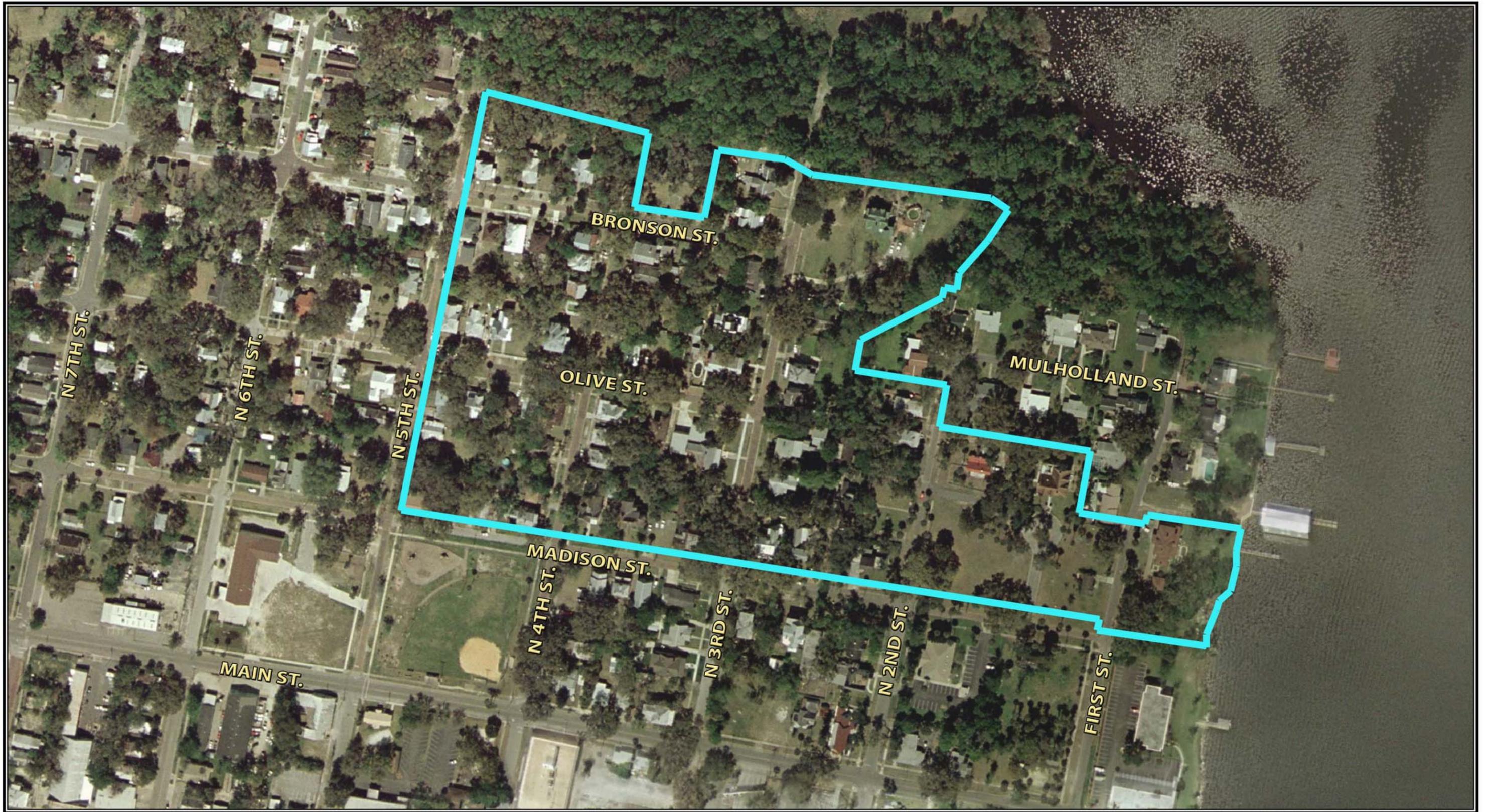
Kimley-Horn and Associates, Inc.

URG

URBAN RESOURCE GROUP
A DIVISION OF KIMLEY-HORN AND ASSOCIATES, INC.



