CHAPTER 2 TRANSPORTATION ELEMENT

SUMMARY

A City cannot continue to grow and develop if its citizens cannot reasonably access community facilities and commercial areas. A system of adequate, safe, functional streets and pedestrian walkways (which includes trails and multi-purpose paths) is of the highest importance to a city's growth and development. In fact, "Enhance Traffic Circulation" is one of the 12 Guiding Principles that the citizens selected to implement the 2050 Vision.

The Transportation Element takes an all-inclusive approach to the development and maintenance of the City's transportation system by setting mobility standards and thresholds for future development and redevelopment: Some of the standards and thresholds that are established in the Plan include:

- Levels of Service (LOS) The establishment of standards for how well streets handle traffic during the peak daylight hours.
- **Transportation Concurrency** How much development the existing transportation system can support while maintaining the adopted LOS. Concurrency also triggers improvements that must be made or funded by development projects within the City when the proposed development impacts on the standards established in the Plan.
- Street Classification The classification of streets in the City, such as interstate highways, arterial roads, collector roads, and local roads, as defined in Section 334.03, Florida Statutes.
- Future Street Improvements Using travel demand forecast modeling techniques and current traffic counts, the Plan estimates when improvements to collector and arterial streets will be needed, what improvements are necessary to accommodate expected traffic, and where existing streets should be widened to increase capacity and new streets should be constructed. This includes the identification of those streets that are "constrained" (cannot be widened because of functional, geographical, regulatory and/or environmental constraints) and the ability to address right-of-way (ROW) needs.
- Access Management The number and type of driveways that may be constructed on types or classifications of streets.
- **Interconnectivity Standards** The minimum standards for interconnectivity between adjacent land uses for vehicles and/or pedestrians.
- Street Maintenance How the City will ensure that the street system and its related drainage systems will be maintained.
- **Safety Operations** The need for regular bridge (including box culverts) inspections, lighting, traffic signals, signage, street striping, speed control, street calming treatments and establishment of emergency evacuation routes is utmost importance for the safety of the traveling public.

The Transportation Element addresses other issues that will ensure an adequate transportation system exists for current and future generations. The Plan includes the development of short-range and long-range transportation planning tools such as a dynamic traffic model, a 5-year Capital Improvement Plan, a Long-Range Transportation Improvement Plan, identification of future streets and connections, corridor and traffic operations studies, congestion mitigation, traffic calming, and intergovernmental and regional planning efforts. The Long-Range Transportation Improvement Plan will be based on the Volusia-Flagler Transportation Planning Organization (VFTPO) Long Range Transportation Plan (LRTP) which is updated every five-years. The Plan

proposes to study the current transportation impact fees to determine their adequacy and make recommendations for future improvement.

The Plan also includes the identification of future interstate access, potential east-west and north-south connections and/or extensions, and the amount of ROW needed for future expansion of the City street systems, as defined in Section 334.03(3), Florida Statutes. It also focuses on encouraging industrial development by increasing the availability, connectivity, and accessibility to the region's transportation network, particularly air and rail systems for the transport of freight. The Plan proposes to study the future need for passenger transit both public and private and passenger rail service. Lastly, the Plan discusses the requirements and standards for bicycle lanes and pedestrian paths including the development of a City-wide trails, paths and sidewalk network which will be expanded to include any future annexation areas that interconnect neighborhoods, parks, commercial areas, and community institutions.

GOAL 2.1: STREET NETWORK LOS

Expand and maintain the City street system that provides safe accessibility and mobility to all residents, businesses, and visitors and maintains an acceptable level of service (LOS).

FINDING: The City is served by a system of streets that include local, collector, arterial and interstate roads. This system of roads provides access and mobility to the City's residents and is a key factor in the further development of the City. Without adequate roadways to accommodate expected growth or plans for expanding, improving or extending roadways, the City cannot provide adequate levels of service (LOS) in the future. (LOS is the method used by State Land Planning Agency and generally accepted engineering and planning practices and principles to measure the capacity of roads.)

The City must:

Adopt LOS standards for its street system;

Plan for future road capacity expansion to ensure that adequate levels of service are maintained as development continues; and

Ensure that new development mitigates for its fair share of maintaining an adequate LOS by developing a functional concurrency management system consistent with state law.

Objective 2.1.1 – Adopting and Maintaining an Acceptable LOS 🚓 측 🚯

Develop, adopt, and maintain a comprehensive LOS standard for all roads within the City of Palm Coast and implement a proactive monitoring and improvement strategy.

Policy 2.1.1.1 – The City adopts a peak-hour level of service (LOS) of D for all collector roadways, arterials and highways. A LOS of D is characterized by generally free-flowing conditions with measurable congestion during certain peak-hour periods (usually 7am to 9am and 4pm to 6pm) and at other times of the day that may last for short periods of time. Adopting LOS D is the most cost-effective LOS standard; otherwise, with higher LOS standard such as LOS of C or LOS of B will result in much higher costs to the City to construct and maintain.

Policy 2.1.1.2 – The City shall regularly assess the current LOS of all road segments by continuing to conduct biennial (every two years) traffic counts at a minimum interval and project traffic growth each year for the 12 months succeeding the study period.

- **Policy 2.1.1.3** The City adopts an LOS consistent with the requirements of the Florida Interstate Highway System (FIHS) and Strategic Inter-modal System (SIS) for all Federal and State highways within the City.
- **Policy 2.1.1.4** Develop improvement plans for any road segments currently approaching the acceptable LOS standard.
- **Policy 2.1.1.5** Continuously update and refine the LOS management approach based on data-driven insights and emerging best practices.

