

EVALUATION AND APPRAISAL REPORT

B. TRAFFIC CIRCULATION ELEMENT

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Prepared September, 1998, by the Putnam County Planning, Zoning and Building Department
Updated May, 1999, by the Northeast Florida Regional Planning Council

I. General Status of the Traffic Circulation Element

Below is an analysis of the Traffic Circulation Element. The analysis is divided into four parts. Part A is an assessment of the background document on which the adopted portion of the element is based. Part B identifies recommended changes to the goals, objectives and policies based on the assessment of the background document and any changes to growth management laws and rules. Please note, further assessment of the objectives and policies is the subject of Section II of this document which includes additional recommendations for amendments to the objectives and policies and provides an assessment of the plan at the date of the EAR. Part C is an assessment of adopted figures, such as maps and lists, which includes a recommendation regarding whether to retain, delete or amend them. Part D is an assessment of adopted tables which includes a recommendation regarding whether to retain, delete or amend them.

The assessments in Parts A through D include where appropriate the following:

- < summary statements regarding the data and analysis at time of plan adoption
- < identification of changes in conditions described in the element since plan adoption including current conditions
- < provision of a new existing land use map
- < provision of a new table of existing land uses
- < provision of a new existing traffic circulation map
- < a summary of the condition and quality of all natural resources
- < identification of changes made to the element since adoption of the plan including background information, map changes and amendments to adopted maps and text (see Appendix 1)
- < identification of problems specifically listed in Rule 9J-5.0053(6)(a)4.a.-o.(each element will not include all items listed in a.-o., see Appendix 2)
- < identification of other unanticipated and unforeseen problems and opportunities and their impact on the comprehensive plan
- < statements regarding the effect on the comprehensive plan of changes to the State Comprehensive Plan, Strategic Regional Policy Plan, Rule 9J-5, F.A.C., and Chapter 163, Part II, F.S.
- < identification of any needed actions to address the issues raised in this section including provision of new, revised, minimum 5-year and minimum 10 year time frames and population projections; updated population projections; new and revised goals, objectives, and policies; revised future conditions maps; new capital improvements element; new monitoring and

evaluation procedures; and studies to be completed

A. Background Document - Sec. 163.3177(6)(j), F.S., now requires that a local government which has all or part of its jurisdiction included within the urbanized area of an MPO prepare a Transportation Element. This does not apply to Putnam County because it is not located within an MPO. The County is required by s. 163.3177(6)(b), (6)(I), (7)(a) & (7)(b) F.S., to prepare a traffic circulation element including mass transit and ports, aviation and related facilities. All of Rule 9J-5.007, F.A.C. regarding minimum requirements for traffic circulation elements was repealed effective 2/20/96, as were 9J-5.008 regarding mass transit and 9J-5.009 regarding ports, aviation and related facilities. The only requirements that need to be met in regards to this element are those stated in the sections of Florida Statutes identified above and in Rule 9J-5.0055 F.A.C. regarding concurrency.

Purpose and Introduction - The purpose section is an introduction to the element which states the purpose of the element. The introduction section is an overview or summary of the existing road characteristics in the County. Neither section has been updated since 1991. The regulatory framework and the conditions have changed since 1991.

Recommendation - Combine sections and rewrite as an introduction after substantially updating the data and analysis.

Inventory of Existing System - This section described the methodology for determining the existing conditions. Several State and County maintained roadways in the County are described in detail. In 1991 the most extensive problem in the County was the need for resurfacing and paving of County roads. In the State system, one backloged facility was identified in amendments made to the plan by Ordinance 93-19. There were no State roadways considered constrained facilities in the unincorporated area. No other existing level of service problems were identified.

Since 1991, many operational improvements either have been made or are planned. FDOT has completed level of service studies between 1991 and 1999 which show some possible level of service problems on SR20 between Palatka and Interlachen and US17 South of San Mateo. Also, since 1991, the State has identified and local governments have designated roadways to be included in the Florida Intrastate Highway System (FIHS). Amendments were adopted by Ordinance 98-2 to provide appropriate mapping, level of service and access management controls for the FIHS road segments in Putnam County. The amendments were supported by changes made to this section.

Recommendation - Review FDOT updated studies and utilize information from Public Works regarding existing conditions and update the existing conditions of the State and County road systems including more detail on the problems with local roads. Modify LOS service volume generalized standards in Table B-1 to be consistent with the FDOT LOS manual; update information in Table B-3 reflecting modified service volumes and more recent traffic count data.

