

1968

## Application to the Department of Housing and Urban Development for a Grant to Plan a Comprehensive Model Cities Program Palatka Florida

City of Palatka

Follow this and additional works at: <https://digitalcommons.unf.edu/simonsflorida> Part of the [Urban, Community and Regional Planning Commons](#)

### Recommended Citation

Application to the Department of Housing and Urban Development for a Grant to Plan a Comprehensive Model Cities Program Palatka Florida. 1968. George W. Simons, Jr. Planning Collection. University of North Florida, Thomas G. Carpenter Library Special Collections and Archives. UNF Digital Commons, <https://digitalcommons.unf.edu/simonsflorida/62/>

This Book is brought to you for free and open access by the George W. Simons, Jr. Publications and Printed Materials at UNF Digital Commons. It has been accepted for inclusion in City and Regional Planning -- Florida by an authorized administrator of UNF Digital Commons. For more information, please contact [Digital Projects](#).  
© 1968 All Rights Reserved

EUGENE L. WALKER  
MAYOR-COMMISSIONER

JOHN D. ATKINS  
COMMISSIONER

D. W. BROADWAY, SR.  
COMMISSIONER

HARRY C. BROWN  
COMMISSIONER

J. C. GODWIN  
COMMISSIONER

# CITY OF PALATKA

*Regular Meeting 2nd and 4th Thursdays each month at 7:30 P. M.*

P. O. DRAWER 1100

PALATKA, FLORIDA

April 2, 1968

HAROLD E. WILLIAMS  
CITY MANAGER

HAROLD J. HILLIARD  
CITY CLERK

S. R. WALLACE  
TREAS. & TAX COLL.

T. G. PERRY, SR.  
CHIEF FIRE DEPT

J. D. HODGE  
MUNICIPAL JUDGE

ZACK C. HUNSUCKLE  
CHIEF OF POLICE

E. L. EASTMOORE  
CITY ATTORNEY

Mr. Edward Baxter, Administrator  
Department of Housing and Urban Development  
Peachtree-Seventh Building  
Atlanta, Georgia 30323

Dear Mr. Baxter:

We are submitting this application for a Model City Program which is allowed under Title 1 of the Demonstration Cities and Metropolitan Development Act of 1966.

The proposed model neighborhood area outlined in the application will be a big step toward solving the existing problems and supply the true needs of the social, health, welfare, recreation, education, and employment aspects of the community.

This application has been prepared by a cross-section of people in the model neighborhood area and the overall community.

We respectfully request that this application be given all due consideration for approval.

Thank you very much.

Sincerely yours,

Signature Deleted

E. L. Walker, Mayor  
City of Palatka, Florida

APPLICATION TO THE DEPARTMENT OF HOUSING & URBAN DEVELOPMENT

FOR A GRANT TO PLAN A COMPREHENSIVE MODEL CITIES PROGRAM

City: Palatka, Florida  
Address: City Hall - Palatka, Florida  
Local Official: Harold Williams - City Manager  
Phone Number: 904-325-4591

Amount of Grant Applied for:  
Length of Proposed Planning Period: 12 months

Certification by Applicant:

The applicant identified above hereby represents that it has or will have available when needed adequate resources to defray, with the requested financial assistance grant, the cost of the preparation of the comprehensive city program; that the data and information submitted in support of and constituting part of this application for a grant are true, correct and complete; and that the undersigned has been duly empowered (1) to submit this request for financial assistance on behalf of the applicant, (2) to provide such additional information and documentation as may be required by the Department of Housing and Urban Development, and (3) otherwise to act as the authorized representative of the applicant in connection with all matters pertaining to this application.

IN WITNESS WHEREOF, the applicant has caused this application to be duly executed in its name by its undersigned officer (or officers) on this \_\_\_\_\_ day of \_\_\_\_\_, 19\_\_\_\_, in \_\_\_\_\_, County of \_\_\_\_\_, State of \_\_\_\_\_.

City of Palatka,  
A Municipal Corporation under  
the Laws of the State of Florida

By: \_\_\_\_\_

E. L. Walker  
Mayor

ATTEST:

\_\_\_\_\_  
City Clerk

Date: April 10, 1968





MODEL NEIGHBORHOOD AREA  
PALATKA, FLORIDA



# TABLE OF CONTENTS

	PAGE
PART I STEPS TAKEN IN PREPARING THE APPLICATION FOR PLANNING GRANT	
A. Organization and Activities	1-4
B. Participation and Commitments	5-7
PART II IDENTIFICATION AND DESCRIPTION OF MODEL NEIGHBORHOOD AREA	
A. Description of Area	1-2
B. Eligibility	3-6
C. Maps and Schedules	7-10
D. Neighborhood and City Conditions	11-19
PART III PROBLEM ANALYSIS	
A. Procedure for Problem Analysis	1-3
B. General Description of Problem	4-30
C. Analysis of Major Problems	31-55
PART IV PLANNING WORK PROGRAM	1-17
PART V ADMINISTRATIVE MACHINERY FOR CARRYING OUT THE PLANNING WORK PROGRAM	
A. Organization	1-4
B. Participation and Commitment	5-13
PART VI PLANNING BUDGET FOR CDA	1-10
PART VII SUMMARY	
A. City Description	1
B. Model Neighborhood Description	2
C. Major Problems	3-4
D. Proposed Planning Program	5
E. Planning Program Administrative Machinery	6
PART VIII RESOLUTION OF GOVERNING BODY AND OPINION OF ATTORNEY	
A. Resolution	1-3
B. Opinion of Attorney	4-5

## EXHIBITS

STEPS TAKEN IN PREPARING THE APPLICATION  
FOR PLANNING GRANT

A. ORGANIZATION AND ACTIVITIES

1. The Mayor of Palatka appointed a steering and reviewing committee to function as the administrative organization for compiling and preparing this application.

This Committee was composed of the following persons representing various agencies: John D. Atkins, City Commission; E.L. Walker, Mayor, City of Palatka; Harold Williams, City Manager; Frank S. Crabtree, Director of Urban Renewal and the Palatka Housing Authority; Keith Steen, President of Chamber of Commerce; Wesley Chesnut, Director, Putnam County Community Action Program; L. W. Harrell, Chairman of the Chamber of Commerce Downtown Redevelopment Committee; Evelyn Green, school teacher representing the minority group and also Chairman of the Neighborhood Service Team, an organization of citizens with the objective of informing the citizens of community endeavors; Dr. J. A. Long, physician representing the local Pi-Racial Committee and the minority group; Lee Gibbins, representing the Central Labor Union.

The Committee then elected John Atkins, Chairman, Mayor E. L. Walker as Vice-Chairman. The City Manager, Harold E. Williams, with the assistance of Frank S. Crabtree, Director of the Urban Renewal Agency, was assigned the responsibility of collecting all information from different agencies and citizen groups and compiling the application to be submitted to the Department of Housing and Urban Development.

The various Committee members were then given assignments prepared by the City Managers office to contact various organizations and citizen groups to collect information and properly inform them of the application process. Written commitments and documentations were then received from most of these groups supporting the program.

2. The major activities undertaken to involve public and private agencies, including other units of government, are described as follows:

One year ago, when the Model City Program was passed into law, the City became interested in the program and endeavored to gather the necessary information and community involvement to meet the program requirements.



At this time, there was only a short period of time available to prepare the application, but the City put forth all efforts possible to properly inform the public and to prepare a suitable application. Due to unavoidable circumstances, the application was not submitted within the deadline that was placed upon it by HUD. This application, therefore, contains in its exhibits, documentations as to the community involvement in the preparation of this application that was dated during that time, as well as at the present time.

The City's goal in preparing this application was to involve every organization, public and private agencies in the entire community of this plan. A meeting was called at the Civic Center and the general format of the Model City Program was explained. The following list of public and private agencies and local citizen groups were represented at this meeting, as well as interested citizens. Following the meeting, each of the representatives returned to their groups and discussed the Model City proposal, and, at a later meeting, all groups endorsed the program. These endorsements and Press coverage on the results of these meetings, are contained as exhibits following this part.

In part B-2 below, there are up-to-date endorsements and approvals given by the above groups illustrating their continuing support.

3. The major activities undertaken to involve the residents of the Model Neighborhood were: The organization of a Neighborhood Service Team, that was organized by the Community Action Program from a group of about 60 residents of the minority group which organized themselves into an area and block to block organization, for the sole purpose of carrying information to the citizens of the prime target area; and the organization of the local news media to inform the balance of the general public who receive and read the newspaper.

4. The major steps undertaken for the preparation of this application were:

- (a) The designation of the Planning Grant Application Committee by the City Commission.
- (b) The assignments to committee members to communicate with various agencies and groups and citizens.
- (c) The physical contact with the people on the streets and in their homes by committee members.

(d) Newspaper coverage.

(e) Contact with target area residents by the  
Neighborhood Service Team.

B. PARTICIPATION AND COMMITMENTS

1. The identification of various State, local public, and private agencies, consultants and local citizen groups who were notified and asked to participate in the preparation of this application. Most of the following did.

City Commission  
County Commission  
School Board  
County Welfare  
County Health  
County Juvenile Counselor  
State Welfare Department  
C.A.P. Committee  
Pi-Racial Committee  
Committee of 100  
Chamber of Commerce  
Urban Renewal Agency  
Palatka Housing Authority  
Planning Board  
Citizens Advisory Committee  
Zoning Board  
Cemetery & Parks Board  
Putnam County Community Action  
Program of OEO  
Putnam County Superintendent of Schools  
Florida State Road Department  
Palatka Engineering Department  
Gerald Dake Associates  
Industrial & Railroads  
Business & Merchants  
Property Owners (Rental & Home Owners)  
Jaycees



Underwriters  
Motels  
Library Board  
County Representatives  
Building Supply and Contractors  
Ministerial  
Rules of Appeal  
Medical Association  
Gas Authority  
Oil and Petroleum  
Auto Dealers  
Realtors  
St. Johns River Valley Advisory Commission  
Probation and Parole Officers  
St. Johns River Junior College  
Florida Development Commission  
Florida State Planning Department  
Florida State Employment  
Putnam County Central Labor Union  
Neighborhood Service Team

As well as the above mentioned groups and agencies, it was requested that the State Governor's Cabinet provide a representative from the Executive Branch of State Government to work with the local Committee in preparing this application, and Secretary of State, Tom Adams, has agreed to assist in any way possible in the preparation of this application and to support activities in its relations in the future.

Involvement of the County and State School Systems was an essential step. These agencies will play an important role in preparing a Model Neighborhood Application

and in the implementation of the plan with labor, material, and equipment, as well as financial assistance.

We have received the enthusiastic endorsement and expressions of continuing support from the Putnam County Central Labor Union, AFL-CIO. This organization is comprised of 16 affiliated member locals representing over 4000 members employed in the Palatka area:

717	Paper Makers
1098	I.A.M. Maintenance
1500	Carpenters
685	Barbers
598	Pulp & Sulphite
641	Pulp & Sulphite
565	Pulp & Sulphite
852	Pulp & Sulphite
821	Pulp & Sulphite
579	Pulp & Sulphite
419	Cafeteria Workers
3110	Communication Workers
1583	IBEW, Hudson
1263	IBEW, Florida Power & Light
1460	Putnam County Workers
337	Office Workers

IDENTIFICATION & DESCRIPTION OF  
MODEL NEIGHBORHOOD AREA

A. Description of Area:

The Model Neighborhood Area selected in Palatka encompasses approximately 80 % of the total incorporated city and contains 1045 acres of land area. The area is described by the following:

Starting at a point at the St. Johns River Edge at the Easterly end of the extentsion of Wapalaw Street; thence running Westerly to the East side of 16th Street; thence running Northerly to the City Limits line; thence running South and Westerly following the City Limits line to the Northwest corner of the City Limits; thence running South along the City limits line to the South side of Catherine Street; thence East along Catherine Street to the East side of Sailor Street; thence running Northerly along the East side of Sailor Street to the South side of Main Street; thence running Easterly along the South side of Main Street to the Southwesterly side of State Road 17 and 100; thence following the South and Westerly side of the State Road 17 and 100 to the West edge of Moseley Avenue; thence following the Westerly side of Moseley Avenue in a Southerly direction to the South side of Edgemoor Street; thence running Easterly along the City Limits line to the St. Johns River Edge; thence



Palatka, Florida

Part II, Page 2

running North along the St. Johns River Edge to the point of beginning. (See map enclosed with this application.)

The above described Model Neighborhood area encompasses approximately 1045 acres, of which approximately 200 are in existing swamp or marsh land which has a long range potential for residential and open space development, 175 acres in the existing Ravine Gardens and the Golf Course that are owned by the City, and approximately 60 acres of potential open space land on the river's edge in the old Wilson Cypress mill tract, leaving approximately 610 acres of "built up" land in the delineated Model Neighborhood area.

B. Eligibility.

The above described Model Neighborhood Area meets all of the criteria described in Section 1.3 of the program guide for Model Neighborhoods in Demonstration Cities.

Area Size and Boundaries: The delineated Model Neighborhood is a compact area containing all of the older problem plagued sections of the city of Palatka. It is large enough to permit a comprehensive approach to redevelopment, but small enough to work as a demonstratable project. The size of the area was also restricted by the city's fiscal and human resource capabilities to implement long range corrective measures.

The selected area is primarily residential, but does contain three industrial areas and the Central Business District. The inclusion of these area are felt to be essential in the overall planning within the area. The Central Business District is felt to be a long range key element in the rehabilitation of fringe area substandard housing units. The present redevelopment program currently underway in the Central Business District by the merchants and property owners will result in renovation activities which it is hoped will affect adjacent residential areas.

The industrial sections in the area are remnants of the historical growth pattern and today are definite blighting in-

Palatka, Florida

Part II, Page 4

fluences upon adjacent properties. The current long range plans for the city call for two of these industrial areas to be relocated on long term basis.

The delineated Model Neighborhood Area was also defined in order that the numerous pockets of "substandard Housing" could be included. Historically, the City has grown in a "leap-frog" manner leaving numerous "poor" and "blighted" sections. In numerous sections of the city, slum and blighted area are intermingled with standard, upper class residences. In order to accomplish the established purposes of the Model Neighborhood Program, it was necessary to encompass all of the "pocketed" slum and blighted conditions. Only the newer sections of the city have been omitted from the Model Neighborhood delineation because these areas do not contain substandard conditions.

The St. Johns River waterfront area was included in the Neighborhood description because this area is the city's most valuable natural asset and to this date has not been capitalized upon. In fact, the city has turned its back to the River. The new Cross-Florida Barge Canal, which meets the St. Johns River at Palatka will soon generate a considerable amount of water traffic and make this waterfront area a "FRONT DOOR" to the city. The bridge crossing over the river at Palatka, also carries a high volume of tourists crossing the state from I-95 at St. Augustine

to I-75 at Gainesville.

The reason for extending the Neighborhood boundaries to the southerly city limits is to include the Ravine Gardens. This natural beauty spot has many possibilities for the development of parks and beautification projects for providing job opportunities for the low and moderate income people.

The extreme northwest boundary line was chosen to include a slum and blighted area along the main entrance into the City and also because this area contains a serious drainage problem.

#### SOCIAL, ECONOMIC AND PHYSICAL CHARACTERISTICS:

The Model Neighborhood area includes most of the Negro community of Palatka and most of the older citizens of the city. The older people raised their families in town, then the children moved to newer residential area west of town, outside of the Model Neighborhood area. This migration has left the area "socially blighted", with the common symptoms - broken homes, low income and educational levels, poverty, poor health, unemployment, dependence on welfare, etc. The area does, however, contain residential pockets of standard dwelling units, but these areas are in danger of deterioration because of the adjacent blighting influences.

Economic conditions within the delineated Neighborhood are poor. The area contains over 2/3 of all the families in the city with in-



comes below \$3000 and all of the families in the city with incomes below \$1000 annually. The area contains 71% of the total unemployment in the city and over 65% of all persons in the city under 21 years of age receiving welfare.

The physical characteristics of the Model Neighborhood are marked by water and marsh on two sides - the east and north - which prohibits growth. The area is seriously split by the mainline of the Seaboard Coastline Railroad and spurlines of the Southern Railroad, and includes a large switching yard. These rail lines cause serious traffic hazards and congestion at peak hours of traffic flow. The area contains 2681 housing units on 618 gross acres of land with an estimated net density of 12 dwelling units per acre. Approximately 1398 of the total housing units, or 52% are substandard. The area is characterized by a great amount of mixed land use and serious conflicts of uses. The area is not able to support itself economically and therefore contains many miles of unpaved streets and serious drainage problems.

Additional information regarding the description of the Community is followed in Part III of this application.



Palatka, Florida

Part II, Page 8





Palatka, Florida

Part II, Page 10

## I. Neighborhood and City Conditions

The following information was obtained from the 1960 Census, the Local Housing Authority, Florida State Employment Office, County and State Welfare Departments, County Judge Office, Juvenile Counselor, City Police Department, County Health Department, Putnam County Schools, and the Workable Program of the City of Palatka for 1966 and 1967.

### 2. Problem Analysis

Palatka's problems stem basically from two causes. First, it is located on a site that prohibits its expansion in any direction except to the west. Second, its economy originally was based upon labor intensive, low-skill enterprises (lumbering and agriculture). As the economic base and production practices have changed, this labor force has not been prepared to meet the new demands upon it by modern technology.

The net effect of these problems has been a community with an obsolescent physical plant, with low standards of maintenance of many of its residential and commercial properties and with inadequate major public services. This situation is further complicated by a dwindling tax base that discourages further commercial or residential development within the city limits and by a transportation system that has created major bottlenecks in the downtown area.

Crowding and low levels of living are having the following effects on the community:

1. A sewer treatment plant that provides only primary treatment, a serious problem when flooding occurs in the area;

2. A hospital (Putnam Memorial) inadequate to present needs, so that mental patients must be kept in the county jail;
3. A health center has never been completed (only the first floor is now in use);
4. A total of 1,698 welfare cases (treated by a local staff of four social workers -- two vacancies exist, but reportedly has not be filled because of the heavy caseload);
5. A percentage of housing classified as "dilapidated and sub-standard" amounting to 42 percent of all housing units;
6. Monthly county payments for groceries and drugs for indigents that amounted to \$634.75 this past January - total County assistance amounted to \$41,791.17 in 1966, about seventy percent of this amount spent to support indigent families in Palatka;
7. Employment figures that indicate a rise from 10,200 to 10,800 in total employment from 1959 through 1965 with most of this rise (450 of the 600 job increase) in the "Government" sector and with such important areas as Manufacturing, Transportation and Public Utilities and Finance, Insurance and Real Estate showing no increase in employment whatsoever;
8. Data on juvenile counseling that indicate a delinquency - dependency case total of 171 in 1966, plus 20 commitments and 47 total-supervision cases.

In sum, the problem area described has all of the disfunctions and problems listed in the Program Guide. Some of these problems may be minor, compared with those of other communities, but in the areas of employment opportunities, dependence on welfare payments, education and slums and blight we feel that Palatka must rank with the most disadvantaged American municipalities. Under this program we would hope to substantially improve conditions in these fields.



STATISTICAL PROFILE

Item	City Total	Model Neighborhood	Percent of City Total
<u>POPULATION</u>			
Total	11,028	8822	80%
White	7,610	5404	
Negro	3,418	3418	
Other (Specify)			
Percent nonwhite	31		
Born in Puerto Rico			
Born in Mexico			
Born outside United States	1%		
<u>Population Density</u>			
Total housing units	3,718	2,681	
Housing units per acre	2.0	4.4	
Number overcrowded	1,554	1,398	
Percent overcrowded	41%	52%	37%
<u>FAMILY INCOME</u>			
Total number of families			
Number of families with incomes less than \$3,000	411	400	
Percent of total with in- comes less than \$3,000	16%	19%	14%
<u>UNEMPLOYMENT</u>			
Males 14 and over in civilian labor force	2,689	1,922	
Number unemployed	134	188	
Percent unemployed	5%	9%	7%
Females 14 and over in civilian labor force	1,690	1,127	
Number unemployed	85	90	
Percent unemployed	5%	8%	5%

Item	City Total	Model Neighborhood	Percent of City Total
WELFARE			
Persons under 21	4,598	3,032	43
Percent under 21 receiving AFDC payments	20	30	
Persons 65 and over	928	619	66
Percent over 65 receiving old-age assistance	36	37	
CRIME AND JUVENILE DELINQUENCY			
Total number of persons under 18	4,293	2,862	66
Under 18, arrests per 1000	158	140	3
Total number of persons 18 and over	6,735	4490	66
Over 18, arrest per 1000	20	20	
HOUSING			
Total housing units	3,718	2,681	72
Number of substandard units	1,554	1,398	89
Percent of substandard units			
Number of dilapidated units			
Percent of dilapidated units	42	52	
EDUCATION			
Total number of persons enrolled in elementary and secondary schools	600	400	66
Total number of persons 16 and 17	347	232	67
Percent of 16 and 17 year olds enrolled in school	71	71	

Item	City Total	Model Neighborhood	Percent of City Total
EDUCATION (cont'd)			
Total number of persons 25 and over	5,756	3,838	55
Percent over 25 with less than 8 years education	33	52	
HEALTH			
Infant deaths per 1000 live births	19.2/1000		
Incidence of tuberculosis per 1000 population	.0003		

## Palatka, Florida

## Part II, Page 17

Federal Agency & Nature of Grant	Amount Related to Neighborhood Area	Non-Federal Share related to Neighborhood Area	Under Contract (% complete)	Status of Grant Allocated Only	Applied For
HAA low-rent public housing	80%	none	98%	\$2,918,000.	\$2,918,000.
URA Neighborhood Facility	100%	185,000	Approved not under contract	315,306	372,664.
URA GNRP	100%	1/4	not approved -----		59,795
URA Urban Renewal Title I	0	1/4	Awaiting Loan & Grant Approval	149,000	149,000
HUD 701 Funds	80%	1/3	not approved -----		15,258
OEO CAP Project Head Start Fla-CAP-66-3152/1	50%	5%	100%	13,748	72,679
OEO CAP Conduct & Administration GG-3152A/2	50%	10%	100%	25,435	24,675.
OEO CAP Program Development FLA-CAP 66-3152	50%	5%	100%	14,063	22,980.
OEO CAP Project Head Start CG-3152A	50%	10%	100%	59,168	74,395



Palatka, Florida

Part II, Page 18

Federal Agency & Nature of Grant	Amount Related to Neighborhood area	Non-Federal Share related to Neighborhood area	Under Contract (% complete)	Status of Grant Allocated only	Applied For
OEO CAP Multi-Service Centers Program 7-2	50%	90%	100%	37,158	37,158
OEO CAP Project Head-Start CG-3152-B/3	50%	10%	not yet implemented	52,904	64,992
OEO CAP Multi-Service Centers Program CG-3152-B/4	50%	80%	30%	46,704	73,281
OEO CAP Conduct & Administration CG-3152/B/4	50%	10%	30%	25,102	26,175

Palatka, Florida

Part II, page 19

CONTINUING PROGRAMS AIDED BY FEDERAL GRANTS:

<u>Federal Agency and Nature of grant</u>	<u>Estimated Amount related to Neighborhood Area</u>	<u>Total Amount of Grant</u>
U.S.O.E., Public Law 89-10, Title 1 1966	\$163,511.28	\$325,043.94
U.S.O.E., Public Law 89-10, Title 1 1967	112,766.80	312,689.00
U.S.O.E., Public Law 89-10, Title 1 1968	115,865.00	312,689.00
U.S.O.E., Public Law 89-10, Title 11 1966	8,257.83	22,796.00
U.S.O.E., Public Law 89-10, Title 11 1967	7,711.10	22,796.00
Law 89-10, Title 11 1968	13,936.98	22,796.00

### PROBLEM ANALYSIS

#### A. Procedure for Problem Analysis:

The first efforts to establish the problem of the City of Palatka were brought forth in the City Planning Report of 1960. (See Exhibit number 1, showing the extent of the Palatka Planning Area). In preparing this Planning Report, the Planning Board was afforded the opportunity to inventory and evaluate many of the basic needs of the community. After the planning report was presented to the City Commission, members of the City Commission and the Planning Board "carried the word", so to speak, (of the community needs, and the vision of the future) to the citizens, through the media of the local newspaper, word of mouth, and by providing speakers to the civic clubs. To date, this has been a continuing program. The scope of the presentations to the citizens, covered the total planning district. However, inasmuch as the legal enforcement limits are the line, the detailed descriptions of the needs of Palatka were limited to the incorporated area, with the following exceptions:

1. Continue with the Airport Development, in order that it may serve as a satellite unit to Jacksonville;
2. Develop the industrial site and extend the site to the St. Johns River to include barge port facilities. (A feasibility report justifying this move has been completed, and on file

with the Putnam County Commission);

3. Study the rerouting of the "SCL" Railroad through Palatka  
(See the attached letter from the SCL Railroad)
4. Support the continued growth of St. Johns River Junior College;
5. Continue county-wide planning (now in process) and extend  
the City Limits of Palatka.