Objective 2.1.2 – Concurrency Management System (CMS)

Continue to enforce, and update as necessary, the City's CMS to ensure that functional transportation facilities and services are available consistent with Section 163.3180(5), Florida Statutes.

- **Policy 2.1.2.1** The City shall continue to enforce, and update as necessary, the concurrency review management regulations in the LDC and technical manuals to require developers to mitigate the impact of project traffic on roadways consistent with state law. The following provisions are to be included in the LDC or technical manuals:
 - A. A concurrency evaluation be conducted as part of the analysis for any proposed land use modification and during the Site plan or subdivision application process. The issuance of a Concurrency Certificate is a condition of platting/replatting or site plan approval.
 - B. The following developments shall be exempt from concurrency: 1) parks; 2) drainage; 3) solid waste; 4) mass transit; 5) Multi-Use Developments of Regional Impact (DRI) as defined in Section 380.06, Florida Statutes; 6) construction within any existing subdivision or PUD/MPD whose development has been vested for concurrency without increase in density and/or intensity; 7) renovations to existing structures that do not increase the impact on capacity; and 8) single-family and two-family residential dwelling units in approved subdivisions where a Concurrency Certificate has been issued.
 - C. Standards and guidelines for concurrency analysis of development site impacts on the street network.
 - D. Update and publish an official City traffic table showing estimated traffic on roadway segments for the current year, acceptable roadway LOS, and reserved and available roadway capacity.
 - E. All non-exempt developments, including those which are anticipated to generate 'de minimis' impacts on the transportation system, are required to obtain a Concurrency Certificate. For the purposes of this Element a de minimis impact is an impact that would not affect more than 1 percent of the maximum volume at the adopted level of service of the affected transportation facility as determined by the local government. No impact will be de minimis if the sum of existing roadway volumes and the projected volumes from approved projects on a transportation facility exceed 110 percent of the maximum volume at the adopted level of service of the affected transportation facility; provided however, that an impact of a single family home on an existing platted lot will constitute a de minimis impact on all roadways regardless of the level of the deficiency of the roadway.

- F. Where the development impact on a road segment or intersection causes the roadway or intersection to fail (fail is defined as exceeding the adopted level of service), developers shall mitigate for its development impacts by contributing and/or constructing its proportionate share of roadway improvement(s) consistent with Section 163.3180, F.S. Developers who fund, construct, or otherwise mitigate for road improvements will receive impact fee credits for said road improvements consistent with State law and the LDC. Only improvements not related to site access required improvements are eligible for impact fee credits. In no case may the impact fee credits exceed the actual amount spent on the capacity improvements.
- G. As provided for in Section 163.3180(5)(h)(1).c, Florida Statutes, an applicant for a development agreement, rezoning, or other land use development permit may satisfy the transportation concurrency requirements of the local comprehensive plan, and the local government's concurrency management system, and Section 380.06, Florida Statute, when applicable, if:
 - (1) The applicant in good faith offers to enter into a binding agreement to pay for or construct its proportionate share of required improvements in a manner consistent with this subsection.
 - (2) The proportionate-share contribution or construction is sufficient to accomplish one or more mobility improvements that will benefit a regionally significant transportation facility. A local government may accept contributions from multiple applicants for a planned improvement if it maintains contributions in a separate account designated for that purpose.
- H. The City will consider innovative transportation and mobility techniques consistent with Sections 163.3180(5)(e) and (f), Florida Statutes, and other state regulations in conjunction with any project transportation concurrency review, including as part of mitigation during the proportionate share review.

Objective 2.1.3 - Transportation Modeling and Traffic Analysis Zones (TAZs)



In cooperation with Flagler County, Volusia-Flagler Transportation Planning Organization, and FDOT, conduct review and update at least every five years the VFTPO Long Range Transportation Plan (LRTP) in collaboration with the VFTPO. Revise the TAZs and the Florida Standard Urban Model (FSUTMS) so as to provide the tools needed to manage growth and related traffic within the City to ensure consistency of road projects and the CIE with any approved amendments to the FLUM.

- **Policy 2.1.3.1** The City shall revise and update the City's TAZs to be consistent with current and future development in the City.
- Policy 2.1.3.2 The City shall revise and update the TAZs within the City to be consistent with current and proposed DRI developments (and/or large developments). DRIs or large developments shall be assigned one or more of their own TAZs so as to track traffic and provide estimates of growth that are specific to these developments.
- **Policy 2.1.3.3** The City TAZs shall continue to be revised so that they adequately estimate travel and demand for services and are usable for future land use planning.

Policy 2.1.3.4 – The City shall develop the capability within the City and coordinate with Flagler County, VFTPO, and FDOT to update and run the FSUTMS modeling system as updated by FDOT.

Objective 2.1.4 – Transportation Improvements

The City will develop strategies and improvements to address the transportation network deficiencies identified in the City's Short-Range (5 years) and Long-Range (25 years) Transportation Plan.

Policy 2.1.4.1 – The Transportation Plan shall address the short- and long-range needs of City residents for streets, public transit, pedestrian, bicycle facilities, micromobility, and innovation, including potential funding sources and assigns responsibility for future construction.

Policy 2.1.4.2 – The City shall solicit funding from FDOT, VFTPO, and other appropriate sources to help develop the Transportation Plan.

