



**Putnam County**

**COMPREHENSIVE PLAN  
INTERGOVERNMENTAL COORDINATION ELEMENT**

Putnam County  
514 St. Johns Avenue  
Palatka, FL. 32177

Effective Date: September 8, 2006

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## **INTERGOVERNMENTAL COORDINATION ELEMENT**

### **I. INTRODUCTION**

This element identifies and analyzes intergovernmental relationships in the context of the Putnam County Comprehensive Plan. The relationships that exist between local, regional, state and federal government agencies are complex. The efforts of the various units of government must be coordinated in order to minimize duplication, incompatible actions and to promote cooperation, efficiency and responsiveness to the citizens of Putnam County. This element provides an inventory and analysis of existing coordination mechanisms utilized by Putnam County to achieve efficient coordination. Other elements of this Comprehensive Plan have identified problems, needs and/or opportunities in the existing systems of coordination. The analysis of existing coordinating mechanisms results in recommendations for continued, expanded and new interlocal agreements and other coordination mechanisms such as joint planning area agreements or Memoranda of Agreement. The last section of this element sets forth goals, planning objectives and corresponding policies to ensure efficient and effective coordination between the County, its municipalities, and other adjacent local governments, regional, state and federal agencies.

Improving government efficiency in the delivery of public facilities and services is the long-term end toward which County intergovernmental coordination policies and programs should be directed. The costs of delay and duplication can be avoided by anticipating the need for coordination in order to maximize public resources, identify common goals of coordinating entities, and establish appropriate coordinating mechanisms. Effective interlocal agreements and other coordination mechanisms improve governmental efficiency, increase productivity, and reduce costs.

### **II. CITIZEN PARTICIPATION**

Effective involvement of citizens in governmental processes is a very real part of intergovernmental coordination and a critical component of comprehensive planning. Over 1,000 citizens participated in the community visioning process conducted by the County Commission in the spring of 2002. In three of the four targeted issue areas, intergovernmental partnerships, coordination and responsiveness were mentioned frequently as issues to be addressed by the County, its municipalities and other local government, regional, State and federal agencies.

### **III. EXISTING CONDITIONS**

Putnam County is a predominantly rural county located in the Northeast Florida Region. The County had an estimated 2005 population of 73,800, of which approximately 57,727 live in the unincorporated areas of the county. Putnam County is a non-charter County with a commission manager form of government. The municipalities located within Putnam County are Crescent City, Interlachen, Palatka, Pomona Park, and Welaka. Palatka is the county seat and largest city

with an estimated 2004 population of 10,820. The municipalities of Crescent City, Interlachen, Pomona Park, and Welaka are relatively small rural communities with year 2004 populations ranging from 600 (Welaka) to 1,787 (Crescent City) according to the University of Florida Bureau of Economic and Business Research. Seven counties are adjacent to Putnam County. Clay County is to the north, St. Johns County to the northeast, Flagler County to the southeast, Volusia and Marion Counties to the south, Alachua County to the west and Bradford County shares a very small border to the northwest with Putnam County.

A. Inventory and Assessment of Intergovernmental Coordination Mechanisms (9J-5.015(1)a,b):

This section addresses the various local, regional, state and federal agencies with which the County must coordinate on issues involving the development and regulation of land. A short description of the various agencies and areas of coordination for those agencies are provided below.

1. Federal Agencies: Putnam County must comply with federal regulations.
  - a. *Environmental Protection Agency (EPA):* EPA is the lead agency in administering the National Environmental Protection Act (NEPA), the Clean Air Act, the Safe Drinking Water Act, and the Water Pollution Control Act, and the Endangered Species Act. EPA also administers the Superfund hazardous waste site clean-up program and issues hazardous materials restrictions and guidelines. NEPA requires environmental impact assessments for federal projects. The Clean Air Act sets emission standards for pollutants. The Safe Drinking Water Act establishes minimum drinking water standards and standards for the protection of water for public use, including operating standards and quality controls for public water systems. The Water Pollution Control Act relates to the provision of sanitary sewer service and the restoration and/or maintenance of the chemical, biological and physical integrity of the nation's water. The Endangered Species Act creates regulations intended to protect critically endangered species and their habitat.
  - b. *Federal Aviation Administration (FAA):* FAA regulates the nation's aviation system through licensing of airports and provision of funding for maintenance and enhancement of commercial airline service airports. Federal Aviation Regulation (FAR) Part 150 enables airports to assess aircraft noise impacts on surrounding land uses and implement appropriate mitigation measures. The FAA also regulates height restrictions and land uses near airports, and reviews and approves Airport Layout Plans (ALP). The County coordinated with FAA through adoption of height and noise restriction zones surrounding the Kay Larkin Airport located in the City of Palatka.
  - c. *Federal Emergency Management Agency (FEMA):* FEMA works to prepare and effectively respond when a disaster event strikes. Additionally, FEMA works to mitigate the effects of the event before the disaster. FEMA administers the National Flood Insurance Program and is involved in development review in terms of identifying and regulating the development of land in flood prone areas. The program

- maps areas of special flood hazard using the floodway, 100-year and 500-year flood boundaries. To qualify its homeowners for flood insurance, Putnam County has adopted an ordinance regulating the development of lands in flood prone areas.
- d. *United States Army Corps of Engineers (ACOE)*: The ACOE plans and executes the development and maintenance of water resources, water-related resources, civil works projects, and military projects, including construction and operation of projects for navigation, flood control, shore and beach restoration and protection, hurricane and flood protection, water supply and water quality. An ACOE permit is required for construction activity in navigable waters, and has permit authority to regulate activities involving discharges of dredged or filled material in all waters of the United States.
  - e. *United States Bureau of the Census*: Under the Department of Commerce, the Census Bureau provides demographic and economic data.
  - f. *United States Department of Agriculture (USDA)*: The Natural Resource Conservation Service (formerly Soil Conservation Service), an agency of the USDA, provides soil classification and information. This agency also provides information regarding the suitability of soils for septic tank use and basic construction.

The Farmers Home Administration (FmHA) is a rural credit agency of the USDA that provides a rural rental assistance program and makes loans and grants in rural areas for operating loans, community facilities, including water and waste disposal, and offers loans to further rural business and industrial development.