There are, of course, many other items of equal importance in the area comprising the planning district. However, those outlined above were deemed most essential and are to be given priority attention as the Comprehensive Master Plan. After study and deliberation and relating the long term goals of the Comprehensive Plan to this application, the Planning Board designated the Model Neighborhood Area.

Firm estimates of the anticipated time span and the scope of the work involved in up-grading the Model Neighborhood Area are far beyond the limitations of this application. However, it should be noted that Palatka started documenting its problems in 1960 and the need for up-grading the community has been a matter for public assistance since that time.

To this date, the Model Neighborhood Area has been outlined, and because of the City of Palatka's limited dollars resources and the time limit involved, it was deemed essential to hold public meetings and hearings. The general scope of the program for processing this

application was brought forth. The basic concept of the Model Neighborhood Program was looked upon favorably at all levels. The City Commission and Planning Board requested the citizenry to evolve and recommend an area within the City as a Model Neighborhood Area. Several community, organizational, and civic club meetings were held.

The Model Neighborhood met the criteria and fell within the scope of the Comprehensive Master Plan of the City of Palatka. Most important of all is the fact that the Model Neighborhood Area has evolved from the thinking of the citizenry of Palatka.



B. General Description of Problems:

1. Description of Locality.

The City of Palatka is situated in Northeast Florida in the heart of the "Florida Crown". It is an old city located on the west bank of the St. Johns River--its name evolved from a Seminole word meaning "River-crossing". It is the county seat of Putnam County and is at the center of the triangle formed by Jacksonville (approximately 50 miles to the North), Daytona Beach (approximately 50 miles to the Southeast), and Gainesville (approximately 46 miles to the West).

The Palatka Urban Area has a population of over 15,000 and of this number 12,000 reside within its city limits. The City operates under a Commission-City Manager form of Government and provides all municipal services that are within its present financial capacity.

The town was first laid-out on a grid basis in 1853. Basically, all the blocks within the city limits of Palatka are approximately three hundred feet square and the street rights-of-way in general have been fifty to sixty feet. The original grid pattern has influenced Palatka's growth. The relatively small blocks have led to a fairly high density of settlement. Seventy-five percent of all the lots have sixty-

five feet or less street frontage and the remaining twenty-five percent have from sixty-five feet to one hundred feet street frontage.

Palatka is bounded to the East by the St. Johns River, to the North by swampy marsh land, to the South by a similar swampy marsh land, and to the West by the "hill" -- the open end of the "funnel" that channels growth into areas west of the city.

Since Palatka is an old City, most of its physical plant (streets, community facilities, public buildings) is obsolete and needs updating. Standards of maintenance of private residential and commercial properties have been relatively low, being influenced to some extent by the inadequate performance of local government due to the community's financial limitations. The financial inability of the City to provide adequate storm drainage causes periodic flooding. This flooding not only blocks major thoroughfares, it also causes damage to residences; its residue causes serious health problems because much of this drainage feeds by natural patterns to the swampy marsh lands to the north and south of town. The flooding also caused serious damage to city streets and has held back the paving of numerous

streets for many years.

Problems cited above are due in part to Palatka's topography. The suburban area of the City has no vast hinterland that can be developed at low cost. Consequently, it lacks new suburban housing for upward mobility. It even lacks the cushion of surplus substandard housing that could absorb families temporarily displaced by urban renewal programs, even though 200 low-rent housing units are now under construction. Along with topographic conditions in Palatka, the original mapping and lay-out of the City have contributed substantially to present blighted conditions.

The pattern of major transportation routes has been another major development factor. Both rail and highway systems funnel major traffic volumes through the central business area and through the residential sector. Studies of Palatka's growth clearly reveal the effects of this situation. The city has been cut in half by the industrial belt and blighted dwellings that parallel the railroad. Today's road construction costs are extremely high, a function of the expense of necessary bridging and filling of swamp areas and this situation makes it very difficult to construct by-pass patterns.

## 2. Main Features of the Areas Economy:

The city of Palatka dominates all sectors of the County's

economy, accounting for 40.9% of the total 1966 employment. In 1966, the total non-agriculture employment in Putnam County was 11,055 workers. Nearly 32% of these workers were engaged in manufacturing and over 37.4% of these were employed in the City of Palatka. The major manufactured Products are furniture and paper.

TABLE 2

NON-AGRICULTURAL EMPLOYMENT - CITY OF PALATKA & PUTNAM COUNTY  
1966

	Putnam County No. of Workers	CITY OF PALATKA	
		Number of Workers	% of Total Co.
Manufacturing	3,519	1,263	11.4%
Private Non-Manu- facturing:	-		
Retail Trade & Whole- sale Trade	2,200	1,030	9.4%
Services	2,288	1,310	11.9%
Construction	718	203	1.8%
Transportation, Communications, & Utilities	652	284	2.5%
Finance, Insurance & Real Estate	398	158	1.4%
Other	331	112	1.0%
SUB-TOTAL, Non-Manu- facturing	6,587	3,097	28.0%
Government	949	167	1.5%
TOTAL	11,055	4,527	40.9%

Source: Estimates for City of Palatka by Adley Associates; Putnam County data from Research and Statistics Department of Florida Development Commission.

Table 3, on the following page, provides a detailed breakdown by industry group of the employment within the City of Palatka.

TABLE 3

INDUSTRY GROUP OF EMPLOYED PERSONS, CITY OF PALATKA - 1960

<u>Industry Group</u>	<u>Employed Persons</u>
Agriculture	201
Forestry & Fisheries	20
Mining	
Construction	190
Manufacturing:	(1,135)
Furniture, Lumber & Wood Products	373
Primary Metal Industries	-
Fabricated Metal Ind. (Ind. not spec. metal)	-
Machinery, Except Electrical	8
Electrical Machinery, Equipment & Supplies	-
Motor Vehicles & Motor Vehicle Equipment	-
Transportation Equipment, Except Motor Vehicles	-
Other Durable Goods	21
Food & Kindred Products	118
Textile Mill Products	4
Apparel & Other Fabricated Textile Products	-
Printing, Publishing & Allied Products	21
Chemical & Allied Products	4
Other Non-Durable Goods (Ind, not spec. Mfg.)	575
Railroads & Railway Express Service	24
Trucking Service & Warehousing	77
Other Transportation	28
Communications	50
Utilities & Sanitary Services	78
Wholesale Trade	116
Food & Dairy Products Stores	82
Eating & Drinking Places	114
Other Retail Trade	516
Finance, Insurance & Real Estate	135
Business Services	34
Repair Services	20
Private Households	415
Other Personal Services	151
Entertainment & Recreation Services	4
Hospitals	68
Educational Services	
Government	272
Private	20



TABLE 3 (Cont'd)

INDUSTRY GROUP OF EMPLOYED PERSONS, CITY OF PALATKA - 1960

<u>Industry Group</u>	<u>Employed Persons</u>
Welfare, Religious & Non-Profit Membership Organizations	54
Other Professional & Related Services	105
Public Administration	146
Industry Not Reported	104
TOTAL EMPLOYED:	4,159

Source: U.S. Census of Population, 1960.

STRUCTURE OF THE PALATKA ECONOMY

The present Palatka economy is heavily oriented to wood product manufacturing including paper, paper products and furniture. Although these activities dominate the economy, there is evidence that other activities are challenging the dominance of manufacturing.

In the sixteen-year period between 1950 and 1966, the City of Palatka added 1,009 non-agricultural employees for a 28.6% gain. Manufacturing employment gained only about 21.4% but other private non-farm activities gained 31.8% and the government work force went up by nearly 30.5%.

Table 3 shows the changes in Palatka's non-farm employment by sectors during the 1950 - 1966 period.

TABLE 4

TRENDS IN NON-AGRICULTURAL EMPLOYMENT  
CITY OF PALATKA - 1950, 1960, 1966

<u>Industry</u>	<u>1950</u>	<u>1960</u>	<u>1966</u>	<u>Change: 1950-66</u>	
				<u>Number</u>	<u>Percent</u>
Manufacturing	1,040	1,135	1,263	223	21.4
Private Non-Manufacturing	2,350	2,657	3,097	747	31.9
Construction	220	190	203	- 17	-7.7
Transportation & Public					
Utilities	226	257	284	58	25.6
Wholesale & Retail Trade	789	828	1,030	241	30.5
Finance, Insurance, &					
Real Estate	94	135	158	64	65.9
Services	972	1,143	1,310	338	34.7
Other Wage & Salary	49	104	112	63	128.6
Government	128	146	167	39	30.4
 TOTAL EMPLOYMENT	 3,518	 3,938	 4,527	 1,009	 28.6

Source: 1950 & 1960 data compiled from U.S. Census of Population Reports.

1966 Estimates by Adley Associates.

Manufacturing's share expressed as a percentage of Palatka's total non-agricultural employment dropped between 1950 and 1966 despite a substantial absolute gain in the number of workers - from 29.7% in 1950 to an estimated 27.9% in 1966. This has resulted from two main factors the leveling off of the wood product manufacturing employment and the sharp shift to service enterprises in the economy. The latter shift is a national phenomenon largely reflecting the steady increase in consumer service demands, but locally the heavy gains in service-type enterprises has also represented a change in the nature of the economy the addition of a new dimension of economic activities as the Palatka urban area expands.

In addition to manufacturing, two other sectors of the Palatka economy - construction and transportation, public utilities - showed relative losses in their share of total private non-manufacturing employment.

Retail and wholesale trade employment remained nearly constant. Increases were noted in finance, insurance, and real estate, while other services also showed gains in total employment.

These shifts in the distribution of local employment between 1950 and 1966 are summarized in Table 5.

TABLE 5

PERCENT DISTRIBUTION OF NON-FARM EMPLOYMENT BY MAJOR CATEGORIES  
CITY OF PALATKA, 1950 & 1966

	<u>Percent of Total</u> <u>1950</u>	<u>1966</u>	<u>Change In</u> <u>Percent</u>
<u>Decreasing Share:</u>			
Manufacturing	29.6%	27.8%	-1.8%
Construction	6.2%	4.5%	-1.7%
Transportation & Public Utilities	6.3%	6.3%	- .0%
<u>Increasing Share:</u>			
Wholesale & Retail Trade	22.3%	22.8%	+ .5%
Finance, Insurance, Real Estate	2.6%	3.5%	+ .9%
Services	27.5%	28.9%	+1.4%
Government	3.5%	3.7%	+ .2%
Other Wages & Salary	2.0%	3.5%	+ .5%
	<u>100.0%</u>	<u>100.0%</u>	<u>0.0%</u>

Source: 1950 Data from U.S. Census of Population; 1966 Estimates by  
 Adley Associates.

Trends in Agriculture

Employment in agriculture by residents of the City of Palatka has decreased from 206 persons in 1950 to 201 persons in 1960. During this period, however, there was a net increase of nineteen persons employed in forestry and fishing.

To fully understand the future of agricultural employment in Palatka, the agricultural pattern in all of Putnam County must be analyzed. Table 16 on the following page shows those trends developing county-wide which, in turn, affect the City.

TABLE 16

TRENDS IN AGRICULTURE IN PUTNAM COUNTY, 1959-1964

	<u>1959</u>	<u>1964</u>
Farms	539	529
Land in Farms (acres)	222,516	364,881
Percent of Land in Country(513,920 acres)	43.3	71.0
Average Size Farm (acres)	413	690
Value of Land & Buildings		
Average Per Farm	\$39,065	\$74,438
Average Per Acre	\$131	\$110
All Farm Operators	539	529
Full Owners	456	418
Part Owners	62	87
Managers & Tenants	21	24
White Farm Operators	498	508
Specified Farm Expenditures(in thousands)		
Feed for Livestock & Poultry	\$678	\$1,476
Purchase of Livestock & Poultry	\$215	\$647
Machine Hire	\$113	\$223
Hired Labor	\$661	\$1,953
Gasoline, Other Fuel & Oil	\$137	\$ 283
Seed, Bulbs, Plants & Trees	\$120	\$ 541
Value of Products Sold By Source(in thousands)		
All Farm Products Sold	\$5,589	\$8,466
All Crops Sold	\$3,473	\$4,979
Field Crops	\$519	\$1,494
Vegetables	\$301	\$638
Fruits & Nuts	\$935	\$1,320
Forest & Horticultural Products	\$1,718	\$1,527
All Livestock & Livestock Products Sold	\$2,115	\$3,469
Poultry	\$1,086	\$2,139
Dairy	\$441	\$519
All Other	\$589	\$810

Source: U.S. Census of Agriculture, 1963, Preliminary Report.

This data illustrates a slight decrease in the number of farms, but a substantial increase in the number of acres in cultivation. Average size of farms has increased from 43.3 acres in 1959 to 71.0 acres in 1964, indicating the impact of automation on this industry. Effects of automation can also be seen by the increase in machinery expenditures.

Palatka, Florida

Part III, Page 13

The total value of all farm products sold has experienced a substantial increase since 1959 - \$5,589,000 in 1959 to \$8,466,000 in 1964.

Indications are that the potato industry, the chief farm crop of the County, will continue to expand in Putnam County during the coming years, even though total employment will tend to remain stable as mechanization improves cultivation techniques.

#### Trends in Effective Buying Income

During the past sixteen years, the above mentioned economic shifts within the City of Palatka have caused substantial gains in the effective buying income of the local residents.

In 1950, the effective buying income was estimated at \$4,729 per household - by 1966, this had increased to \$6,394. This substantial increase reflects, in part, the increase in the number of higher paid service workers shown by employment figures and the growth in retail sales shown by Table 11.

The trend in effective buying income shown in Table 17 is likely to continue as Palatka grows into a dominant service center for its primary trade hinterland.



TABLE 17

TRENDS IN EFFECTIVE BUYING INCOME - CITY OF PALATKA,, 1950-1966

<u>Year</u>	<u>Total City Amount*</u>	<u>Percent Of U.S.A.</u>	<u>Dollars Per Capita</u>	<u>Dollars Per Household</u>
1950	12,295	.0062	1,308	4,729
1951	12,839	.0059	1,337	4,755
1952	11,143	.0048	1,051	3,714
1953	14,796	.0060	1,233	4,352
1954	13,610	.0054	1,107	4,003
1955	15,489	.0058	1,173	4,303
1956	17,574	.0062	1,246	4,625
1957	19,653	.0066	1,328	4,913
1958	20,213	.0066	1,304	4,813
1959	20,629	.0062	1,474	5,429
1960	16,397	.0046	1,477	5,466
1961	16,095	.0044	1,412	4,877
1962	15,999	.0042	1,391	4,848
1963	16,763	.0042	1,433	4,930
1964	18,570	.0044	1,569	5,491
1965	20,073	.0043	1,659	5,735
1966	23,017	.0046	1,871	6,394

Source: Sales Management, Survey of Buying Power.

\*In thousands of dollars.

3. Population Characteristics - City of Palatka

Palatka is one of the oldest cities in the State of Florida. Incorporated in 1851, it was the sixth largest city in the State after Jacksonville, Pensacola, Key West, St. Augustine, and Tallahassee. Prior to the Civil War, Palatka was a small community revolving around the milling of cypress logs. Following the Civil War, the port facility of Palatka became one of the most active along the East Coast and the little community began a period of rapid growth. The twenty-year period from 1870 to 1890 was the greatest growth period in the City's history. During this time, the steamboat activity along St. Johns River substantially increased and Palatka became the distribution center for a large hinterland. This period of prosperity ended with the development of the railroad systems, and from 1890 to 1910 the economy of the area was disrupted and population growth nearly came to a halt.

TABLE 19

POPULATION GROWTH - PALATKA, FLORIDA  
1860-1966

<u>Year</u>	<u>Population</u>	<u>Increase Over Preceding Census</u>	
		<u>Number</u>	<u>Percent</u>
1967	12,260	1,232	11.2%
1960	11,028	1,852	20.2%
1950	9,176	2,036	28.5%
1940	7,140	640	9.8%
1930	6,500	1,398	27.4%
1920	5,102	1,323	35.0%
1910	3,779	478	14.5%
1900	3,301	262	8.6%
1890	3,039	1,423	88.1%
1880	1,616	896	124.4%
1860	613	--	--

Source: Compiled by Adley Associates from U.S. Census of Population, 1967.  
Population estimate by Adley Associates, June 1, 1967.

From 1910 to the present, Palatka has experienced a series of increases and declines in population growth. After the 1910 slow-down, the growth rate increased until the depression years 1930 to 1940, when the growth rate slowed again. The economic transfusion of the Hudson Paper

Mill in 1947, generated rapid growth during the following decade which now has again slowed down. The growth rate between 1960 and 1967 has been approximately 1.6% annually.

### POPULATION CHARACTERISTICS - CITY OF PALATKA

#### Age-Sex Profile

While the median age of the population of the State of Florida is increasing the median age of Palatka's population is decreasing. In 1950, the median age of all Palatka citizens was 29.6 years, but by 1960 it had decreased to 27.2% years.

This age decrease is largely attributable to a sizeable increase in the number of children under twenty years of age, primarily ten years and under. Births to families moving into the area during the early 1950's, part of the influx of workers to the newly constructed Hudson Paper Plant, account for the major portion of this increase.

In 1960, there was a reduction in the number of persons between the ages of 20 and 35, indicating an exodus of people seeking employment elsewhere.

These figures indicate why the Putnam County School System has experienced such a rapid increase in the number of new school children during the past few years.

TABLE 23

#### POPULATION BY AGE GROUPS - CITY OF PALATKA, 1950-1960

<u>Age Group</u>	<u>1960</u>		<u>1950</u>	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
Under 20	4,598	43%	3,188	35%
20-34	2,008	18%	2,170	24%
35 - 49	2,073	18%	1,962	21%
50-64	1,421	13%	1,121	12%
65 & Over	928	8%	735	8%
TOTAL	<u>11,028</u>	<u>100%</u>	<u>9,176</u>	<u>100%</u>

Source: Compiled from U.S. Census of Population by Adley Associates.

The sex profile of the City's population shows that there were more females than males in 1960 and the median age of these females was 28.0 years while the males' median age was only 26.3 years. It is interesting to note that between the ages of 0-19 years, females outnumber males by only 78 persons, but in the older age group, there are 410 more females.

#### Educational Level

Throughout Florida, considerable attention has been secured on the educational system. In 1950, Florida had a median School Years Completed of 9.6 years, compared with a national average of 9.3 years. During the ten-year period, 1950-1960, the state experienced unprecedented population growth which placed great burdens on the educational system, but the median school years rose to 10.9 years in 1960 while the national average was 10.6.

In 1950, Palatka citizens had a median School Years Completed of 8.5 years, nearly one year below the State average. In 1960, the situation improved with the City lagging behind the State with median Years Completed of 10.1 and 10.9 respectively.

Particularly significant is the fact that in 1960 in the City of Palatka, nearly 41% of all persons over 25 years of age had attended no more than the eighth grade in school. Equally important, in 1960, 234 persons in the City has no formal education, which was an increase of 59 additional uneducated persons over 1950. When such a situation exists, everybody loses. The illiterate or semi-literate citizens cannot earn a living wage. He uses City services for which he generally does not pay his tax share and he often must depend upon Welfare for his minimal existence.

TABLE 24

NUMBER OF SCHOOL YEARS COMPLETED - PALATKA, FLORIDA1950-1960

<u>Number of School Years</u>	<u>School Years Completed</u>		<u>Percent Change 1950-1960</u>
	<u>1950</u>	<u>1960</u>	
None	175	234	+34%
1 - 4	1,030	762	-26%
5 - 8	1,670	1,587	- 5%
12 years	1,650	2,350	+42%
13 - 15	310	412	+33%
16 years & Over	335	411	+21%
TOTAL	5,170	5,756	

Source: Compiled by Adley Associates from U.S. Census of Population.

Income Levels

A comparison of 1949 and 1959 income levels in Palatka shows a rising prosperity of Palatka's citizens and reflects the impact of the City's new citizens. The median income of families and unrelated individuals for the State increased from \$1,954 in 1950 to \$3,815 in 1960; a jump of 49%. During the same period, however, the median income for families and unrelated individuals inside the City of Palatka increased from \$1,883 to \$3,090; a jump of only 39%.

The factors which account for Palatka's slow income level increase are two-fold and closely related. First of all, as we have seen, both the educational and technical background of the population is lower than the State average. The present large percentage of low-income families in Palatka mirrors the local economy of 1949 when agriculture was the



leading employer. At that time, more than 71% of all families earned less than \$3,000 annually, and the middle income group was almost non-existent; only 4.9% of all families earned between \$6,000 and \$10,000 annually. By 1959, the industrial and educational levels of Palatka had shown good gains and the picture is reflected in the income levels. In 1959, only 38.3% of all families and unrelated individuals in Palatka had incomes less than \$3,000 and the middle income group had increased to over 22.8% with an additional 10.0% in the high income group. This substantial increase and improvement in the economy and income level of the City was still below the progress showed by the State as a whole. For the impact of rapid industrialization and growth of the aerospace industries was greatest in the Metropolitan areas of the State where the new jobs attracted the highly skilled technicians earning a new high wage.

#### Occupational Status

Occupational changes indicate the type of people who moved to Palatka in the decade of the 1950s - and who are continuing to move in. Indicative of these occupational shifts, the number of professional, technical, and kindred workers have shown substantial increases since 1950, jumping from 7.8% of the employed persons to 10.2%. During the same period, the unskilled laborers dropped from 37.8% to 32.1% respectively. The percentage with occupations in the operatives group remained nearly constant, reflecting the increase in truck drivers and delivery men in local industry. The largest shift in occupational status between 1950 and 1960 was in the common laborers, which decreased from 15.2% in 1950 to 10.4% in 1960.

TABLE 26

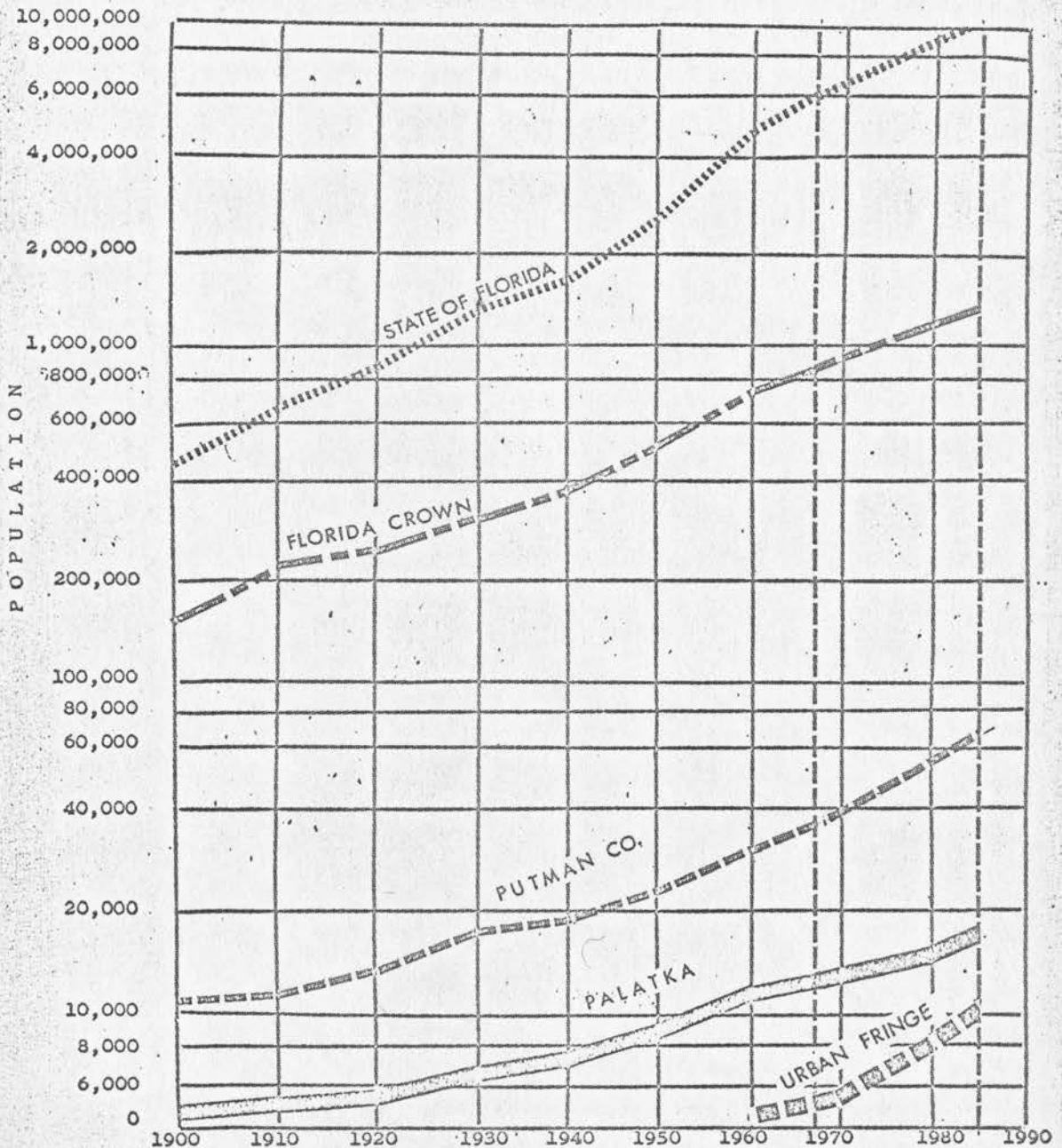
MAJOR OCCUPATIONAL GROUPS - CITY OF PALATKA, 1950-1960

<u>Occupation</u>	<u>1950</u>	<u>Percent</u>	<u>1960</u>	<u>Percent</u>
Professional, Technical & Kindred Workers	301	7.8	424	10.2
Farmers & Farm Managers	19	.5	21	.5
Managers, Officials, Proprietors, Except Those of Farms	363	9.5	460	11.1
Clerical & Kindred Workers	322	8.3	380	9.2
Sales Workers	289	7.5	263	6.3
Craftsmen, Foremen & Kindred Workers	322	8.3	368	8.6
Operatives & Kindred Workers	733	18.8	769	18.5
Private Household Workers	302	7.8	394	9.5
Service Workers	306	7.9	342	8.3
Farm Laborers	269	6.9	162	3.9
Laborers, Except Farm	584	15.2	432	10.4
Other	59	1.5	144	3.5
TOTAL EMPLOYED:	3,869	100.0%	4,159	100.0%

Source: Compiles by Adley Associates from U.S. Census of Population.