Policy 2.1.4.3 – The Transportation Plan includes a verification of the following 2030 and 2050 deficiencies in Tables 2.4 and 2.5, respectively in *Chapter 2* of the *Data and Analysis* and the recommended strategies to maintain the adopted LOS.

2030 Roadway Improvements

The following improvements are recommended to maintain the adopted LOS standard on the City's roadway network in 2030:

- Matanzas Woods Parkway from US 1 to Belle Terre Parkway Four Lane
- Matanzas Woods Parkway from Belle Terre Parkway to Bird of Paradise Drive Four Lane
- Matanzas Woods Parkway from Bird of Paradise Drive to Old King Road Extension (West Junction) – Four Lane
- Palm Coast Parkway from US 1 to Pine lakes Parkway Intersection Improvements
- Old King's Road from Farragut Drive to Farnum Lane Four Lane
- SR 100 from Belle Terre Parkway to Old Kings Road Six Lane

2050 Roadway Improvements

The following roadways are anticipated to be deficient in 2050 and improvements may be required to maintain the adopted LOS standard on the City's roadway network:

- Belle Terre Boulevard from US 1 to SR 100
- Belle Terre Parkway from SR 100 to Royal Palms Parkway
- Belle Terre Parkway from White View Parkway to Pine Lakes Parkway (S)
- Matanzas Woods Parkway from US 1 to Old Kings Road Extension (West Junction) Four Lane
- Old King's Road from Palm Coast City Limit (S) to Palm Coast Parkway
- Old King's Road from Farnum Lane to Forest Grove Drive Four Lane
- Palm Coast Parkway from US 1 to Pine Lakes Parkway
- Palm Coast Parkway (EB) from Pine Lakes Parkway to Belle Terre Parkway
- Palm Coast Parkway (WB) from Pine lakes Parkway to Belle Terre Parkway

- Palm Coast Parkway from Cypress Point Parkway to I-95 East Ramps
- Seminole Woods Parkway from US 1 to Sesame Boulevard
- SR 100 from Old Kings Road to John Anderson
- Town Center Boulevard from Central Avenue to Old Kings Road
- US 1 from Matanzas Woods Parkway to White View Parkway

A range of mitigation measures will be applied to address these projected deficiencies including but not limited to intersection improvements such as turn lanes, innovative roadway concepts, synchronization of traffic signals within a corridor to improve traffic flow, multi-modal transportation alternatives or roadway widening, as appropriate. The City shall monitor the LOS on the City's road network to ensure improvements are scheduled in advance of their need.

Policy 2.1.4.4 – The Transportation Plan shall recommend roadway improvements throughout the City, estimate the cost of the improvements, identify potential funding for the project, and develop time frames for construction as candidate projects for the CIP.

Policy 2.1.4.5 – Based on the Transportation Plan, the City has identified the arterial and collector roadways within its jurisdiction that have of the potential to fail in 2030 and 2050. Using this information, corridor studies on roadways determined to fail within the next 25 years shall be scheduled, as needed. These corridor studies shall focus on methods to improve projected LOS on the roadways through the use of Intelligent Transportation Systems (ITS), transit, intersection improvements, travel incentives/deterrents, construction options, or mitigation methods considered appropriate to reduce travel demand.

Policy 2.1.4.6 – The City shall conduct corridor studies, as needed, and adopt the studies' findings for each of the following roadways:

- A. Florida Park Drive
- B. Old Kings Road
- C. Belle Terre Parkway
- D. White View Parkway
- E. Pine Lakes Parkway
- F. Rymfire Drive
- G. Royal Palms Parkway
- H. Seminole Woods Boulevard

Policy 2.1.4.7 – As part of all corridor studies, the City shall assess the need for turn lanes at local and collector/arterial intersections. Where the need for turn lanes is identified, the City shall include the improvements in the City's CIP.

Policy 2.1.4.8 – The City shall coordinate with transit providers to reduce the rate of growth in traffic congestion by 5% and assist in meeting the City's future transportation needs.

Policy 2.1.4.9 - Enforce highway and roadway access management standards in the LDC for all arterials and major collectors in the City. Access management standards may include but not limited to: driveway and intersection spacing, median treatments, signal coordination, turn lanes, and cross access.

- **Policy 2.1.4.10** The City shall participate in regional transportation decision-making though coordination with FDOT, Flagler County, VFTPO, and participate in appropriate planning events, committees, and boards.
- **Policy 2.1.4.11** The City shall coordinate with FDOT, Flagler County Emergency Management and the VFTPO and surrounding counties and jurisdictions to ensure that Emergency Evacuation Routes are appropriate and functional and ensure that emergency personnel are informed of the routes and roadway characteristics.
- **Policy 2.1.4.12** Enforce standards for roadway construction, reconstruction and widening as stipulated in the LDC and applicable technical manuals to include typical cross-sections for arterials, collectors and local roadways that include pedestrian and bicycle facilities.
- **Policy 2.1.4.13** To the maximum extent feasible and in accordance with the provisions of Florida Law, the City will develop methods to protect future rights-of-way identified by the City, FDOT and Flagler County from encroachment by development which methods may include establishment of future rights-of-way map, relief of setback requirements, land acquisition programs, and impact fee credits
- **Policy 2.1.4.14** The City shall require a comprehensive transportation impact analysis for all proposed Future Land Use Map (FLUM) amendments. This analysis is essential to ensure consistency with the transportation-related provisions of the Comprehensive Plan and the City's short-range and long-range Transportation Plans. The transportation impact analysis shall include, but not be limited to: Projected traffic generation from the proposed land use change, impact on existing and planned roadway capacities and evaluate how the proposed FLUM aligns with the City's long-term growth strategies.