North Historic District
Aerial View



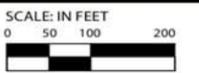
North Historic District

Aerial Exhibit

CITY OF PALATKA COMMUNITY REDEVELOPMENT AGENCY

PUTNAM COUNTY, FLORIDA

CONTACT: LARA DIETRICH (904) 828-3900
AERIAL FLIGHT DATE: APRIL 2008



DATE: AUGUST, 2009
© URBAN RESOURCE GROUP, 2009



South Historic District
Aerial View



South Historic District

Aerial Exhibit

CITY OF PALATKA COMMUNITY REDEVELOPMENT AGENCY

PUTNAM COUNTY, FLORIDA

CONTACT: LARA DIETRICH (904) 828-3900
AERIAL FLIGHT DATE: APRIL 2008



DATE: AUGUST, 2009
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APPENDIX IV

Matching Grant Program for Building Exterior, Façade and Sign

- Project Guidelines
- Application
- Façade Alterations
- Grant Procedures
- Agreement

*Please note portions that have **yellow highlights and/or strike-throughs** refer to *proposed changes* of these guidelines.

MATCHING GRANT PROGRAM FOR BUILDING EXTERIOR, FACADE, and SIGN IMPROVEMENTS

Project Guidelines

The purpose of the reimbursable incentive grant program is to restore, improve, or create historic architectural features to facades of commercial buildings within the Palatka Main Street District. The Palatka Main Street District boundaries are from the Riverfront west on St. Johns Avenue to 11th Street, the north side of Oak Street and short Laurel, Reid Street and the south side of Main Street to include all side streets within these boundaries.

Upon approval to receive funding from the City of Palatka, Community Redevelopment Agency (CRA) Board, the time frame for this grant project is as follows:

- 30 days to advertise and notify downtown building owners within the Main Street District
- 60 days for submittal of applications
- The Palatka Main Street Design Committee will review applicants for compliance.
- A lottery will be scheduled to select the grant winners.
- The grant winners will have six months to complete the project.

The project guidelines are as follows:

- A. Where practical, all building facades shall be restored to the original period design. If it is deemed not practical by the Design Committee, then a similar architectural design shall be used.
- B. If a building does not have a historically significant architectural design or feature, then a proposed historic design may be submitted to qualify for the grant program.
- C. All storefronts shall be designed, constructed, and maintained to compliment and accept the architectural features of the building. All accessories, signs, and awnings shall likewise harmonize with the overall character of the building.
- D. All color schemes shall accent the building as well as harmonize with adjacent buildings. Colors must contain a minimum of 9% black pigment of the total color formula with exclusion of White.
- E. Only one grant shall be awarded per owner annually. Multiple applications will be accepted. However only one will be approved per year, per façade, unless there are residual funds available at the end of the filing deadline date. All Grant funds

awarded require 50/50 **(one to one)** match expenditure by the owner. Funds may be awarded as follows:

- Reimbursable grants may be awarded up to a maximum of \$100,000 for fiscal year ending in September 2008; **(Delete as it is duplicative)**
 - **A maximum of \$10,000 per property owner will be allowed from the Community Redevelopment Agency – Tax Increment Funds; of which Palatka Main Street, Inc. will administer; through the one to one matching grant program.**
 - A match of 50% is required by the owner. **(Delete this as it is duplicative)**
- F. The owner of a structure that has undergone recent qualifying renovations within the last twelve months from the onset of this program is eligible to apply.
- G. To qualify for grant funds, an application including appropriate drawings and data must be submitted to the Palatka Main Street office at 1100 Reid Street.
- H. No grants will be made to government-owned properties or to tenants in government-owned properties.
- I. No proposed work for which a grant is sought should begin until authorized by the Palatka Main Street Design Committee.
- J. If an applicant, who has received a grant, sells their building for which the grant was used, they will be required to repay a portion of the grant. That portion is based on 20% increments for a period of 5 years.
- K. Minimum Maintenance Ordinance requirements will be enforced by the City of Palatka Code Enforcement.
- L. Purchase of tools are not reimbursable as part of the grant program although reimbursement for rental equipment will be allowed.

Application

Applicant Name: _____

Business Name: _____

Property Address: _____

Applicant's Phone Number: _____

Type of Façade Improvement Planned (note all that apply). Please attach Supporting Data Checklist.

