

**PLANNING AND ZONING BOARD
MINUTES
CITY COMMISSION CHAMBERS
THURSDAY, APRIL 13, 2023
6:00 P.M.**

Chair Fountain called the Planning and Zoning Board to order at 6:00 p.m. in the City Hall Chambers located at 120 E. Pomelo Street, Lake Alfred, Florida.

Chair Fountain provided the invocation followed by the Pledge of Allegiance.

Board Members in Attendance: Chair Ike Fountain, Board Member Herb Nigg, Board Member Ron Pestone, Board Member Scott Gearhart, Board Member Bancroft Fisher (6:10 PM), Alternate Board Member John Reinert, and Alternate Member Cathy Long. A quorum was present.

Board Members Absent: Vice-Chair Brenda Arnold and Board Member Wanda Daley.

Staff: Community Development Director Amee Bailey, City Attorney Seth Claytor, City Clerk Linda Bourgeois, and City Planner Erika Tulloch.

City Attorney Claytor reviewed the meeting procedures, swore in the staff and audience members providing testimony, and asked if there was a need for an interpreter. There was no need for an interpreter.

Chair Fountain presented the minutes from March 9, 2023, Planning and Zoning Board meeting for approval.

Board Member Gearhart made a motion to approve the meeting minutes for March 9, 2023. The motion was seconded by **Alternate Member Reinert**. The motion was unanimously approved.

Chair Fountain introduced the first item of business.

1. Transportation Element Discussion

Community Development Director Bailey presented the Transportation Master Plan document for discussion.

- Population Growth
 - 20-year horizon
 - Growth 12,016 to 33,410
- Traffic Incidents – Safety Concerns
- Multimodal – Complete Streets

The staff reviewed the demand:

Development Phase	# of Projects	Total Acres	Single Family DU	Multi-Family DU	Commercial KSF	Industrial KSF
Under Construction	7	447	567	721	-	-
Construction Plan Review	5	841	-	-	15	1,437
Site Plan Review	14	652	3,906	501	-	-
Future Phase	3	423	-	814	270	-
Expired Site Plan	2	110	-	-	-	287
Future Land Use	1	10	-	-	-	15
Annexation	2	23	-	-	263	-
Inquiry	4	TBD	TBD	TBD	TBD	TBD
Total	38	2,664	4,552	2,036	547	1,740
Daily Trips	-	72,127	33,842	9,665	20,146	8,474
PM Peak Hour Trips	-	7,382	3,597	794	1,860	1,131

Source: City of Lake Alfred

The staff reviewed the Crash Data.

Crash Type	Within City Boundary		On City Controlled Roadway	
	Number	%	Number	%
Rear End	373*	31.6%	31	14.7%
Angle	124**	10.5%	16	7.6%
Left Turn	100	8.5%	10	4.7%
Right Turn	7	0.6%	0	0.0%
Sideswipe	204	17.3%	15	7.1%
Head On	27	2.3%	5	2.4%
Fixed Object/Run-Off Road	181*	15.3%	77*	36.5%
Pedestrian	13	1.1%	5	2.4%
Bicycle	5	0.4%	2	0.9%
Other	148*	12.5%	50	23.7%
Total Crashes	1,182	100.0%	211	100.0%

Board Member Nigg asked about the plans for the Experiment Station Road project and Community Development Director Bailey said she did not have the plans because it was a Florida Department of Transportation project. She will send him the link from FDOT. He continued and asked if the City of Lake Alfred Police Department responded to traffic crashes at the intersection and the reply was yes. He spoke about the traffic crashes saying his tax dollars were being spent to respond to them.

A brief discussion ensued regarding the increased traffic crashes at the site, the increased speed of the vehicles coming over the hill, and the need for a solution.

Board Member Pestone said he had requested a paper copy of the agenda and did not get it tonight. He said the agenda packet was not provided in an appropriate timeframe for him to review the entire agenda packet. He said he likes to make notes on his copy for questions.

Alternate Board Member Reinert said he also wanted a copy of the agenda packet and that it would be nice to have it on Monday.

Community Development Director Bailey said the existing board members had been provided with the information in January. She apologized to the new members and said the City Clerk was looking into how other cities provided their board's agendas and suggested tablets as a solution.

The presentation was continued.

- 20-Year horizon (2042)
 - Last study - pieces
 - Future: five-year review and update
- Provide and maintain a safe and efficient multimodal transportation system
- Address population growth
 - Evaluated Existing System Capacity
 - Evaluate Future Capacity Needs
- Provide Recommendations

The Planning Studies were reviewed.

- North Lake Alfred Road Network
 - Connectivity E-W
 - Alternate Routes N-S
- Downtown Master Plan
 - Multi-modal - walkable
 - Connectivity
- Old Dixie Trail
- Parks Master Plan
 - Trailhead
 - Pedestrian Connections
 - 15-minute walk (0.75 mi) – sidewalks
- US 17/92 Corridor Study – Lane Repurposing
 - Short term - remove lanes, rumble strips
 - Long Term - repurpose lanes and intersection improvements

The Planned Improvements were reviewed.

- I-4 Interchange
 - Underway
- CR 557 widening
 - Two lanes in each direction
 - Interchange to Shinn Blvd
 - Planned, funded, acquisition underway
- US 17/92 @ Experiment Station Road
 - Temporary solutions planned and funded

The Road Standards were reviewed.