Objective 2.1.5 – Enhanced East-West Connectivity and Regional Road Network Development

Develop a comprehensive network of east-west (E-W) connections crossing I-95 and the Florida East Coast (FEC) rail line to improve regional connectivity, support westward expansion, and enhance evacuation routes creating an efficient transportation system that aligns with the city's growth strategies and the 2050 Transportation Plan.

- **Policy 2.1.5.1** The City shall regularly update its transportation plan to identify and prioritize E-W connections, including target dates for construction, based on growth patterns, traffic demands, and funding availability.
- **Policy 2.1.5.2** The City shall seek funding and implement the design and construction of the four-lane western extension of Matanzas Woods Parkway, creating a crucial E-W connector. This project shall include provisions for future expansion and incorporate multimodal and pedestrian transportation elements.
- **Policy 2.1.5.3** The City shall actively seek and explore funding opportunities for road improvements including road re-paving, road widening, and new roads, coordinating with relevant public and private stakeholders to ensure seamless integration with existing and planned transportation networks.

- Policy 2.1.5.4 The City will conduct a feasibility study to assess the necessity of extending Whiteview Parkway to Old Kings Road, thereby improving east-west connectivity in central Palm Coast
- **Policy 2.1.5.5** The City shall conduct comprehensive feasibility studies and engineering assessments for all proposed E-W connections at least two years prior to their targeted construction dates. These studies shall identify specific routes, develop general section designs, determine right-of-way needs, and estimate construction costs.
- **Policy 2.1.5.6** Through its development review process and in accordance with the requirements of Florida Law, the City shall encourage developers and landowners to protect future road ROW from development.
- **Policy 2.1.5.7** The City shall actively collaborate with Flagler County, neighboring municipalities, and state agencies to ensure regional transportation planning alignment and to maximize funding opportunities for E-W roadway connections.
- Policy 2.1.5.8 All new E-W connections shall be designed to accommodate multimodal forms of transportation, including provisions for public transit, bicycle lanes, and/or pedestrian facilities, aligning with the City's mobility goals.
- **Policy 2.1.5.9** In planning E-W connections, the City shall give special consideration to improve evacuation capabilities and to coordinate with emergency management agencies to identify critical routes.
- Policy 2.1.5.10 The City shall consider incorporation of smart transportation technologies in the design and construction of new E-W connections, including accommodation for future autonomous vehicle infrastructure and real-time traffic management systems.

Objective 2.1.6 – Feasibility Study of New Interstate 95 Interchange



To improve traffic flow and enhance evacuation routes, the City shall collaborate with key State Agencies and key stakeholders to conduct comprehensive studies to determine the feasibility and optimal locations for potential new interchanges on I-95.

- Policy 2.1.6.1 Collaborate with Federal Highway Administration, FDOT, Flagler County, and other relevant stakeholders to conduct thorough feasibility studies using tools such as FDOT District 5 Model (CFRPM) for proposed interchange locations, considering factors such as traffic patterns, environmental impact, and economic development potential.
- Policy 2.1.6.2 The City shall actively seek funding opportunities, including state and federal grants, to support the planning and feasibility studies for potential new Interstate 95 interchanges.
- Policy 2.1.6.3 The City shall integrate the findings of interchange feasibility studies into its long-range transportation plan, ensuring alignment with other city development goals and objectives.

Objective 2.1.7 - Facilitate the Use of Alternatives to the Interstate 95 FIHS facility for Local Travel

To reduce traffic on Interstate 95 and enhance emergency response and evacuation capabilities, the City shall continue its program to expand the City's north-south parallel reliever roadways to I-95 (Belle Terre Pkwy/Blvd and Old Kings Road). Funding assistance shall be solicited from FDOT and private developer interests where appropriate, emphasizing the dual purpose of traffic mitigation and public safety enhancements.

- **Policy 2.1.7.1** The City shall seek funding for a corridor study on Palm Harbor Parkway.
- **Policy 2.1.7.2** The City will continue the construction of additional lanes for Old Kings Road from SR-100 to Forest Grove Drive.
- **Policy 2.1.7.3** The City shall request that FDOT provide I-95 signage both north and south of the City to encourage interstate travelers to exit the FIHS system and utilize local roadways for their local north-south travel needs.

Objective 2.1.8 - Rail, Multi-modal and Airport Facilities 🔒 🕦

To the extent feasible, support the development of safe, convenient and energy efficient rail and airport facilities and provide opportunities for the creation of a multi-modal system that interconnects all transportation modes, provides new modes for passenger transportation, and encourages industrial and commercial development in the City through improved freight facilities.