The Soil Conservation and Stabilization Service conducts an agricultural set-aside program that subsidizes farmers for retaining land in agriculture. This program is a device for market control to retain the economic viability of agricultural products.

The U.S. Forest Service is an agency of the USDA that manages public lands in national forests and grasslands. The Forest Service is also the largest forestry research organization in the world, and provides technical and financial assistance to state and private forestry agencies.

- g. *United States Department of Housing and Urban Development (HUD)*: Provides block grant funds to the State of Florida Department of Community Affairs to implement the Small Cities CDBG Program. Also administers FHA, which provides mortgage insurance on loans for low and moderate income home buyers.
- h. *United States Department of the Interior*: The Department of the Interior administers the National Register of Historic Places. The Secretary of the Interior establishes the standards for rehabilitation of historic structures listed on the National Register. There is a historic district in the unincorporated area of Melrose in Putnam and Alachua Counties. The City of Palatka also has two historic districts.

- i. *United States Department of Labor*: The Department of Labor contains the Small Business Administration and the Bureau of Labor Statistics. The Small Business Administration provides economic development assistance in the form of loans. The Bureau of Labor Statistics provides economic data.
- j. *United States Department of Transportation (USDOT)*: The Department of Transportation administers the nation's transportation policy. The agencies within USDOT include the Federal Highway Administration (FHWA), the National Highway Traffic Safety Administration (NHTSA) and the Urban Mass Transit Administration (UMTA). The FHWA reviews and approves federally funded highway projects. These projects include primary, secondary and urban system aid, the federal bridge replacement program and the maintenance and widening of federal facilities. U.S. Highway 17 is a federal facility. Federal highway facilities are operated and maintained by the Florida Department of Transportation (FDOT) as part of the State Highway System. The NHTSA shares responsibility with the FHWA for highway safety programs including highway design, construction and maintenance practices.
- k. *United States Fish and Wildlife Service (FWS)*: Under the Department of the Interior, the U.S. Fish and Wildlife Service assesses the impacts on fish and wildlife of all water and related land resource development projects which are federally funded or are constructed under a federal permit or license. FWS establishes and administers regulations and development guidelines for the protection of endangered and threatened species. FWS has conducted an inventory of wetlands and acquires significant migratory waterfowl habitat and habitat for endangered species as well as for recreation and wilderness areas.
- l. *United States Geological Survey (USGS)*: USGS provides topographic, geologic, and hydrologic maps used to identify areas of concern.
2. State Agencies: Putnam County must comply with regulations imposed by state agencies.
  - a. *Alcohol Beverages and Tobacco (AB&T)*: AB&T issues licenses for the sale of alcohol (both on-premise consumption and package sales). Putnam County Zoning Division must verify that these are permitted uses in the zoning district prior to issuance of the license by AB&T.
  - b. *Department of Agriculture and Consumer Services (DOACS)*: The Bureau of Public Fairs and Expositions regulates carnivals and circuses. The Division of Forestry provides wildfire suppression and responds to violation of forest protection laws. The division provides horticultural information and public education. The division also manages three state forests in Putnam County including Carl Duval Moore State Forest, Etoniah Creek State Forest and Welaka State Forest.

- c. *Department of Business and Professional Regulation (DBPR)*: Licenses contractors, apartment complexes, motels, hotels, transient lodges, and restaurants and other businesses and other entities to sell alcoholic beverages.
- d. *Department of Children and Family Services (DCF)*: DCF requires a license for Child Care, Community Residential Homes (including adult congregate living facilities, Adult Foster Family, Habilitation Centers, Nursing and Group Homes), and Social Service and Rehabilitation Centers.
- e. *Department of Community Affairs (DCA)*: DCA contains a number of divisions and bureaus as described below:

Division of Housing and Community Development: The Bureau of Community Development provides technical assistance on Americans with Disabilities Act, administers the Community Development Block Grant Program and Empowerment Zone and Enterprise Communities Program, and prepares the Statewide Minimum Building Code. The Bureau of Community Assistance includes the Community Services Block Grant, Low-Income Emergency Home Repair Program, Low-Income Home Energy Assistance Program, the Weatherization Assistance Program, State Energy Program, Drug Control and System Improvement Program, and the Local Law Enforcement Block Grants. The DCA, through the Florida Housing Finance Agency, administers the State Housing Initiatives Partnership (SHIP) program, which funds affordable housing programs serving very low, low and moderate income households.

Division of Community Planning: The Bureau of State Planning is responsible for processing Developments of Regional Impact, developing environmental siting and geographic information systems, preparing publications and research, and transportation planning. The Bureau of Local Planning is responsible for review of local government comprehensive plans for consistency with state regulations and administrative guidelines, review of Developments of Regional Impact and Florida Quality Developments, and administration of Areas of Critical State Concern.

Division of Emergency Management: The Bureau of Emergency Management controls and coordinates state hazard mitigation efforts to provide for the protection of Florida residents in the event of a disaster, natural or otherwise.

- f. *Department of Corrections (DOC)*: Manages the State's penal institutions and provides probation and parole services. The DOC manages the Putnam Correctional Institution located in unincorporated East Palatka.
- g. *Department of Education (DOE)*: Sets capacity standards for local school boards, provides funds to build or renovate local schools, and offers services for the blind, migrant programs and vocational education.

- h. *Department of Environmental Protection (DEP)*: DEP contains a number of divisions, bureaus and offices requiring intergovernmental coordination as described below:

Division of Air Resources Management: The division administers the state's air pollution control program and implements the Clean Air Act.

Division of Law Enforcement: The division is responsible for statewide environmental resource law enforcement and providing basic law enforcement services to the state parks, greenways and trails. Activities include environmental education and enforcement; investigation of environmental resource crimes such as abandoned drums and waste tires and illegal dredge and fill activities; responding to natural disasters, civil unrest, hazardous material incidents and oil spills which threaten the environment.

Division of Recreation and Parks: The division operates State Parks in Putnam County and throughout Florida. The division consists of the following bureaus and offices. The Bureau of Design and Recreation Services handles state park development and renovation and administers the Florida Recreation Development Assistance Program (FRDAP) and technical assistance programs for local governments. The Bureau of Natural and Cultural Resources provides technical support throughout the park system, manages the State Park System's collection of cultural objects, and provides technical support for the design and care of exhibits and interpretation. The Bureau of Operational Services coordinates the marketing and promotion, training and networking for the State Parks System and provides administrative support for the Division.