Analysis of Projected Needs - This section noted road improvement priorities and needs in 1990. Several of the projects have been completed. FDOT has completed level of service studies between 1991 and 1999 which show some possible level of service problems on SR20 between Palatka and Interlachen and US17 South of San Mateo. A few funding options were identified, but more funding options are available. This section has not been updated.

Recommendation - Review FDOT updated studies and FDOT Five-Year Work Program regarding current priorities and future needs for improving roadways on the State roadway network, . . . The County's Public Works Department's Capital Improvement Plan Listing, which includes roadway improvements, has been obtained and is attached to the EAR. There is another section in the element dealing with fiscal management which should be combined with the analysis of funding sources.

Transportation Planning Factors - This section includes statements about population and economic growth and land use and development patterns. Development has generally occurred in projected growth areas identified on the Future Land Use Map in areas with existing or planned infrastructure and with minimal impact to environmentally sensitive areas. This section has not been updated.

Recommendation - The planning factors identified are pertinent to analyzing the transportation system, but are not well integrated into the analysis of system needs. Consider deleting, or updating and relocating this information in the system needs analysis.

Florida Highway Sketch Plan - This section provides a brief description of the Florida Transportation Plan, which was the Agency Functional Plan for FDOT. This section has not been updated.

Recommendation - The description of FDOT agency plans could be pertinent to analyzing the transportation system, but the impact of the plan on County facilities is not indicated. Consider deleting, or updating and relocating this information in the system needs analysis.

Energy and Environment - This section provides statements regarding air quality, noise quality, water quality, loss of agricultural land, and energy. The information provided under the energy subheading includes some funding source information. This section has not been updated.

Recommendation - All of the topics in this section may be pertinent to analyzing the transportation system, but are not well integrated into defining system needs. Consider deleting, or updating and relocating this information in the system needs analysis. The funding source information under the energy subheading should be relocated to a section describing funding sources.

Accident Analysis - Accident data is provided in this section, which has not been updated.

Recommendation - This topic may be pertinent to analyzing system needs, but is not well integrated into defining system needs. Consider deleting, or updating and relocating this information in the system needs analysis.

Integrated Alternative Modes of Transportation - This section provides a brief description of alternative modes of transportation including transit, paratransit, rail, aviation, and bicycles. In 1991 and 1998, the federal government enacted Intermodal Surface Transportation Acts which emphasized intermodalism, which is the interconnection of all modes of travel. Emphasis was placed on improving overall mobility, addressing more than roadway widening to enhance capacity. ISTEA also strengthened public input into transportation planning and requires innovative management and monitoring systems to preserve existing transportation facilities. In 1993, the State enacted a bill, known as the Florida ISTEA Act, which also emphasized intermodalism. This section has not been updated.

Recommendation - This topic is pertinent to analyzing system needs, but is not well integrated into

defining system needs. Update and relocate this information in the system needs analysis.

Future Traffic Projections - This section includes a description of the methodology used to determine projected traffic volumes without the assistance of a computer model. The projected traffic volumes were applied to road segments and some level of service (LOS) problems were identified based on the projections. Needs and priorities were identified. This section has not been updated. Some of the LOS problems have since been resolved, but there are some other potential LOS problems identified in recent FDOT reports.

Recommendation - The County has received a copy of the Public Works Capital Improvement Plan Project Listing and will include this information regarding future priorities and needs for improving the State and County road systems in the this section.

Overview of QRS II Transportation System Modeling Approach - This section describes a type of computer program used to perform traffic modeling. The model is not applied for analysis and was never used to project transportation impacts. FDOT recently developed a new modeling program for Putnam County. This section has not been updated.

Recommendation - Delete section. Replace with information regarding the most recent model developed by FDOT for Putnam County.

Planning and Coordination - This section provides a brief description of what other transportation plans need to be considered by the County. In 1993, the State enacted a bill, known as the Florida ISTEA Act, which increased public participation and coordination among levels of government responsible for transportation planning, and strengthened the role of local governments in prioritizing funding for necessary transportation improvements for those Counties not in an MPO. This section has not been updated.

Recommendation - This topic is pertinent to analyzing system needs, but is not well integrated into defining system needs. Update and relocate this information in the system needs analysis.

Fiscal Management - This section provides a brief description of the funding capabilities of the County. Since 1991 amendments to State law have provided additional gas tax alternatives to the County. This section has not been updated.