- **Policy 2.1.8.1** The City shall support Flagler County's efforts to improve the Flagler County Airport and improve its capabilities in accommodating jet aircraft.
- **Policy 2.1.8.2** The City shall support Flagler County's efforts to develop a Flagler County Airport Economic Development Plan and provide input to promote the City's interests in the development of inter-modal and economic opportunities around the Airport.
- **Policy 2.1.8.3** To encourage the use of the City's inter-modal resources, the City shall encourage, through land use designations and other methods, industrial development within the areas of the City that are adjacent to the Airport property and along the FEC Rail Line.
- **Policy 2.1.8.4** The City shall coordinate with Flagler County and the Flagler Executive Airport to address noise impacts on residential areas in accordance with federal and state laws, regulations, and guidelines. The City will maintain communication with Flagler County, the Flagler Executive Airport, and relevant state and federal agencies to ensure alignment with current noise management regulations and best practices.
- **Policy 2.1.8.5** The City shall explore revising its Land Development Code to address new residential developments near rail lines. Potential measures under consideration include noise abatement requirements, the establishment of vegetative buffers, and rail proximity guidelines.
- **Policy 2.1.8.6** Through coordination with appropriate State agencies, legislative delegation, Flagler County, municipalities, and private stakeholders, work towards establishing a passenger rail station on the Florida East Coast rail corridor, to enhance regional connectivity transportation, and economic development opportunities.

Objective 2.1.9 – Transportation Impact Fees



Ensure the effective implementation and periodic review of the City's Transportation Impact Fee Ordinance to accurately reflect the impacts of new development on the transportation network and to maximize the use of fees for improving the City's transportation system.

Policy 2.1.9.1 – The City shall conduct a comprehensive review of the Transportation Impact Fee Ordinance at least every five years or by Florida Statutes, whichever is earlier, to ensure it aligns with current and projected growth patterns, transportation needs, and construction costs.

Policy 2.1.9.2 – The City shall engage with stakeholders, including developers, residents, and transportation professionals, during the review process of the Transportation Impact Fee Ordinance to gather input and ensure the fees reflect the most current information consistent with state law.

Policy 2.1.9.3 – The City shall ensure that transportation impact fees are used exclusively for transportation capacity related improvements and projects that directly mitigate the impacts of new development on the transportation network.

Policy 2.1.9.4 – The City shall annually develop and maintain a prioritized list of transportation projects in the capital improvements program to be funded by impact fees, ensuring that the most critical and high-impact projects meeting our LOS are addressed first.

Objective 2.1.10 – Development of Transit Opportunities



The City of Palm Coast will continuously collaborate with Flagler County to expand and improve transit alternatives that meet the growing needs of Palm Coast citizens, promote efficient land use patterns, reduce congestion, and decrease vehicle miles traveled.

Policy 2.1.10.1 –The City will coordinate with Flagler County and support in the development of a Mass Transit Development Plan which assesses the need for a Mass Transit program that includes fixed route/deviated route bus services, paratransit services, ride share, and van pooling.

Policy 2.1.10.2 – The City will collaborate with Flagler County in the development and regular updates of a Transit Development Plan to address the following issues and topics:

- A. Need/demand for services and public support;
- B. Projected utilization and passenger patronage;
- C. Organization, administration and management of a program;
- D. Route development and design;
- E. Technology and capital needs;
- F. Estimated planning, capital and operating costs;
- G. Methods of funding services;
- H. Encourage transit use and ride sharing;
- I. Reduce the use of single-occupant vehicles; and
- J. Cultivate transportation hubs within close proximity to, or as part of, major activity centers and employment areas.

Policy 2.1.10.3 – In collaborating with Flagler County's development and updates of the Transit Development Plan, the City's role may include:

- A. Providing detailed data on Palm Coast's specific transit needs and preferences;
- B. Assisting in route planning and design within City limits;
- C. Identifying potential transit hubs and park-and-ride locations;
- D. Supporting public outreach and education efforts;
- E. Exploring city-specific grant funding options to supplement County resources; and
- F. Proposing land use policies that support transit.
- **Policy 2.1.10.4** The City shall implement programs to provide a safe, convenient, and energy efficient multimodal transportation system, thereby reducing vehicle miles traveled.
- Policy 2.1.10.5 The City shall take actions to provide a safe, convenient, and energy efficient multimodal transportation system, including land development Code updates and incentives for developments that incorporate features to facilitate and encourage transit use.

Objective 2.1.11 – Reduce Commuting Demand on the Interstate 95 (I-95)





Support the development of strategic mixed-use centers to reduce commuting demand on I-95, while providing opportunities for employment growth, and fostering economic development within the City.

- Policy 2.1.11.1 Promote mixed-use developments along major arterials and within strategic locations that provide a diverse mix of businesses, offices, retail, and residential uses to create vibrant, walkable environments
- Policy 2.1.11.2 Concentrate employment opportunities and higher-density residential development within strategic mixed-use centers, designing them with pedestrian-friendly features, multimodal transportation options, and transit hubs to support efficient transit service and reduce reliance on personal vehicles.
- Policy 2.1.11.3 Provide opportunities to co-locate residential, commercial, office, and civic uses within strategic mixed-use centers, aiming to achieve a reduction in vehicle miles traveled and an improvement in overall resident quality of life.
- Policy 2.1.11.4 Improve and/or construct new parallel corridors to the I-95 such as widening Old Kings Road from Matanzas Woods Pkwy to Old Dixie Highway, US-1, and new north/south corridor CR 2209 from northern county line to CR 305.

GOAL 2.2: INCREASED INTERCONNECTIVITY

Reduce traffic on collector and arterial roadways by increasing interconnectivity between existing and proposed residential communities, residential and commercial development and adjacent commercial development.

FINDING: Several of the City's arterial roadways are currently operating at an LOS D. Other arterials and collector roadways will accumulate significant traffic if the current rate of development continues. One strategy that can be used to reduce traffic on City collectors and arterials is to increase opportunities for persons taking short trips to utilize local road connections, sidewalks or multi-use paths. This strategy shall include, but not be limited to, opportunities for pedestrians and bicyclists to meet their needs for travel between neighborhoods, to community recreational facilities, educational and institutional facilities, civic facilities and commercial facilities.