## POPULATION PROJECTIONS

City of Palatka, Putman Co., Florida Crown, State of Florida



Source: Compiled by Adley Associates from U.S. Census of Population  
1967-1985 estimates by Adley Associates.

4. Land Use Analysis - City of Palatka

The City of Palatka contains approximately 2284.8 acres of area and its delineated urban fringe contains 11117.3 acres giving the total planning area 13402.1 acres or nearly 21 square miles.

At present, only 3077.3 acres or 24% of the total planning area is developed with improvements and the remaining 9637.1 acres or 75.8% is undeveloped. The undeveloped area consists of vacant land, marsh and lakes. Of the total undeveloped area, 1425 acres is undevelopable in its present state because it is either water or marsh land, leaving 8212.1 acres available for future growth. Considering that only 3077 acres of land are presently developed and supporting over 18,000 people, the available vacant land could support an additional 47,600 people at the present density.

To give a detailed analysis of the development pattern within the area, the land use has been broken down by Planning Unit. This information is presented in Table 1 on the following page.

TABLE 1

LAND USE ANALYSIS BY PLANNING UNIT  
CITY OF PALATKA AND URBAN FRINGE

PLANNING UNIT	Single Family Residence	Multi Family Residence	Mobile Home Residence	General Commercial	Highway Commercial	Professional Services	Industrial	Public & Semi-Public	Agriculture	Streets and Railroad R.O.W.	Vacant	Marsh	Water	Total (In acres)
City														
Railroad	107.1	7.5	-	4.1	8.9	.2	16.8	4.1	-	128.4	242.1	312.7	-	831.9
CBD	34.4	2.7	-	23.2	9.5	1.9	1.2	7.6	-	54.0	29.2	-	-	163.7
Ravine Gardens	81.9	5.0	.2	1.2	.9	-	13.9	31.4	-	96.5	253.5	3.0	-	487.5
Husson	115.1	9.3	-	3.4	2.1	-	1.9	5.7	-	112.4	148.1	-	-	398.0
Country Club	56.7	.1	-	.1	-	-	-	203.2	-	38.7	53.1	51.8	-	403.7
Sub Total	395.2	24.6	.2	32.0	21.4	2.1	33.8	252.0	-	430.0	726.0	367.5	-	2284.8
Urban Fringe														
Westover	102.4	3.2	2.2	2.7	1.1	-	-	4.2	1.4	44.2	513.0	-	-	674.4
Lemon Heights	118.5	2.1	5.3	10.7	9.4	3.0	1.5	7.6	-	108.7	1122.1	-	-	1388.9
Peniel Road	126.6	-	4.7	.5	-	-	-	3.1	.5	51.4	1874.8	-	-	2061.6
College	27.0	.7	2.8	.2	.1	-	-	11.2	.5	35.0	762.5	-	8.1	848.1
Silver Lake	105.4	-	1.9	.2	.6	-	-	4.3	3.5	103.4	1124.4	-	87.5	1431.2
Airport	16.0	.7	.1	.1	-	-	-	208.6	.5	42.0	778.4	21.9	-	1068.3
Hudson	2.4	-	-	-	.4	-	264.6	.2	-	116.6	1161.6	557.4	-	2103.2
Triangle	73.1	-	8.2	.9	1.7	-	.2	.2	.1	66.6	212.1	50.7	-	413.8
Palmetto	42.4	-	.2	.1	-	-	-	4.2	-	62.8	66.6	140.2	-	316.5
Francis	16.0	-	-	-	-	-	-	-	.5	45.1	558.0	191.7	-	811.3
Sub Total	629.8	6.7	25.4	15.4	13.3	3.0	266.3	243.6	7.0	675.8	8173.5	961.9	95.6	11117.3
Total														
(In acres)	1025.0	31.3	25.6	47.4	34.7	5.1	300.1	495.6	7.0	1105.8	8899.5	1329.4	95.6	13402.1

Source: Adley Associates, Inc. 1967

LAND USE ANALYSIS - CITY OF PALATKA

In all, the City of Palatka has a land area totaling nearly 2284 acres, or 3.6 square miles. Roughly, 52.1% of the land is currently being used by the numerous urban functions. The remaining 47.9% is undeveloped.

One of the largest uses of developed land - over 35.3 percent - is for residential purposes. Included in the 420 residential acre total, in addition to various types of structural characteristics, are single family dwellings, apartments, duplexes, and mobile homes. Single family structures account for over 94% of the total residential use with mobile homes and apartments making up the remainder.

The various commercial uses and services account for 4.6% of the total developed land or approximately 55.5 occupied acres. The greatest proportion of this commercial land is used for retail purposes.

Industrial land uses occupy 33.8 acres or 2.8% of the total developed land. A large part of the industrial land is occupied by the heavy industrial facilities of the Central States Bag and Paper Company and the Florida Furniture Industries.



TABLE II  
LAND USE ANALYSIS  
CITY OF PALATKA, FLORIDA  
1967

Land Use	Total Acres	% of Developed Area	% of Total Area
Single Family Residential	395.2	33.3	17.3
Multi Family Residential	24.6	2.0	1.0
Mobile Homes Residential	.2	.0	.0
General Commercial	32.0	2.7	1.4
Highway Commercial Uses	21.4	1.7	.9
Professional Service	2.1	.2	.1
Industrial Uses	33.8	2.8	1.5
Public & Semi Public	252.0	21.2	11.1
Agriculture	-0-	-0-	-0-
Streets and Railroad Right-of-way	<u>430.0</u>	<u>36.1</u>	18.8
Total Developed Area	1191.3	100.0	-
Marsh	367.5	-	16.1
Vacant	726.0	-	31.8
Water	<u>-</u>	-	<u>-</u>
Total Area	2284.8		100.0%

Public and Semi-public uses occupy approximately 252.0 acres of land area and include churches, schools, other public buildings, and recreation areas. The largest single use in this category is the golf course and Ravine Gardens area.

The largest single use of land within the City of Palatka is for transportation right-of-way. The right-of-way for public streets and railroads occupy 430 acres of land area or 36.1% of the total developed land.

The undeveloped land includes nearly 367 acres of marsh and swamp in addition to nearly 726 acres of vacant parcels and lots. Most of the marsh land is undevelopable in its current state and will require substantial physical improvements before it can be used for urban functions. The vacant land, however, is mostly scattered vacant lots and unused parcels adjacent to other uses.

##### 5. The Role of the Model Neighborhood Within The Palatka Urban Area:

The Model Neighborhood is the heart of the emerging Palatka Urban Area. It contains the major commercial areas the offices of local government, a greater portion of the present population, and is strategically located along the St. Johns River. The Model Neighborhood Area contains the "old city", the central business district and most of the substandard structures in the entire Urban Area.

Historically, the Model Neighborhood is the city of Palatka. The "old city" grew up along the River and sprawled westward through the 80 years of its existence. The substandard Negro area north of Reid Street has always contained substandard conditions resulting from low incomes of its residents. The deteriorating residential area to the south of the C.B.D. was once the "upper class" area of the city, but through the years it has deteriorated to a rooming and boarding house area. The deterioration was undoubtedly caused by high maintenance costs of the large wooden structures and the changing values of the "upper class" to move to the suburbs.

Because of the low income producing economic base structure of Palatka and Putnam County, (see III -B-2) there is a demand for numerous common laborers, and due to the lack of adequate low income housing in the County, the Negro section of Palatka plays an important role in providing this housing.

The future role of the Model Neighborhood will continue to become more important as the Urban Area grows and sprawls westward. The current long range planning for the future Urban Area is focusing upon the Model Neighborhood - the heart of the Urban Area - with new street improvements, community facilities, and a new bridge crossing. In effect, these improvements will make the Model Neighborhood the focal point of the emerging city and will give the area identity. It should be noted that there is danger of continued population shifts from existing

standard areas within the Model Neighborhood to the new suburban areas. This shift could cause increasing deterioration of residential sections if low income families are forced into these vacated areas due to a lack of adequate housing elsewhere.

It is apparent that gains have been made in recent months to close the gap between the social and economic disparities of the low income areas and the rest of the community. The low income public housing has made great steps in upgrading the social level of the low income families, and the appointment of minority persons to important committees has created a spirit within the community.

#### 6. Description of Major Problems of the Model Neighborhood

The following is a general description of the major problems which exist in the Model Neighborhood Area. The description is divided into physical problems, social problems, and economic problems.

##### a. Physical Problems:

1. Gridiron Street pattern with narrow rights-of-way.
2. Small blocks
3. Unpaved streets.
4. Mixed land uses
5. Inadequate surface drainage.
6. Lack of sidewalks
7. Deteriorated structures.

8. Lack of parks and playgrounds
9. A main line railroad track and switching yard which penetrates the heart of the neighborhood.
10. Several large industrial operations which blight adjacent residential areas.

The Model Neighborhood contains all of the "old City" of Palatka which is handicapped by a gridiron street system which did not anticipate the westward growth of the city. The result has been that high traffic volumes must run on minor residential streets, thereby having a blighting influence.

The major physical factor affecting the Negro area north of Reid Street is the presence of substandard structures, inadequate surface drainage and lack of community facilities. The substandard housing conditions have resulted from a combination of social and economic influences, but the physical environment with its blighting influences has kept it from upgrading.

b. Economic Problems

The Model Neighborhood area contains nearly all of the unemployed and underemployed persons in the City. The area contains over 400 families with annual incomes of less than \$3000 and 190 families with incomes less than \$1,000 annually. The occupational status of the residents of the Negro area is very low and has resulted from the historical economic structure of the area. The unskilled laborers work in the pulpwood

industry and the agricultural industry.

The unemployed rate in the Model Neighborhood Area is a relatively low 7% for males resulting from the demand by the economy for unskilled workers.

c. Social Problems

The major social problems in the Model Neighborhood are related to the economic and physical conditions which exist in the area. The Negro population while scattered throughout the Neighborhood Area, has formed a ghetto north of Reid Street because of the available low income housing.

Over 52% of all persons 25 years and over in the area, have less than 8 years of formal education, while the City as a whole has 33% with less than 8 years of education.

The Model Neighborhood contained 140 of 158 juvenile arrests in the City in 1967, and 20 of 20 criminal arrests.



C. Analysis of Major Problems:

The following section will describe the general analysis of the major problems outlined in the problem description. Because of a lack of available staff and existing data, this section only summarizes the basic problems. Detailed studies and subsequent analysis will be undertaken as a part of planning program.

1. Problem: Physical Conditions

a. Need:

Major physical problems are related to design of subdivisions, lack of sidewalks, and unpaved streets. The present gridiron lotting system does not provide adequate residential amenities and has caused surface drainage problems from lack of proper engineering. The immediate need is to improve the physical appearance of the area.

b. Present Efforts:

The City of Palatka has an annual street paving program which is handicapped by inadequate fiscal capability.

The City is working closely with the Palatka Housing Authority towards providing additional drainage, but only a small part of the total need.

A small playground area is planned to be developed in the public housing project that is now under construction.

Two hundred low-rent housing units are under construction

that will relieve a small percentage of the overcrowded living conditions throughout the area.

A neighborhood facility is proposed for construction near the Central Academy High School that will be jointly financed by the City of Palatka, Palatka Housing Authority, Putnam County Schools, and the Federal Government. This facility will relieve some of the pressure caused by having no community facilities in the area.

During the past four years, the City has paved 13 miles of streets, but until drainage is improved, paving is not feasible.

The City is undertaking a small urban renewal project to eliminate a pocket of substandard housing and has applied for a large GNRP Planning Grant.

c. Goal:

The goal is to have every dirt street in the area paved, with adequate storm sewers for drainage, with curb and gutter type streets, and sidewalks along all streets to provide adequate off-street walking for all persons.

Another goal is to have playground areas to serve people living in various neighborhoods and to provide equipment for all age groups.

Utilize private resources to build new and larger houses in the area. Additional low-rent public housing units as well as 221D3 housing will be provided for the people in this category.

Build community buildings in the Model Neighborhood Area where necessary and appropriate.

Continue the present long range planning efforts to provide a comprehensive approach to strengthen each neighborhood and eliminate blighting influences and enhance values.

2. Problem: Inadequate Low Income Housing

a. Need:

The principal problem of housing supply in Palatka is the small number of vacant dwellings suitable for human habitation that are available for rent. To meet this problem, a need exists for an additional supply of adequately financed private homes in the \$6,000 to \$8,000 range and additional housing units for the elderly and the general public. Another helpful program would be a rehabilitation or code enforcement project to rehabilitate some of the big older sound dwelling units that are located in the old part of the City. This could accommodate large families or could be sub-divided with small apartments for young families.

b. Present Effort:

The Palatka Housing Authority now is building 200 low-rent public housing units. Private builders have indicated their willingness to build new homes if they can get adequate financing for purchasers. Private owners also have indicated

their willingness to rehabilitate their properties if a grant-in-aid program is made available. The City has adopted a voluntary code compliance program and has employed a full-time inspector who will assist the residents and land owners in bringing existing structures up to standard.

c. Goals:

It is the intentions of the City of Palatka to eliminate all substandard housing units and provide adequate housing for all income groups.

3. Problem: Inadequate Public Facilities

a. Need:

The major public facility needs in the Model Neighborhood Area are adequate storm drainage, sanitary sewer service, and an adequate water supply.

The section of the Model Neighborhood Area west of 11th Street and North of Reid Street is mainly dirt roads with inadequate drainage. The remaining portion of the Model Neighborhood Area consists of narrow 16 foot brick paved streets with fair drainage. Generally, sidewalks were constructed with these 16 foot roadways, but in many cases, the sidewalks are in need of replacement or repair. Sidewalks are essential in the Northwest area where none exist.

Many existing sanitary sewer lines are very old and in need of repair. A new trunk line is also needed to connect the downtown area to the treatment plant. Because of the present water pollution problem in the St. Johns River, the City must construct a secondary treatment plant by 1970.

Old water mains must also be replaced and a new elevated storage tank is necessary to increase pressure and provide increased capacity.

b. Present Efforts:

.. Sanitary Sewerage System

The City of Palatka Sanitary Sewer Collection System serves the entire area within the City Limits except for undeveloped sections. The sewage received primary treatment and it is ultimately discharged into the St. Johns River. There are some sewer lines which must be diverted to relieve the heavy loads coming through the Northwest portion of the City. The City of Palatka must also provide secondary sewage treatment.

Water Supply and Distribution

The City of Palatka, in 1964, completed modification to the Water Treatment Plant, construction of elevated storage tank and trunk water mains. Generally, the area west of Moseley and south of Reid Street has an adequate water supply. Certain sections in the Northwest area of the Model Neighborhood require

interconnections to the main trunk water mains to increase available supply. Also, consideration has been given to placing an elevated storage tank in the North end of the City to maintain an adequate water supply for this area. The City must also consider improvements to increase the capacity of the water treatment plant or construct a new plant. Additional capacity is needed immediately.

#### Refuse Disposal

The City recently converted the dump into a sanitary land fill operation, whereby large tracts of swamp land may be reclaimed. Approximately 40 acres of land has been acquired by the City for landfill. Additional land should be considered for purchase in order to reclaim land up to the St. Johns River. This would encourage future development in this area.

#### c. Goals:

Ideally, the City of Palatka would like to provide a completely paved street network with necessary drainage and sidewalks throughout the City, and complete central water and sewerage treatment.

#### 4. Problem: Expanded Health Services

##### a. Need:

The immediate and most urgent need is for means of providing necessary services for elderly citizens. Over 1,038



elderly persons received assistance in 1966 and 54 of them received nursing home care or hospitalization. Other aged ill are in need of this care, but facilities are lacking.

b. Present Efforts:

Care of those most in need of assistance is now provided in present health facilities. Putnam County proposes to build a new nursing home that should make it possible to accommodate additional elderly persons who need assistance, but substantial supplement funds will be required.

c. Goals:

The major goal would be to provide essential health care for these elderly residents unable to provide for themselves. A subsidiary goal would be to develop programs that would provide a maximum of medical attention and would train and employ residents who, though not well educated, have the capacity and interest in learning how to care for the aged. It is also hoped that several foster homes for the aged could be developed, perhaps converting some of the better and more spacious old homes to this purpose. Finally, older citizens could be cared for on their own premises by providing them with subsidized housekeeping services. By this means, the pressure on existing facilities could be reduced and at the same time some of our unemployed females (an exceptionally high percentage in the

labor force) and perhaps some of the physically active aged themselves could be gainfully employed.

5. Problem: Improved Educational Services

a. Need:

At present time, Palatka lacks individualized instructions for children, has no modern, up-to-date, adequate facilities for flexible programs and its curricular offerings do not meet needs of all groups and classes of students. In addition to these system-wide shortcomings, there are several special problems directly related to the needs of the Model Neighborhood. These include: a lack of rediness on part of many pre-school children, an excessive number of dropouts, particularly among minority groups, excessive numbers of mentally retarded children and a lack of adequate programs and facilities for preparing students for employment in appropriate vocations.

b. Present Effort:

Within the limitations imposed by the present school crisis, the county is in the school system and to upgrade and expand the physical plant.

c. Goals:

We hope to reduce a pupil-teacher ratio throughout the entire system, to develop individualized programs for all students in adequate, functionally planned facilities. We recommend a

system-wide kindergarten for all pre-children and an adequate vocational program and facilities. For those who might profit from a "back-up" services we propose an adequate exceptional child program and facilities and expand guidance service.

6. Problem: Crime Reduction

a. Need:

The greatest need is for an expanded counseling service for juveniles who ~~though~~ not yet in serious trouble, live under conditions that may lead them into difficulties with the law. A recently completed five year study shows that dependency and truancy, unmanagable and runaways and incorrigible are the principal problems our juvenile court must deal with. Four hundred and twenty-four cases -- 58 per cent of our total case load -- involved these problems. Overt crime -- larceny, shoplifting, auto theft, and so forth -- involved far smaller numbers.

b. Present Effort:

The County now retains a juvenile counselor who deals with juvenile problems. There is no separate facility to house juveniles except the County Jail and there is only one Juvenile Counselor to handle the heavy case load.

c. Goals:

The primary goal is to rehabilitate the child through the

process of counseling, and try to instruct the child and family hoping that they will make progress in adjustment and corrections. To accomplish this, there is a need to augment the counseling staff with dedicated workers who are basically interested in the present and future welfare of children.

7. Problem: Expanded Recreational and Cultural Facilities

a. Needs:

The City of Palatka has an organized Recreational Program that has been underway for a number of years. There is a definite need for additional recreational grounds for out-door type recreation. The Little League program is only able to accommodate a precentage of the eligible children within the area.

The City has encourage Senior Citizens to organize Clubs but the lack of facilities and places to meet is a problem. The recreational activities are limited for Senior Citizens and a new facility is needed.

There is no in-docr organized recreation that pertains to girls. The only organized in-door recreation is for Little League and adults basketball. There is a very pressing need for out-door and in-door recreational programs for the girls in this area.

There are only two swimming pools in the City which provides very little free type swimming because of organized class instruction services during the greater part of the summer months. There is need for a swimming pool designed primarily for instruction purposes in order to provide the other pools for leisure swimming.

Palatka is located on the banks of the St. Johns River but there are very few recreational facilities available on the River other than the City Dock.

There is a pressing need for additional recreational areas to be built throughout the Model Neighborhood Area that would provide area residents with both active and passable types of recreation.

There are needs for playgrounds to be strategically located in the area where the highest density of residents are living, in order to keep the children out of the streets. There is an extreme need for playground equipment to be placed on the existing parks and playgrounds to make these areas more appealing to the children.

b. Present Efforts:

An organized Recreational Department of the City of Palatka exists at present time which is made up of a Recreational Director, Assistant Director and Secretary who are year round

paid personnel of the City.

The Director of the City Recreation Department is the coordinator of the Palatka Youth Recreation Association which is made up of volunteers, parents and interested citizens who sponsor the present Little League Baseball Program.

The City Recreation Department and staff handle the adult recreation program. There are part-time coaches, umpires and other important positions for the City Recreation Department as well as the Palatka Youth Association.

The parents of the children palying in the Little League program have a refreshment stand at each of the Little League fields to raise part of the monies in order to defray certain expenses.

Several local businesses sponsor different teams and provide uniforms for the players.

c. Goals:

It is the intention of the City of Palatka to put forth an effort to overcome the needs that have been stated above. If the Model City Program can help provide for the needed facilities, it is the intention of the citizens of Palatka through the organization of man-power to accomplish these goals.



8. Problem: Social Services and Welfare

a. Need:

According to figures used and adapted from the 1960 National Census Tables, Putnam County, with a population of 32,212, had 38.4% of its families living on incomes of less than \$3000 per year. The Census also indicates that Palatka has 47.29% or 1,769 of its families with incomes of \$3000 per year or less. White families in this category constituted 1,038, non-white families totaled 731.

It is evident, therefore, that over one-third of city residents live on relatively meager incomes.

A discussion of the economic situation of many of Palatka residents necessarily points to the need for a full range of social services, both to cope with existing situations and to plan for their improvements and the rehabilitation of economically and socially poor residents.

A great problem is the lack of basic education of many Palatka residents. This present circumstance prohibits many from earning an adequate income and maintaining decent homes and living circumstances.

The increased availability of family planning information and services is needed. Despite a present vigorous campaign

to make these available to all residents, many of the poor are not now aware of them.

A large need exists for more child care programs for indigent families. Only through a large-scale attempt to provide such programs, can many small children obtain proper care and free parents for day-time employment.

There is a great need for improved treatment of delinquent minors or those minors who otherwise must be removed from their homes. A Foster Home Program administered by the Department of Public Welfare (state) and energetic Juvenile Court authorities provide some relief in this needed area, but a necessary supplement is a juvenile shelter located in the city, so that offending children no longer must be detained for days or weeks in the County prison.

A large number of elderly persons reside in Palatka. Of these, many do not have sufficient retirement incomes or public assistance to provide adequately for basic needs, especially when illness or infirmities are present.

More nursing home facilities, public and private, are required in the area to relieve the present demands.

The need for increased available legal services for low income persons is also evident in the needs of our citizens. For example, in cases where parents of minors find it necessary

to dissolve their marriage, frequently a divorce obtained at low cost could enable parents to remarry, with the better result of re-establishing more degree of family normalcy and lowering the rate of illegitimate births.

Adequate transportation for low-income persons within the city and outlying areas is a great need. Since there is no public transportation system, individuals, and particularly, wage-earners, are forced to pay large amounts of money to others to transport them to their jobs. In too many cases, the absence of suitable and inexpensive transportation prohibits an individual from taking proper advantage of available employment opportunities. This condition contributes to the economic instability of the home and its resulting social instability.

In a survey conducted throughout Florida counties in 1966, it was shown that from 50% to 60% of County Welfare funds went to supplement State Welfare cases. Obviously, then, it appears that increased standard allowances for recipients of State Welfare assistance is needed.

The State Welfare unit office in Palatka is considered by the supervisor to be greatly inadequate to conduct a social services program, such as is needed to assist welfare clients in becoming located, where possible, in suitable employment

situations which would enable their living independent of state aid.