Signage: Removal New Altered Repaired

Painting (Approximate Sq. Ft. area) See Project Guidelines Part D: _____

Structural Alterations: _____

Cosmetic Alterations (Moldings, etc.): _____

Other work (Please specify, Awnings, etc.): _____

Total Cost of Project: _____

Amount Requested: \$ _____

I hereby submit the attached plans, specifications and color samples for the proposed project and understand that these must be approved by the Review Committee. No work should begin until I have received written approval from Review Committee. **I further understand that the project must be completed within six (6) months and that grant monies will not be paid until the project is complete.**

Signature of Property Owner

Signature of Property Owner (if applicable)

Date: _____

Date: _____

FACADE ALTERATIONS

Supporting Data Checklist for Applicants

Please submit this checklist as part of your application

SUBMITTALS:

- Provide a rendering of proposed alterations, a detailed scope of work, and all applicable materials
- Provide elevation drawing of proposed alterations with accurate dimensions.
- Provide bill of materials for proposed alterations
- Provide a written estimate from a licensed contractor
- Provide certificate of insurance for building.
- Provide an W-9 (included in this packet)
- Provide all required information in an organized binder.

SIGNS:

- Provide a color rendering of the design chosen
- Include specifications as to the size and width of the sign

PAINT:

- Provide samples of the colors chosen.
- Mark which color will be body color and which will be accent colors
- Note where each color will be used

AWNINGS:

- Provide information about color and style of awning chosen
- Note where awning will be placed on building
- Submit written estimate

Awning selection must take into account the architectural style of the building.

Grant Procedures

1. Fill out application and checklist and submit one copy to the Palatka Main Street office with supporting data by March 4, 2008. (See attached sheet for required Supporting Data Checklist).
2. The Palatka Main Street Design Committee will review the project and submit the package to the Palatka Main Street Steering Committee with their recommendation.
3. Once the Steering Committee has approved the project, written notice from the Main Street Manager will be delivered to the grantee and work can begin. No work should start until written notice is received (with the exception of a retroactive project).
4. Grantee is responsible for obtaining any permits required to do the project. Cost of permitting cannot be part of grant funding.
5. When the project is complete, an inspection for compliance will be made by the City Building Department. Once approved, Palatka Main Street Manager will submit the required information to the City Financial Officer for reimbursement of the grant amount to the grantee.
6. For reimbursement grantee must submit a signed and dated invoice marked *Work Paid*. Any unapproved changes will not be reimbursed. If grantee decides to change the project after approval, they must contact the Palatka Main Street Manager as soon as possible.
7. All permitted work performed must be done by registered, certified contractors.
8. ***All work performed must meet the State of Florida Building Code and Design Guidelines of this program.***

RELEASE AND HOLD HARMLESS AGREEMENT

Release executed on the _____ day of _____, 20__, by (Property Owner) _____ and (if Applicable) _____, of (street address)

City of Palatka, County of Putnam, State of Florida, referred to as Releasor(s).

In consideration of being granted monies for restoration, modifications, signage, or other physical changes to the property located at the above address, the Releasor(s) understands that they are solely responsible for providing their own contractors, and to assure that those contractors are fully insured and licensed and have obtained all necessary permits in accordance with City (State) regulations. The Releasor(s) waives, releases, discharges, and covenants not to sue the Palatka Main Street Program or the City of Palatka for loss or damage, and claims or damages, on account of any work that has been performed in accordance with City or State guidelines.

Releasor(s) agrees that this release, waiver, and indemnity agreement is intended to be as broad and inclusive as permitted by the laws of the State of Florida and that if any portion of the agreement is held invalid, it is agreed that the balance shall notwithstanding, continue in full legal force and effect.

Releasor(s) further states that it has carefully read the above release and knows the contents of the release and signs this release as its own free act.

Releasor’s obligations and duties hereunder shall in no manner be limited or restricted by the maintaining of any insurance coverage related to the above referenced event.

This release contains the entire agreement between the parties to this agreement and the terms of this release are contractual and not a mere recital.

Dated this _____ day of _____, 20__.

Property Owner Signature

Witness

Co-Owner Signature (if applicable)

Witness

Please Print

Do Not Fill This Page Out

City Building Department Inspection

(Upon completion of Project)

Comments: _____

Permit Required: _____ Yes _____ No Project signed off _____ Yes _____ No

Chief Building Official

Date

FINAL APPROVAL FROM PUTNAM COUNTY CHAMBER PRESIDENT

President

Date

APPENDIX V

**THE SOUTHSIDE HISTORICAL NEIGHBORHOOD ASSOCIATION TAX INCREMENT
FINANCE FUND HOME IMPROVEMENT PROGRAM (SHNA TIFF/HIP) APPLICATION**

Homeowner(s) Name(s): _____

Address: _____

Phone Number(s): _____

Is this your primary residence? Yes No please attach supporting documentation such as a copy of your Homestead Exemption.