Recommendation - This section should be combined with the funding source analysis provided in the "Analysis of Projected Needs" section of the element. The analysis should include consideration of the gas tax alternatives.

Transportation Project Management - This section provides a description of how to complete a transportation improvement program for County projects, and includes a sample table listing prioritized projects. In recent years the County Public Works Department has developed a list of projects to present to the Board for their approval on an annual basis to keep up with deteriorating facilities.

Recommendation - The Public Works Capital Improvement Plan Project Listing, obtained from Public Works, will be used to update this section.

B. Goals, Objectives and Policies - Sec. 163.3177(6)(j), F.S., now requires that a local government which has all or part of its jurisdiction included within the urbanized area of an MPO prepare a Transportation Element. This does not apply to Putnam County because it is not located within an MPO. The County is required by s. 163.3177(6)(b), (6)(I), (7)(a) & (7)(b) F.S., to prepare a traffic circulation element including mass transit and ports, aviation and related facilities. All of Rule 9J-5.007, F.A.C. regarding minimum requirements for traffic circulation elements was repealed effective 2/20/96, as were 9J-5.008 regarding mass transit and 9J-5.009 regarding ports, aviation and related facilities. The only requirements that need to be met in regards to this element are those stated in the sections of Florida Statutes identified above and in Rule 9J-5.0055 F.A.C. regarding concurrency.

Amendments to Policy B.1.1.1, providing state allowed exceptions to level of service standards for roads, were adopted in Ordinance 93-19 pursuant to a compliance agreement with DCA to bring the plan into compliance with growth management laws and rules. Amendments to Policies B.1.1.1 and B.1.4.5 were adopted in Ordinance 98-2 to provide appropriate level of service and access management controls for the FIHS road segments in Putnam County. In the adopted plan there is a reference to an ordinance in brackets after each objective and policy amended since plan adoption. A more extensive review of the existing conditions of County roads in the background document may require additional objectives and policies. On July 10, 1997, the Northeast Florida Regional Planning Council adopted their Strategic Regional Policy Plan (SRPP) to replace the Comprehensive Regional Policy Plan (CRPP). Specifically Regional Goals 5.1, 5.2, 5.3, and 5.4 and their respective policies apply to this element. Amendments may be necessary to address the need for transportation demand management and the designation and protection of rights-of-way for regional corridors.

Recommendation - After completing the review of the existing conditions of County roads, add any necessary objectives and policies. All proposed amendments to the goals, objectives and policies of Putnam County's plan must be reviewed for consistency with the SRPP, and the State Plan. This will take place as the amendments to implement the findings in this report are prepared for public hearings. Delete all references to the CRPP.

C. Adopted Figures (maps and lists) - Map B-7: Future Roadway Functional Classification and Map as required by Rule 9J-5.0053(b)(a)2.d., F.A.C. B-8: Future - 2001 Aviation, Rail and Port Facilities Map were adopted to meet the requirements of Sec. 9J-5.007(4), F.A.C. All of Section 9J-5.007 was repealed 2/20/96. Sec. 163.3177(6)(b) requires a traffic circulation element which shows locations and extent of proposed major thoroughfares and transportation routes. Ord. 98-2 amended Maps B-7 and B-7a (B8) to provide appropriate mapping of the FIHS corridor and projected and completed capacity improvements in the State Road system.

Recommendation - After review of FDOT studies, further revise maps to provide future conditions for 5 and 10 year timeframes.

Figure BB-1 Unpaved Street Rating referenced in Policy B.1.1.3.

Recommendation -Public Works commented that Figure BB-1 is still appropriate.

D. Adopted Tables - There are no adopted tables in the Element.

II. Achievement of Traffic Circulation Objectives

Section 9J-5.0053(6)(a)3 of the Florida Administrative Code requires the County to complete an analysis to determine whether or not the objectives adopted in the County's Comprehensive Plan were achieved between December 1991 and June 1999. Below is an analysis of the Traffic Circulation objectives. Under each objective is a statement indicating what measure should be used to determine whether or not the objective has been achieved, a status statement regarding what has been done to meet the objective, and a recommendation to retain, amend or delete the objective. Following the analysis of the objective, each policy under the objective is analyzed. The analysis includes a recommendation to retain, amend or delete the policy, and statements regarding how the policy has been implemented.

Objective B.1.1 [9J-5.007(3)(b)1]: Upon plan implementation, the County shall provide for a safe, convenient and efficient motorized and non-motorized transportation system by correcting all existing roadway deficiencies identified in this plan and maintain the adopted level of service standards in the future on a priority basis.