There is a distinct and correlated welfare need for better housing and more and improved recreational facilities for low-income residents.

b. Present Efforts:

Basic, otherwise unmet, economic and health needs of Palatka's indigent citizens presently is ameliorated by state and County welfare efforts, the County health department, church and civic organizations, and the coordinating influence of the Community Action Program.

State welfare assistance cases within Palatka now number approximately 700. County welfare gave assistance in 1966 to 425 families, County-wide. From 60% to 70% of that aid was for needy persons in Palatka.

The State Department of Public Welfare has made numerous recommendations to the current state Legislature for allotment increases in public assistance area payments, and for staff salaries to gain new social workers. It is, however, doubtful that many recommendations will be approved by the Legislature.

Construction of a new County-supported nursing home has been approved. This expanded facility will ameliorate the lack of nursing home provisions within the area.

An expanded adult basic education and vocational education pro-

gram through the County school system is aiding in the fight against illiteracy and lack of job training.

Public housing facilities are becoming more a reality now, and depending upon the extent of that constructive program, welfare problems originating in the home and recreational environment should be significantly lessened.

c. Goals:

The goals of the social services area is to make available to every citizen the full services necessary to make him and his family as independent and personally adequate as possible. Such adequacy must include the areas of health, education, and welfare.

Increased effort is needed in all social services areas to make a comprehensive effect on the present ills of our low-income residents.

Palatka will strive for adequate education for the indigent "Everyman" to make him an informed, literate citizen, and shall strive for training which would render him capable of finding and keeping employment. Palatka will also strive for health services which will enable him to obtain and maintain the health condition necessary to pursue a vigorous life, and shall strive for welfare services which will provide sufficient temporary assistance, both economic and social, to habilitate or rehabilitate him and his family, so that the indigent "Everyman" can assume his maximum

stature and competency in the community.

9. Problem: Expanded Employment Opportunities

A. Need:

There is a very definite need for more steady employment for the residents of the Model Neighborhood area. There is also a need for a higher pay scale for area residents. There is a need for employment for widows and for mothers with children where there is no male head of the household in the residence. There is a need for vocational training for area residents to prepare them for available jobs. There is a need for encouraging area students to attend the Distributive Education and Diversified Cooperative School programs. There is a very wide gap between the lowest wage scale to next highest wage level and more jobs need to be made available at an intermediate pay scale.

B. Present Efforts:

At the present time the Florida State Employment Service is providing the area residents with their services. This office also has a Job Corp representative seeking possible job corp applicants. The Chamber of Commerce has been attempting to promote types of new business and industries (Due principally to the lack of available buildings, they have not been successful. )



C. Goals:

It will be ~~the~~ intent of the City to have the Model Neighborhood Agency seek ways and means in which to bring new commercial and industrial establishments to Palatka in order to fill the mentioned wage gap and to offer employment to the surplus supply of female labor that is available, thus raising total family income levels. Through the redevelopment of the Model Neighborhood, the City hopes that industries will be encouraged to move to Palatka and that this will result in more and better jobs for the area residents. It is also the intent of the City to have the Model Neighborhood Agency to check very closely the area within the Model Neighborhood to set aside any area that might be suitable for a small compact commercial or industrial development.

10. Problem: Inadequate Standard Relocation Housing

A. Need:

At the present time there is an acute shortage of standard dwelling units within the city of Palatka -- both rental units and sales units. There is a need for additional standard dwelling units for sale and rental, built on the vacant properties as well as the areas where there now are numerous dilapidated dwelling units in order to make standard units

available for relocation. Until adequate units are available for relocation of residents from substandard areas, no condemnation can be undertaken.

B. Present Efforts:

The present relocation services has been delegated by the City of Palatka to the Palatka Housing Authority. The low-rent public housing project is being constructed in two phases to make available additional housing for relocation.

C. Goals:

The goals for the relocation process for the Model Neighborhood area are to encourage private land owners and contractors to build adequate standard housing so that it may be available according to the overall redevelopment plan. This will make resources for relocation available when they are needed. It is also the intention of the Palatka Housing Authority to make a survey to determine what additional public housing might be needed and this will provide additional relocation resources. It is further anticipated that some of the larger old single family residential homes might be rehabilitated to provide relocation facilities.

11. Problem: Inadequate Fiscal Capability & Achieve Historical Preservation

A. Need:

The residents of the City of Palatka are proud of the part this area has played in the growth of the State of Florida and of the historical events that took place here during the Civil War years and before that have played a significant role in the development of our nation. The City contains many historical structures which should be restored and preserved.

B. Present Efforts:

The City Commission in 1965 employed Mr. Allen Swanson to compile a historical study of the City of Palatka and its region. It is very possible that the research material compiled by Mr. Swanson will be published in book form so that succeeding generation may have knowledge of the events that took place in their City and County.

There now exists in the City of Palatka, Putnam County, a historical society which is very active in preserving the heritage of this area. Among its activities are efforts to restore the Isaac Bronson house in Mulholland Park, a historical home which was constructed by and was the home of Isaac Bronson, the first appointed Federal Judge to the State of Florida, who is interred in the City of Palatka cemetery.

The first elected Governor in the State of Florida, William D. Moseley also lived in the City of Palatka and is buried in the City cemetery.

C. Goals:

It is hoped that through the Model Neighborhood Program the City can receive funds for the renovation for the Isaac Bronson home as a historical museum to be enjoyed by not only area residents but also by visitors to the City.

Nature has provide for the City of Palatka an eighty-five acre ravine which in 1934, through the Federal Relief program, was developed into an Azalea Ravine Gardens. During the second World War years the gardens were neglected because of the lack of man power and City funds to properly maintain them. Therefore, undergrowth and water systems were neglected and the gardens have become somewhat of a jungle and only during the months the azaleas are in bloom are the gardens attractive enough to appeal to visitors. In the past years the City has made efforts to restore the gardens to what they once were, a National Attraction to the tourist to our State, but because of the size of the gardens and other demands placed upon ~~car~~ City, funds have not been adequate to do the job.

12. Problem: Citizen Apathy

A. Need:

There is a need to encourage the local citizenry and become more aware of the needs of the community and its complex problems. Citizen Apathy has developed because of a lack of organized programs designed to involve citizens in the affairs of local government.

B. Present Efforts:

At the present time the Palatka Citizen Advisory Committee is made up of twenty-seven members and is a cross section of residents. This is a very active committee and has been for the past year. The OEO Office of Putnam County has organized a Neighborhood Service Team of citizens whose objectives and goals are to inform the people of the community and to assist the residents in the area of need. The Community Action Program is made up of forty-two citizens and have been carrying on a very good program. The City has a five man Housing Authority Board of Commissioners; a seven man Urban Renewal Board of Commissioners; a nine member planning board; and also a zoning board, a library board, a parks and cemetery board. The County has a Hospital Authority. These people all serve the community in some form of citizens participation -- none are paid for their services to the community.

C. Goals:

It is the desire of the City to have all the above mentioned boards coordinate their efforts and to continue to serve in their present capacity during the Model Neighborhood program.

13. Problem: Comprehensive Approach & Community Problems:

A. Need:

The principal need is to develop a long range total approach and eliminate the numerous problems existing within the community and to guide future development.

B. Present Efforts:

The City of Palatka has a Comprehensive Long Range Planning Program that is presently being updated with a capital Improvement Program.

C. Goals:

The goal of the City is to develop long range plans and guide the future development of the City in an orderly manner.

14. Problem: Cost-Benefit Analysis and Program Budgeting

A. Need:

In order to obtain maximum benefit from funds that might be made available under the Model City Program and generally to upgrade the existing budgetary practice in the City, a program budget for each of the several major elements is in this proposal.



B. Present Effort:

A review is currently being made of budgeting procedures in connection with the preparation of this proposal.

C. Goals:

The ultimate goal will be to develop both short term and long term capital outlay budgets that will maximize benefits received by the community in relation to program costs and that will give the Agency and City Government effective control of expenditures and prompt feed back. We also would hope to reduce problems of duplication and overlap of expenditures by following planning - programming - budgeting procedures.

Palatka, Florida

Part III, Attachment

Law Enforcement Problems

While crimes continue to increase, the burden of providing an adequately staffed Police Department becomes more and more a problem. Even though the City of Palatka has provided a new police station and jail, the funds for staffing the facility and providing the needed number of patrolmen is lacking.

The Police Department needs five additional patrolmen and one more patrol car. This would increase the number of police officers from 18 to 23 and would provide five patrol cars.

Another problem in local law enforcement is the employment of qualified personnel, and the problem of training personnel that is hired. All training of personnel is considered in-service training, and the rookie patrolman is limited to the amount of classroom work which is provided.

The local Junior College is interested in providing special courses for law enforcement officers. It is hoped that funds can be made available to provide this much needed program.

PLANNING WORK PROGRAM

A. GOALS OF PLANNING PROGRAM

The City of Palatka has established four basic goals for the long range redevelopment of the Model Neighborhood area. These goals have frequently been discussed publicly during the past several months and have been established as follows:

1.) To produce immediate and marked improvements in the physical appearance of the Model Neighborhood Area in order to beautify and upgrade the neighborhood by introducing specific amenities.

2.) To provide for the extension of sanitary and storm sewer systems.

(a.) Adequate sanitary sewers will be provided with the necessary pumping stations in the low area of the project which will eliminate the use of septic tanks and remaining outdoor "privies" still in existence. (All structures will be required to connect to the sanitary sewer extensions when completed.

b.) The existing storm sewage system will be improved. Extending and increasing the sizes of certain existing mains will eliminate the flash flooding that has occurred in the past after hard rains. This will also eliminate the stagnant water pools that form in the low areas during the rainy seasons.

3.) To begin a program of street improvements.

a.) To resurface, add curbs, gutters and sidewalks to the existing streets, as required, within the Model Neighborhood area.

b.) To pave, add curbs, gutters, and sidewalks at all graded and unimproved streets, within the Model Neighborhood area.

c.) To delete certain streets, without destroying the traffic patterns, in order to enlarge city block patterns. These tasks would be done at the low substandard neighborhood areas (The increase of block sizes would afford an opportunity to upgrade these areas and to create larger building lots,

which in turn would provide an overall upgrading of these spaces.

- 4.) To institute a program to eliminate the city garbage and trash dump to the north of the Model Neighborhood Area and to reclaim the marshy-swamp area to the north. As the community grows, these areas could become the focus of serious health hazards to the community. In place of the garbage dump a new disposal complex with incinerator facilities, well planned and operated, would be developed. In the present area on the fringe of the northerly swampy-marsh area, land can be reclaimed and converted into an attractive waterfront residential area.

B. RANGE OF PLANNING ACTIVITIES

The complexity of the problems as outlined in Part III hereof, requires that a comprehensive range of planning activities be initiated to adequately cope with the possible solutions. The Work Program outlined herein is designed to focus upon the major problem area of the City and those areas where local

initiative and citizen participation can be effective in implementation.

1. Analytic Steps of the Planning Process

(A) Organization for Planning

- (a) Establish MCA.
- (b) Appoint MCAB.
- (c) Locate and hire staff.
- (d) Secure office space and equipment.
- (e) Employ consultants.
- (f) Formulate Administrative Policy and office procedures.
- (g) Establish liason system with all agencies.
- (h) Organize citizen participation structure.
- (i) Develop a continuous reciprocal understanding of the Model City Program and the Planning Process.

(B) Research and Analysis

- (a) Review Model City Application.
- (b) Review Problem description and Analysis.
- (c) Review Planning Work Program.



- (d) Create appropriate data collection system and analysis.
- (e) Initiate research programs:
  - 1. Development of a new City Base Map.
  - 2. Land use.
  - 3. Structural conditions.
  - 4. Evaluate existing physical design.
  - 5. Property ownerships
  - 6. Street Right-of-way descriptions.
  - 7. Population characteristics.
  - 8. Public utilities.
  - 9. Community facilities.
  - 10. Level of current efforts.
- (f) Review research efforts with various citizen groups.
- (g) Conduct a community audit survey.
- (h) Study the various alternatives for garbage and trash disposal in the city.

C. Review and Evaluation

- (a) Review and evaluate results of research.
- (b) Define strengths and weaknesses of existing conditions.
- (c) Define major direction which should be followed in the planning efforts.

D. Plans and Programs

- (a) Define long range goals and objectives for the Model City area.
- (b) Develop a long range program to renovate the existing physical conditions of the neighborhood.
- (c) Develop a long range program to improve the living standards of the residents in the area.
- (d) Establish a 5 year improvement program for the area with priorities.
- (e) Define the first year efforts of the Model City Program in operational detail.

E. Citizen Involvement and Participation

- (a) Expand the block clubs of the Community Action Program.
- (b) Establish regular public forums on the Model City activities.

- (c) Prepare film slide presentations of various problem conditions.
- (d) Establish close liason with all news media.

F. Implementation

- (a) Begin first-year program.
- (b) Prepare project applications.
- (c) Begin detailed engineering studies.

C. DESCRIPTION OF DATA TO BE ASSEMBLED

1. Local Efforts

The Model City Unit staff, assisted by the City Manager, City Engineer, Tax Assessor, and Public Works Department, and guided by the Consultant will assemble and analyze the following:

- (a) Property ownerships.
- (b) Street right-of-way descriptions.
- (c) Detailed study of sewer lines.
- (d) Detailed study of water lines.
- (e) Analysis of current efforts.
- (f) Information regarding feasible alternatives for garbage and refuse disposal.
- (g) Detailed study of existing paving and drainage conditions.

The Model City Unit staff assisted by Community Action Program staff and organization will undertake the following:

(a) A 100% sample survey of all residents in the area to determine population characteristics:

1. number of households.
2. number in family.
3. ages of residents.
4. race.
5. estimated income.
6. employment.
7. sources of income.
8. etc.

(b) A community attitude survey to determine the desires and values of the local citizens. The details of this survey will be determined after the initial data collection system has been completed, and will be undertaken at the same time as the other surveys.

## 2. Consultant Efforts

The Consultant will meet regularly with the MCAB and the Model City Unit staff and

assist in directing their activities. In addition, the Consultant will undertake the following research and analysis:

- (a) Land Use Inventory - update.
- (b) Structural Conditions - update and expand.
- (c) Evaluate existing physical design - new.
- (d) Evaluate existing community facilities - update.
- (e) Evaluate existing physical conditions.
- (f) Analysis of existing City and County planning efforts.
- (g) Determine what can be done to create local initiative to improve the physical surroundings of dwellings in the Model Neighborhood area.
- (h) Review existing laws to determine future needs.
- (i) Preparation of display and presentation material for public meetings.
- (j) Determine long range densities by

small area utility needs study.

In addition, the Consultant will assist in the preparation of the implementation program and recommend the most effective methods of accomplishing the established goals.

All of the data will be assembled according to the established data collection system, but will be collected in a small area basis. Most data will be collected only in the delineated neighborhood area, but some because of its nature will be collected outside of the area also.

D. ACTIVITIES TO INVOLVE RESIDENTS:

The Model City Agency will undertake to organize the residents of the Model Neighborhood for further expansion of the present Neighborhood Service Team, in order to cover the entire Model Neighborhood area. This will be done through the Model City staff, assisting the present organization and furthering their endeavors, with group supervision being rendered by the Community Action Program.

The Model City staff will proceed to organize



regular public forums to enlighten citizens on the Model City activities. This will be established also through the cooperation of the civic groups and the Neighborhood Service Team. The preparation of film slides will be prepared by the Model City staff and will be developed into suitable, educational, and informational presentations, to be presented to the public by the Citizens Advisory Committee of the City of Palatka, of which the Citizen Advisory Committee will conduct these presentations.

The establishment of the close liason between the news media and the activities of the Agency will be coordinated through the chairman and/or presidents of the various civic, citizen, and public agency groups with the assistance of the Model City staff, by organizing these group representatives, so as to have the proper coverage of the over-all program.

The Model City Agency will prepare written material to be passed out to residents of the Model Neighborhood by members of the Citizen Advisory group and members of the Neighborhood Service Team, informing them of the intentions of the community

organization and the reason for their involvement.

The radio will also be used in order to help with the organization of the people of the neighborhood.

E. OTHER PLANNING ACTIVITIES

During the initial planning period, efforts will be made to coordinate the current County Planning Program with the efforts of the City. Because the Palatka urban area contains nearly 45% of the total county population, it is very important that the emerging unincorporated area be planned as a part of the City. Exploration will be made into establishing a joint City-County Planning Commission. Continued exploration will be made into the possible relocation of Seaboard Coastline Railroad tracks and the construction of a St. Johns River Barge Port.

F. DESCRIPTION OF WORK ELEMENT PRIORITIES

As described in section "A" above, the City of Palatka has established four major goals during its recent planning activities. It has been

accepted by the local citizenry that these goals are attainable and realistic. The priorities which have been set in the Planning Work Program are designed to promote efforts in the direction of these four major goals, and the following general priorities for overall city capital expenditures.

Priority Number 1: To produce immediate and marked improvements in the physical appearance of the Model Neighborhood Area by introducing specific improvements and amenities. This priority program will have an immediate morale boosting effect on the entire community. Its visual and physical impact on our citizenry would affect the young, the adults and the Senior Citizens. Its recreational component will afford our youthful vitality and energies in play rather than in vandalism. It will afford the adults in our community an opportunity to see what can be done with limited funds and with support from public and private agencies. It would open the door for further long range thinking and for community financial support over and

beyond the scope of this application. It will also be an immediate indication to adult citizens that work on the Model Neighborhood Area has started now, and the other phases will be forthcoming. As for the Senior Citizenry, this will afford them an opportunity to have access to the parks. This number 1 priority is needed to get the program off to a good start.

Priority Number 2: To provide for the extension of sanitary sewer and storm sewers:

a.) The city has continuously been improving its sanitary sewers over the past eight years, but due to the condition of the existing sewers and limited funds, the city has been unable to make any significant extensions of the sanitary sewer system. No extension of sewer work is practical until the existing sewers are upgraded. The completion of this upgrading work and the extension of sanitary sewers would eliminate the septic tanks and the remaining outdoor privies. When this work is completed and every structure's "house sewer" tied into a sanitary main sewer, it would minimize

the need for mosquito control in these area (flash rains create puddling and stagnant water conditions, septic tanks do not function properly, and outdoor privies may overflow with consequent hazard to public health).

b.) The addition and extension of storm sewers will solve the flash flood problems which are common during the rainy season. This program will also drain off the puddling that occurs in the low developed areas and will assist in the control of mosquitoes. The funds diverted from mosquito control could then be used to meet important city needs.

The end results would be a healthier community environment.

Priority Number 3: Start a street improvement program:

The section of the Model Neighborhood Area west of 11th Street and north of Reid Street is mainly dirt roads and inadequate drainage. The remaining portion of the Model Neighborhood Area consists of narrow 16 feet brick paved streets with fair drainage. Generally, sidewalks are in need of

of replacement or repair. Sidewalks are essential in the northwest area where none exist.

With unpaved streets, the entire neighborhood presents a shabby appearance. Also, dirt and dust accumulate discouraging any serious effort to maintain a tidy neighborhood. At one time, a 16 feet brick paved roadway may have been considered adequate for local traffic, this width is now inadequate for today's use. The streets have to be widened. In addition, consideration must be given to constructing additional traffic arteries through the city.



Palatka, Florida

Part V, Page 1

ADMINISTRATIVE MACHINERY FOR CARRYING OUT  
THE PLANNING WORK PROGRAM

A. Organization

In order to provide a comprehensive planning program for a Model City, the City Commission of the City of Palatka will serve as the City Demonstration Agency, that will be known as the CDA. The CDA will be the contracting agency and the legislative and policy setting board for the entire Model City Program. The CDA will hold public meetings twice a month on the second and fourth Thursdays of each month to consider all legislative and policy matters coming before them and to receive reports from the administrative staff, and to receive citizens or committees from the target areas to hear their suggestions or complaints.

The CDA will have a Model City Administrative Board, that will be known as the (MCAB). The MCAB will be responsible to the CDA by overseeing the administrative machinery in seeing that the Model City plan as approved by the CDA is carried out. The MCAB will consist of a seven-man board encompassing the City administration, the Putnam County Commission and School Board administration, the Office of Economic Opportunity, and the Palatka Housing Authority and Urban Renewal Administration. The CDA will have two citizens

from the target areas to serve on the Administrative Board, that will be selected by a citizen selective method.

The CDA will employ a qualified Administrator to head up the Model City Staff, that will be known as the (MCS). The MCS will be directly responsible to the MCAB but will be required to submit monthly reports to the CDA.

The Administrator will employ the necessary personnel referred to in the budget enclosed in this application. His office will be located in the City Hall in the City of Palatka so that the program can be coordinated with the City Manager's office and his staff.

The MCAB will hold meetings, weekly, in the Palatka Urban Renewal Office located in the largest target area so that the citizens will have easy access to attend all meetings. The MCAB will relocate their meeting place, to the new Neighborhood Facility building now under construction, in the main problem area within the Model Neighborhood.

The Model City Staff will coordinate the activities of the citizenry, the State, the County, and the City, seeing that all planned programs in the Model Neighborhood are carried out by various Agencies and groups. The MCS will be responsible for publicity and informing the citizens of the City of the various activities and programs available. They will consult with the Citizens Advisory Committee and use them to provide the programs dealing with health, education, and welfare, to apprise them of the educational and job

training opportunities, and see to it that the indigent families receive proper health training and employment opportunities.

The administrative structure as outlined will be organized and granted powers by resolution of the City Commission.

B. Participation And Committment:

1. State Agency Involvement

The participation by the State Departments will consist of Public Welfare, Road Department, Development Commission, Planning Department, and the State Employment Service. The State agencies mentioned will be required to solve problems such as welfare cases, transportation, recreation, planning and employment.

2. Local Public Involvement

Departments of Putnam County which will be involved in the Model City plan will be the Putnam County Development Authority for new and expanding industrial development, Putnam County School System for educational and technical training purposes, Judge's office to cope with juvenile problems, Putnam County Welfare and Health Departments to provide health services and care for indigents, St. Johns River Junior College for special training courses, and the Putnam County Community Action Program of OEO to provide day care centers, consultation services, and Head-start Programs, and Neighborhood Service Center Services.

Agencies in the City of Palatka are the Palatka Housing Authority, Urban Renewal Agency, Planning and Zoning Boards, and the EGINEERING Department.

The involvement of these agencies will cover decent housing, renewal of slum areas, planning and zoning of the city, and engineering which will be required for street and utility improvements.

The Putnam County Chamber of Commerce and the Putnam County Central Labor Union will provide publicity, advertisement and support for the entire Model City Program.

3. Related Planning Activities

All planning activities of the agencies mentioned will be coordinated through the Model City Staff and referred to the MCAB for review, and written recommendations will be submitted to the CDA for final approval.

The Urban Renewal general neighborhood renewal project will become a key to the elimination of blight in the target area and will be reviewed by the entire Model City administrative organization for approval, and all of the agencies mentioned herein will be required to coordinate this project within the Model Neighborhood plan. The planning of this GNRP program will take in a large portion of the overall Model Neighborhood and the Neighborhood Facility that is expecting to be under construction within 30 to 60 days will be a focal point for meetings for making plans that will help solve problems in our Model Neighborhood.



We also have a small Urban Renewal Project in the planning stage at the present time, expecting to go into Loan & Grant within 30 days. This is a small project that takes in three blocks which has some properties scheduled for total clearance, some properties for rehabilitation and some new homes that will need no rehabilitation work done. It is hoped that we will be able to complete this project within the time schedule for this Model planning program and that we will be able to use our experience in this project in determining how other larger Urban Renewal projects may be effective on a larger scale and that our planning may be hinged around some of these aspects.

Attached hereto is a copy of the resolution from the Urban Renewal Board of the City of Palatka stating their co-operation in the planning efforts of the Model City in relation to their present programs.

RESOLUTION

WHEREAS, the Board of Commissioners of the Urban Renewal Agency of the City of Palatka, Florida, has been informed that the City Commission of the City of Palatka, Florida is considering the submission of an application to the Department of Housing and Urban Development to have the City of Palatka designated as a "Model City" under applicable Federal laws and regulations; and

WHEREAS, this Board is familiar with the so-called "Model City" program and is mindful of the responsibilities and opportunities of this Agency that would accrue from participation in the program; and

WHEREAS, this Board is of the considered opinion that participation by Palatka in the Model City program would bring immeasurable benefits to the citizens of Palatka and the surrounding area, and would establish this community as a progressive and concerned City; it is thereupon

RESOLVED that the Board of Commissioners of the Urban Renewal Agency of the City of Palatka does hereby approve the proposed application of the City of Palatka for designation as a "Model City" under Federal laws and regulations and does commend this project to the City Commission of Palatka and urges speedy and favorable consideration and support for the application and we do further offer our full co-operation in furtherance of these ends. It is further

RESOLVED that a copy of this Resolution be sent to the City Commission of Palatka, Florida and copies made available to the press and communications media.