Homeowner(s) Adjusted Gross Annual Income: _____
Please attach supporting documentation such as a copy of most recent federal tax return.

Do you have existing Code violation(s)? Yes No. If so, list specific violations/home improvements or attach a copy of those citations.

Is your home in need of exterior restoration? Yes No If so, please list these home repairs that will improve the appearance of your home below:

Signature of Property Owner

Signature of Property Owner

Date: _____

Date: _____

Property Parcel Number: _____

Please forward this application and supporting information to:
SHNA TIFF/HIP
PO Box 2507
Palatka, FL 32178

Revised 9/14/08, 10/15/08, 11/04/2008, 6/22/09

THE SOUTHSIDE HISTORICAL NEIGHBORHOOD ASSOCIATION
TAX INCREMENT FINANCE FUND HOME IMPROVEMENT PROGRAM
(SHNA TIFF/HIP)
FACT SHEET

PURPOSE: To assist property owners in the Palatka Southside Tax Increment Finance (TIF) District in repairing their home to correct existing code violations or to make exterior improvements. In turn this will result in the preservation of the historic integrity and overall quality of the entire neighborhood.

WHO IS ELIGIBLE AND HOW DO I REQUEST AN APPLICATION? A person who has a primary residence located within the boundaries of the Southside TIF District and who has an **Adjusted Gross Income (AGI)* as specified in the SHNA TIFF/HIP agreement.

*based on USDA Rural Development Housing Guidelines

HOW ARE HOMEOWNERS DETERMINED TO BE ELIGIBLE TO PARTICIPATE IN THIS PROGRAM?

Those homeowners with existing Code violations will be given first consideration. The next group of eligible applicants will be homeowners with exterior renovation needs on a first come, first serve basis until the maximum annual allocation has been met.

WHAT OTHER REQUIREMENTS EXIST?

All repairs will require three bids by licensed local contractors. Payment checks will be issued directly to the contractor for services rendered by the City of Palatka. All work completed must comply with Florida Building Code and the City's Historic Preservation Board guidelines. A SHNA TIFF/HIP participant must continue to reside and occupy the repaired residence for at least three (3) years after completion of repairs. All or a portion of payment for repairs is required if the property is sold prior to the three year occupancy period (please refer to Section 7 of the Grant Agreement for specifics).

There are also grants and/or matching funds available in addition to participation in SHNA TIFF/HIP that you as a homeowner may qualify for to repair and maintain the value of your home. SHNA members will try to assist or direct you to these additional resources.

Please contact either Roberta Correa/Michael Gagnon > 325-9418 or Lucille Estes > 328-7651 or via e-mail at shna.net for assistance.

Revised 9/14/08, 10/15/08, 10/27/08, 11/19/08, 6/22/09



SHNA TIFF/HIP AMENDMENT

All property owners in the Southside Tax Increment Finance Fund (TIFF) District contribute to this account via property taxes. Therefore all homeowners within the district should have an opportunity to gain financial assistance towards the exterior improvement of their property. The existing Tax Increment Finance Fund/Home Improvement Program (TIFF/HIP) will remain the same for those homeowners who qualify with the exception of a \$20,000.00 maximum project cap. For those homeowners whose income exceeds the existing guideline limits, the following amendment will apply.

Requested improvements will be bid and directed by SHNA representatives using the existing TIFF/HIP process. A maximum of \$10,000.00 in TIF monies will be provided for a project without homeowner(s) matching funds. If the project exceeds \$10,000.00, the homeowner(s) will match any costs above this amount with personal funds. The homeowner(s) contribution will be paid prior to commencement of each project. The maximum total cost per property for the project will not exceed \$20,000.00 (\$15,000.00 maximum TIF and \$5000.00 homeowner). Any costs beyond this amount must be funded by the homeowner. The criteria regarding primary residence as stated in the original program will apply to this amendment and the homeowner(s) must reside there for at least one year prior to applying for the program. Homeowner(s) who meet the income requirements of the original program or any homeowner(s) with existing Code Compliance issues will take precedence over other applicants. Projects will be reviewed and approved on a first come, first serve basis.