Objective 2.2.1 – Vehicle Interconnectivity

Enhance and enforce standards for commercial and residential connectivity to reduce traffic on collector and arterial roadways by increasing interconnectivity between existing and proposed uses and developments.

Policy 2.2.1.1 – The City shall enforce and strengthen regulations in the Land Development Code (LDC) requiring commercial development to provide roadway connections to adjacent commercial developments and to plan for future connections. These regulations may include provisions for shared parking and access agreements between adjacent commercial properties.

Policy 2.2.1.2 – New residential subdivision or development with over 100 dwelling units, or accessing a street of 2,500 feet or more, must provide at least two external connections. One connection must link to a public collector or arterial roadway, with both directly connecting to a public road. Additional connections may be mandated for larger developments to lessen traffic on major roads. Exceptions for accessing a collector or arterial roadway may be granted provided safety is not compromised based on a traffic analysis ensuring local acceptable standards of street capacities at build-out.

Policy 2.2.1.3 – The City shall continue to promote the construction of roadway connections between residential and institutional and commercial development to promote the use of bicycles and walking.

Policy 2.2.1.4 – The City may promote the construction of roadway connections between residential communities, where feasible, to provide alternative routes and reduce traffic on collector and arterial roads.

Policy 2.2.1.5 – The City shall implement access management strategies, including limiting the number of driveways on major roads and promoting shared access points between adjacent properties, to reduce traffic conflicts and improve traffic flow on arterial and collector roadways.

Policy 2.2.1.6 – The City shall collaborate with Flagler County and other local governments to research, create, and update a thorough map of current and future interconnections between uses and developments. This map will direct future development and pinpoint ways to enhance connectivity in established areas.

Objective 2.2.2 – Pedestrian and Bicycle Plan



Enforce standards that encourage and/or require establishment of sidewalk connections or multiuse paths between new residential and commercial development.

- Policy 2.2.2.1 Through the development review process, the City shall ensure that developers construct connections that link residential areas, recreational facilities, and commercial developments to reduce traffic on collector and arterial roadways.
- Policy 2.2.2.2 The City shall continue to update its Pedestrian and Bicycle Plan consistent with the Transportation Map Series in *Chapter 2* of the *Data and Analysis* that, at a minimum:
 - A. Identifies and prioritizes those areas in need of sidewalks, multi-use paths and bicycle facilities and/or shared use bicycle/pedestrian facilities;
 - В. Evaluates the need for sidewalks on local streets in existing neighborhoods;
 - C. Identifies potential funding for construction;
 - Sets standards and develops projects for the City's 5-year CIP; D.
 - E. Develops a system of sidewalks and multi-use paths that interconnects trails, schools, parks, neighborhoods, shopping centers, collectors and arterials; and,
 - F. Identifies locations where sidewalks/multi-use paths can connect neighborhoods to existing and planned trails, parks, shopping centers, and other similar uses; and,
 - G. Recommends annual CIP funding levels for sidewalk and bicycle facilities.
- Policy 2.2.2.3 The City's Pedestrian and Bicycle Plan shall prioritize arterial and collector roadway segments within the City that should be improved to include bicycle lanes and encourage bicycle facilities to be added during roadway construction/improvement to provide alternate modes of transportation.
- Policy 2.2.2.4 The City shall continue to enforce requirements for bicycle and pedestrian interconnectivity between residential developments and between residential and adjacent commercial developments as a means of reducing traffic on collector and arterial roadways.
- Policy 2.2.2.5 The City shall continue to enforce requirements for pedestrian and bicycle interconnectivity for all new commercial development and to specifically require that development shall make provisions for future interconnectivity when abutting undeveloped properties.
- Policy 2.2.2.6 The City shall identify funding opportunities for the construction of sidewalks along arterial, collector, and local streets.
- **Policy 2.2.2.7** The City shall continue to enforce requirements that all new subdivisions construct sidewalks and/or multi-use paths within the development and sidewalks on collector and arterial roads.
- Policy 2.2.2.8 The City shall explore strategies and funding to encourage the construction of sidewalks and/or multi-use paths in existing subdivisions. This may include, but shall not be

limited to, property-owner funded sidewalk improvements in subdivisions through the use of special assessments, creation of Municipal Service Taxing Units, Tax Increment Financing, or grants.

Policy 2.2.2.9 - The City shall encourage E-bikes and all micro-mobility vehicles where appropriate as determined by the City; however, to ensure safety for both pedestrians and other micro-mobility users, the City shall consider safety measures such as speed limit on multi-use paths and sidewalks consistent with state law.

GOAL 2.3: MULTI-USE TRAILS SYSTEM

Develop And Maintain A Citywide System Of Greenway Trails That Combine Pedestrian And Bicycle Opportunities.

The establishment of trails can enhance the City's greenways and provide **FINDING:** recreational activities in passive parks and green space. These multi-use trails can provide recreational opportunities for all segments of the City's population including children, teens, adults, seniors and where feasible, those with physical limitations and disabilities. The City also has unique and interesting natural features and historic sites that can provide passive recreational A well-designed trail system that connects passive and active recreational activities will enhance the City's image and provide unique recreational opportunities.