***Measure:** Deficiencies corrected and level of service standards maintained.*

***Status:** Noted deficiencies were resolved with FDOT. Level of service standards adopted in the plan have been maintained. The County's development review procedures address this objective. The draft land development code, to be adopted prior to EAR amendments, includes sections which implement this objective. The County's capital improvements program should also address this objective.*

***Recommendation:** Amend Objective B.1.1 to delete upon plan adoption and if it is determined after updating the background document that deficiencies exist, target correction dates, or determine whether deficient facilities should be designated as backlogged or constrained pursuant to FDOT policy.*

Policy B.1.1.1 [Rev. 93-19; Rev. 98-2; , identical to Policy H.5.1.11]: The statewide minimum acceptable operating level of service (LOS) standards for State and County roads in Putnam County shall be the base LOS standards listed in Section A. below, except for those conditions provided in Sections B. through D. below.

A. The County hereby adopts the following peak hour LOS standards for each listed facility type:

1. principal arterials - LOS C
2. collectors and minor arterials - LOS D
3. local roadways - LOS D.
4. Florida Intrastate Highway System-
LOS B - Rural
LOS C - Urban and transition urban

B. Any modification to the level of service standards provided in Section A. shall be submitted as a comprehensive plan amendment. The level of service standard for a roadway

in the State Highway System, including the Florida Intrastate Highway System, shall not be different than the standards adopted by FDOT unless data and analysis clearly establish designation of the roadway as constrained or backlogged is necessary to further the achievement of important planning goals and policies and FDOT approves of the designation.

C. The data and analysis in Table B-3 and on page B-20 of the Traffic Circulation Element have clearly documented that the segment of U.S. 17 (S.R. 15) between Dunn's Creek and S.R. 100 is presently operating below the adopted LOS standard C. This roadway is hereby designated as backlogged. This backlogged facility will be allowed to operate at levels that do not exceed a five percent (5%) increase in peak hour traffic, as measured at the time of plan adoption which according to the calculation on Page B-20 is 1,289. Once this segment is improved to a level of service (LOS) C, the Plan will be amended to delete any reference to this segment of U.S. 17 as being "backlogged".

D. Provisions which allow operation of road segments below the adopted level of service standards in accord with Sections 9J-5.0055(2)(a) through (c), FAC, are included in the Schedule of Availability in the County Concurrency Management System.

Amend Policy B.1.1.1 section B. to make the reference to allow lower level of service on roads in the State Highway System that are not part of the FIHS, as allowed by Rule 9J5.0055(2)(c); delete Section C. if it is no longer necessary or if a lower level of service is adopted pursuant to section B of this policy, or amend to update information if it is still necessary, ; and amend Section D. to indicate that the roadway may operate below the adopted level of service standard if one of the exceptions provided in Sec. 9J-5.0055(3)(c) apply. The County's development review procedures address this policy. The draft land development code, to be adopted prior to EAR amendments, includes sections which implement this policy. Modify LOS standard for the FIHS system to indicate that LOS C is an interim acceptable LOS for a two-lane roadway on the system, with LOS B the standard for the ultimate four-lane configuration.

Policy B.1.1.2 : The County shall use operational improvements which include traffic signals when warranted, turn lanes where turning conflicts exist, pavement striping, etc., to ensure smooth traffic flow and adequate ingress and egress for new developments.

Amend Policy B.1.1.2 to make it clear that developers will be required to contribute their fair share of the costs of necessary improvements. The County's development review procedures address this policy. The draft land development code, to be adopted prior to EAR amendments, includes sections which implement this policy.

Policy B.1.1.3: The County will continue a road paving program in order that existing unpaved roads are paved according to prioritized needs based on the criteria and point system contained in Figure BB-1.

Amend policy B.1.1.3., if necessary to reference applicable portions of the draft land development code. Public Works has stated that figure BB-1 is still appropriate. The County's capital improvements program should also address this objective.

Policy B.1.1.4: The County will require developers to comply with County road design standards and to pave all internal roadways for all new subdivisions and participate in access

road improvements.

Retain Policy B.1.1.4. Subdivision regulations require all new subdivisions to provide for paved internal roadways. Access road improvements are addressed in the development review process. The draft land development code, to be adopted prior to EAR amendments, includes sections which implement this policy.