DONE AND ADOPTED at Palatka, Florida in regular meeting this 2nd day of April, 1968.

---

Chairman

ATTEST:

---

Executive Director

4. Private Agency Involvement

The planning program within the City of Palatka will be coordinated with the Model City plan so that conflicts will not arise. The Merchant's Division of the Chamber of Commerce is cooperating with the City of Palatka to provide funds for the employment of a professional planner for the redevelopment of the downtown shopping area and water front for the City of Palatka. This also will be coordinated with the Model City Plan.

The Committee of 100 and the Chamber of Commerce has indicated support of this program and have offered their services and are willing to help in the planning activities of this program. At this time, it can only be assumed that the nature and extent of their involvement will be a continued support of the program. Committees will be appointed to serve in different problem areas and to develop possible solutions to the determined problems.

5. Private Enterprise

Numerous Business and Professional Organizations, the Local Carpenters and Central Labor Union, as well as the Contractor's and Building supply companies, have stated their interest and support in the Model City program. Their involvement will be to work closely with committees that are assigned projects involving their business and professional

organizations, industry or labor force, in that particular endeavor.

6. Citizen Participation

Citizen's participation in the Model City Program is considered to be the key to a successful plan. The existing Citizens Committee in the City of Palatka, has been a key to the communications from the City Hall to the people living in the areas of the City where low-rent housing has been constructed, where the Neighborhood Facility building is to be constructed, and where the Urban Renewal Project is underway.

We presently have several forms of citizens participation in our City.

1. In the City's Workable Program, is included a Citizen's Advisory Committee that was organized a number of years ago in connection with the workable program, of which is made up of 27 members which represent a cross-section of the community, both White and Negro citizens, are presently serving on this committee. They were appointed by the City Commission to serve in this capacity. They meet monthly to transact business and carry on programs that are of a public nature and have done a very successful job in the past.

The Neighborhood Service Team was organized by the Putnam County Community Action Program, for the purpose of conveying information directly in the homes of the citizens who would not

normally be reached by news media and other forms of public information, so as to inform these people of the Urban Renewal endeavors, public housing endeavors and the Model City's efforts. This organization began just a month or two prior to the Model City Program being passed into law. It organized itself into District Captains and then Block Captains, and has done a lot of good, but lacks a lot yet in accomplishing the ultimate goal.

The Civic and Community organizations, which are made up of citizens ~~can~~ and have been very effective in securing citizen participation.

New Neighborhood Organizations that might be necessary to be organized; would be the continuing support and furthering of the Neighborhood Service Team Organization. The Neighborhood Service Team organization is primarily a citizens group in the minority area. It may become necessary for the City Commission to elect to have a Citizens Advisory Group, made up of possibly 12 people, 6 being appointed by the City Commission, and 6 being selected by the Citizens of the Model Neighborhood Area, so as to have complete representation from all people affected. The Chairman of the Committee could serve on the Model City Advisory Board, so as to have direct communications from the Citizenry to the administrative organization of the Model City Program.

It would then be proposed that all citizen participation related to the planning activities of the program would come through the City's Citizen Advisory Committee, the Neighborhood Service Team and Model City Advisory Committee, to the Model City Advisory Board or directly to the CDA for its regular meetings in the City Hall.

Local Citizens who do not make themselves part of the above organizations are given an opportunity to participate in the planning activities through voicing their opinions, stating their needs and desires, and by being aware that they have the right to voice their opinion to any of the above mentioned organizations as well as directly to the CDA.

7. Community Action Agency

The Community Action Program Agency will play a very important part in the planning activities of this program. They will be asked to provide assistance in the organizing of the community residents in counseling with residents to better inform them through their Neighborhood Service Team.

They will be asked to provide Day Care Centers for residents that may need to be involved in this program and will also participate in helping to inform the residents on the street as to the Model City Program activities. They will avail themselves



and the information acquired to the total planning effort of this program, and will do anything to help coordinate the Model City effort.

PLANNING BUDGET  
FOR CDA  
PALATKA, FLORIDA

<u>Line No.</u>	<u>Activity Classification</u>	<u>Amount</u>
1.	Staff Salaries	\$ 52,210.00
2.	Employee Benefits Compensation	5,090.00
3.	Consultant , Engineering and drafting construct services	16,000.00
4.	Travel	3,000.00
5.	Other Costs:	
	A. Postage	600.00
	B. Office Equipment	4,960.00
	C. Utilities	500.00
	D. Office Rent	1,200.00
	E. Telephone & Telegraph	400.00
	F. Printing & Reproduction (Office Supplies)	1,000.00
6.	TOTAL	84,960.00
7.	Non-Federal Contribution	16,992.00
8.	Amount of Federal Grant	67,968.00

1. Staff Salaries

<u>Position Title</u>	<u>Monthly Rate</u>	<u>Number of Months Assigned</u>	<u>% of time on Model Cities Planning</u>	<u>Total Com- pensation</u>	<u>Non-Fed. Contribution</u>	<u>Nature of Position</u>	<u>Employ. Agency or Dept.</u>
Project Director	\$ 950	12	100%	\$ 11,400		New	Model City Staff
Social & Education Program Analyst	750	12	100%	9,000		New	Model City Staff
Housing In- spector	600	12	100%	7,200		New	Model City Staff
Sec-Book- keeper	500	12	100%	6,000		New	Model City Staff
City Manager	966	12	10 .%	1,160	1,160	Existing	City Staff
Supt./ Public Works	625	12	20%	1,500	1,500	Existing	City Staff
Assistant County School Supt. for Adm	1086	12	10 .%	1,300	1,300	Existing	County School Board/County Staff
Director of Education Services	1000	12	20%	2,400	2,400	Existing	County School Board Staff

<u>Position Title</u>	<u>Monthly Rate</u>	<u>Number of Months Assigned</u>	<u>% of time on Model Cities Planning</u>	<u>Total Com- pensation</u>	<u>Non-Fed. Contrib.</u>	<u>Nature of Position</u>	<u>Employ. Agency of Dept.</u>
Job Train- ing Analyst	\$500	12	100%	\$6,00		New	Contract work/Jr. College
Engineer	900	12	35%	4,950	\$4,950	Existing	City Staff
Assistant County School Supt. for Inst.	1086	12	10%	1,300	1,300	Existing	County School Board Staff
				52,210	12,610		

2. Salary Related Cost and Fringe Benefits

<u>Position Title</u>	<u>Insurance</u>	<u>Retirement</u>	<u>S.S.</u>	<u>Total</u>
Project Director	108	950	299	1,357
Social & Education Program Analyst	108	723	299	1,130
Housing Inspector	108	572	299	979
Job Training Analyst	108	440	264	812
Secretary-Bookkeeper	108	440	264	812
	540	3,125	1,425	5,090
TOTAL				

3. Work to be Carried out by Consultants,  
Engineering and Drafting

- A. Develop detailed work program, by task element, for each item in the proposed work program, including PERT presentation of time schedule network relationship and proposed duration of each major assignment.---\$750.00
- B. Develop a detailed Land Use Inventory by small areas to determine the present distribution and quantities of various land use factors.--  
----- \$1500.00
- C. Investigate the possibilities of establishing a joint City-County Planning Program to undertake the long range planning of the Palatka Urban Area.-----\$500.00
- D. Evaluate existing local efforts to improve the visual appearance of the Model Neighborhood Area and determine what steps should be taken to generate additional individual initiative to clean up and landscape properties. ----- \$1000.00



- E. Review all existing laws, both state and local, which are relative to the comprehensive redevelopment of the Model Neighborhood Area. This work will be assisted by the City Attorney's Office. -----\$500.00
- F. Assist in the development of a 5 year Implementation Program and establish a detailed program for the first year of implementation.-----\$1750.00
- G. Provide specialized assistance in areas of cost-benefit analysis and program budgeting, including developing applications of these procedures adaptable to general city budget preparation processes.----\$900.00
- H. Prepare feasibility studies for low-investment enterprises including capital requirements, special training needs and market potential.-----\$1,300.00
- I. Provide regularly consultation and review to the Model City Staff and the Model City Administrative Board. (A minimum of two regular meeting days per month.--\$ 1,800.00

J. Secure engineering and drafting work,  
contracted by the job; examples: making  
sketches for presentations and drafting  
work for engineer. Engineering work would  
be such assignments as making detailed job  
studies for research and feasibility studies.

Total	\$16,000.00
-------	-------------

4. Travel:

Out-of-Town travel:

6 trips to Atlanta at \$100.	\$600
6 trips to Tallahassee at \$100.	600
2 workshop sessions at \$100.	200

Local Travel:

Use of staff cars	1,600
-------------------	-------

---

Total Travel	3,000
--------------	-------

5. Other Cost:

The following items are estimated on past budgetary experience:

a. Postage	
b. Office Equipment	\$1,000
5 desks at \$200 each	\$1,000
5 chairs at \$75 each	375
2 typewriters	900
1 Calculator	650
10 chairs	250
2 filing cabinets at \$80	160
1 drafting table	100
2 dictating machines at \$475	950
1 transcribing machine	475
Misc. items	100

---

Total Cost	\$4,960
------------	---------

c. Utilities

d. Office Rent

The office space rent is based upon the going rents in the City of Palatka.

e. Telephone and Telegraph.

f. Printing and Reproduction.

Non-Federal Contributions:

The non-federal contributions will be provided in the following manner:

In the foregoing budget break-down, the staff salaries, office equipment and office rent will be used in the proportion that the City and other affiliated agencies are able to contribute that has been indicated in above chart as in-kind contributions. The balance of any needed amount will<sup>1</sup> be in cash.

---

<sup>1</sup> The existing position that is found in the budget breakdown are as follows:

Engineer	\$ 3,780
Supt. of Water & Sewage	1,500
Assistant County School Superintendent	1,300
Director of Educational Services	2,400
Assistant Superintendent for Instruction	1,300

The existing agencies or departments of local government having assigned personnel to work for the Model City Staff will work for the Model City Organization on a task assignment basis with each particular assignment being designated as part of the Model City work program, that would be a definite expense to the Model City program. These persons will be permanently assigned to the Model City Staff on the above mentioned basis, meaning that the Model City Staff may call upon the people needed at any time to perform certain jobs that would be pertinent

to the planning efforts of the program.  
The City Manager will devote 10% of his time,  
which amounts to \$1,160, direct to the Model  
City Planning Program by coordinating the  
CDA and the MCAB.

PART VII

SUMMARY

A. City Description.

Palatka is strategically located on the St. Johns River in the northeast section of Florida, approximately 50 miles south of Jacksonville. The city has an estimated 1967 population of 12,260 persons and has an unincorporated fringe area of approximately 4,690 persons.

Historically, Palatka's economy has been oriented to agriculture and pulpwood products. The giant Hudson Paper Mill is located on the edge of the city and employs nearly 2500 persons, and Florida Furniture Industries, located in the heart of the city, employs approximately 200 persons.

Palatka is an old community having been developed as a lumbering center in the early 19th century. This early development has handicapped recent expansion because of small blocks, narrow streets, and inadequate travel routes to the west.

Today Palatka is a city plagued with a high percentage of sub-standard conditions and a large number of families



with incomes below the poverty level. The city government is unable to provide adequate corrective measures due to its limited fiscal capabilities.

F. Model Neighborhood Description.

The Model Neighborhood contains a total of 1045 acres of area, of which only 610 acres are "built up" and developed. The other acreage is currently in public and private undeveloped area and open space. The Model Neighborhood is contained totally within the city limits of Palatka and accounts for nearly all of the sub-standard sections in the Palatka Planning Area. (See Map \_ Part II)

There are 2067 families residing in the Model Neighborhood Area and 400 of these have incomes of less than \$3,000 annually.

The Model Neighborhood contains the old city with its deteriorated structures, mixed land uses, blighting influences, narrow streets, deteriorated utilities and allied social characteristics. All of the city's negro population is located in this area and occupies most of the 1398 sub-standard housing units.

The Model Neighborhood is penetrated by the mainline

tracks and main switching yards of the Seaboard Coastline Railroad and contains the large Florida Furniture Industries plant, each of which have blighting influences on the adjacent areas.

Because of its strategic location to the emerging Palatka urban area, and its location along the shores of the St. Johns River, the Model Neighborhood Area must play an important role in the future identity of Palatka.

C. Major Problems.

The major problems existing in the Model Neighborhood Area are directly related to the sub-standard socio-economic conditions of the residents living in the area. Nearly all of the problems are inter-related and can only be solved by a comprehensive approach which will provide solutions, not only directly but indirectly, to those activities outside the area which tend to reinforce the problems. The problems as defined in this application are:

1. Physical deterioration of structures and utilities.
2. Inadequate supply of standard low-income housing.

3. Inadequate public facilities.
4. Need for expanded specialized education services.
5. Need for expanded health services.
6. High Juvenile Crime Rate.
7. Inadequate recreational and cultural services.
8. Inadequate staffed Social and Welfare Services.
9. Inadequate fiscal capability to preserve historical structures.
10. City apathy to local problems.
11. Lack of a total comprehensive long-range development program.
12. Lack of Cost-Benefit Analysis and Program Budgeting.

The evidence of the inter-relationship between the major problems can only be seen after a thorough analysis.

The city's apathy to the conditions surrounding the environment of the minority groups have permitted the area to deteriorate both physically and socially. Inadequate educational facilities have caused a chain reaction which is reflected in crime rates, under-employment, and dependence upon welfare. The city's fiscal condition is inadequate to finance needed improvements and has resulted in only token attempts to

establish long range planning and cost-benefit analysis.

D. Proposed Planning Program

The Proposed Planning Program is designed to cover a 12 month period of intensive research and analysis which will culminate in a 5 year implementation program.

The program is designed to renovate all aspects of the living environment in the Model Neighborhood and is heavily oriented toward the upgrading of the areas economic position.

The principal direction of the initial planning period will be toward organization of local efforts and refining of the city's long range goals and objectives. This will be accomplished by in-depth research into the area's assets and liabilities and a community-wide analysis of these elements. This analysis will indicate the direction in which the city should proceed to gain its most effective accomplishments.

The Planning Program is designed as follows:

Phase I - Organization in Planning.

Phase II - Research and Analysis.

Phase III - Review and Evaluation.

Phase IV - Citizen Participation.

Phase V - Plans and Programs.

E. Planning Program Administrative Machinery

The Palatka Model City Program will be administered under the direction of the City Commission which will function as the City Demonstration Agency (CDA). The CDA will appoint a group of lay citizens to the Model Neighborhood Advisory Committee who will function in an advisory capacity to the CDA and carry out their policies. The Model Neighborhood Advisory Committee will be responsible for the daily operations of the Model City Program and will employ a full-time Model City Unit staff to assist their efforts.

The Model City Unit director will be responsible for program development and will work under the administrative policies of the Advisory Committee. See chart in Part 5 .



PART 8. RESOLUTION OF GOVERNING BODY  
AND OPINION OF ATTORNEY

A. RESOLUTION

RESOLUTION OF THE CITY COMMISSION OF  
THE CITY OF PALATKA, FLORIDA, APPROV-  
ING REQUEST FOR FINANCIAL ASSISTANCE  
TO PLAN AND DEVELOP A COMPREHENSIVE  
CITY DEMONSTRATION PROGRAM.

WHEREAS, the City of Palatka, Florida, desires to undertake a comprehensive city demonstration program to rebuild or revitalize large slum and blighted areas and generally improve living conditions for the people who live in such areas, and

WHEREAS, the Secretary of Housing and Urban Development, (hereinafter referred to as the "Secretary"), is authorized to, pursuant to Title I of the Demonstration Cities and Metropolitan Development Act of 1966, make grants to, and contract with, City Demonstration Agencies to pay up to eighty (80%) per cent of the costs of planning and developing such comprehensive city demonstration programs,

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COMMISSION OF THE CITY OF PALATKA, FLORIDA, in regular meeting assembled:

Section 1: Approval is hereby granted [1] for the submission by the City of Palatka, Florida, of a request for financial assistance for the planning and development of a comprehensive city demonstration program; [2] for the provision of any information or documentation concerning the preparation and content of such program as may be required by the Secretary; and [3] for the representation by E. L. Walker, Mayor of the City of Palatka, Florida, or his law-



Palatka, Florida  
Part 8  
Page 2

ful successor, as the authorized representative empowered to act on behalf of the City of Palatka, Florida, in connection with all matters pertaining to the request for financial assistance.

Section 2: The City of Palatka, Florida, hereby agrees to comply with the regulations of the Secretary effectuating Title VI of the Civil Rights Act of 1964, which provide that no person shall, on the ground of race, color or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination in the undertaking of any of the projects or activities assisted under Title I of the Demonstration Cities and Metropolitan Development Act of 1966.

Palatka, Florida

Part 8

Page 3

The undersigned hereby certifies that:

1. That he is the fully qualified and acting City Clerk of the City of Palatka, Florida, and keeper of its official records.

2. The foregoing Resolution is a true and correct copy of the Resolution as finally adopted at a meeting of the City Commission of the City of Palatka, Florida, held on the            day of April, A.D., 1968, and duly recorded in his office.

3. The undersigned is duly authorized to execute this certificate.

IN WITNESS WHEREOF, the undersigned has hereunto set his hand and the seal of said City, this 17<sup>th</sup> day of April, A.D., 1968.



Signature Deleted

HAROLD E. WILLIAMS,  
City Clerk

Palatka, Florida  
Part 8  
Page 4

B. OPINION OF ATTORNEY

City of Palatka  
Post Office Drawer 1100  
Palatka, Florida 32077

Gentlemen:

You have asked for my opinion as City Attorney on several questions presented by the Department of Housing and Urban Development in connection with your application filed with the Department of Housing and Urban Development on or about April , 1968, for a grant under Title I of the Demonstration Cities and Metropolitan Development Act of 1966 for the planning and developing of a comprehensive city demonstration program.

I have examined your application and have also reviewed all pertinent Federal, State and local laws. Based upon the foregoing it is my opinion that:

[1] The City of Palatka is a properly and validly created public body.

[2] The filing of the application has been approved by the governing body of the City by resolution dated April , 1968, and this resolution is the only such resolution pertaining to the application or its subject matter.

[3] The City of Palatka, Florida, possesses the authority under State and local law to undertake the overall planning and administration of the program, including (1) the authority to provide the local share of the costs; (2) the power to contract with the Federal Government and receive and expend Federal funds; and (3) the authority to adopt the administrative structure set forth in Part V of the application, in furtherance of purposes set forth in the Demonstration Cities and Metropolitan Development Act of 1966. (See Chapter 63-1733, Laws of Florida, Acts of 1963, copies of pertinent provisions attached hereto).

Palatka, Florida

Part 8

Page 5

[4] The City of Palatka, Florida, possesses adequate authority under State and local law to permit fulfillment of the Federal laws with respect to relocation, wage and labor standards, and the prohibitions against discrimination on account of race, color, creed or national origin under programs or activities receiving Federal financial assistances. (Sections 107 and 110 of the Demonstration Cities and Metropolitan Development Act of 1966, 80 Stat. 1259, 42 U.S.C. S3307, 3310 (1967); Contract Work Hours Standard Act, 76 Stat. 357 (1967), 40 U.S.C. S327 (1966); Title VI of the Civil Rights Act of 1964, 78 Stat. 252, 42 U.S.C. S2000d-1 (1964); Executive Order 11063, "Equal Opportunity in Housing", 27 F.R. 11527 (1962); and Executive Order 11246, "Equal Employment Opportunity", 30 F.R. 12319 (1965)).

I have made appropriate inquiry and am satisfied that there is no pending or threatened litigation challenging your authority to undertake the overall planning and administration of a comprehensive city demonstration program.

Yours very truly,

E. L. EASTMOORE,  
City Attorney



**Sec. 237. Powers.**

The City of Palatka shall have all the powers necessary or convenient to carry out and effectuate the purposes and provisions of this Act [sections 231—247], including the following powers in addition to others herein granted:

- (a) To undertake and carry out urban renewal projects within its area of operation; and to make and execute contracts and other instruments necessary or convenient to the exercise of its powers under this Act [sections 231—247]; and to disseminate slum clearance and urban renewal information;
- (b) To provide or to arrange or contract for the furnishing or repair by any person or agency, public or private, of services, privileges, works, streets, roads, public utilities or other facilities for or in connection with an urban renewal project, to install, construct, and reconstruct streets, utilities, parks, playgrounds, and other public improvements; and to agree to any conditions that it may deem reasonable and appropriate attached to Federal financial assistance and imposed pursuant to Federal law relating to the determination of prevailing salaries or wages or compliance with labor standards, in the undertaking or carrying out of an urban renewal project, and to include in any

contract let in connection with such a project, provisions to fulfill such of said conditions as it may deem reasonable and appropriate;

(c) Within its area of operation, to enter into any building or property in any urban renewal area in order to make inspections, surveys, appraisals, soundings or test borings, and to obtain an order for this purpose from a court or competent jurisdiction in the event entry is denied or resisted; to acquire by purchase, lease, option, gift, grant, bequest, devise, eminent domain or otherwise, any real property (or personal property for its administrative purposes) together with any improvement thereon; to hold, improve, clear or prepare for redevelopment any such property; to dispose of any real property; to insure or provide for the insurance of any real or personal property or operations of the municipality against any risks or hazards, including the power to pay premiums on any such insurance; and to enter into any contracts necessary to effectuate the purposes of this Act [sections 231—247]; Provided, however, that no statutory provision with respect to the acquisition, clearance or disposition of property by public bodies shall restrict the municipality in the exercise of such functions with respect to an urban renewal project, unless the legislature shall specifically so state;

(d) To invest any urban renewal project funds held in reserves or sinking funds or any such funds not required for immediate disbursement, in property or securities in which savings banks may legally invest funds subject to their control; to redeem such bonds as have been issued pursuant to section 10 [240] of this Act at the redemption price established therein or to purchase such bonds at less than redemption price, all such bonds so redeemed or purchased to be cancelled;

(e) To borrow money and to apply for and accept advances, loans, grants, contributions and any other form



of financial assistance from the federal government, the State, county or other public body, or from any sources, public or private, for the purpose of this Act [sections 231—247], and to give such security as may lawfully be required and to enter into and carry out contracts in connection therewith. The municipality may include in any contract for financial assistance with the federal government for an urban renewal project such conditions imposed pursuant to federal laws as the municipality may deem reasonable and appropriate and which are not inconsistent with the purposes of this Act [sections 231—247];

- (f) Within its area of operation, to make or have made all surveys and plans necessary to the carrying out of the purposes of this Act [sections 231—247] and to contract with any person, public or private, in making and carrying out such plans and to adopt or approve, modify and amend such plans. Such plans may include, without limitation: (1) a general plan for the locality as a whole, (2) urban renewal plans, (3) preliminary plans outlining urban renewal activities for neighborhoods to embrace two or more urban renewal areas, (4) plans for carrying out a program of voluntary or compulsory repair and rehabilitation of buildings and improvements, (5) plans for enforcement of State and local laws, codes, and regulations relating to the use of land and the use and occupancy of buildings and improvements and to the compulsory repair; rehabilitation, demolition, or removal of buildings and improvements, and (6) appraisals, title searches, surveys, studies, and other plans and work necessary to prepare for the undertaking of urban renewal projects. The municipality is authorized to develop, test and report methods and techniques, and carry out demonstrations and other activities, for the prevention and the elimination of slums and urban blight and to apply for, accept and utilize grants of funds from the federal government for such purposes;

- (g) To prepare plans for the relocation of persons (including families, business concerns and others) displaced by an urban renewal project, and to make relocation payments to or with respect to such persons for moving expenses and losses of property for which reimbursement or compensation not otherwise made, including the making of such payments financed by the federal government;
- (h) To appropriate such funds and make such expenditures as may be necessary to carry out the purposes of this Act [sections 231—247], and to levy taxes and assessments for such purposes; to zone or rezone any part of the municipality or make exceptions from building regulations; and to enter into agreements with an urban renewal agency vested with urban renewal project powers under section 15 [245] of this Act (which agreements may extend over any period, notwithstanding any provision or rule of law to the contrary), respecting action to be taken by such municipality pursuant to any of the powers granted by this Act [sections 231—247];
- (i) To close, vacate, plan or replan streets, roads, sidewalks, ways or other places; and to plan or replan any part of the municipality;
- (j) Within its area of operation, to organize, coordinate and direct the administration of the provisions of this Act [sections 231—247] as they may apply to such municipality in order that the objective of remedying slum and blighted areas and preventing the causes thereof within such municipality may be most effectively promoted and achieved, and to establish such new office or offices of the municipality or to reorganize existing offices in order to carry out such purposes most effectively; and
- (k) To exercise all or any part or combination of powers herein granted. (Acts 1963, Ch. 63-1733, § 7)

## RAVINE GARDENS

Nature has provided for the City of Palatka an eighty-five acre ravine which, in 1934, through the Federal Relief Program, was developed into an Azalea Ravine Gardens. During the Second World War years, the gardens were neglected because of the lack of man power and City funds to properly maintain them. Therefore, undergrowth and water systems were neglected and the gardens have become somewhat of a jungle and only during the months the azaleas are in bloom are they attractive enough to appeal to visitors. In the past years the City has made efforts to restore the gardens to what they once were, a national attraction for the tourist visiting our State, but because of the size of the gardens and demands placed upon our City, funds have not been adequate to do the job.