Division of State Lands: The purpose of the Division of State Lands is to acquire and dispose of lands as directed by the Board of Trustees of the Internal Improvement Trust Fund. The division administers, manages and maintains the records of all lands held by the Board of Trustees; administers and maintains the geodetic survey requirements for the State of Florida; sets boundary lines for lands owned by the Board of Trustees; identifies and sets ordinary and mean high water boundaries for purposes of sovereignty and land title; and controls aquatic and invasive/exotic plant species on public lands. The division provides oversight for state lands, including more than 7,000 lakes and 4,510 islands of 10 acres or more in size, many of which are located in Putnam County. The division also provides upland leases for educational facilities, vegetable farming, and mineral, oil, and gas exploration.

Division of Water Resource Management: The division is responsible for protecting the quality of Florida's drinking water as well as its rivers, lakes, wetlands, and beaches, and for reclaiming lands after they've been mined for phosphate and other minerals. The division conducts permitting, compliance and enforcement programs for Florida's more than 3,000 domestic and 1,000 industrial wastewater facilities, its 7,000 drinking water systems, and a myriad of wetlands and coastal activities. The division also provides funding each year to local governments and other recipients to

build or improve domestic wastewater and drinking water facilities, to restore and re-nourish eroding beaches, to reclaim lands disturbed by mining activities, and to implement stormwater and other non-point source management projects.

Division of Waste Management: The division implements state and federal laws relating to recycling, pollution prevention and solid and hazardous waste management, and regulates and registers aboveground and underground pollutant storage systems. It cleans up sites contaminated with petroleum products, dry cleaning solvents, or other hazardous wastes. The Division works closely with the District Waste Management Programs to implement permitting, compliance and enforcement activities. The Division has three bureaus: Solid and Hazardous Waste, Waste Cleanup, and Petroleum Storage Systems.

Office of Greenways and Trails: The Office of Greenways and Trails serves as a clearinghouse for the growing greenways and trails system in Florida. The Office plays the leading role regarding implementation of the Statewide System of Greenways and Trails; serves as staff to the Florida Greenways & Trails Council; provides technical assistance to communities, developers, and landowners; provides information regarding recreational opportunities on greenways and trails in Florida; and develops information and publications to educate the public about the benefits of greenways and trails. The Office also manages the Marjorie Harris Carr Cross Florida Greenway, which lies within north central Florida and spans from the Gulf of Mexico to the St. Johns River in Putnam County.

Bureau of Mine Reclamation: The bureau is responsible for administration and enforcement of rules related to permitting mining operations and reclamation.

- i. *Department of Insurance*: The Department has primary responsibility for the investigation of suspicious fires on state-owned property, and provides backup investigation for the unincorporated area. The State Fire Marshal interprets the Fire Code.
- j. *Department of Labor and Employment Security (DLES)*: Provides job training and vocational rehabilitation. The Department also provides labor and employment statistics such as the ES-202 Report that lists quarterly employment and wage data by industry sector and County.
- k. *Department of State, Division of Historical Resources*: Maps and inventories archaeological and historical resources and provides matching grant programs for the protection, restoration and acquisition of historic resources.
- l. *Department of Transportation (DOT)*: Responsible for the planning, construction, maintenance and access to the state highway system, as well as the State Rail Plan and the Florida Aviation System Plan. DOT also controls access points and regulates drainage and stormwater runoff as they pertain to the drainage system of State roads.

- m. *Florida Fish & Wildlife Conservation Commission (FFWCC)*: Responsible for fish and wildlife resources and provides enforcement for regulations regarding littering and illegal dumping.
- n. *Florida Highway Patrol (FHP)*: The FHP provides traffic patrol on state highways. The FHP provides and receives mutual aid from the Sheriff's Department.
- o. *Public Service Commission (PSC)*: The PSC regulates the rate structure for electricity, telephone service, gas, water and wastewater, cable television, energy conservation programs and power plant siting. Putnam County is a jurisdictional County for purposes of water and wastewater regulation.
- p. *St. Johns River Water Management District (SJRWMD)*: The district regulates the management and storage of surface waters, well construction, stormwater discharge, dredge and fill, and water shortages. The district reviews applicant submittals for individual and general permits and issues or denies individual and general permits for surface water systems. The jurisdiction of SJRWMD includes all of Putnam County except for a small area in the unincorporated area of Melrose in northwest Putnam County. In accordance with SB 444, Putnam County must coordinate with the regional water supply plan established by SJRWMD.
- q. *Suwannee River Water Management District (SRWMD)*: The jurisdiction of the SRWMD includes a small area in the unincorporated area of Melrose in northwest Putnam County.
- r. *Putnam County Department of Health(DOH)*: The Department of Health licenses mobile home parks and regulates septic tank and drainfield installation.

### 3. Regional Agencies:

- a. *Northeast Florida Regional Council (NEFRPC)*: Comprised of seven counties, the NEFRPC provides opportunities for both formal and informal coordination. The NEFRPC is responsible for the preparation of the Strategic Regional Policy Plan, and participates in ongoing state programs including Development of Regional Impact review, Local Government Comprehensive Plan review, Local Emergency Planning and Regional Clearing House. The NEFRPC serves as staff to the District IV Local Emergency Planning Committee (LEPC). The primary responsibility of the LEPC is the implementation of the federal Emergency Planning and Community Right-to-Know Act as Title III of the Superfund Amendments and Reauthorization Act (SARA) of 1986. The regional clearinghouse reviews applications for funding and programs to ensure coordination and consistency with local government and comprehensive regional plans. Informal coordination offered by the NEFRPC includes the regional dispute resolution process. This is a voluntary procedure for parties to sit down face-to-face in an attempt to reach a mutually beneficial resolution to particular growth management issues.

4. Adjacent Local Governments and Districts: (Coordination must occur between these Entities and Putnam County).
  - a. The following local governments are located adjacent to Putnam County: Alachua, Bradford, Clay, Flagler, Marion, St. Johns and Volusia Counties; the City of Crescent City, Town of Interlachen, City of Palatka, Town of Pomona Park and Town of Welaka. The Town of Hawthorne in Alachua County, and the Town of Hastings in St. Johns County are also located close to the boundary of Putnam County.
  - b. *School District of Putnam County:* Operates and administers all public schools in Putnam County and approves and adopts a district-wide school building program.