Policy B.1.1.5: The County shall ensure that the necessary transportation facilities, including motorized and non-motorized vehicle parking, are in place when a development permit is issued or a development permit is issued subject to the condition that the necessary transportation facilities will be in place when the impacts of development occur.

Retain Policy B.1.1.5. Within the policy, reference Transportation concurrency and parking requirements which are addressed in the development review process. The draft land development code, to be adopted prior to EAR amendments, includes sections which implement this policy.

Policy B.1.1.6 : The County shall maximize the traffic-carrying capacity and operational efficiency of a roadway through Transportation System Management (TSM) measures incorporated into Land Development Regulations. A list of such measures includes, but is not limited to: encourage off-peak use of transportation facilities by providing information to those concerned on any efforts by the NEFRPC in a regional TSM program, improve signal timing and spacing through continued dialogue with FDOT, reduce the number of curb and median cuts, reduce on-street parking, and improve pedestrian access.

Maintain policy. Public Works suggests that this policy be maintained. . County's efforts toward implementation of TSM measures have been limited due to financial and staffing constraints and the overall rural nature of the County which hinders the effectiveness of many TSM measures. The County's development review procedures address this policy. The draft land development code, to be adopted prior to EAR amendments, includes sections which implement this policy, particularly access requirements.

Policy B.1.1.7: The County shall pursue federal, state, and local funding sources which could supplement the Putnam County Public Works budget for road construction and maintenance.

Retain Policy B.1.1.7. Maintain policy. Public Works reports that the County has been successful in securing funds from state and federal grants and appropriations, use of Barge Canal funds, expansion of MSBU program, increases in money from the general fund, FDOT funded projects on TIP, and any other improvements in the amount of money going towards road improvements. The County's capital improvements program should also address this policy.

Policy B.1.1.8: The County shall maintain and enhance as necessary, a comprehensive traffic counting system for annually monitoring the level of service on, at a minimum, the County roadway system.

Retain Policy B.1.1.8. Amend policy to include requirement that developers are responsible for providing updated traffic counts if necessary as a data input in a major traffic study. The County's capital improvements program should also address this policy. According to Public Works, due to

limited funding, the County has been unable to maintain an on-going comprehensive traffic counting system, and has collected volumes on an as-needed basis. For concurrency purposes, the FDOT traffic counts and LOS analysis will be utilized for roadways on the State Highway system. The County has collected daily traffic volume for a number of roadway segments on the County's system. Overall, roads on the County roadway network are experiencing low volumes and maintaining acceptable operating conditions. The policy should be amended to reflect the utilization of FDOT counts and the need for a major traffic study to assess conditions on all roadways within the impact area, emphasizing that the applicant is responsible for counts on County roadways if not available through the County's traffic count system.

Objective B.1.2: Putnam County shall continue to identify transportation improvement needs, including road paving, and establish a priority schedule, which will be updated annually.

Measure: Reports prepared annually.

Status: . The public works department reports that the County prioritizes roadway improvements according to a number of criteria. The County's capital improvements program should also address this objective.

Recommendation: Retain Objective B.1.2, but rewrite to make it measurable.

Policy B.1.2.1: The County shall establish and maintain a Transportation Improvement Plan (TIP) and shall establish a mechanism whereby the plan will be periodically updated and prioritized according to the criteria specified in Policy B.1.2.2.

Retain Policy B.1.2.1. Annually the Board sets priorities for improvements to the State Highway System through FDOT's Five-Year Work Program. The County's capital improvements program should also address this policy. Incorporate the need for the active participation of the County Commission, based on recommendations from staff, including the Public Works Department, which communicates with the FDOT on a regular basis to discuss projects of mutual interest including projects that the County would like to be included in the Five-Year Plan, and cooperation with bordering counties and municipalities within Putnam County, in establishing funding priorities for development of the FDOT Five-year Work Program pursuant to TEA-21 and FDOT requirements.

Policy B.1.2.2: Proposed roadway projects for the TIP shall be evaluated and ranked in order of priority according to the following group rating:

A. Group 1 projects are those which are essential to protect public health and safety and fulfill the County's legal commitment to provide facilities and services, consistent with the approved Comprehensive Plan, and have been evaluated based on established criteria, including the following factors:

1. street conditions
2. number of residents served
3. amount of traffic using the street
4. environmental impact
5. physical/geometric requirement
6. local policy
7. Group 1 projects should be implemented with available funds based upon capital

cost effectiveness (i.e. capital cost/total annual person trips = cost per person trip).