It is hoped and planned through the Model City Program funds can be received to employ necessary personnel to rebuild the Ravine Gardens and maintain them properly as an attraction to bring tourists and dollars into our community. It is estimated that it would require twenty-five full-time employees for proper maintenance to the Ravine Gardens. At present the City can only provide four employees. After the gardens are restored to the beauty they once were, so that visitors will visit them on a year-round basis, the income will be sufficient to pay for the upkeep and advertising of the gardens.





The above picture represents one of the buildings at the entrance of the Ravine Gardens which was used for Concession at one time, and is sometimes used now for picnics and used on special occasions. The extreme top circular portion was at one time used for the Boy Scouts of America local Eagle's Nest, but due to the structural conditions it is unsafe at the present time and needs restoration.



This picture represents that part of the Garden structure that has been partially restored by the City. As you can see, this has not been kept because of very limited funds.

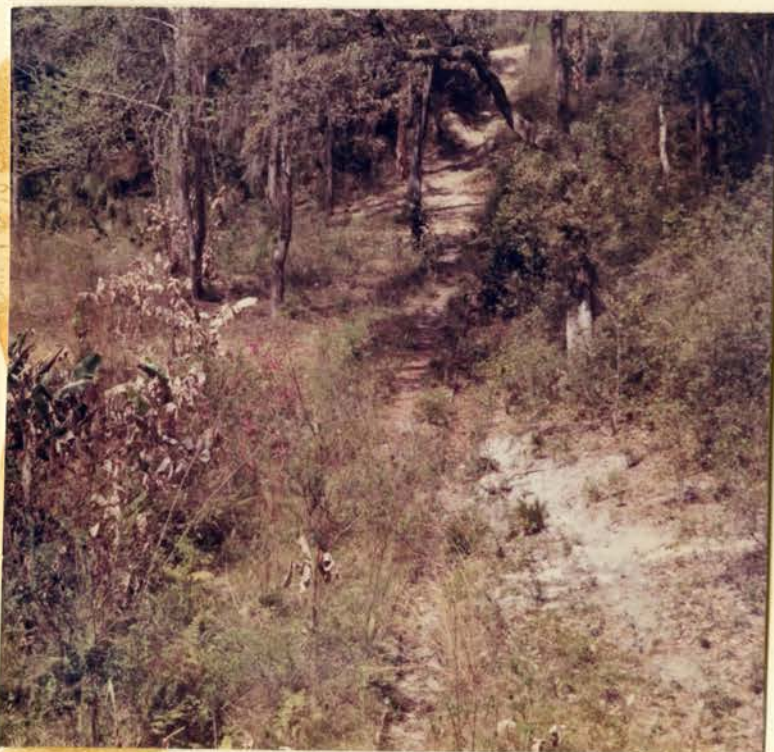


This is a picture of the Azalea Bowl, one of the oldest baseball diamonds in the State. Was built in conjunction with the Ravine Gardens. Babe Ruth played in this stadium.



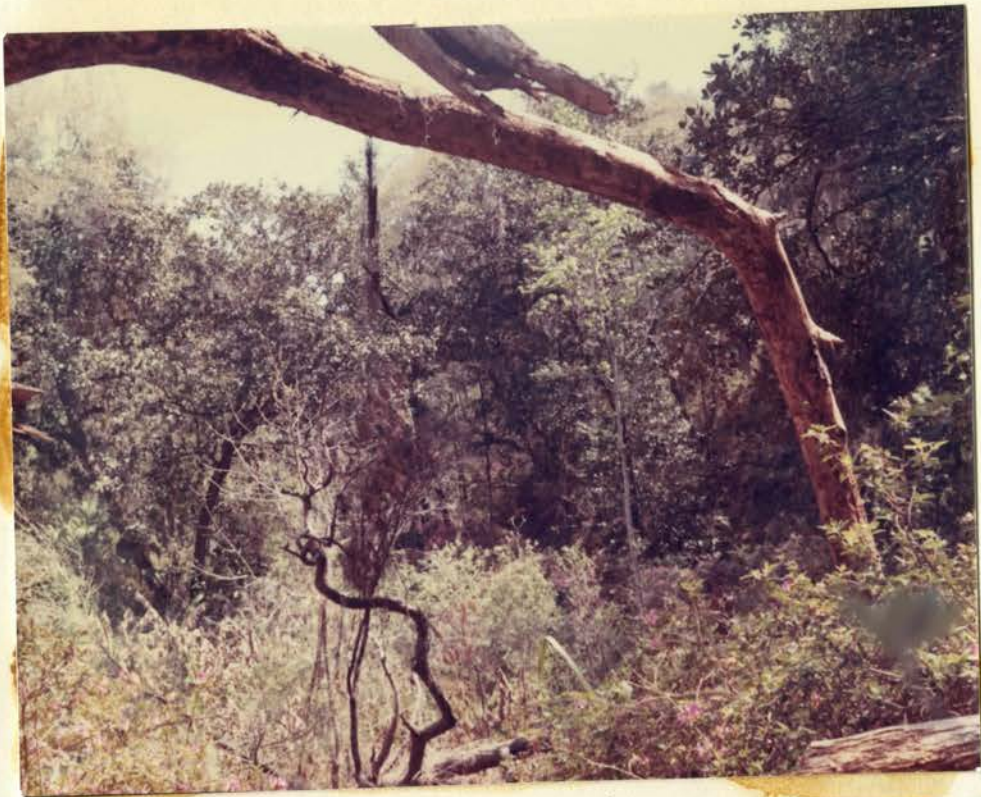


This picture was taken from the road that circles the top of the Ravine looking down to the base of the Ravine. Notice by the trees the extreme sharp drop of the Ravine, the heavy undergrowth, the Azaleas, and the large overhanging trees.



This picture will show one of the eroded trails that lead through the slopes to the base of the Ravine. Notice the growth of weeds and bushes intermingling the Azaleas and other rare plantings.



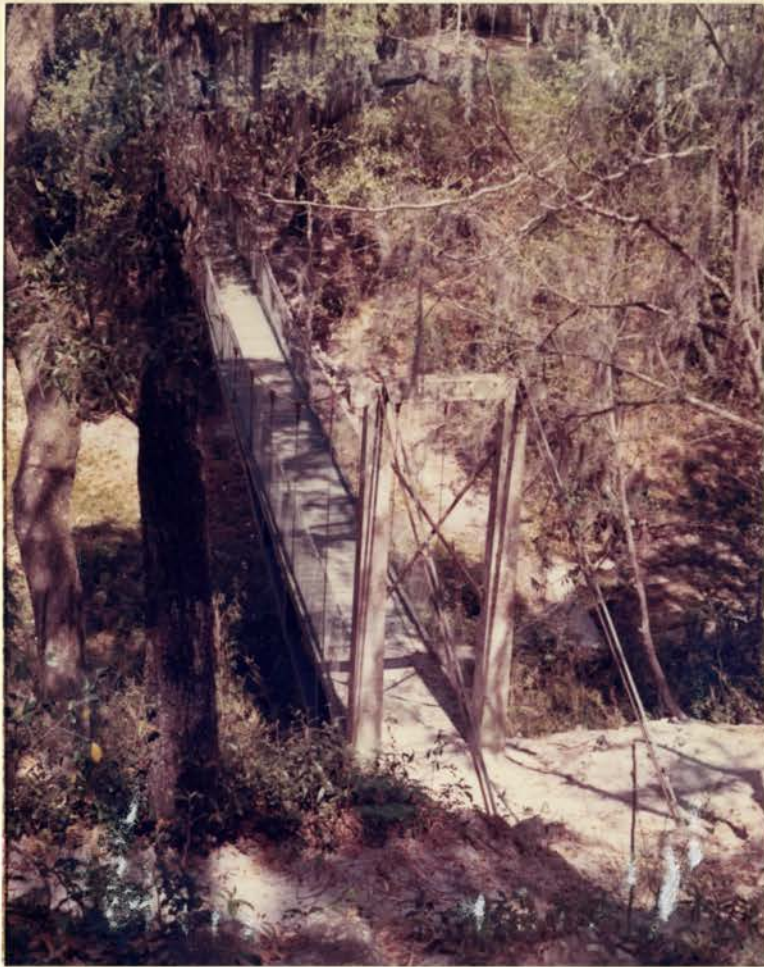


This picture shows the Azaleas as well as the blown down trees. Notice the extreme undergrowth of weeds and bushes, which conceal the beauty.



This picture shows the depth of the Ravine from a slope of the Palm trees in the foreground.





This picture shows one of the 2 swinging suspension bridges that were built to cross the Ravine. This one has been restored, the other has deteriorated and only the concrete columns remain. It also shows the eroded slopes of the Ravine. In the extreme bottom of the Ravine, on the right hand side of the bridge, you will see one of the concrete dam that created a lake, this has now broken and cannot retain the planned water pool.



This picture shows the extreme slope of the Ravine. At one time trails were stair stepped for viewers to walk through the Ravine as you can see, they have not been maintained and are deteriorating.





This picture shows the extreme bottom of the Ravine looking East standing from the swinging bridge. The stream running through the center shows the undergrowth in the bottom of the Ravine and along the slopes. In the foreground, you can see a little clearing that has been done by the City. But today; not being properly landscaped, it has no beauty. The beauty is lost and the undergrowth has taken over the original landscaping. The expense of maintaining this area has lead to this condition.



TOM ADAMS  
SECRETARY OF STATE

## Secretary of State

STATE OF FLORIDA

THE CAPITOL

TALLAHASSEE

32304

April 9, 1968

Honorable E. L. Walker  
Mayor of the City of Palatka  
City Hall  
Palatka, Florida

Dear Mayor Walker:

It is my understanding that the City of Palatka has made an application under the Model Cities Program.

We have followed the development of Palatka with great interest during the last few years. You are to be commended for the progressive, forward looking administration which you and the members of the Commission have initiated. Certainly with the help of this Federal program, you will be allowed to accomplish even more progress. Please accept this letter as my offer to assist you in every proper way in the programs which you and the Commission have set out.

With every good wish and warmest regards, I remain

Sincerely,

Signature Deleted

Secretary of State

TA/cjk

The following list of organizations have supported the Model City Program by submitting a letter of their support to the Chairman of the Model City Planning Grant Committee.

Also attached are several copies of such letters. Others are on file in the City Hall, City of Palatka, Florida.

Putnam County Community Action Committee, Inc.  
State Department of Public Welfare  
Putnam County Health Department  
Putnam County Special Services (Formerly Welfare)  
Putnam County Medical Society, Inc.  
Putnam County Chamber of Commerce  
Florida State Employment Service  
Board of Rules and Appeals  
Carpenters Local Union #1500  
Palatka Gas Authority  
Palatka Public Library  
Board of Cemetery Trustees  
Citizens Advisory Committee  
Putnam County Chamber of Commerce, Merchants Div.  
Committee of 100  
Neighborhood Service Team  
Claude L. Conway



# The First Presbyterian Church

ORGANIZED 1856  
SOUTH SECOND STREET  
PALATKA, FLORIDA



ARTHUR WILSON RIDEOUT, M. A., B. D., MINISTER  
J. RALPH NEALE, D. D., MINISTER-EMERITUS  
CHURCH PHONES 328-1435 - 328-1436  
MINISTERS HOME 328-1060

KENDRICK W. MAJOR, CLERK OF SESSION  
WILLIAM J. HARTLEY, JR., TREASURER  
MAIL ADDRESS: P. O. BOX 297  
PALATKA, FLORIDA 32077

April 5, 1968

Mr. John D. Atkins, Commissioner  
Chairman of the Model City Planning Grant Committee  
The City of Palatka  
Palatka, Florida

Dear Mr. Atkins:

Enclosed herewith is information submitted by The Citizens Advisory Committee of the City of Palatka, Florida as requested by your Model City Planning Grant Committee and approved by our meeting held at The City Hall, Palatka, Florida on April 3, 1968.

You are hereby authorized to use this information in the Model City Planning Grant Application to be submitted for approval by the Regional Federal authorities.

Our committee gave its hearty endorsement and has offered its full cooperation in the filing of a Planning Grant Application.

Please call us for any further service by which we may enable you to render Palatka most worthy of consideration and approval of a Planning Grant.

Most sincerely yours,

Signature Deleted

Arthur Wilson Rideout, Chairman  
Citizens Advisory Committee  
The City of Palatka  
Palatka, Florida

AWR:slf



March 19, 1968

Model City Planning Grant Committee  
Drawer 1100  
City of Palatka, Florida

Dear Mr. Chairman:

Enclosed herewith is information submitted by the Putnam County Committee of 100 as requested by your Committee and approved by its Board of Directors. You are hereby authorized to use this information in the Model City Planning Grant Application to be submitted for approval by the Regional Federal authorities.

Let me assure you and your Committee that we will cooperate with filing of a Planning Grant Application.

If we can be of any further service to you, please call upon us.

Very truly yours,

Signature Deleted

Robert L. Pringle Jr.  
Chairman

RLP:jv



*Putnam County*

Chamber of Commerce



■ HAMILTON GORDON  
EXECUTIVE VICE PRESIDENT

■ 208 N. 2ND ST. ■ P. O. Box 550

■ TELEPHONE (904) 328-1504

PALATKA, FLORIDA  
32077

March 21, 1968

Model City Planning Grant Committee  
Drawer 1100  
City of Palatka, Florida

Dear Mr. Chairman:

Enclosed herewith is information submitted by the Merchants Division of the Putnam County Chamber of Commerce as requested by your Committee and approved by it. You are hereby authorized to use this information in the Model City Planning Grant Application to be submitted for approval by the Regional Federal authorities.

Let me assure you and your Committee that we will cooperate with filing of a Planning Grant Application.

If we can be of any further service to you, please call upon us.

Very truly yours,

Signature Deleted

George Sanders, Chairman  
Merchants Division

GS:jv



TO: The Honorable City Commission  
FROM: Neighborhood Service Team  
SUBJECT: Model City Program

It is our understanding that there is still an opportunity for Palatka to enter the 1968 Model City contest. In view of this fact, we, the members of the Neighborhood Service Team recommend that Palatka enter an application as soon as possible.

In view of the benefits and advantages such a program might offer to the residents of the area served by our organization, we, therefore, wholeheartedly will support this effort in every way possible to make our city a winner.

NEIGHBORHOOD SERVICE TEAM

Signature Deleted

By:

C

Chairman

**CLAUDE L. CONWAY**

**REAL ESTATE AND RENTALS**

**PHONE HOME 325-3692 OFFICE 325-7474**

**PALATKA, FLORIDA**

March 20th, 1968

Model City Planning Grant Committee  
P. O. Drawer 1100  
City of Palatka, Florida 32077

Dear Mr. Chairman:

Enclosed herewith is information submitted by me concerning the planning grant application for approval by the Regional Federal Authorities. We have about 150 low rental tenants and commercial tenants. About 25% of the 150 is commercial property.

I fully endorse the program of the committee for a Model City. I do not see any other way out to carry out any kind of a renovating project in our community. This is the only way that I see that we can clear up the blight areas in our community.

Sincerely yours,

Signature Deleted

C. L. Conway

CLC/jlw



LOCAL UNION No. 1500

# United Brotherhood of Carpenters and Joiners of America



PALATKA, FLA., March 28, 1968

Model City Planning Grant Committee  
Drawer 1100  
City Of Palatka, Florida

Dear Mr. Chairman:

Enclosed herewith is information submitted by Carpenters Local Union #1500, AFL-CIO of Palatka, Florida as requested by your Committee and approved by the membership. You are hereby authorized to use this information in the Model City Planning Grant Application to be submitted for approval by the Regional Federal Authorities.

This is to inform you of additional hardships on and excessive traveling cost of the members of Carpenters Local #1500 AFL-CIO of Palatka, Florida. These men must travel about 70 miles per day or 350 miles per week, to work on the Ureka Lock in Marion County, due to the lack of employment in this district. At this time some 35 workers are making this trip each day.

Let me assure you and your Committee that we endorse the filing of a Planning Grant Application. If we can be of any further service to you, please call upon us.

Very truly yours,

Signature Deleted

President of *Beverly A. [Signature]*  
Carpenters Local #1500

Signature Deleted

Acting Recording Sec. of  
Carpenters Local #1500

# Four Will Represent Palatka At Model City Conference

Four city officials will represent Palatka at the regional conference on model cities of the Department of Housing and Urban Development in Atlanta, Wednesday afternoon.

Mayor E. L. Walker, Commissioner Harry Brown, City Manager Harold Williams and Frank Crabtree, manager of the Palatka Housing Authority, left this afternoon and will return to Palatka Wednesday night.

Palatka has been mentioned as a possible "model city" for the HUD program. It is one of four Florida cities on the list, which contains the names of cities all over the United States that have expressed an interest in becoming a model city.

The regional conference is expected to draw officials from Ala-

bama, Florida, Georgia, Kentucky, Mississippi, North Carolina, South Carolina and Tennessee.

Edward H. Baxter, regional administrator for HUD, noted the model cities program is now officially in business and that cities may begin to apply for planning funds.

The standards and other application data are contained in a 57-page book entitled, "Improving the Quality of Urban Life — A Program Guide to Model Neighborhoods and Demonstration Cities." The book is designed for use by public officials interested in applying for model cities aid, Baxter ex-

plained. It includes information and instructions on how to develop a proposal and apply for planning funds; what constitutes a model neighborhood area; program standards; Federal financial aid; planning and developing a comprehensive city demonstration program; and an appendix containing the model cities legislation and the kinds of activities that might be included in a city demonstration program.

Under the model cities program, HUD will provide grants to cities for planning and carrying out a program that concentrates a coordinated range of Federal, State and local resources, including private as well as public, on a specific hard-core poverty neighborhood to demonstrate ways in which the social, physical and economic problems of the people in that neighborhood can be solved or substantially alleviated. HUD has an appropriation of \$11 million for planning grants for the current year, ending June 30, 1967.

"HUD is now ready to review applications as soon as they are submitted," Baxter said. "However, this does not mean that they will be approved on a first-come, first-served basis. We want to make sure that cities of all sizes and from all parts of the nation have an opportunity to apply, particularly from the entire eight-state area of Region III. That is why, in the planning application stage, we are placing more emphasis on such elements as understanding the needs of the suggested neighborhood and its residents, and the commitment and ability of the city to carry out a model cities program, rather than an elaborate complicated proposal."

124/67

# Model City Target Area Outlined by Committee

The Citizens' Advisory Committee for federal programs in which the City of Palatka may become engaged has set the target area for the proposed Model City project.

The group, made up of 27 appointees, outlined the area at a workshop session Monday night. Next week, they will take up a second part of the work necessary for making recommendation to the City Commission.

A rough outline of the target area was:

An area running roughly north from the River along Eagle Street to Ninth Street; West along Ninth Street to Wapalaw Street; north on Wapalaw to the city limits and Northwest to intersect Dunham then South on 20th and 19th to Oak Street; East on Oak to 13th Street; South on 13th and South 15th out Twigg to Moseley then enclosing Ravine Gardens east back to the river and along the river to the point of beginning.

Selection of an area is part of the work necessary for the application which the City of Palatka will make to the Department of Housing and Urban Development, if the City proceeds with the application.

At a public meeting, Feb. 13, representatives of various groups and agencies agreed that Palatka should go ahead with preparation for making the application and then at a later meeting decide whether or not to file the application.

The Model City program has been proposed to help 70 cities in the United States bring themselves a new look through various federal

programs. Under the Model City plan, local funds for matching federal funds would be at a minimum.

The Citizens' Advisory Committee, charged with the responsibility of recommending the target area,

is composed of: Robert L. Britt, chairman, C. E. Beckler, Frank Boutwell, Fred Brooks, Dr. J. A. Long, H. H. White, Harold Watts, Terry Pacetti, Ed S. Clark, Mrs. (Continued on page Two)

## Model City

(Continued from page 1)

Flossie Dixon, T. H. Jacoway, Harry Stelts, C. Milton Carter, E. R. Williams, Mrs. Fenton Morris, O. C. Henderson, Keith Steen, C. J. Mathews, Mrs. C. L. Davis, Jr., Chuck Linton, James Price, Arthur Rideout, Mrs. Eunice Cloud, Hugh-ey Paige, Bill Germany, Mrs. Marjorie McClain and Paul Hege.

The Community Action Program committee will make a survey required for the Model City application, the CAP board agreed at a meeting Thursday.

The schools have received material for making a survey of school children.

Eleven million dollars have been appropriated by Congress for model city planning. Funds for programs must be appropriated although some \$924 million has been allocated for the model cities program. Palatka is one of three cities in Florida under consideration.

A Model City program would be administered under the City Commission or a board named by them.

PICTURE ON FOLLOWING PAGE



# City Officials Hear Plans For Model City Program

Indications are that Palatka probably would be considered for "model city" program, Mayor E. L. Walker said today upon his return from Atlanta where he and three others from Palatka attended a regional HUD conference Wednesday.

Palatka, Tampa and Miami have been mentioned for the federal program which will get underway soon. Applications are now being received and May 1 has been set as the probable deadline, Walker said.

It was pointed out in the conference that urban renewal authority would be necessary and that a workable program, although not required, would be valuable. Palatka has both.

City Manager Harold Williams, who accompanied Walker, City Commissioner Harry Brown and Palatka Housing Authority direc-

tor Frank Crabtree, said a community must show that it has a will to carry out a model city plan. He reported that the federal government would supply

80 per cent of the money with local sources contributing 20 per cent.

Seven states were represented at the conference.

1/24/67

## Commission To Talk of 'Model City'

The Palatka City Commission will consider making application under the "model city" program of the federal government.

The possibility of Palatka entering into such an application has been under discussion for some time. It was the only small city in Florida which had indicated interest in the model city program before the national program was authorized in January.

Also on the agenda will be naming the fire station which will be erected on North Eleventh Street between St. Johns Avenue and Reid Street. Firemen have asked that it be named after Mike Phillips, volunteer chief for over 40 years. Among other items will be bids on the fence for the garbage disposal site, N. 11th St.; bids on two tractors, one for the City lot and the other for the golf course and bids on three police cars.

Boy Scouts will be present tonight to take part in the meeting as part of the observance of National Boy Scout Week. The youngsters were guests of the City Commission at the Town House today at luncheon.

2/9/67

# Palatka To Pursue Model City Plan

With a vote of four to one, Commissioner Toby Cameron dissenting, the Palatka City Commission last night agreed to have City Manager Harold Williams proceed to set up the necessary activity to make application for Palatka to become a Model City under the HUD Federal program.

Cameron said he did not understand all that was entailed in such an application and felt none of the commissioners was well enough versed in all the ramifications of the program to enter into it without further study.

Part of the plans for making the formal application will require the city manager to hold joint meetings with practically the entire community. The first of such meetings will be with the Citizens Advisory Committee on Monday night, Feb. 13, when the plan will be presented for further work, study and planning. Frank Crabtree, Housing Authority manager pointed out that it would require the city a minimum of two and one half months to compile the application. Deadline for the application is May 1.

Under a plan submitted by the Palatka Housing Authority, the City of Palatka may complete paving streets within the low rent housing project and connect with streets leading from the area by borrowing money from the authority's development funds, without the city issuing revenue certificates, according to City Attorney E. L. Eastmoore. The money would be repaid in a long range program a low rate interest.

Eastmoore's opinion was based on information presented at last night's City Commission meeting.

Frank Crabtree, Housing Authority Manager, said the only funds incurred would be a percentage of the "rents in lieu of taxes" payments made to the city from the rental of the units in the project. Estimated cost, not including the extensions necessary to tie the paving in with present city streets, was put at \$135,000. The extensions would cost approximately \$18,000 more, according to City Manager Williams.

The program became more realistic when it was suggested that the county, might also relinquish its part of the rents receiver to support the paving program. Commissioners Dave Broadway and Toby Cameron were appointed as a committee to determine the county's position on the proposed project.

Col. William Payne, commander of the Palatka unit, National Guard, proposed that the city pave a parking area at the armory in exchange for free rental of the armory for the city's recreational activities now held there and are budgeted in the city's program.