Objective 2.3.1 - Trails (A)



Continue to expand and maintain the system of linear trails connecting the City to internal and adjacent lands and water and expand the system of trails that together with the City's sidewalk system provides recreational opportunities and serves as an alternative mode of transportation.

- **Policy 2.3.1.1** The City shall identify the locations of future multi-use and nature trails consistent with the general locations and hubs identified in Map 2.10 of the Transportation Element's Map Series. Map 2.10 shall serve as the basis for the completion of the City Wide Multi-Use Trails Master Plan.
- Policy 2.3.1.2 The City shall utilize its greenway system wherever feasible to place trails in natural settings.
- Policy 2.3.1.3 The City may provide connections from the proposed rails-to-trails project to City and County parks, to significant natural and man-made features, water bodies, conservation areas and eco-systems including, but not limited to, the Intracoastal Waterway, Doughnut Lake, Graham Swamp, and Princess Place Preserve, and River to Sea Loop trails.
- Policy 2.3.1.4 The City shall continue to expand and develop the City's trail system utilizing the trail concepts identified in Map 2.10, so that together with the City's sidewalk system, provides a pedestrian/bicycle route that connects neighborhoods, parks and public facilities.
- **Policy 2.3.1.5** The City shall continue to update the trail component of the Multi-Use Trails System Plan showing the interconnections and inter-relationships between all non-motorized modes of travel.
- **Policy 2.3.1.6** The City shall work with Flagler County, State agencies, and developers to complete the portion of the Lehigh Trail located within the City.
- **Policy 2.3.1.7** The City shall continue to evaluate the need and feasibility for developing pathways (and/or allowing the use of existing or planned pedestrian trails,) for non-polluting, electric-powered golf carts, E-Bikes and other forms of micro-mobility.

- **Policy 2.3.1.8** The City shall seek funding opportunities through the FDEP, State Office of Greenways and Trails (SUNTrail), the Trust for Public Lands, FDOT, and other appropriate sources to plan, design and fund the construction of the City trails system.
- **Policy 2.3.1.9** The City shall continue to enforce the provision of the LDC which require all new residential and commercial development that adjoin the proposed trail system, to provide pedestrian and bicycle links to the trails when consistent with the requirements of Florida Law. The City shall encourage the owners of undeveloped properties to make provisions for future interconnectivity for those sections of the City trail system planned, but not yet developed.
- **Policy 2.3.1.10** The City of Palm Coast shall use the City Wide Multi-Use Trails Master Plan in collaboration with Flagler County and adjacent municipalities to develop and implement a comprehensive Community Wide Multi-Use Trail Master Plan. Objectives will:
 - A. Promote connectivity Establish a network of interconnected pedestrian and bicycle routes that link residential areas, employment centers, schools, parks, and other key destinations across jurisdictional boundaries;
 - B. Enhance Safety Incorporate design standards and safety measures to ensure the protection of pedestrians and cyclists;
 - C. Natural resources Align pedestrian and bicycle routes with the City's greenway system and environmentally sensitive areas, promoting access to natural amenities
 - D. Promote economic development Design routes that support local businesses and tourism by connecting commercial areas and points of interest;
 - E. Encourage public participation Engage residents, businesses, and stakeholders in the planning process;
 - F. Ensure accessibility Develop infrastructure that accommodates users of all ages and abilities, adhering to accessibility standards;
 - G. Secure funding Collaborate with county and municipal partners to identify and pursue grant opportunities and other funding sources for plan implementation; and
 - H. Accessory and supporting structures Siting of supporting facilities such as trail heads and facilities.

GOAL 2.4: STREET MAINTENANCE AND IMPROVEMENT SYSTEM

Ensure that all streets and related drainage facilities within the City are adequate and properly maintained to meet the area's transportation needs and facilitate safe and efficient travel.

FINDING: When the City was developed by ITT in the 1970's, no phasing of the development was included in the development plans in accordance with agreements reached between ITT and the Federal Government. As a result, the entire road network was built by ITT including drainage and infrastructure. At present, many of the platted lots on those roads have still not been developed although the roads have aged and engineering standards have changed over time. Additionally, the street system was designed as a rural road system with drainage swales in ROWs and no curbing, sidewalks or paved shoulders. Because of the large street network that was developed within a short span of time and the age of the system, the City is faced with a street system where a significant portion of the roads and related drainage facilities are in need of repair and rehabilitation. As the City makes improvements to the road and drainage system, it must develop a strategy that maintains the integrity of existing structures, identifies insufficiencies, schedules, and monitors improvements.

Objective: 2.4.1 – Roadway Maintenance and Related Drainage 👗

Protect the integrity of existing streets and street drainage structures.

- **Policy 2.4.1.1** The City shall periodically revise and refine the City's street maintenance program to identify those road segments in need of repair.
- **Policy 2.4.1.2** The City shall prioritize road and drainage segments in need of repair and develop a schedule for temporary and permanent repair.
- **Policy 2.4.1.3** The City shall annually update its Pavement Management Plan that includes a resurfacing schedule for the City's roads.
- **Policy 2.4.1.4** The City shall identify methods to improve road shoulders as a measure to prevent road deterioration.
- **Policy 2.4.1.5** The City shall identify and eliminate valley gutters from the streets along arterial and collector roads and where local roads and collectors intersect, where appropriate.
- **Policy 2.4.1.6** The City shall explore funding sources for constructing paved shoulders and bicycle lanes on the City street system.
- **Policy 2.4.1.7** The City shall identify problem drainage areas in the City and develop strategies for correcting the problems, including, but not limited to, comprehensively addressing the road drainage issues in the City's Stormwater Master Plan.
- **Policy 2.4.1.8** The City shall continue to enforce regulations to provide for protection of the road drainage system and require builders and developers who damage the drainage system by ignoring regulations or through neglect to repair and restore the drainage system.