B. Group 2 projects are those which meet the criteria specified above and should be implemented if funds are available after completion of priority 1 projects.

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

Retain Policy B.1.2.2. . Modify policy as necessary to be consistent with the public works prioritization methodology. The County's capital improvements program should also address this policy.

Objective B.1.3: Upon plan adoption, the County shall identify collector and arterial right-of-way needs and establish a priority schedule for acquisition of future right-of-way and protection of existing and future right-of-way from building encroachment.

Measure: *Report completed, amount of right-of-way acquired, and percentage of existing and future right-of-way protected.*

Status: *More information regarding reports completed, and the County's right-of-way needs for capacity improvements since December 1991 is anticipated prior to EAR amendments. The County's draft land development code, to be adopted prior to EAR amendments, includes sections which implement this objective. The County's capital improvements program should also address this objective.*

Recommendation: *Retain Objective B.1.3, but remove reference to upon plan adoption.*

Policy B.1.3.1: The County shall adopt and implement a right-of-way protection ordinance and map coordinated with the traffic circulation element to ensure continuity of the state, regional, and local roadway network and to protect future network corridors from development and other encroachments.

Amend Policy B.1.3.1 to indicate that right-of-way needs will be determined at the earliest date possible for early acquisition pursuant to the following policy, and if necessary to have a master ordinance, it should be included in the land development code. It is recommended that the County adopt a policy committing to preparation of transportation corridor plans in designated regional corridors as necessary to designate right-of-way needs for early acquisition or preservation. The draft land development code, to be adopted prior to EAR amendments, includes sections which implement this policy.

Policy B.1.3.2: The County shall adopt minimum right-of-way requirements for new roadways containing the following provisions:

- A. arterial roadways - 150 ft. right-of-way
- B. collector roadways - 80 ft. right-of-way
- C. local roadways - 66 ft. right-of-way *

* It should be recognized that some types of development contain situations where

roadway construction requirements for right-of-way may vary; as such, the application of right-of-way requirements shall be applied on a case to case basis and may be altered as determined by the County Commission based upon recommendation of the Public Works Director and County Administrator.

Maintain policy. Public Works suggested no change to this policy. The County's development review procedures address this policy. The draft land development code, to be adopted prior to EAR amendments, includes sections which implement this policy.

Policy B.1.3.3 : The County shall implement a program for dedications as a condition of plat approval for acquiring necessary rights-of-way.

Retain Policy B.1.3.3. Modify policy to reference existing procedures for dedication of right-of-way as required by subdivision regulations, as Public Works reports that new subdivisions are required to construct and dedicate roads as part of the approval process. The draft land development code, to be adopted prior to EAR amendments, includes sections which implement this policy.

Objective B.1.4: The County shall encourage growth to occur in a planned and orderly manner which is compatible with the framework established in the Future Land Use Element.

Measure: *Number of Future Land Use amendments adopted.*

Status: *There have been very few map amendments which were not simply map corrections.*

Recommendation: *Retain Objective B.1.4.*

Policy B.1.4.1 : The County shall review development proposals based upon the requirements of the County site plan review and approval ordinance, to ensure the availability of existing roadway capacity to serve project traffic and maintain acceptable operating conditions.

Amend Policy B.1.4.1. to delete reference to site plan review ordinance, and replace with a proper reference to the land development code. The County's development review procedures address this policy. The draft land development code, to be adopted prior to EAR amendments, includes sections which implement this policy. Reference within the policy the implementation of a countywide transportation concurrency management system as part of the land development code which will ensure that acceptable roadway LOS standards are maintained.

Policy B.1.4.2 : Putnam County shall ensure that no developments requirements receive development approval where the proposed project will reduce the level of service of the roadway below the established level of service. When a project would lower the level of service below the established level of service, the development approval shall be conditioned on the roadway improvements being programmed or constructed.

Amend Policy B.1.4.2. to state the County will not approve development that will reduce the level of service below the adopted level of service unless one of the exceptions in s.9J-5.0055(3)(c) is applicable. The County's development review procedures address this policy. The draft land development code, to be adopted prior to EAR amendments, includes sections which implement this policy.

Policy B.1.4.3: The County shall review all proposed transportation plans and improvements to determine the impacts such projects or proposals will have on the County's traffic circulation system.

Retain Policy B.1.4.3. The Board of County Commissioners review and approve the FDOT Five-Year work program. FDOT reviews all of their other transportation improvement plans with County staff and the Board. There should be interlocal agreements with the 5 municipalities within the County, 7 surrounding counties, and FDOT to implement this policy.