Williams estimated the cost of approximately \$2,800 could be refunded the city in about two years. Presently there are from 30 to 36 times a year the armory is rented by the City at a cost of around \$30 each time. Commissioners agreed to the proposal with the work begin done on the basis of availability of equipment and crews. At the same time the parking area will eliminate the blind spot at the corner of Twigg and Moseley, due to cars being parked in front of the Armory.

Commissioners authorized Mayor E. L. Walker and Commissioner J. C. Godwin, Civic Beautification Committee, to attend the presentation of Palatka's beautification award in Washington. The commission accepted low bids, subject to the equipment committee's study and approval, for two tractors for the golf course and city lot, Florida Truck and Tractor was apparent low bidder at \$4,621. Hickenlooper Motors was apparent low bidder for three police cars at \$5,156; George C. Cole, Jacksonville, apparently bid low for the fence at the city dump at \$1,080.

Commissioners approved the recommendation of the city manager raising the rank of two police officers, Carl Moody, from lieutenant to captain and Dave Walker from sergeant to lieutenant, also two other officers, John Woodruff and A. V. Belcher, who have been advanced to corporal rating.

2/10/67



# Community To Hear Model City Presentation

2-13-67

Palatkans will have an opportunity tonight to learn what becoming a "Model City" can mean for the community.

The City Commission has called a meeting for 7:30 p.m. in the Civic Center to make a formal presentation of the proposed Model City Program for which the city commissioners are contemplating making an application.

City Manager Harold Williams said today that all of the appointed boards of the City of Palatka and representatives of business groups, civic clubs and religious organizations are asked to be present.

Some \$925 million has been appropriated by the Federal government for the model city program which not over 70 cities throughout the country may become models for others to follow. Palatka was the first small city showing an interest in the program and has been the only small city in Florida on the list.

Frank Crabtree, manager of the Palatka Housing Authority and the Urban Renewal Board, viewed the program as one in which the federal government will be looking for cities which come up with new and unique ideas.

He said that the program is designed to muster all private, local and federal resources in order to re-develop and revitalize a community with the hope of bringing additional economy. It is designed to bring about better job opportunities, better housing and better business opportunities.

Crabtree pointed out that the meeting tonight is not an effort to "try to sell" the Model City Program to Palatkans, but it is only afford an opportunity for a presentation so that the City Commission will know whether or not to proceed with work on the application.

# Representative Turn - Out Hears About Model City

2-14-67

By LORA S. BRITT  
Daily News Editor

Nearly 100 representatives of 33 public boards, public agencies, business and industry turned out last night to hear the model city presentation by Palatka city officials.

Reassured at several times that city officials were not "trying to sell" the program but only to inform the community, those attending gave almost unanimous approval to proceeding with compilation of material for the application.

Consensus was that after preparation of the application, which will require nearly three months, the city would present its findings to the community at another open meeting when it will be decided if Palatka should proceed to file the application with the federal Housing and Urban Development department.

W. P. Brown, president of the Chamber of Commerce, summed up the almost two-hour discussion by stating that the community would be concerned with three points: The program's philosophy, needs of the plan and how to pay for it. He suggested that the various organizations make themselves available to help in "some fashion" in putting together a plan, leaving the philosophy until later.

"We're ready and willing," said Brown, "to make available whatever manpower and talents we have to assist in gathering material, reserving for a later date our opinion on the philosophy and the financing."

Rev. Arthur Rideout, pastor of the First Presbyterian Church, added two points to those of Brown: Value in making a self study of the community and the value as a demonstration city with the anticipated number of visitors en route to Disney World in Central Florida.

Mayor E. L. Walker, who opened the meeting, said that a model city program could not be undertaken without the support of the entire community.

"Palatka is in a unique position," he said, pointing out that the city already has a Workable Program, Urban Renewal legislation, a federal low-cost housing program underway and code enforcement authority.

(Continued from page One)  
"We are way out in front," he said. "We can sit and wait until the other cities in Florida catch up with us or we can 'take the bull by the horns' and go ahead." Among cities he mentioned as beginning to undertake some of the programs which are already underway here were Daytona Beach, Jacksonville, Starke and Sanford. City Manager Harold Williams said that the model city program is primarily for the elimination of slums and blighted areas and goes further than urban renewal. It is designed to help bring about more industrial development, better education and training for employment, the development of industry to hire the newly trained.

According to explanation from slides presented by Frank Crabtree, manager of the Palatka Housing Authority and executive director of the Urban Renewal Board, becoming a model city would mean 80 per cent more federal share of funds for federal programs. For example, a city now matching \$1,875,000 federal funds with \$880,000 in local funds, would receive an additional \$704,000 in federal funds, thereby reducing the local share to \$176,000.

Urban renewal and urban beautification would be under HUD; Head Start and Community Action, under the Office of Economic Opportunity; and Vocational Education and Hill-Burton hospitals, under Health, Education and Welfare.

Crabtree pointed out that under the program, many projects would be available of which private enterprise could take advantage. An objective of the model city program is to involve private programs also, he said.

Williams outlined the program. "We prepare a plan. They (the federal agencies) set forth the requirements. Then if we agree, we have to carry it out. An agency of administration would be named. It could be the city commission or someone else named by the commission."

Asked by Phil Devlin of the Zoning Board about federal controls that the program would have, Crabtree said that federally financed programs are entered into for a specific length of time. For example, he said, the local Housing Authority will own the low-cost housing now under way at the end of 40 years. When the local Urban Renewal Board enters into contract, it will be for three years and when the project is completed "there are no strings attached." In the proposed neighborhood facility, he said, the only string attached is the city must agree that anyone, regardless of race, creed, may use it during the 20-year period of the contract.

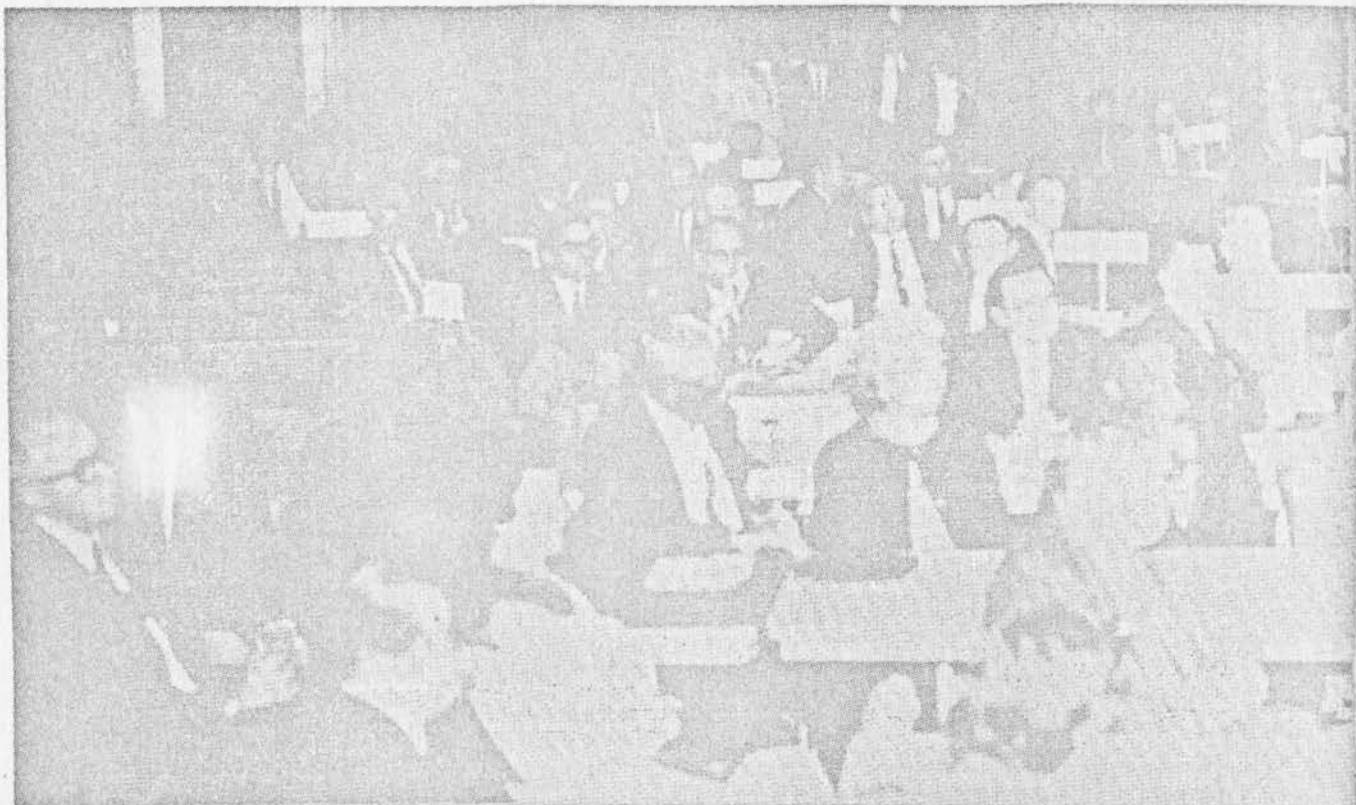
In answer to the question of Gene O'Connor, Chamber of Commerce, if the program could include a barge port development, City Attorney E. L. Eastmoore said that the program is primarily for slum and blight clearance but that if it could be shown that there would be advantages from it to raise the social and economic standards of the people, a barge port might be included.

Represented at the meeting were the Palatka City Commission, the Planning Board, Zoning Board, Board of Rules and Appeals, Urban Renewal Board, Palatka Housing Authority, Palatka Gas Authority, County Commission, School Board, Committee of 100, Chamber of

Commerce, Board of Realtors, Community Action Committee, Bi-Racial Committee, Citizen's Advisory Board, Palatka Library Board, Palatka Cemetery and Parks Board, Putnam County Bar Association, Putnam County Medical Association, Automobile Dealers, oil and petroleum industry, building supply and contractors, retail merchants, insurance underwriters, railroads, industry, Jaycees, motels, property owners and several individuals.

2/14/67

PICTURE ON FOLLOWING PAGE



APPROXIMATELY 100 CITIZENS and civic club members hear the model city program explained during a citizens meeting at the Civic Center last night. City Manager Harold Williams was moderator for meeting the panel of Eugene Eastmoore, city attor-

ney; Mayor E. L. Walker, and Frank Crabtree, executive director of the Palatka Housing Authority.—Daily News photo by John Huber, Jr.

2/14/67

# Here Is The Purpose Of Model City Program

What is the model (demonstration) city program? This is the question that has already been asked countless times since the City of Palatka first announced that it was interested in making application for this program.

For the information of the public the report on the program issued January, 1966, by the Department of Housing and Urban Development, Washington, is given here.

Only 70 cities in the United States will be selected as model cities. Already \$11 million has been appropriated for planning funds and the remainder of the \$924 million for planning and carrying out the plans during the next four years has been allocated.

The City of Palatka will proceed with gathering necessary material for the application and then present it to the community for consideration before May 1, when the deadline for application has been set. Palatka is the only small city in Florida so far indicating interest in the model city program. Miami and Tampa are the large cities now preparing application folios.

## What Is a Comprehensive City Demonstration Program?

It is a program to improve large slum and blighted sections by use of all available Federal aids and local private and public resources to improve the general welfare of people who live and work in the areas.

## What Is Required to Have a Demonstration Program?

There are eight requirements to obtain this Federal assistance.

- The local program must be large in scope, both physically and socially. It should aim at wiping out or arresting blight and decay in entire sections or neighborhoods. It should increase the supply of decent housing at low and moderate cost. It should make marked progress toward improving the education and reducing disease and idleness of those who live in slums and blighted areas. And it should have a sound impact on the entire city.

- The program must contribute to a well-balanced city. One result must be adequate city-wide facilities. This would include better schools, transportation and recreation, good access to centers of employment, and housing for all income levels.

- The program must call for widespread citizen participation in all its phases. It should provide jobs and training for those living in the area, as well as offer social and educational services to the poor and disadvantaged living there.

- The program must be assured of enough local resources to reach completion on schedule.

- The program must be supported by all local government units concerned. Local agencies to be involved must show their intent to cooperate with the city government so that the program will be carried out with complete coordination.

- The program must assure that those displaced by renewal efforts will be satisfactorily relocated.

- The program will assure full opportunity in choice of housing for all citizens.

- The program will meet such other requirements as the Secretary shall call for to carry out the purposes of the Act. 2/15/67



# Model City Program

(Continued from page 1)

## What Other Factors Must Be Considered?

The Secretary must make five added judgments in determining whether the program should be approved for a city. They are:

- He must make sure that local laws and other local requirements are consistent with program goals.
- He must be certain that the program will apply high standards of design and not destroy existing natural, historical or cultural characteristics.
- He must decide that costs are held down by use of the best building methods, materials and design.
- He must make sure that the program will reduce housing segregation by race and income levels.
- He must see to it that the program fits in well with comprehensive planning for the entire metropolitan or urban area.

## What Amount of Federal Aid Can the City Get for Planning the Program?

The secretary can pay the city's demonstration agency 90 percent of the costs of planning and developing the program.

## After Program Approval, What Amount of Federal Aid Can Be Obtained?

Grants will be available to meet 80 percent of the costs of administering the program. In addition, a grant up to 80 percent of the required local share of the cost of projects or activities assisted by Federal grants-in-aid will be available to help carry out all the projects or activities included as part of the program. There are safeguards to assure that a city cannot take advantage of this Federal aid program by cutting down on its level of expenditures on activities similar to those assisted in the demonstration program.

## What Agency Administers the Program?

A locality designates its own Demonstration Agency to coordinate the program. The agency applies for a grant to plan the program. When the plan is approved the agency carries out the program.

The agency can be an existing

agency or agencies combined together to carry out the program.

## Will Other Federal Agencies Cooperate?

Yes. The Act requires the Secretary to consult with other Federal departments and agencies on all aspects involving Federal grant-in-aid programs. He will do this before making a commitment for grants for city demonstration programs.

2/15/67





THE CITIZENS' ADVISORY COMMITTEE for the City of Palatka's federal programs studies a possible target area for the proposed Model City application during a meeting at City Hall, Robert L.

Britt, chairman, points out an area on the map. The Committee's decision will go in the form of a recommendation to the City Commission.—Daily News photo by John Huber.

3-1-67

## Civic Affairs Committee Okays Model City Plan

3-21-67

Members of the civic affairs committee of the Chamber of Commerce voted last night to recommend to the board of directors of the Chamber that they support the City of Palatka's efforts to be nominated for the Model City Program.

City Manager Harold Williams told the group that much of the necessary information for the application to the federal agency handling the project had been compiled but that there was other information needed and the work had to be done and the necessary information for completion of the application must be in agency's hands by May 1.

Discussion centered around whether the City Commissioners were for or against the proposed program. Commissioners Harry Brown and Toby Cameron, who were present, said they feared the loss of rights in permitting the Government to participate in a project covering as much of the city. Brown read excerpts from the Federal bill which indicated a Federal representative would supervise the project.

It was brought out in the discussion that the government would be interested in supervising a project for which it had supplied funds and that the people would have the opportunity of knowing what would be controlled when and if they approved the application.

Judge P. B. Revels said he knew

from personal experience that Palatka was behind in achieving the things other cities had accomplished and that "the attitude against improving was responsible for the situation which had been present for 50 years." He said he knew because he had lived here that long. Judge Revels favored the group participating because there would be no other way in which the community could expend the money necessary to bring it up to standard, and he pointed out that whether Palatka entered into the program or not, it would still be paying for the Model City program for some other city to enjoy.

## Committee of 100 Gives Support to Model City

The Committee of 100 voted Monday to endorse an application by the City of Palatka for participation in the Model City program if, and when, funds become available by the Federal Agencies.

After the City's failure earlier this year to enter an an appli-

cation, and the subsequent distribution of funds to other counties in Florida and the indication that Federal agencies would continue the program next year, Committee members felt the program should be pushed with the view of securing such a project for Palatka.

Frank George, Committee of 100 chairman, said this is part of the Committee's work in completing goals set at the beginning of the year to "clear up our own back yards," a program which George feels is necessary in the Committee's continuing efforts to attract new industry and expand the economy of the area.

Application for the first funding of such programs did not meet city commission approval and the application by Palatka, in its final stages, was killed at the last minute. While the Committee of 100 did not officially approve the original application, some of its membership favored and worked for the completion of the project.

They indicated that many of the needed improvements for Palatka cannot be obtained unless some of the tax dollars already spent can be returned by the Federal agencies, in the form of such grants to accomplish the improvements.

# Beautification Suggestions Sought for Model City

Members of the Civic Beautification Committee will have an opportunity Monday afternoon to list some of the beautification needs for Palatka when Frank Crabtree, who is preparing a Model City application, meets with them at 4 p.m.

Crabtree said today that part of the application for the Federal grant involves the beautification of urban areas and he asked for a meeting with the committee to obtain recommendations and suggestions.

Mrs. Robert L. Britt, chairman, said that the committee was already scheduled to have a work session Monday to formulate plans for wider participation of organizations and agencies in Palatka's beautification program for the coming year. She asked today that members come prepared with suggestions for this

program and the Model City application.

3-24-67

## Suggestions Sought For Improving Palatka

Get someone to do something with the hole left by the New Theatre fire. It looks like a missing tooth.

This is one of a number of suggestions that a Palatka Daily News campaign to find out some of the ideas that residents have which could be incorporated in the Model City application the City of Palatka is considering.

The writer of the letter, who signed his name, but preferred to be unidentified in print, also thought:

There should be brighter street lights on Crill Avenue from the railroad overpass to Palm Avenue. "It looks like a village

when on drives at night on Highway 20."

City should acquire the triangle at Silver Lake Drive, Prospect Street and Campbell Street, tearing down existing buildings and making a park for that area.

Widen and revamp River St. from Laurel to 15th Street which would relieve some of the traffic problems on Crill.

Clean up and pave the parking lot at Second Street and Reid St. (Editor's Note: This is private property.)

Have you some suggestions on way to improve Palatka which could be incorporated in the Model City plan? If so, write to The Editor, Palatka Daily News, Box 777.

3-30-67

## Model City Suggestions Continue To Come Forth

Widening River Street, cleaning up of Memorial Bridge and preventing any except authorized persons in city and county dumps are among some of the suggestions that a resident of Palatka has made in the Model City Suggestions Program being conducted by the Palatka Daily News.

The suggestions will be turned over to City Manager Harold Williams and Frank Crabtree, Urban Renewal director, who are working on an application for Palatka as a Model City. A number of suggestions have been received by the Daily News.

The resident, who preferred to remain unidentified in print, said that her husband is in construction work.

"We have moved around a lot," she said, "and we see small and large cities and towns." Here are her suggestions:

- To start with the Memorial Bridge needs to be painted and the shelter cleaned and kept spotless, as it is a gateway to and from the city of Palatka.

- More light is needed at the park on Crill Avenue, as it is just too dark and spooky to take the children to play in the cool of the evening. The basketball racks need replacing and benches

placed around so people can sit while tables are in use.

- Get rid of the run-down house in and around the city. Build a county housing project for the colored and white, electricity and water furnished, \$35 a month, with electric stove and refrigerator furnished. Have a \$20 fix-up fund, so if a family moves, it takes care of paint and so on to get it ready for new tenants. For persons having nice rentals to keep them painted, fixed up or have them torn down as a run-down, un-painted house spoils the rest. There will also be less fires with better housing.

- Keep along the railroads cleaned up and make the scenery through Palatka different as the scenery from passenger car windows is the same woods, swamps, low land, weeds, shacks and unkempt yards.

- Fix up or widen River St.; asphalt the roads south of River Street, and stop all the sand from washing into the low spots on the railroad crossing. Clear underbrush in swamp or low ground in that section and put in picnic and park areas with benches so people young and old will have a place to get fresh

air and enjoy other peoples company. Make everyone clean their yards of all trash and make the trashmen take it off. A constant battle on mosquitoes is needed.

- Keep the cemeteries cleaned, mowed and sprinkler systems to keep grass green.

- When stray dogs are picked up, have a place to keep them for five days then put into a special pen to be sold for \$5. There are lots of children and couples, old and young, who would love a pet but can't afford a high price. This way they could get a pet and a child losing a pet could go pick him out one if he wanted to.

4-3-67



# Ravines Get Attention In Model City Suggestions

4-4-67

A scenic drive along the riverfront is one of the suggestions made by Mrs. W. E. Takken, 1100 S. 15th St., in the Model City Suggestion Program underway by the Palatka Daily News.

Mrs. Takken's letter is one of a number which have been received from citizens who are offering ideas for improving Palatka and perhaps for inclusion in the Model City application which the City of Palatka is preparing.

"Several years ago someone printed the suggestion for a scenic drive along the riverfront", wrote Mrs. Takken. "At least the drive could extend from Dodge and around to the road beside the drainage canal up into the Ravine Gardens. The canal road is now beautiful and an area of native flora carpets of violets, banks of roses, swamps of cypress and maple and bayou of dockweed looking like verdant lawns."

The grandstands at the football fields and baseball fields should be put to use instead of the present filthy misuse. Concerning the Ravine Gardens:

- At Swinging bridge, remove garbage can below it. Build up the south bank below, and make steps for people to go down to the stream. (The two finest dogwoods are being destroyed by erosion.)

- Raise the water levels at the two dams to deepen the pools of this valley and make the first pool long and narrow rather than wide and mud flats.

- Cover the spillway going to water works pipes.

- Extend the pool at the end of the S. W. valley beyond the retaining wall to cover up the messy flats next to the bridge.

- At this place make convenient parking for several cars, seats and perhaps tables, too.

- Where the third swinging bridge used to be, make a solid bridge, preferably a Japanese humped bridge, and make steps up the banks to the trails.

- Stop the washouts with trash not just sand and catch them when small.

- Put a rustic bridge over the stream below the Golf Club where the main trail crosses among the banana trees.

- Instead of the three usually scummy pools in the Court of States, have (a.) no pool, just lovely grass or (b.) a mirror pool

to reflect the obelisk. Children will want this as a wading pool.

- Remove the shabby wooden gate post at the exit of the Ravine and replace it with a handsome arrangement of ornaments instead, with flower beds in season.

- Have shrubbery along south swimming pool building wall.

- Put in some permanent sprinklers for flower beds around the formal gardens.

- Have an attractive stone sign in the center of the entrance parking area boundary welcoming everyone to the Ravine Gardens. I suggest stone because it is the material originally chosen to grace the gardens.

- Just forget about the pool and rock-garden beside the Civic Center because vandals won't leave it alone.

- Landscape the area where the waterworks and ravines join.

If you, too, have some ideas or a suggestion to make, send it to The Editor, Palatka Daily News, Box 777, Palatka. Please sign your name, but it will be withheld—in printing if you so request.

## Editorials

### Model City Suggestions

THE MANY SUGGESTIONS that have been made for ways in which Palatka might become a Model City indicate at least two important things about Palatkans. They are seriously concerned about the improvement of their city and they obviously have given their suggestions considerable thought.

Some of the suggestions are not necessarily material for the Model City program, but ones that should be in effect even now. These are the ones to which the community can turn its attention even if a Model City application is not filed, or if it fails to gain approval.

A modern theatre, an up-dated railroad station, improvements in the Ravines — this city's main attraction — more shade trees in the City Park, faster removal of dilapidated houses, a clean up of Memorial Bridge, better handling of stray dogs and more lighting on Crill Avenue are among some of the suggestions made which could be accomplished without Palatka being a Model City. This is not to say that the City of Palatka would carry out all of these programs immediately or alone. Some of the projects necessitate the cooperation of private enterprise, individuals and organizations.

The thoughtfulness of the letters received in the Model City Suggestion Program has conveyed the interest that the residents of Palatka have in their city. Every letter received has been signed, another indication of the sincerity and the interest of the writer.

It is well for any community when its citizens can take an objective view of it and offer suggestions and ideas free of complaint for the people who carry on the municipality's operation. This, Palatkans are doing in the suggestion program. From these suggestions should come action that will help Palatka move forward more rapidly.

4-4-67

# Open Meeting Called On Model City Bid 4-24-67

A citizens' meeting on the application of Palatka as a Model City will be held Tuesday, 7:30 p.m., at the Civic Center, City Manager Harold Williams said today.

The City Commission will meet in the afternoon at 2 p.m. to draw up the resolution asking that Palatka be included among some 70 cities in the United States which would be declared a Model City under the Department of Housing and Urban Development.

Williams said that the application must be completed by April 28 in order that it be submitted by the deadline, May 1.

The meeting tomorrow night will afford the public an opportunity to give approval. At the open meeting Feb. 14, over 100 representatives of 33 public board, agencies, of busi-

ness and industry agreed to Frank Crabtree, Urban Renewal manager, and Williams talents to assist in gathering material. Since then, the Model City application has been approved by the Chamber of Commerce and the Citizens' Advisory Committee. Frank Crabtree, Urban Renewal manager, and Williams have been preparing the application with the assistance of various groups, including the Community Action Program, which have gathered information for the survey.