B. Existing Coordination Mechanisms and Their Effectiveness (9J-5.015(1)b, 2(a)):

The following is a brief description of the existing coordination mechanisms with the agencies listed in Part A indicating the subject and nature of the relationship and the office with primary responsibility for coordination. Any problems resulting in ineffective coordination are noted and recommended solutions are provided:

1. The County has separate written interlocal agreements with each of the municipalities regarding an array of facilities and services as described below. The agreements are automatically renewed each year. The County Administrator's office has primary responsibility with support of various County Departments. These interlocal agreements were last updated in 1995, but appear to have been effective. The following covenants are contained in the agreements.
  - a. Putnam County, through the Putnam County Fire Taxing Unit, a Municipal Services Taxing Unit (MSTU), collects and distributes tax revenue augmented by private donations to support the County's Volunteer Fire Departments which provide services to Crescent City, Interlachen, Pomona Park, and Welaka. The City of Palatka has its own Fire Department.
  - b. Putnam County provides animal control services to Crescent City, Interlachen, Pomona Park, and Welaka.
  - c. The Putnam County Sheriff's Department provides Crescent City, Interlachen, Pomona Park and Welaka with fire, ambulance, police dispatching services; investigation services on major felonies; jail facilities; and back-up patrol and surveillance to augment the municipalities' routine police service.
  - d. Putnam County provides mosquito control services to Crescent City, Interlachen, Palatka, Pomona Park and Welaka.
  - e. The Putnam County Planning, Zoning and Building Department provides building permitting and inspection services to Crescent City, Interlachen and Pomona Park.

- f. Putnam County supports recreational programs of Crescent City, Interlachen, Pomona Park and Welaka by contributing funds for structural improvements to recreational facilities. Specific expenditures must be approved in advance by the Putnam County Parks Committee for recommendations to the Board of County Commissioners.
  - g. Putnam County agrees to provide maintenance to certain roadways in Crescent City, Interlachen, Palatka, Pomona Park, and Welaka.
  - h. Putnam County provides a legally operated landfill for joint use by Crescent City, Interlachen, Palatka, Pomona Park, and Welaka.
  - i. Putnam County sponsors the Putnam County Fishing Conservation fund for the purpose of providing and maintaining adequate fishing access areas for the residents of Putnam County including the residents of Crescent City, Pomona Park, and Welaka.
  - j. Putnam County provides emergency rescue and ambulance service through the Putnam County Rescue Service to Crescent City, Interlachen, Palatka and Welaka.
  - k. Putnam County, through the Putnam County Port Authority, will continue to support the St. Johns River Barge Port.
  - l. Putnam County provides the physical facilities necessary to carry out the functions of the Judiciary, the State Attorney's Office, the Public Defender, the State Parole and Probation Board, Putnam County Health Department, the County Agent, and other public functions which benefit County residents including citizens in Crescent City, Interlachen, Palatka, Pomona Park, and Welaka.
  - m. Putnam County allocates \$5,000 dollars for payment to the City of Crescent City and Palatka to compensate the cities for nonpayment of property taxes for the County-owned nursing homes in those cities, provided the nursing homes continue to be managed by private enterprise.
  - n. After voter approval of the local option one-cent sales tax, the City of Palatka and Putnam County agreed to enter into negotiations regarding an equitable allocation of such sales tax revenue. Such negotiations and any resulting agreements have not yet been implemented.
  - o. The City of Palatka agreed to sweep certain streets (Husson Ave., St. Johns Ave. and Palm Ave. from St. Johns Ave. to S.R. 20) within Putnam County and the County agreed to maintain the traffic light at the intersection of Silver Lake Drive and Moseley Ave. and others currently maintained within the City limits.
2. In 1991, Putnam County and the City of Palatka entered into an agreement for the County to pay the City an annual fee of \$16,582 for services to be provided by the Palatka

Recreation Director and Assistant to oversee the Central Complex facility. Services include the overall supervision of park construction and ground maintenance, and establishment and operation of recreational programs. This agreement expired September 30, 1992. Putnam County and the City of Palatka entered into a new agreement on September 14, 1993 (93-61). This agreement provided for the County to take over the complete operation of the recreation system. The County ceased its annual contributions to the City of Palatka's budget, and the City agreed to contribute \$50,000 for the first year, \$30,000 for the second year and \$20,000 for the third year. The agreement also provided for the County to lease certain ballfields located within the City. The agreement has been effective as the change has been made, but the agreement needs to be reviewed and updated. This agreement automatically renews for additional one year periods.

3. Putnam County entered into individual written agreements with each of the County's five municipalities establishing the Solid Waste Collection District to include Crescent City, Interlachen, Palatka, Pomona Park, and Welaka. Each agreement contains specific participation of the County and the respective municipalities for landfill, pickup service, and recycling. The office with primary responsibility for coordination is the Putnam County Administrator's Office through coordination with the Sanitation Department. The agreements have no termination date and have been effective.
4. The City of Palatka agreed to cooperate with the County by annexing into the City of Palatka the county property designated as a future jail site. The City further agreed to provide City water and sewage lines to said facility contingent upon the County's payment of actual costs of such lines. The site has been annexed and the jail has been constructed. The County continues to pay water and sewer fees.
5. The following governmental agencies entered into an agreement as authorized by Chapter 163.01 of the Florida Statutes: Putnam County Board of Commissioners, Putnam County School Board, Putnam County Sheriff's Department, Clerk of Circuit Court of Putnam County, Putnam County Port Authority, Supervisor of Elections, the City of Pomona Park, Putnam County Tax Collector, Putnam County Property Appraiser, the City of Palatka, and the City of Crescent City. These agencies combine their efforts toward centralization of purchasing. The management and terms of this agreement is under the direction of the purchasing agent of the Putnam County School Board. This cooperation among agencies is effective.
6. Putnam County and the City of Palatka entered into an interlocal agreement pursuant to Ordinance 95-35, adopted May 9, 1995, whereby Putnam County assumes control and operation of the Putnam County Library System in its entirety. This agreement established the Putnam County Public Library System. The County has library Branch's in Interlachen, Crescent City, Melrose, Bostwick and Welaka. The Bostwick Branch is housed in the Bostwick Community Center and the County provides funding for one staff person with the remaining staff serving as volunteers. The Welaka Branch is run by the Welaka Women's Club and the County provides books to the branch on a temporary loan

basis with no other funding provided. The office with primary responsibility for coordination is the County Administrator's Office.

