



# **PUTNAM COUNTY COMPREHENSIVE PLAN**

## **EXHIBIT BB**

### **TRANSPORTATION ELEMENT**

EAR-based Amendments 10/26/10

BB-1

Adopted 12/19/91; Ord. 91-30  
Amended 8/24/93; Ord. 93-19  
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**PUTNAM COUNTY COMPREHENSIVE PLAN****B. Transportation Element Goals, Objectives and Policies**

**GOAL B.1:** Develop and maintain a well balanced and integrated transportation system which provides for the safe, convenient, and efficient movement of people and goods throughout Putnam County, and which is consistent with desired land use patterns, conserves energy, and protects the natural environment.

**Objective B.1.1:** 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.

**Policy B.1.1.1:** The County hereby adopts the following peak hour LOS standards for each listed facility type:

1. Principal arterials –  
LOS D– Multi-Lane  
LOS D – Two-Lane
2. Collectors and minor arterials – LOS D
3. Local roadways – LOS D
4. State Highway System / Strategic Intermodal System –  
LOS C– Rural Multi-Lane  
LOS C – Rural Two-Lane  
LOS D– Urban and transition urban

The level of service standard for a roadway in the State Highway System, or Strategic Intermodal System, shall not be different than the standards adopted by FDOT unless data and analysis clearly establish that designation of the roadway as backlogged and is necessary to further the achievement of important planning goals and policies and FDOT approves of the designation.

Provisions which allow operation of road segments below the adopted level of service standards are included in the County's Concurrency Management System and are consistent with applicable State laws and rules.

**Policy B.1.1.2:** The County shall use operational improvements on non-state roadways when warranted to ensure efficient and safe traffic flow to and from new developments. The adopted levels of service standards for all transportation infrastructure within the

County's Comprehensive Plan shall be maintained and the transportation concurrency management provisions shall be demonstrated. If adversities are identified, a mitigation plan shall be developed and implemented where as a result of the mitigation plan, the roadways operate under acceptable levels of service. The following techniques may be considered:

- a) Scheduling of Facility Modifications
- b) Alternative Concurrency Provisions
- c) Proportionate Share Payments
- d) Development design including a mix of uses, intensity and density which reduce dependency on single occupancy vehicles.
- e) Combination of Mitigation Techniques

The aforementioned options must mitigate the adversities identified. The mitigation plan is subject to the approval of the Director of Public Works or the County Commission. Adversities identified on SIS facilities are subject to the concurrence of the FDOT.

**Policy B.1.1.3:** The County will continue to update, as needed, the County Traffic Circulation Plan for prioritizing the needs for paving the unpaved roads within the County (i.e. Better Place Plan Dirt to Road Plan).

**Policy B.1.1.4:** All developments shall comply with County or FDOT (if a State facility or access) road design standards. These standards will include a requirement to pave all internal roadways for all new subdivisions over a certain size, as determined in the Land Development Code, and participate in access road improvements caused by the proposed development project.

**Policy B.1.1.5:** Pursuant to the County's Concurrency Management System as adopted in the Land Development Code, the County shall ensure that the necessary transportation infrastructure are in place when a development permit is issued, or are subject to the condition that the necessary transportation facilities will be in place when the impacts of development occur.

**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 the Land Development Code. 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 in a regional TSM program (i.e. staggered work hours), improve signal timings through continued dialogue with FDOT, reduce the number of curb and median cuts, reduce on-street parking, and improve pedestrian access.

**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.

**Policy B.1.1.8:** As part of the County's Concurrency Management System, the County shall maintain a comprehensive roadway database for annually monitoring those roadways with the adopted LOS as determined by the Concurrency Management System consistent with the provisions outlined in F.S. 163. If necessary, any developer doing a major traffic study to meet the County's concurrency system shall be required to provide all necessary data and analysis as part of the major traffic study consistent with the requirements of the County's Concurrency Management System adopted in the Land Development Code.