- **Policy 2.4.1.9** The City shall continue to enforce the LDC requirement that all new road construction or improvements are designed and constructed as urban curb and gutter designs. Modified urban sections, swale systems, alternative typical street sections may be appropriate for low impact development (e.g. Hamlets) or other appropriate typical sections.
- **Policy 2.4.1.10** The City shall continue to evaluate the swale system on the City street system and update the inventory of deficiencies and create a schedule to complete necessary repairs.
- **Policy 2.4.1.11** When undertaking roadway improvement and resurfacing projects on public roads, the City shall consider simultaneously performing pavement markings or striping improvements if doing so is more cost-effective than completing each project separately.
- **Policy 2.4.1.12** On an annual basis, the City shall publish its planned roadway maintenance schedule on the City's website or other platforms, where appropriate.

Objective 2.4.2 – Bridges

Ensure that all bridges within the City are safe and properly maintained.

- **Policy 2.4.2.1** The City shall work with FDOT to conduct biennial bridge inspections.
- **Policy 2.4.2.2** The City shall ensure the safety of City bridges and that pavement maintenance and related repairs on the City's bridges including their approaches receive the highest priority.
- **Policy 2.4.2.3** –Through intergovernmental coordination, the City shall continue to identify funding for needed bridge repairs.

Objective 2.4.3 – Roadway Safety 🗻 🔿

Ensure that all roadways in the City are safe for all users.

- **Policy 2.4.3.1** The City shall review roadway signage and striping requirements for consistency with FDOT and MUTCD standards, and ensure consistency with the LDC (particularly the technical standards).
- **Policy 2.4.3.2** The City shall enforce LDC standards for safe signage and striping on the City street system.
- **Policy 2.4.3.3** The City shall conduct a sign and striping survey annually of all traffic signs and pavement striping in the City street system, identify signage in need of repair or replacement, formulate a potential schedule for the work, and include an assessment of the need for directional signage.
- **Policy 2.4.3.4** The City shall continue to enforce regulations for signage and road-striping standards, which shall include the provision of reflective pavement markers (RPMs).
- **Policy 2.4.3.5** As conditions warrant, the City shall conduct speed zone studies that include all collector and arterial roads.
- **Policy 2.4.3.6** The City shall continue to coordinate with the Flagler County Sheriff's Office to refine traffic accident reporting to include, but not be limited to, the identification of intersections and road segments having a high incident reporting. The City shall continue to

identify ways to decrease accident rates on dangerous roadways and at intersections by means of improved signalization by conducting warrant studies or through the implementation of traffic calming.

- Policy 2.4.3.7 The City shall investigate adopting statewide accident reporting software such as Signal 4 Analytics.
- Policy 2.4.3.8 The City shall continue to identify ways to decrease accident rates on roadways and at intersections having a high incident reporting by all means of safety improvements.
- Policy 2.4.3.9 The City shall continue to conduct inventory of all guardrails and safety-related structures and budget for needed improvements in the CIP.
- Policy 2.4.3.10 The City shall work with the Flagler County School District (including Charter Schools) to investigate and pursue grant funding from regional, state, and federal agencies for pedestrian and bicycle improvements between schools and residential areas. These improvements may include new bus stop facilities, multi-use pathways, shade trees, and various other enhancement projects.

Objective 2.4.4 – Evacuation of Residents



Develop the capability to evacuate all residents of the City in the event of a threat of natural or man-made disaster.

- Policy 2.4.4.1 The City shall continue to participate with the Northeast Florida Regional Council (NEFRC) in order to refine and improve evacuation plans, and to identify primary roadways to serve in an emergency.
- **Policy 2.4.4.2** The City shall continually update its procedures and training for Public Works Department employees detailing road closures, traffic routing, and signage in the event of a natural or man-made disaster.
- **Policy 2.4.4.3** The City shall follow its provisions for removal of obstacles to free traffic flow in the event of a natural disaster that include the ability to remove fallen trees and disabled vehicles quickly on any of the evacuation routes.
- Policy 2.4.4.4 All new subdivisions and all new residential developments of more than 100 platted lots or more than 200 multi-family units shall require a minimum of two (2) means of ingress/egress to arterial or collector roads which can be used in the event of an emergency consistent with and subject to the exception stated in Policy 2.2.1.2.
- Policy 2.4.4.5 -The City shall conduct comprehensive feasibility studies to evaluate and potentially implement additional roadway connections or secondary access points for neighborhoods with limited ingress/egress to arterial roadways. This policy will prioritize the Cypress Knoll, Matanzas Woods, and Indian Trails East neighborhoods. In conducting the feasibility Study the City shall:
 - A. Collaborate closely with the fire department, emergency response personnel, and neighborhood residents to assess current access limitations and identify optimal solutions;

- B. Conduct thorough traffic impact analyses and environmental assessments to determine the most suitable locations for new roadway connections;
- C. Explore various options for improving access, including but not limited to new arterial connections, emergency-only access roads, and multi-use paths that can accommodate emergency vehicles; and
- D. Coordinate with private and public entities for possible emergency roadway improvements or connections.