7. Putnam County and the Palatka Housing Authority entered into a written interlocal agreement for the Authority to act as independent contractor for the provision of low and moderate income housing in the County. The office with the primary responsibility for coordination is the Putnam County Administrator's Office.
8. Putnam County has an agreement with the Town of Interlachen to operate and maintain the traffic signal located at the intersection of S.R. 20 and C.R. 315. The office with the primary responsibility for coordination is the Putnam County Administrator's Office.
9. In 1991 Putnam County entered into an interlocal agreement with the Leon County Housing Finance Authority in which the Authority resolved to issue Single Family Mortgage Revenue Bonds as part of a multi-County Loan Purchase Program in an amount to fund the anticipated demand for qualifying single-family mortgages in Putnam County. The office with the primary responsibility for coordination is the Putnam County Administrator's Office.
10. Putnam County has an agreement with the Town of Interlachen to provide property tax assessment and collection. The office with the primary responsibility for coordination is the Putnam County Administrator's Office.
11. Putnam County and the City of Palatka have an interlocal agreement dated November 24, 1992 to share the cost on a 50/50 basis of maintenance and monthly electrical bills for the street lighting system installed along S.R. 19 between Moody Road and U.S. 17. It appears that this agreement has expired. The office with the primary responsibility for coordination is the Putnam County Administrator's Office.
12. Putnam County entered into interlocal agreements with each of the five County municipalities for the purpose of providing for the division and distribution of the proceeds of the local option gas tax by the County pursuant to Chapter 83-3, Laws of Florida, as amended. The office with primary responsibility for coordination is the County Administrator's Office.
13. Putnam County entered into a written interlocal agreement dated April 13, 1993 with the Clay County for both Counties to provide mutual aid in times of need to provide emergency medical/rescue services or disaster assistance during disaster events such as wildfires, hurricanes, hazardous waste spills etc. The office with primary responsibility for coordination is the County Administrator's Office.
14. Putnam County, the City of Palatka and the Town of Hastings entered into a written reciprocating interlocal agreement dated August 10, 1978 to provide emergency medical/rescue aid. The office with primary responsibility for coordination is the County Administrator's Office.

15. Putnam County and the Town of Hastings entered into a written reciprocating interlocal agreement dated 1995 (95-23) to provide emergency fire and rescue aid. The office with primary responsibility for coordination is the County Administrator's Office.
16. Putnam County and the City of Palatka entered into an interlocal agreement dated April 26, 2001 to allow the City to construct spray irrigation areas and percolation ponds within areas of the unincorporated County to reduce the amount of sewage effluent discharged into the St. Johns River, and to cooperate in the CDBG application to help fund the project. The office with primary responsibility for coordination is the County Administrator's Office.
17. Putnam County has agreements with Alachua County, Bradford County, Volusia County, Marion County, St. Johns County and Clay County to accommodate reciprocal resident borrower permits at libraries. This agreement waives the \$25 non-resident fee between all participating Counties. In addition, there is a reciprocal borrower agreement between the County library system and St. Johns River Community College library. The office with primary responsibility for coordination is the Putnam County Administrator's Office and the coordination is effective.
18. Putnam County has a 1999 interlocal agreement with the City of Palatka regarding the Putnam County Business\_Park for the provision of City water and sewer lines to the Business\_Park at City expense.–
19. In 1990 the Putnam County (Port Authority) and the City of Palatka agreed to the expansion of City water to the Bargeport Industrial Park to supply its central water system. The City agreed to pay for the cost of the extension and the Bargeport paid for the hook-up charge.
20. Putnam County has an interlocal agreement with the City of Palatka for the purpose of cooperating in the application and administration of Community Development Block Grants (CDBG). This agreement includes the creation of a City/County Community Development Board made up of City and County officials responsible for making policy decisions and direction including approving clients for participation.

Florida Power and Light and Clay Electric Cooperative have franchise agreements with Putnam County. The office with primary responsibility for coordination is the Putnam County Administrator's Office.

Putnam County has an agreement with Bell South for telephone services. The office with primary responsibility for coordination is the Putnam County Administrator's Office.

#### **IV. PROBLEMS AND NEEDS IDENTIFIED IN THE COMPREHENSIVE PLAN**

In accordance with 9J-5.015(2) a & b, this section analyzes the effectiveness of the existing coordination mechanisms and identifies specific problems and needs within each of the

comprehensive plan elements that would benefit from improved or additional intergovernmental coordination.

### **A. Future Land Use Element**

#### Land Acquisition

Policy A.1.4.18 in the Future Land Use Element states that the County shall, through available state and federal programs, promote the acquisition of floodplains along the St. Johns and Ocklawaha Rivers. The County needs to annually review existing state and federal programs and provide information to the relevant agencies as necessary to promote land acquisition.

#### Mining and Mine Reclamation

Policy A.1.4.10, A.1.4.11. include provisions related to mining activities in the County. The County must coordinate with the Department of Environmental Protection, Bureau of Mine Reclamation to review and comment on permitting and reclamation plans. Policy A.1.9.3(A) Provides the type of uses, guidelines, and standards applicable to mining activities, and further directs the implementation of such operations to criteria adopted by articles of the land development code.

#### Coordinated Review of Adjacent Local Government Land Use

A major coordinating issue among local governments is adjacent land use. The concern is that adjacent jurisdictions ensure that land use at jurisdictional borders be compatible with one another. In an effort to further resolve this issue, Policy A.1.10.1 was adopted to require the County to establish “Memorandums of Agreement” with adjacent local governments to arbitrate the siting of “Locally Undesirable Land Uses” (LULUs) should the potential sites be within two (2) miles of the adjacent government’s border. This policy has not been implemented as there have been no memorandums of agreement established with any of the adjacent local governments.