Policy B.1.4.4: The County shall ensure that the necessary transportation facilities, including motorized and non-motorized vehicle parking, are in place when a development permit is issued or that a development permit is issued subject to the condition that the necessary transportation facilities will be in place when the impacts of development occur.

Delete Policy B.1.4.4. as it is identical to Policy B.1.1.5. Transportation concurrency and parking requirements are addressed in the development review process. The draft land development code, to be adopted prior to EAR amendments, includes sections which implement this policy.

Policy B.1.4.5 : Putnam County shall minimize the connection of access points of driveways and roads to roadways through the use of land development regulations addressing subdivision regulations, a drive access ordinance, and State driveway permit procedures, and coordinating with FDOT in implementing strategies contained in FDOT Access Management Rules 14-96 and 14-97 for development on State roadways. In general, land development regulations will be developed to limit driveway spacing according to the following schedule:

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

For roadways designated as part of the Florida Intrastate Highway System (FIHS), which includes State Road 20 from the Alachua/Putnam County line to State Road 19; State Road 19 from its intersection with SR 20 to State Road 100; State Road 100 from its intersection with SR19 to its intersection with US 17; SR100 and US 17 to their intersection with SR 207; SR 207 to the Putnam/St. Johns County line, driveway and road access will be limited pursuant to FDOT requirements.

Amend Policy B.1.4.5. to delete "a drive access ordinance" and replace in with "access management". The County reviews connections and access points of driveways and roads through the development review process. The draft land development code, to be adopted prior to EAR amendments, includes sections which implement this policy.

Policy B.1.4.6: Putnam County shall review all plans in conjunction with highway

improvements and residential development, particularly for connecting residential areas to park and recreation areas, schools and major shopping centers, to determine the need for pedestrian ways and bikeways.

Amend Policy B.1.4.6. to make it clear what the County will review. The County's development review procedures address this policy. The draft land development code, to be adopted prior to EAR amendments, includes sections which implement this policy.

Policy B.1.4.7: The County will review all proposed development for its accommodation of bicycle and pedestrian traffic needs by providing for sufficient lane widths on County roads to accommodate bicycles and providing comments to FDOT for any widening projects on State roadways.

Amend Policy B.1.4.7. to make it clear what the County will review, and move policy under Objective B.1.5. The County's development review procedures address this policy. The draft land development code, to be adopted prior to EAR amendments, includes sections which implement this policy. The County should consider an interagency agreement with FDOT for this purpose.

Policy B.1.4.8]: The County shall implement a program which requires all types of development to pay their fair share of the costs of needed on-site, as well as off-site, improvements through dedication or fees.

Retain Policy B.1.4.8. The County implemented and later repealed impact fees which were designed to cover some costs of off-site improvements. The development review process ensures that all required on-site improvements are completed before newly constructed buildings are occupied or a use is initiated. Some off-site improvements are also addressed through the development review process. The draft land development code, to be adopted prior to EAR amendments, includes sections which implement this policy.

Objective B.1.5: The County will plan and develop a transportation system that preserves environmentally sensitive areas and historic properties, conserves energy and natural resources and promotes community aesthetic values.

Measure: *Use of the stated criteria in planning and developing the County's transportation system.*

Status: *County's efforts toward developing such a transportation system have been limited. There should be interlocal agreements with the 5 municipalities within the County, 7 surrounding counties, and FDOT to achieve this objective.*

Recommendation: *Amend Objective B.1.5 to make it measurable.*

Policy B.1.5.1: The County will conserve and protect the character of neighborhoods and historic properties from the avoidable intrusion of major thoroughfares.

Retain Policy B.1.5.1. The County's planning of major thoroughfares has been limited. There should be interlocal agreements with the 5 municipalities within the County, 7 surrounding counties, and FDOT to implement this policy.

Policy B.1.5.2: Future facility access interchanges shall not be placed or constructed in a

manner that would provide access to environmental protection areas or to other areas to be conserved in order to prevent undue pressure for development of such areas.

Amend Policy B.1.5.2. to define Afuture facility access interchanges≅ and replace Aenvironmental protection areas≅ with Aenvironmentally sensitive areas.≅ The County has constructed no access interchanges since adoption of the plan. There should be interlocal agreements with the 5 municipalities within the County, 7 surrounding counties, and FDOT to implement this policy.