**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.

**Policy B.1.2.1:** The County shall cooperate with bordering counties and municipalities within the County in order to maintain the Future Traffic Circulation Plan (FTCP) as set forth in the Traffic Element Data & Analysis and periodically updated and prioritized according to the criteria specified in Policy B.1.2.2. The County Commission will actively participate in annually setting priorities and work with the FDOT with a list of its adopted priorities annually as part of the FDOT process of developing its Five-Year Work Program.

**Policy B.1.2.2:** Proposed roadway projects for the FTCP shall be evaluated and ranked in order of priority according to the following criteria as adopted in Ordinance 93-11, as may be amended from time to time:

1. Annual maintenance costs
2. Daily and peak hour traffic demands
3. Functional classification of road
4. Safety
5. Continuity of system
6. Availability of right-of-way
7. Drainage
8. Number of driveways
9. Projects should be implemented with available funds based upon capital cost effectiveness (i.e. capital cost/total annual person trips = cost per person trip).  
All paved road improvement projects involving reconstruction, resurfacing or surface treatment shall be selected using the appropriate Pavement Conditions Index to establish the priority.

**Objective B.1.3:** 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.

**Policy B.1.3.1:** The County will endeavor to ensure continuity of the state, regional, and local roadway network and to protect future network corridors from development and other encroachments. The protection of the necessary rights-of-way may include developer donation as part of the land development review process.

**Policy B.1.3.2:** The County shall continue to implement 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; therefore, the application of right-of-way requirements shall be applied on a case to case basis or as stipulated by the criteria outlined in the Land Development Code.

**Policy B.1.3.3:** The County shall continue to require new subdivisions to construct adequate roads and drainage as part of the subdivision review and approval process.

**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.

**Policy B.1.4.1:** The County shall review development proposals for consistency with the requirements of the County's adopted Concurrency Management System to ensure the availability of existing roadway capacity to serve project traffic and maintain acceptable operating conditions.

**Policy B.1.4.2:** Putnam County shall ensure that no proposed developments receive development approval where traffic from the proposed project will have an impact on a roadway operating below the adopted level of service standard, or which will operate below the established level of service with the additional traffic from the project, pursuant to the County's adopted Concurrency Management Ordinance. When project traffic impacts a roadway segment operating below the established level of service, the development approval shall be conditioned on the roadway improvements being appropriately mitigated.

**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 Future Traffic Circulation Improvement Plan.

**Policy B.1.4.4:** Putnam County shall minimize the connection of access points of driveways and roads to roadways through the use of land development regulations addressing subdivision requirements, access management, and State driveway permitting procedures. County land development regulations limit driveway spacing according to the following schedule (except for State facilities whereas the FDOT access management requirements will be implemented):

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) and / or Strategic Intermodal Systems (SIS), 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.**Policy B.1.4.5:** Putnam County shall review all plans for new residential subdivisions or commercial development as well as proposed highway improvements for the potential of connecting residential areas to park and recreation areas, schools and major shopping centers, to determine the need for pedestrian ways and bikeways consistent with the County's Land Development Code.

**Policy B.1.4.6:** Pursuant to the County Land Development Code, the County will review all proposed subdivision or commercial developments located on State or County Roads for their accommodation of bicycle and pedestrian traffic needs and the County shall provide comments to FDOT for any proposed widening projects on State roadways.

**Policy B.1.4.7:** The County's development review process will require all types of development to pay their equitable impact costs of needed on-site, as well as off-site, improvements through dedication or fees in accordance with the Land Development Code.

**Objective B.1.5:** In cooperation with its five municipalities, adjacent Counties, and the FDOT, 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.

**Policy B.1.5:** In establishing priorities for the FDOT Five-Year Work Program, the County will conserve and protect the character of neighborhoods and historic properties from the avoidable intrusion of major thoroughfares.

**Policy B.1.5.2:** The County should develop an interlocal agreement with its five municipalities, adjacent Counties, and FDOT to ensure that future transportation infrastructure 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.

**Policy B.1.5.3:** In the construction of new County Roads, the County will continue to first avoid, second minimize, and third mitigate impacts to environmentally areas. However, 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, in consultation with the Water Management District and FDEP, should be used to minimize the negative impact upon the natural and community systems.