#### Coordinate Land Use with Kay Larkin Airport Expansion

Policy A.1.10.4. requires the County to coordinate with the City of Palatka regarding land use issues that affect the operations at Kay Larkin Airport. The City of Palatka has initiated an Airport Master Plan Update. The County needs to review the update and coordinate with the long term land use plans related to the airport to ensure protection of land areas from adverse impacts caused by the airport operations.

#### Identification and Implementation of Joint Planning Areas

New Objective A.1.15. and supporting policies will require the County to consider joint planning areas with the City of Palatka, and possibly the City of Crescent City, Town of Interlachen and Town of Welaka. Joint planning areas are established through a joint planning agreement between the city and county. Joint planning agreements are interlocal agreements that spell out

in advance how land use decisions, service provision and jurisdictional control will be handled. There are a number of items that may be appropriate for a joint planning area agreement. Some of these items include: (i) future annexation areas; (ii) identification of police, fire and rescue areas; (iii) identification of infrastructure service and utility territorial areas; (iv) joint land use map or compatibility matrix and implementation of joint land development regulations; (v) development permitting jurisdiction; (vi) revenue sharing; (vii) provisions for dispute resolution; (viii) identification of potential joint grant opportunities; and (ix) reciprocal notice of development applications.

Section 163.3177(6)(h)1.e., Florida Statutes (F.S.), requires that local comprehensive plans contain an intergovernmental coordination element which expressly provides “procedures to identify and implement joint planning areas, especially for the purpose of annexation and joint infrastructure service areas.” Section 163.3171(3), F.S. requires that a public hearing be held prior to adoption. Joint planning areas must be implemented through a contract in the form of an interlocal agreement.

The first step to identifying and implementing a joint planning area agreement is for the City and County to cooperate in the preparation of a special area land use plan that will identify the boundary of the joint planning area, define infrastructure service areas, future annexation areas and appropriate criteria, specify revenue sharing, include recommendations for land development regulations including concurrency management and specify a process for review of proposed development and establish permitting jurisdiction. The next step is to amend the comprehensive plans of the City and County by depicting the joint planning area on the future land use maps. The comprehensive plans should also establish development standards and specify a process for review and approval of proposed development. The next step is to adopt a joint planning agreement that must be submitted with the proposed comprehensive plan amendments. The agreement will implement the comprehensive plan amendments. The agreement must state its duration, which should be the same as the planning timeframe of the City and County comprehensive plans.

#### Coordinated School Facilities Planning

The passage of SB 360 in 2005 requires local governments to create a public school facilities element to implement school concurrency. The public school facilities element must be consistent with the plans of other local governments. Additionally, local governments and school boards must enter into interlocal agreements. Failure to adopt the public school facility element or to enter into an interlocal agreement results in the prohibition of adopting comprehensive plan amendments that increase residential density.

Putnam County will be the lead agency in preparing the interlocal agreement. The interlocal agreement must be updated and sent to DCA for review by December 1, 2008. Putnam County will apply to DCA for a determination of exemption for the Towns of Welaka and Pomona Park since there are no school facilities existing, programmed or proposed within their jurisdictional boundaries, unless they choose to be a part of the agreement

### Utilization of Interagency Reports

Objective A.1.12 and supporting policies calls for elimination or reduction of uses that are incompatible with interagency hazard mitigation report recommendations. The County needs to coordinate its future land use element with applicable interagency hazard mitigation report recommendations to ensure the implementation of Objective A.1.12.

### **B. Traffic Circulation Element**

Intergovernmental coordination is an important factor in planning for the most cost-efficient improvements of the traffic circulation system. Since the Florida Department of Transportation has financial responsibility for maintaining and improving state roads, the County should review the transportation improvement plans and programs prepared by FDOT. The County needs to determine the consistency of the plans with County plans and provide comments to the FDOT regarding inconsistent issues, projected needs and concerns regarding the maintenance of the drainage system along state-maintained roads.

The County's traffic circulation system is comprised of state, county and local roads, an airport facility, a barge port facility and rail lines. The Traffic Circulation Element details the importance of transportation planning being comprehensive and coordinated with other aspects of the overall planning process. The County has written interlocal agreements in effect with the incorporated areas of the County related to transportation needs including maintenance responsibility for certain roadways. Continuous coordination is important to ensure that land development policies and street alignments be compatible with those adopted by adjoining or nearby jurisdictions. Alignment of such roads as the extension of St. Johns Avenue west to C.R. 309C and S.R. 20 will ultimately impact the long-range FDOT Highway Systems Plan for another St. Johns River crossing corridor and beltway around the Palatka urban service area.

Objective B.1.6 in the Traffic Circulation Element recommends that the County coordinate with pertinent local, state, regional, and federal agencies for an integrated, cost effective transportation system. Accompanying implementation policies include coordination with surrounding counties and municipalities within the County and the FDOT to ensure the effective application of available revenue; reviewing the traffic circulation plans of the County's municipalities; continued coordination with the Northeast Florida Regional Planning Council with regard to regional and long range planning policies.

### **C. Housing Element**

Major housing concerns in Putnam County include the preponderant development of rural mobile home communities, a growing number of low to moderate income households, and a projected need for special needs housing and nursing care facilities. Housing Element policies recommend the creation of an Interagency Task Force on affordable housing, drawing membership from the Palatka Housing Authority, the Economic Development Council, and the County School Board. The Task Force would be charged with identifying, analyzing and

addressing the growing need for affordable housing and exploring strategies to support the delivery of affordable housing to County citizens.

Another policy recommends that the County establish a state-affiliated County Housing Financing Authority to implement revenue bond programs aimed at the development of affordable housing. Continued support to the Palatka Housing Authority which manages assisted housing and related programs in the unincorporated area is recommended along with close coordination with the County's municipalities to identify and implement programs for low and moderate income households.