## CHAPTER TWO

### POPULATION GROWTH AND CHARACTERISTICS

An Examination Of The Historical Growth  
Since 1860 And The Characteristics Of  
Palatka's Present Day Citizens With A  
Projection Into The Future.

## POPULATION GROWTH AND CHARACTERISTICS

### GROWTH TRENDS, CITY OF PALATKA

Palatka is one of the oldest cities in the State of Florida. Incorporated in 1851, it was the sixth largest city in the State after Jacksonville, Pensacola, Key West, St. Augustine, and Tallahassee. Prior to the Civil War, Palatka was a small community revolving around the milling of cypress logs. Following the Civil War, the port facility of Palatka became one of the most active along the East Coast and the little community began a period of rapid growth. The twenty-year period from 1870 to 1890 was the greatest growth period in the City's history. During this time, the steamboat activity along the St. Johns River substantially increased and Palatka became the distribution center for a large hinterland. This period of prosperity ended with the development of the railroad systems, and from 1890 to 1910 the economy of the area was disrupted and population growth nearly came to a halt.

TABLE 19

#### POPULATION GROWTH - PALATKA, FLORIDA 1860-1966

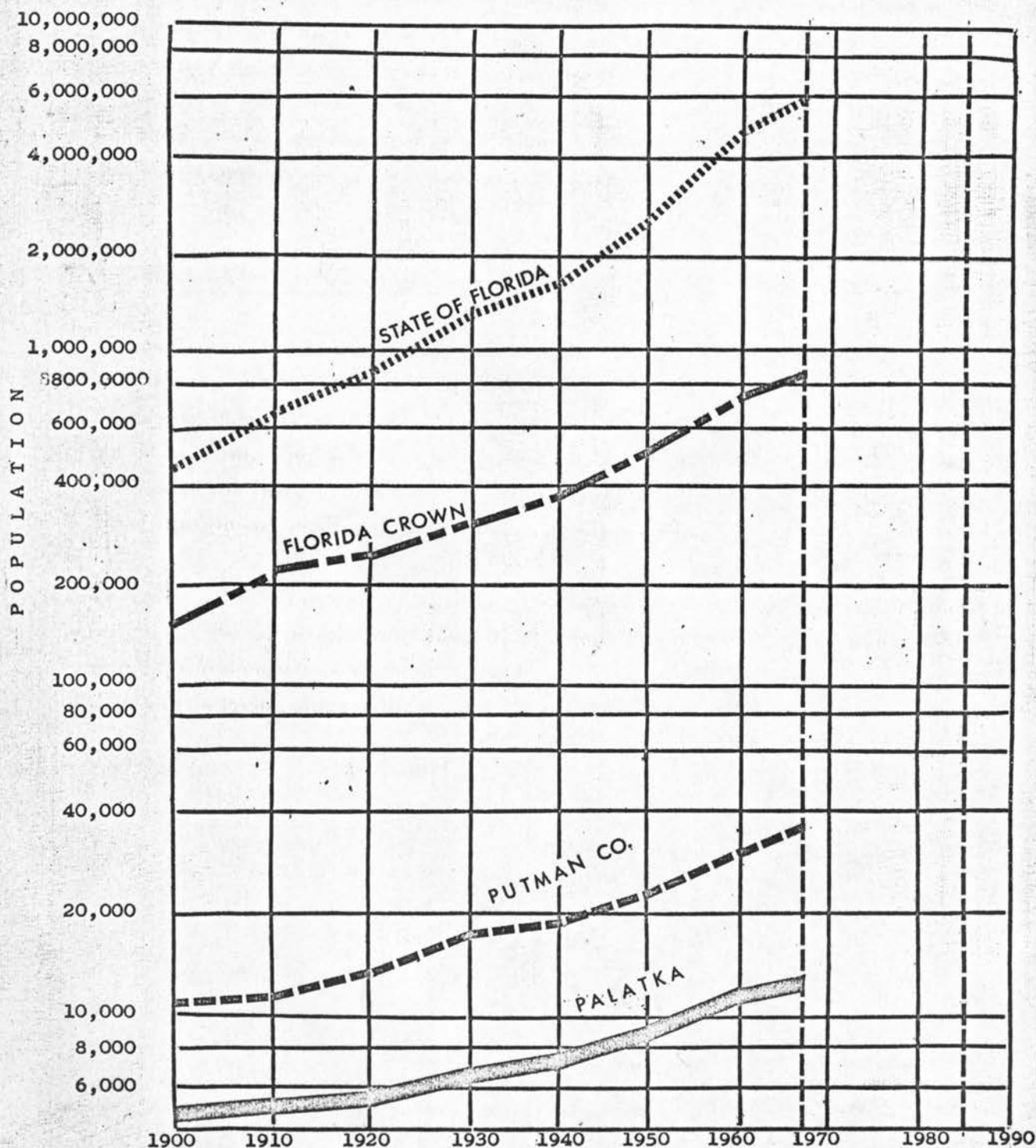
<u>Year</u>	<u>Population</u>	<u>Increase Over Preceding Census</u>	
		<u>Number</u>	<u>Percent</u>
1967	12,260	1,232	11.2%
1960	11,028	1,852	20.2%
1950	9,176	2,036	28.5%
1940	7,140	640	9.8%
1930	6,500	1,398	27.4%
1920	5,102	1,323	35.0%
1910	3,779	478	14.5%
1900	3,301	262	8.6%
1890	3,039	1,423	88.1%
1880	1,616	896	124.4%
1860	613	--	--

Source: Compiled by Adley Associates from U.S. Census of Population, 1967.  
Population estimate by Adley Associates, June 1, 1967.

# POPULATION

# GROWTH

City of Palatka, Putman Co., Florida Crown, State of Florida



Source: Compiled by Adley Associates from U.S. Census of Population

From 1910 to the present, Palatka has experienced a series of increases and declines in population growth. After the 1910 slow-down, the growth rate increased until the depression years 1930 to 1940, when the growth rate slowed again. The economic transfusion of the Hudson Paper Mill, in 1947, generated rapid growth during the following decade which now has again slowed down. The growth rate between 1960 and 1967 has been approximately 1.6% annually.

#### GROWTH TRENDS, PUTNAM COUNTY

Putnam County has had a relatively stable growth rate during the past 67 years. A total increase of 26,609 persons has been recorded during this period, or approximately 390 persons annually. From 1900 through World War II, the County experienced a 1.5% annual increase. This rate of growth accelerated in the post-war years, with the construction of the Hudson Paper Plant to nearly 3.7% annually. However, since 1960, the County growth has declined to less than 2.5% annual rate.

During the seventeen-year period, 1950-1967, the County has experienced a population increase of 14,435 persons while the City of Palatka has increased 3,084 during the same period. The significance of these figures is that they indicate the greatest population growth to be taking place outside of the City of Palatka and the other incorporated cities.



TABLE 20  
POPULATION GROWTH - PUTNAM COUNTY, FLORIDA  
1900-1967

<u>Year</u>	<u>Putnam County</u>	<u>Palatka</u>	<u>% Living in City of Palatka</u>
1900	11,641	3,301	28.3
1910	13,096	3,779	29.0
1920	14,568	5,102	35.0
1930	18,096	6,500	36.0
1940	18,698	7,140	38.2
1950	23,615	9,176	38.8
1960	32,212	11,028	34.2
1967	38,050	12,260	32.2

Source: Compiled from U.S. Census of Population by Adley Associates. 1967 population estimates made by Adley Associates on June 1, 1967.

#### COMPARATIVE GROWTH IN THE FLORIDA CROWN

A comparative growth analysis of Putnam County and the fifteen surrounding counties composing the Florida Crown shows that the average annual growth rate in Putnam County is lower than that of the region as a whole. The analysis shows that during the past 35 years, Putnam County has shown an increase of only 82%, while the region as a whole has grown more than 146%.

The analysis shows that five counties in the region lost population during this same period. The analysis further shows that, without exception, the counties which experienced the greatest growth contained at least one urbanized section, and those which lost population were predominantly agricultural areas. Highly urbanized Duval County has been the fastest growing in the entire section.



TABLE 21  
POPULATION GROWTH - FLORIDA CROWN  
1930-1965

<u>County</u>	<u>1930</u>	<u>1940</u>	<u>1950</u>	<u>1960</u>	<u>1965</u>	<u>% Increase 1930- 1965</u>
Alachua	34,365	38,607	57,026	74,074	88,300	116%
Baker	6,273	6,510	6,313	7,363	8,000	28%
Bradford	9,405	8,717	11,457	12,446	12,800	36%
Clay	6,859	6,468	14,323	19,535	20,700	200%
Columbia	14,638	16,859	18,216	20,077	23,400	37%
Duval	155,503	210,143	304,029	455,411	511,500	230%
Flagler	2,466	3,008	3,367	4,566	5,700	136%
Gilchrist	4,174	4,250	3,499	2,868	3,200	23%
Hamilton	9,454	9,778	8,981	7,705	8,000	15%
Levy	12,456	12,550	10,637	10,364	11,500	9%
Nausau	9,375	10,826	12,811	17,189	19,300	101%
Putnam	18,096	18,698	23,615	32,212	32,800	82%
St. Johns	18,676	20,012	24,998	30,034	32,700	75%
Suwannee	15,731	17,073	16,986	14,961	17,000	8%
Union	7,428	7,094	8,906	6,043	6,500	12%
TOTAL REGION:	324,899	390,593	525,164	714,848	801,400	146.7%
TOTAL STATE:	1,468,211	1,897,414	2,771,305	4,951,560	5,805,000	296%
Florida Crown As % of State:	22%	21%	19%	14%	14%	

Source: Compiled by Adley Associates from U. S. Census of Population, 1960, and the 1965 Bureau of Economic and Business Research, University of Florida, 1965.

Further analysis shows that the Florida Crown contained nearly 14% of the total State population in 1965, a considerable drop from the 22% of State total in 1930.

### URBANIZATION TREND IN PUTNAM COUNTY

Putnam County contains five incorporated cities with a total population in 1967 estimated at 15,365, or approximately 46% of the total County population. The population within the incorporated areas has maintained a constant percentage of the total County population since 1940, showing only slight changes within the range of 38% to 46%.

Outside of four incorporated areas, the only additional urbanizing areas are East Palatka and the areas west of the City of Palatka. It is estimated that these two areas account for nearly 6,190 additional population making the total urban population of Putnam County approximately 21,555 or 65% of the total County 1967 estimated population. In 1960, the total urban population was estimated at 18,569 or only 58% of the County total, indicating a trend within the County since 1960 toward a more urban population. Since 1960, the County has experienced a total population growth of 19,352 people, and 12,267 or nearly 63.4% of this increase has been in the urban areas.

TABLE 22

#### POPULATION GROWTH - URBAN AREAS, PUTNAM COUNTY, FLORIDA

Area	1940-1960			Numerical Increase 1940-60	Percent Increase 1940-60
	1940	1950	1960		
City of Interlachen	251	297	349	98	39%
City of Pomona Park	316	443	516	200	64%
City of Welaka	457	459	526	69	15%
City of Crescent City	1,124	1,393	1,629	505	45%
City of Palatka	7,140	9,176	11,028	388	55%
East Palatka	-	-	1,133	1,133	100%
Palatka Fringe Area	-	-	3,388	3,388	100%
TOTAL URBAN AREA:	9,288	11,768	18,569	5,781	85%

Source: Compiled from U. S. Census of Population by Adley Associates.

The City of Palatka and its urban fringe have experienced an urban area population growth of 9,810 citizens since 1940, or nearly 69% of the total urban area growth of the County.

## POPULATION CHARACTERISTICS - CITY OF PALATKA

### Age-Sex Profile

While the median age of the population of the State of Florida is increasing, the median age of Palatka's population is decreasing. In 1950, the median age of all Palatka citizens was 29.6 years, but by 1960 it had decreased to 27.2% years.

This age decrease is largely attributable to a sizeable increase in the number of children under twenty years of age, primarily ten years and under. Births to families moving into the area during the early 1950s, part of the influx of workers to the newly constructed Hudson Paper Plant, account for the major portion of this increase.

In 1960, there was a reduction in the number of persons between the ages of 20 and 35, indicating an exodus of people seeking employment elsewhere.

These figures indicate why the Putnam County School System has experienced such a rapid increase in the number of new school children during the past few years.

TABLE 23

### POPULATION BY AGE GROUPS - CITY OF PALATKA, 1950-1960

Age Group	1960		1950	
	Number	Percent	Number	Percent
Under 20	4,598	43%	3,188	35%
20 - 34	2,008	18%	2,170	24%
35 - 49	2,073	18%	1,962	21%
50 - 64	1,421	13%	1,121	12%
65 & Over	928	8%	735	8%
TOTAL	11,028	100%	9,176	100%

Source: Compiled from U. S. Census of Population by Adley Associates.

The sex profile of the City's population shows that there were more females than males in 1960 and the median age of these females was 28.0 years while the males' median age was only 26.3 years. It is interesting to note that between the ages of 0-19 years, females outnumber males by only 78 persons, but in the older age group, there are 410 more females.

### Educational Level

Throughout Florida, considerable attention has been secured on the educational system. In 1950, Florida had a median School Years Completed of 9.6 years, compared with a national average of 9.3 years. During the ten-year period, 1950-1960, the state experienced unprecedented population growth which placed great burdens on the educational system, but the median school years rose to 10.9 years in 1960 while the national average was 10.6.

In 1950, Palatka citizens had a median School Years Completed of 8.5 years, nearly one year below the State average. In 1960, the situation improved with the City lagging behind the State with median Years Completed of 10.1 and 10.9 respectively.

Particularly significant is the fact that in 1960 in the City of Palatka, nearly 41% of all persons over 25 years of age had attended no more than the eighth grade in school. Equally important, in 1960 234 persons in the City had no formal education, which was an increase of 59 additional uneducated persons over 1950. When such a situation exists, everybody loses. The illiterate or semi-literate citizen cannot earn a living wage. He uses City services for which he generally does not pay his tax share and he often must depend upon Welfare for his minimal existence.



TABLE 24  
NUMBER OF SCHOOL YEARS COMPLETED - PALATKA, FLORIDA \*  
1950-1960

Number of School Years	School Years Completed		Percent Change 1950 - 1960
	1950	1960	
None	175	234	+34%
1 - 4	1,030	762	-26%
5 - 8	1,670	1,587	- 5%
12 years	1,650	2,350	+42%
13 - 15	310	412	+33%
16 years & Over	335	411	+21%
TOTAL	5,170	5,756	

Source: Compiled by Adley Associates from U. S. Census of Population.

#### Income Levels

A comparison of 1949 and 1959 income levels in Palatka shows a rising prosperity of Palatka's citizens and reflects the impact of the City's new citizens. The median income of families and unrelated individuals for the State increased from \$1,954 in 1950 to \$3,815 in 1960; a jump of 49%. During the same period, however, the median income for families and unrelated individuals inside the City of Palatka increased from \$1,883 to \$3,090; a jump of only 39%.

The factors which account for Palatka's slow income level increase are two-fold and closely related. First of all, as we have seen, both the educational and technical background of the population is lower than the State average. The present large percentage of low-income families in Palatka mirrors the local economy of 1949 when agriculture was the leading employer. At that time, more than 71% of all



families earned less than \$3,000 annually, and the middle income group was almost non-existent; only 4.9% of all families earned between \$6,000 and \$10,000 annually. By 1959, the industrial and educational levels of Palatka had shown good gains and the picture is reflected in the income levels. In 1959, only 38.3% of all families and unrelated individuals in Palatka had incomes less than \$3,000 and the middle income group had increased to over 22.8% with an additional 10.1% in the high income group. This substantial increase and improvement in the economy and income level of the City was still below the progress showed by the State as a whole. For the impact of rapid industrialization and growth of the aerospace industries was greatest in the Metropolitan areas of the State where the new jobs attracted the highly skilled technicians earning a new high wage.

#### Occupational Status

Occupational changes indicate the type of people who moved to Palatka in the decade of the 1950s - and who are continuing to move in. Indicative of these occupational shifts, the number of professional, technical, and kindred workers have shown substantial increases since 1950, jumping from 7.8% of the employed persons to 10.2%. During the same period, the unskilled laborers dropped from 37.8% to 32.1% respectively. The percentage with occupations in the operatives group remained nearly constant, reflecting the increase in truck drivers and delivery men in local industry. The largest shift in occupational status between 1950 and 1960 was in the common laborers, which decreased from 15.2% in 1950 to 10.4% in 1960.

TABLE 26  
MAJOR OCCUPATIONAL GROUPS - CITY OF PALATKA, 1950-1960

<u>Occupation</u>	<u>1950</u>	<u>Percent</u>	<u>1960</u>	<u>Percent</u>
Professional, Technical & Kindred Workers	301	7.8	424	10.2
Farmers & Farm Managers	19	.5	21	.5
Managers, Officials, Proprietors, Except Those Of Farms	363	9.5	460	11.1
Clerical & Kindred Workers	322	8.3	380	9.2
Sales Workers	289	7.5	263	6.3
Craftsmen, Foremen & Kindred Workers	322	8.3	368	8.6
Operatives & Kindred Workers	733	18.8	769	18.5
Private Household Workers	302	7.8	394	9.5
Service Workers	306	7.9	342	8.3
Farm Laborers	269	6.9	162	3.9
Laborers, Except Farm	584	15.2	432	10.4
Other	59	1.5	144	3.5
TOTAL EMPLOYED:	<u>3,869</u>	<u>100.0%</u>	<u>4,159</u>	<u>100.0%</u>

Source: Compiles by Adley Associates from U.S. Census of Population.

#### Racial Characteristics

Not all citizens of Palatka have shared in the increasing prosperity. While the average Palatka family had an income of \$4,236 in 1959, the average non-white family had an income of only \$2,269.

The declining demand for common labor in Putnam County has resulted in the lack of significant in-migration of non-whites, and therefore, has led to their substantial decrease as a proportion of the total population. The 5.4% reduction of non-white population in the County as a whole, and only a 1.9% decrease within the City of Palatka reflects the

movement of a small number of farm laborers into the City where better jobs are available.

The reduction in percentage of non-white population in Palatka and Putnam County reflects the State trend which recorded a substantial decrease in the percentage of non-white population from 1950 to 1960 of 28.0% to 17.8% respectively.

TABLE 27  
NON-WHITE POPULATION - CITY OF PALATKA & PUTNAM COUNTY  
1950 & 1960

	During Year of 1950				During Year of 1960			
	City		County		City		County	
	Number	% of Total	Number	% of Total	Number	% of Total	Number	% of Total
White	5,025	54.7%	15,013	63.5%	6,246	56.6%	22,180	68.9%
Non-White	4,151	45.3%	8,602	36.5%	4,782	43.4%	10,032	31.1%

Source: Compiled from U. S. Census of Population by Adley Associates.

### THE FUTURE POPULATION

The most important single function of the preceding population inventory of data is to provide a basis upon which to make a forecast of future population levels. Normally, by applying various techniques to the existing and historical population data, trends and growth rates can be interpolated to give future projections, but because the north-east section of the State is presently experiencing developments which undoubtedly will have direct effect on population growth, the use of standard techniques are less than valid. The cross-state barge canal, the Green Cove Springs Industrial Park, and other

recent industrial announcements all combine to make the future growth picture much brighter than past trends and rates would indicate. For this reason, the future population for Palatka is based upon a modified geometric projection with increased rates introduced after 1975.

TABLE 28

POPULATION PROJECTIONS - CITY OF PALATKA, URBAN FRINGE, 1970-1980-1985

	<u>1970</u>	<u>1980</u>	<u>1985</u>
City of Palatka	13,255	15,932	17,541
Urban Fringe	<u>5,246</u>	<u>8,393</u>	<u>11,330</u>
Total Palatka Planning Area:	18,501	24,325	28,871

Source: Adley Associates.

The projections indicate that the City will increase a total of 5,281 persons during the next eighteen years without annexation. This increase is a 43% total growth or approximately 2.4% annually, which is an increase over the annual growth rate since 1960. The important aspect of these projections is that the urban fringe to the west of the City will grow at a rate nearly three times that of the City itself. The projections show a total growth to 1985 for this fringe area of over 141%.

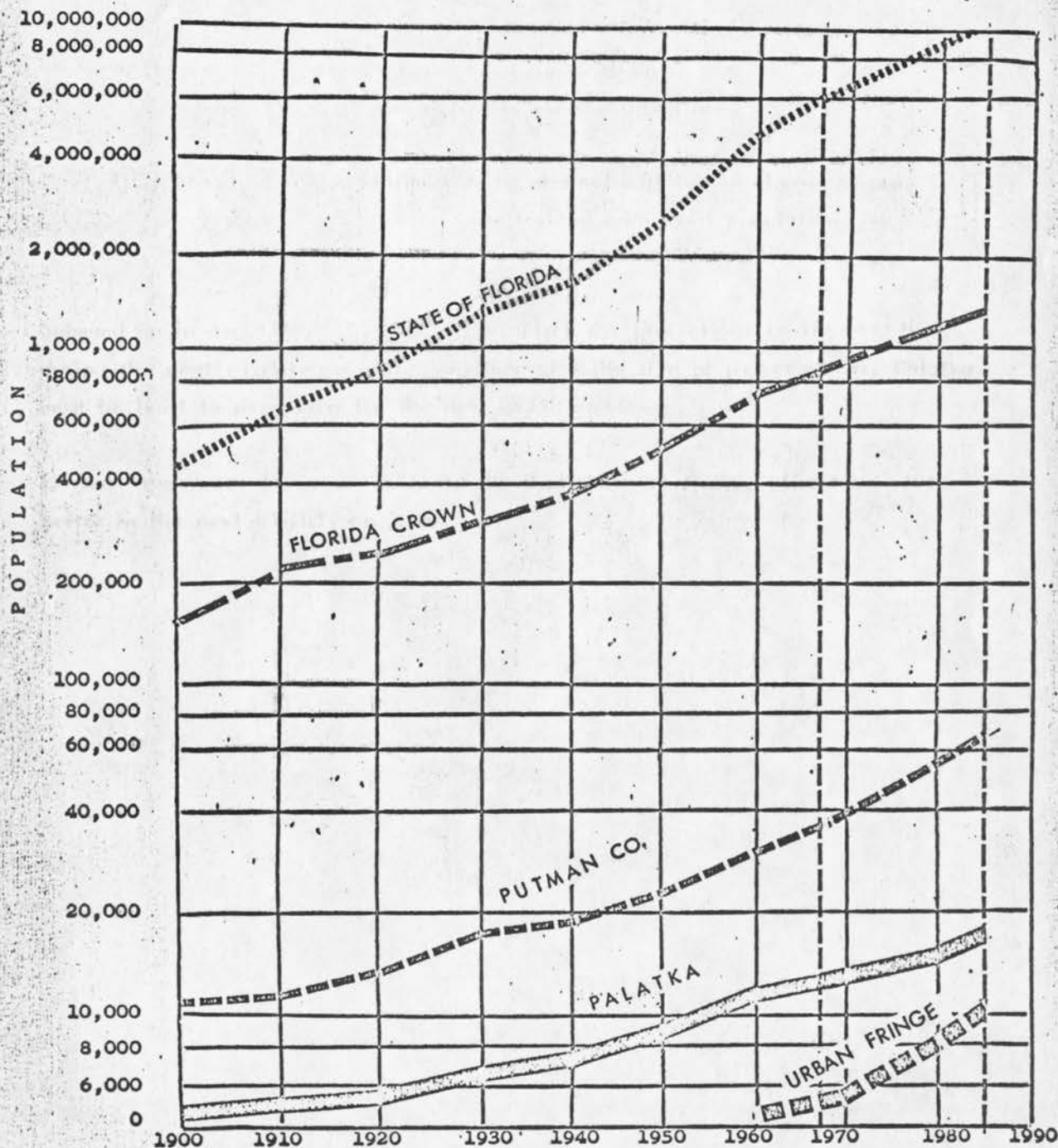
What do these projections mean in terms of long-range growth and development? They indicate that:

1. The greatest growth will take place outside of the City where controls and regulations are not enforced and adequate public facilities are not available.
2. Growth inside of the City will necessitate considerable redevelopment and will likely result in higher density construction requiring expansion of utilities and other public services.



# POPULATION PROJECTIONS

City of Palatka, Putman Co., Florida Crown, State of Florida



Source: Compiled by Adley Associates from U.S. Census of Population 1967-1985 estimates by Adley Associates.



3. Seventy-nine new school classrooms will be required to provide adequate educational facilities for the urban area.
4. Nearly 2,200 additional acres of land will be developed to provide living and working area for the additional population.

Summed up in another way, these population projections indicate that, during the next eighteen years, another city the size of present day Palatka must be built to provide for the new citizens.

It has taken over 117 years to build the Palatka of today. The task is to better in the next eighteen years.