**Policy B.1.5.4:** The County shall continue to coordinate with the Putnam County Transportation Committee, the MSBU Advisory Committees, and the County's Transit Authority in order 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 County Residents.

**Objective B.1.6:** Putnam County shall pursue the execution of interlocal agreements with FDOT, its five municipalities, and the seven adjacent counties in an effort to coordinate with related local, state, regional, and federal agencies for an integrated, cost effective transportation system.

**Policy B.1.6.1:** The County shall coordinate roadway improvements with affected counties and municipalities and the FDOT to ensure the availability of revenue.

**Policy B.1.6.2:** The County Commissioners, through input from its Public Works and Planning Departments, shall participate in FDOT Five-Year Construction Program workshops and provide FDOT with a prioritized list of roadway improvements based on the criteria established in this plan and the Land Development Code.

**Policy B.1.6.3:** The County shall coordinate with the incorporated municipalities within Putnam County to review the compatibility of the transportation plans specified in this element, or as amended in the future.

**Policy B.1.6.4:** Although the County is located outside the limits of any Metropolitan Planning Organization, intergovernmental coordination with MPOs and resource planning pursuant to Chapter 380 regarding regional transportation systems, funding and planning in north Florida shall be accomplished through continued cooperation and communication with the FDOT and the Northeast Florida Regional Council and other contiguous councils when and where appropriate.

**Policy B.1.6.5:** County transportation services for the transportation disadvantaged provided by the Community Transportation Coordinator should work to eliminate duplication of services through the joint-use of programs, and continue coordination with the Northeast Florida Regional Council which serves as the “Designated Official Planning Agency” for the Putnam County Transportation Disadvantaged Program.

**Policy B.1.6.6:** 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 who comply with federal and State standards and can provide Transportation Disadvantaged Service with the most cost-effective and efficient manner available.

**Objective B.1.7:** In an effort to reduce single-occupancy vehicles and lessen roadway congestion, the County shall encourage alternative modes of travel through the development of multi-modal corridors.

**Policy B.1.7.1:** The County shall coordinate with the County’s transit authority with the establishment of the transit routes as specified in the Transportation Element Data & Analysis.

**Policy B.1.7.2:** The County shall pursue an agreement with the County’s Transit Authority to cooperatively fund the transit routes identified in the Transportation Element Data & Analysis.

**Policy B.1.7.3:** The County shall contribute towards the development of park and ride facilities. Said contribution may take the form of funding, use of County land, and/or cooperative efforts with local municipalities within Putnam County in accordance with the provisions specified in the Transportation Element Data & Analysis.

**Objective B.1.8:** Putnam County shall seek ways and opportunities to implement strategies regarding reduction in vehicles miles traveled.

**Policy B.1.8.1:** The County shall encourage the promotion of improved accessibility to job centers and further support job generating land uses to capture local trips and reduce

vehicle miles traveled.

- a) The County shall guide developments to improve bicycle and pedestrian facilities network such that all significant commercial, employment and recreational centers are accessible via a bikeway and/or pedestrian routes.
- b) Putnam County shall promote that developments be connected by roadways, bikeways, and pedestrian systems that encourage travel between neighborhoods and access to future transit without requiring use of the major thoroughfare system.

**Policy B.1.8.2:** Putnam County shall assist in providing public transportation to reduce vehicle-mile-travelled and green-house gas production.

**Policy B.1.8.3:** The County shall encourage mixed-use, walkable, compact developments that balance the need for sufficient density to support future transit service with the scale of the adjacent community.

**Policy B.1.8.4:** The County shall encourage and plan for alternative modes of travel such as walking, bicycling, and transit.

**Policy B.1.8.5:** Putnam County shall encourage higher density and clustered development patterns and promote Transit-Oriented Developments.

**Policy B.1.8.6:** The County shall continue to coordinate planning efforts with Northeast Florida Regional Council and the Florida Department of Transportation to enhance transportation planning and encourage the development of a higher modal split.