#### **D. Infrastructure Element**

##### 1. Potable Water/Sanitary Sewer

With the exception of the East Palatka water treatment plant ~~that which~~ is currently in the process of expanding its service area and is planning to provide sewer service, Putnam County does not, itself, provide central water/sewer service to County residents. As populations become more dense the County would be expected to initiate development of such systems; however, for the present, residents of unincorporated Putnam County rely on private wells and septic tanks for potable water and sewer disposal. A 2003 report provided by the Putnam County Department of Health (DOH) reports that 61% of residential units and 60% of commercial units are on private well systems. According to DOH, this translates into 12,500 people connected to the City of Palatka water system, 800 people on the Town of Interlachen system, 1,050 people on the Town of Melrose system, 1,800 people on the Town of Welaka system, and 2,800 people on the Crescent City system. In addition to private systems, the County has approximately 152 (one hundred fifty two) privately owned potable water systems that serve the public (community water systems as defined by DEP), including three municipal systems (Palatka, Crescent City, Welaka) and 29 domestic wastewater treatment plants for processing sanitary sewer waste of which 4 are owned and operated by each of the County's 5 (five) municipalities, 8 are owned by the County, 16 are owned privately, and 1 is owned by the State. According to the same 2003 report provided by Putnam County DOH, 17% of residential units, 5% of commercial units, and 2% of industrial units are connected to central wastewater systems in Putnam County. The City of Palatka provides 290 sanitary sewer connections to customers in unincorporated Putnam County.

Policies D.1.2.1 and D.1.2.2 of the Public Facilities Element require that the siting, permitting and water quality (discharge for sewage systems) meet the current DEP ~~DER~~ standards, which has promulgated rules regulating wastewater treatment facilities under Chapter 62-600, F.A.C. According to these rules, DEP regulates facilities that treat wastewater flows exceeding 10,000 gallons per day for establishments, or flows exceeding 5,000 gallons per day for commercial establishments, and when the sewage contains industrial or toxic or hazardous chemical wastes. Inspections of the facilities in Putnam County are conducted by the FDEP Northeast District Office in Jacksonville, which as in the past noted performance violations related to maintenance procedures. The service providers

have responded to such violation notices with prompt improved management of the pertinent facility.

The St. Johns River Management District is required by the Surface Water Improvement and Management Act (SWIM) to design and implement plans for the improvement and management of surface waters. The WMD has ranked five areas in its district for restoration and/or preservation. The number one and number five ranked areas are partially within Putnam County, the Lower St. Johns Basin and the Lake George sub-basin, respectively. The Conservation Element identifies Crescent Lake, most of which is in the unincorporated Putnam County area, as a regional resource which is apparently being polluted by numerous sources. The County shall provide information as requested for the WMD and the SWIM program developed for the Lake and for other priority areas within the County including the Etonia Creek Basin, McCullough Creek sub-basin, Deep Creek sub-basin, and the St. Johns River Basin.

The second agency responsible for regulating wastewater treatment facilities is the Florida Department of Health and Rehabilitative Services (HRS) which regulates the installation of septic tanks and drain fields according to rules adopted in Chapter 64E-6. The Public Facilities Element proposes policies that stipulate that no septic tank or other onsite sewage disposal system shall be installed until an "Onsite Sewage Disposal System Construction Permit" (HRS-H Form 4016) has been obtained from the Department of Health and Rehabilitative Services. Sanitary sewage systems shall not be constructed until an application form HRS-H Form 4015 is submitted and a construction permit is issued. According to the Department of Health, between 1970 and 2003, 37,907 new Onsite Sewage Treatment and Disposal Systems were installed in Putnam County. Between 1991/92 and 2003/04, between 121 to 247 permits were issued to repair these systems.

## 2. Solid Waste

The County's current system of disposing of solid waste has changed in order to meet state standards. The County and each municipality have entered into an agreement whereby the County documents the commitment to provide the disposal capacity necessary to meet the generation rate that each municipality projects through the year ~~2010~~ 2015. In addition, the County and municipalities have more than satisfied the requirements of Senate Bill 1192 that directed that the amount of solid waste be reduced by 30 percent by 1994.

According to information from DEP, during calendar year 2000 Putnam County residents generated a total of 76,752 tons of solid waste of which 56,011 tons or 73% were landfilled and the remaining 20,741 tons or 27% were recycled. This represents a decrease from prior years in the number of total pounds per capita per day of generated solid waste: the rate has decreased from 7.08 pounds per capita per day in 1996 to 6.95 pounds per capita per day in 1997, and then down to 6.83 pounds per capita per day in 1998 and 1999, with a low of 5.97 pounds per capita per day in 2000. Recycled items included newspaper, glass, aluminum cans, plastic bottles, steel cans, construction debris, yard trash, white goods, tires, and other wastes. The following percentage of the total amount collected of recycling items was recycled in 2000: 61% of newspaper; 6% of glass; 14% of aluminum cans; 18% of plastic

bottles; 0% of steel cans; 0% of construction debris; 84% of yard trash; 42% of white goods; 100% of tires; and 22% of other wastes.

The County will continue and expand, where necessary, its coordination and cooperation with state, federal and regional agencies in its practices of monitoring wastewater treatment plants, protection of ground water quality, and the monitoring of all point and non-point sources of pollution within the County.

### **E. Conservation Element**

The purpose of the Conservation Element is to provide a plan for the conservation, use and protection of natural resources. In protecting these resources, Putnam County has adopted a number of objectives and policies that ~~which~~ establish the need for the County to coordinate and cooperate with adjacent local governments and state/federal agencies.

#### 1. Surface Water Quality

Policy E.1.2.3 requires that “The County shall coordinate with the FDEP to ensure that all package plants are routinely inspected, are operating properly, and meet state water quality standards for discharge.” Policy E.1.2.7 requires that “Minimum lake levels as established by the St. Johns River Water Management District and Suwannee River Water Management District shall not be reduced by surface water withdrawals.”

#### 2. Groundwater/Potable Water Quality

Policy E.1.2.14 requires that “Groundwater quality within areas of High Recharge Potential to the Floridian Acquirer\_ as defined by the St. Johns Water Management District and Suwannee River Water Management District shall be protected through the prohibition of possible polluting land uses...” Policy E.1.2.15 states that “Public water wellheads shall be protected from adverse impacts of development by requiring a minimum 500-foot Reasonable Fixed Radius Zone of non-polluting land uses” and includes other protections.