Policy B.1.5.3 : If no feasible alternative exists, needed transportation facility improvements may transverse areas that are environmentally and/or aesthetically sensitive; however, such access should be limited and design techniques should be used to minimize the negative impact upon the natural and community systems.

Retain Policy B.1.5.3., but modify to indicate public works on-going efforts to minimize environmental impacts in the design and construction of new roads. Public Works supports this recommendation as they report that every effort is made to coordinate with FDOT, SJRWMD and any other appropriate regulatory agency. FDOT involves the County in their project planning for this purpose. There should be interlocal agreements with the 5 municipalities within the County, 7 surrounding counties, and FDOT to implement this policy.

Objective B.1.6]: Putnam County shall coordinate with related local, state, regional, and federal agencies for an integrated, cost effective transportation system.

Measure: Amount of activity and formal coordination procedures in place.

Status: The County is involved in review of FDOT projects and the Regional Planning Council coordinates reviews involving other federally funded projects. There should be interlocal agreements with the 5 municipalities within the County, 7 surrounding counties, and FDOT to achieve this policy.

Recommendation: Retain Objective B.1.6.

Policy B.1.6.1: The County shall coordinate roadway improvements with surrounding counties and municipalities within Putnam County and the Florida Department of Transportation to ensure effective application of available revenue.

Retain Policy B.1.6.1. No formal agreements exist to coordinate road improvements with surrounding counties, municipalities and FDOT. FDOT involves the County in review of their projects. There should be interlocal agreements with the 5 municipalities within the County, 7 surrounding counties, and FDOT to implement this policy.

Policy B.1.6.2 : The County Public Works Department and Planning Department personnel and County Commissioners shall participate in FDOT Five-Year Construction Program workshops to further County interests.

Retain Policy B.1.6.2. The Board regularly participates in review of the 5 year program. Public Works and Planning staff have limited involvement. The transportation efficiency act (TEA-21) and FDOT policy clearly mandate that the County Commission is responsible for prioritizing roadway improvements in Counties outside an MPO area.

Policy B.1.6.3 The County shall establish a public information program to inform residents of action taken under this element and to ensure the responsiveness of the County's transportation planning process to the needs of the County residents by developing a mechanism for citizen participation.

Move Policy B.1.6.3 under Objective B.1.5. . Modify Policy 1.6.3 to reference County's transportation committee. and MSBU Advisory committees. Public Works reports that these committees regularly communicate with municipalities, regulatory agencies, Chamber of Commerce and interested citizens to discuss transportation related issues. .

Policy B.1.6.4: The County shall review for compatibility with this element, the traffic circulation plans and programs of the incorporated areas within the County as they are amended in the future.

Modify Policy B.1.6.4 to clearly indicate staffing responsibilities for this function. Planning staff is not participating in these reviews.. Public Works reports that they report with FDOT and municipalities to discuss these types of transportation issues. The review process should be part of an interlocal agreement with the municipalities which incorporates the need for intergovernmental coordination with transportation plans.

Policy B.1.6.5 Although the County is located outside the limits of any Metropolitan Planning Organization, intergovernmental coordination with MPOs and resource planning pursuant to Chapter 380 in north Florida shall be accomplished through continued cooperation and communication with the Northeast Florida Regional Planning Council and other contiguous councils when and where appropriate.

The county continues to be a participating member of the Northeast Florida Regional Planning Council. . The policy should be revised to reference coordination with the RPC's Transportation Committee for addressing intergovernmental concerns with regional transportation systems, funding, and planning.

Policy B.1.6.6 County transportation services for the disadvantaged should work together to eliminate duplication of services through the joint-use of programs.

Modify Policy B.1.6.6 to reference Community Transportation Coordinator and RPC's role as the Designated Official Planning Agency for transportation disadvantaged. (This recommendation was made per Administration and NEFRPC comments).

Policy B.1.6.7 : State, regional, and local agencies providing planning and operating assistance in transporting the disadvantaged should encourage participation of private for profit and private non-profit organizations.

Retain Policy B.1.6.7. Administration reports that a County Commissioner serves as the chairperson of the Putnam County Transportation Disadvantaged Local Coordinating Board which is responsible for the review of service contracts for the provision of transit services for the transportation disadvantaged and for the development and implementation of Transportation Disadvantaged Service

Plan for Putnam County. According to the NEFRPC, the Board provides input at quarterly meetings regarding policies, procedures, and funding issues of the local Transportation Disadvantaged Program.