All homeowner(s) participating in either the original or amended TIFF/HIP will be expected to become a member of SHNA and will be responsible for the cost of County recording fees (total amount based on current cost of four (4) pages).

Rmc: 6/12/2009

APPENDIX VI

North and South Historic Districts' Questionnaire Results Memorandum

CITY OF PALATKA
COMMUNITY REDEVELOPMENT AREA
North TIF District ~ Questionnaire Results

QUESTION 1 What District do you live in?

(3) Respondents

QUESTION 2 What three things do you *most* like about your District?

- (3) Trees
- (3) Historical Architectural Character of the Homes
- (2) Unique Natural Environment/Atmosphere
- (1) Riverfront
- (1) Great Neighbors

QUESTION 3 What three things do you *least* like about your District?

- (1) Infiltration of Modern Codes and Regulations Applied in the District
- (2) Absentee Property Owners/ Non-Resident Owners Not Maintaining Property to Minimum Standards
- (1) Out of Date Water and Sewer Lines
- (1) Traffic (speeding)
- (1) Tree Removal

QUESTION 4 If you had a blank check for improvements in your District, what three things would you spend the money on?

- (1) Renovate every single residential structure
- (2) Put utilities underground
- (1) Restore and repair brick streets where existing
- (1) Create pocket parks and improve public green space landscaping
- (1) Restoring the neighborhood and its original uses
- (1) Gas lamps
- (2) Add 300 Block of 2nd, 3rd and 4th Streets to the North TIF District boundary

QUESTION 5 What are the key *outside* factors or influences impacting your District?

Lack of historic guidelines and enforcement allowing non-conforming structures to be built
The progress of the South Historic District sets good examples for where, what and how
The blighted adjacent neighborhood to the west
Main Street traffic
CBD success or failure

QUESTION 6 How does your District interact with the Central Business District and vice-versa?

- (1) We do not interface/interact with the CBD, but the stronger the CBD, the stronger the North TIF District
- (1) Two cities blocks of district overlaps (e.g. historic districts, CBD and North TIF District)

COMMUNITY REDEVELOPMENT AREA South TIF District ~ Questionnaire Results

QUESTION 1 What District do you live in?

(7) Respondents

QUESTION 2 What three things do you *most* like about your District?

- (3) Increasing property values
- (2) Proximity to work
- (2) Proximity to church
- (2) Proximity to river
- (6) Neighborhood unity/enthusiasm of residents
- (1) Reduced crime
- (3) Appearance of neighborhood (brick streets, mature trees)
- (1) Funds available through cra program/tif district
- (1) Quiet walking streets
- (4) Historic homes/structures

QUESTION 3 What three things do you *least* like about your District?

- (1) Section 8 housing on similar rental properties
- (2) Asphalt roads/poor roadway conditions
- (2) Overhead power lines
- (5) Absent property owners
- (1) Pedestrian trash
- (2) Lack of pride by various residents
- (1) Gas lights are not active
- (1) Resistance to change
- (1) Lack of follow through on home improvements
- (1) Truck traffic
- (1) Noisy rental residents

QUESTION 4 If you had a blank check for improvements in your District, what three things would you spend the money on?

- (1) Home improvements
- (4) Landscape improvements
- (3) Activate gas lamps
- (4) Put utilities underground
- (4) Remove asphalt roads
- (2) Purchase properties that do not contribute to the overall beautification of the district or comply with historic restoration
- (2) Historic preservation
- (1) Assist with homesteaded property improvements
- (1) Improve stormwater utility
- (2) Develop home improvement grant program
- (1) Develop community garden and park

QUESTION 5 What are the key *outside* factors or influences impacting your District?

- (5) Poor economy/foreclosures/residential ownership turnover
- (2) Homeless
- (1) Section 8 housing
- (3) Absent property owners
- (1) Riverfront development
- (2) Lack of code enforcement
- (1) Drugs, illegal activity and various crime
- (2) Funding for additional police
- (1) No funding for gas lamps
- (1) Lack of grocery/market
- (1) Adjacent to feeder roadways with heavy through traffic
- (1) Time limitations of the tif

QUESTION 6 How does your District interact with the Central Business District and vice-versa?

- (4) No interaction
- (2) Community involvement on an individual basis
- (2) Good interaction
- (2) Mutual residential and commercial support of one another