#### 3. Soil Erosion

Policy E.1.3.5 states “The County shall inform the Division of Forestry, the Department of Environmental Protection and the Agricultural Soil and Water Conservation District of violations to ensure that Agriculture (row crops, ranching, etc.) and silviculture shall use Best Management Practices as contained in the 1993 revision of ‘Silviculture Best Management Practices Manual’ which will replace the May 1990 revision of the same document and will also replace ‘Management Guidelines for Forested Wetlands in Florida’ (December 1988, Florida Department of Agriculture and Consumer Services, Division of Forestry and Florida Forestry Association). Policy E.1.3.9 states “The County shall negotiate interlocal agreements with adjacent local jurisdictions and state/federal agencies to conserve and protect unique vegetative communities that are located within and extend beyond the immediate County line.”

#### 4. Wildlife Habitat

Policy E.1.4.2 requires that “The County shall request technical assistance from state agencies to study the feasibility of designating viable wildlife corridors in the County including a corridor between Rice Creek Swamp and the Ocala National Forest.”

The West Indian Manatee is an inhabitant of St. Johns River waters throughout Putnam County; in Dunns Creek, the Oklawaha River, and the Cross Florida Barge Canal area. According to the Florida Marine Patrol, the manatees travel up the St. Johns River every winter passing through Putnam County to reach warmer water upstream. Also, manatees have been reported during the winter near the FP&L power plant in East Palatka and in Welaka Springs just north of the Town of Welaka. The County needs to cooperate with the Florida Fish and Wildlife Conservation Commission in complying with the latter’s manatee protection activities as they affect waters in the County’s environs.

Toward addressing Goal 10 of the State Comprehensive Plan, which calls for the protection and acquisition of unique natural habitats and natural systems such as wetlands and virgin longleaf pine forest, the County needs to coordinate with the Florida Fish and Wildlife Conservation Commission to identify important wildlife habitats throughout the County. Participating in the Commission’s activities, the County should investigate a means to protect environmentally sensitive lands through existing state land acquisition programs and through agreements with private landowners for conservation easements.

Policy E.1.4.1 states that future development in the vicinity of known sites in Putnam County containing plant or animal species listed by the U.S. Fish and Wildlife Service, FGFWFC, DEP, or the Florida Department of Agriculture as endangered, threatened, or as species of special concern, shall comply with the management criteria of the U.S. Fish and Wildlife Service, the Florida Game and Fresh Water Fish Commission, and the Florida Department of Environmental Protection. The St. Johns River is a major attractor to bald eagles and black bears by providing suitable habitat and an abundant food source. In 2003 alone, the Florida Fish and Wildlife Conservation Commission identified 52 known eagle nesting sites; in Putnam County. In 2002, the St. Johns River population of black bears was estimated to total 377. The County shall continue following U.S. Fish and Wildlife Service guidelines to ensure adequate protection measures are taken to avoid disturbance to black bear habitat and to any eagle nesting areas.

#### 6. Hazardous Waste

Policy E.1.5.1 requires that “Commercial generators of hazardous waste (as defined by the Department of Environmental Protection) shall have on-site facilities to contain and store hazardous waste in a safe manner prior to disposal by a certified handler.”

### **F. Recreation/ Open Space Element**

The abundant recreational facilities in Putnam County include part of the Ocala National Forest, three State Forests, one State Garden, six public Wildlife Management Areas, twenty separate parcels owned by the SJRWMD totaling 26,744.91 acres, two privately owned conservation areas, and a portion of the Florida Trail. The County contains several open space areas and regional parks that are used by residents of the municipalities as well as County Residents.

The abundant recreational facilities in Putnam County include part of the Ocala National Forest, four state Wildlife Management Areas, three State Forests, lands purchased by the St. Johns River Water Management District, two privately owned conservation areas and a portion of the Florida Trail. The County contains numerous open space areas and regional parks that are used by residents of the municipalities as well as County and regional populations. The Recreation Element recommends that the County enter into interlocal agreements with the County's municipalities to commit to meeting the recreational needs of the people. The Element also recommends that the County coordinate with the County Chamber of Commerce to ensure cooperation with the private sector in meeting recreational needs, particularly those needs that cannot be provided by the public sector, such as movie theaters and bowling alleys.

## **IV. PROPOSED GROWTH AND DEVELOPMENT IN THE SURROUNDING AREAS**

Putnam County is a generally rural county bounded by lands of seven other counties. These lands are generally a continuation of the basic land use pattern at the county border.

To the northwest in Clay County is the area known as Keystone Heights, which is spotted with lakes partially developed with vacation and retirement homes similar in character as that portion of Putnam County. To the north are lands in the Camp Blanding Military Reservation used for training and to the northeast are wooded and agricultural lands of Clay County. Also to the northwest is Bradford County, whose county seat is Starke.

To the northeast are vacation homes as well as permanent residences in St. Johns County across the St. Johns River from Putnam County. Due east in St. Johns County the lands are wooded and partially developed with agricultural uses. St. Johns County grew 6.7% from 2003 to 2004, gaining 9,524 residents.

Further south and east are lands in Flagler County across Crescent Lake from Putnam County, both wooded and partially developed with vacation and retirement homes. Flagler County was the fastest growing county in the United States in 2004, with a 10.1% population increase.

To the southeast is Volusia County with lands that are a continuation of the Putnam County land character of wooded areas interspersed with agricultural uses and homes. Further west, along the southern boundary is the continuation of the Ocala National Forest in Marion County.

To the west is a portion of Alachua County that is sparsely developed with recreational and retirement homes and some agricultural uses.

Currently, none of these land uses conflict with the emerging land use pattern of Putnam County and are, in fact, a continuation of the same patterns as found in the County. Therefore, if the present development patterns are retained there should be no reasons for conflict over land uses between the various counties.

Policy A.1.1.5 of the Future Land Use Element requires that Putnam County provide information to neighborhood jurisdictions regarding proposed land use/zoning changes on adjacent properties and invites these jurisdictions to provide input to the land use/zoning change decision process.

## **V. COMPARISON WITH THE SRPP**

Each element of the County's Comprehensive Plan was reviewed for consistency with the Northeast Florida Strategic Regional Policy Plan goals, objectives and policies. Growth and development in the Plan are considered consistent with and complement the SRPP.

## **VI. AREAS OF CRITICAL STATE CONCERN**

Putnam County contains no areas of Critical State Concern as defined in 380.05 Florida Statutes.