- **Accessways.**
 - Residential or commercial areas
 - Designed at slow speeds for pedestrians, bicyclists, and automobiles on the same surface.
 - Generally, secondary access to properties is used by residents rather than visitors.
- **Local streets.**
 - Residential in character
 - Connect driveways/alleyways to the roadway network.
 - Designed to encourage slow speeds that allow for bicyclists and automobiles to mix.

- **Collector streets.**
 - Categorized based on use as residential, mixed-use, and industrial street.
 - Designed to carry and distribute traffic between local streets, downtown, and arterial roadways.
 - Separate automobile traffic from bicyclists.
- **Arterial streets.**
 - Interconnect activity centers and/or provide connections between cities.
 - Designed to allow for multiple modes of mobility including bicycle and bus transport.
- **Bicycle and Pedestrian Facilities**

The Recommended Improvements were reviewed.

- Capacity Improvements
 - Roadways – Table 19
 - Intersections – Table 20
 - Figure 22
- Deficient Roads – Table 21 & Figure 23

Chair Fountain asked about Waylanco Road and wanted to know when it would be constructed.

Community Development Director Bailey said it was currently a dirt road and will be constructed by the developer when the development occurs.

The presentation was continued.

- Bicycle / Pedestrian Infrastructure – Figures 20 & 21
- Proposed Additions to network – Table 22
- Traffic Calming – Table 23 & Figure 24
- Multimodal Network – Table 24 & Figure 24

Board Member Nigg spoke about the bicyclists and suggested the City’s consultants talk to the riders to determine which roads they ride on and where they are traveling to and from.

Community Development Director Bailey shared the City’s consultants have spoken to the students, parents, FDOT, and others to gather the data. They collect it from a variety of methods because there are different users with different needs. A lot of work, time, and effort goes into the collection of data. She said the goal was to update the plan every five years.

The presentation continued.

- Level-of-Service
 - Currently Driver-based perception of how well a transportation service or facility operates
 - A-F based on average travel speed
 - Move to multimodal standard
- ULDC Road Design Standards
 - Reduce design speed for arterial

- Reduce design speed for collector roads to 30 mph
- Reduce minimum lane widths for wide neighborhood local streets to 10-11 ft.
- Consider separated bicycle lanes on collector roads
- Develop intersection and mid-block crossing standards for pedestrian crossing spacing
- Resurfacing Program
 - Pavement condition, multimodal improvements, network, geographic equity, coordination
- Target Zero
 - FDOT's traffic safety initiative prioritizes achieving safety for all users by setting a goal of zero traffic fatalities and serious injuries

The staff concluded the presentation by reviewing the funding recommendations.

- Coordination with FDOT
- Local Assistance Grants
- Coordinate with Polk County on County Grants
- Regional Incentive Programs
- Safe Streets for All
- Better Utilizing Investments to Leverage Development
- Impact Fees

The floor was opened for comments by the Planning and Zoning Board members.

Chair Fountain asked about the CSX repairs on the CR557 and wanted to know about the planned improvements.

Information was shared that CSX has rights to the land back to the Colonial days, W. Pierce, and Dakota near Mizkan was improved, and with the CR557 Road Widening Project, FDOT, the County, and CSX are on the same page for the improvements.

Community Development Director Bailey shared that the CR557 construction plans were 90% completed, the County was still in the acquisition phase, the project start date is set for October of 2024, and then provided information about how each entity was going to function within the project. This has taken five years to accomplish. The CSX crossing will be improved as a part of the CR557 project.

City Attorney Claytor said CSX does not have an easement to come through the City of Lake Alfred, the City of Lake Alfred has an easement to cross over CSX rail crossings. It is probably the only existing monopoly remaining in the United States today. For the most part, they are self-regulated.

Board Member Pestone said that the City purchased the Fertilizer Plant and Director Bailey said we were in the process of purchasing the property. He said the City Manager was a great negotiator.

Community Development Director Bailey said that was another project that has been envisioned for about five years and there may be an opportunity for a potential rail stop at the location.

Board Member Fountain asked if the City of Lake Alfred had ever considered becoming a railroad quiet zone.

A discussion ensued regarding the enforcement aspect if adopted by a City Ordinance, the City of Lakeland established a quiet zone through a Federal program, [later in the meeting it was shared the City of Winter Haven is going through the application process] and the City Attorney will look into the process.

Board Member Nigg said the transportation plan was fine but wanted the City of Lake Alfred to concentrate on the local schools and the sidewalks. He said the sidewalks were too narrow. He recommended doubling the size of the sidewalks because five or six feet was just not enough.

Community Development Director Bailey said there were changes in the ULDC that had the sidewalks' minimum requirement that went from four feet to five feet wide. Additionally, you can now have sidewalks on both sides of the street instead of just one side. She spoke about the Safe Routes to School and that the City has been working on sidewalk projects over the past ten years. She shared about the eight-foot sidewalks were normal for mixed-use and commercial settings like store frontage. She continued and shared about the five-foot sidewalk and ten-foot multipurpose trail that has been included in the CR557 project and the cities it will provide with connectivity.

Alternate Board Member Reinert said in fifteen years when they redo the roadway, we will lose the sidewalks and trail. How does that make sense? He asked how many miles of sidewalk gaps there were in the City because we don't have enough sidewalks and the answer was unknown.

Chair Fountain said it would be more than fifteen years before they reconstructed CR557 and even if it was needed before then there wouldn't be funding.

Board Member Fisher asked who was responsible for the maintenance of the trails in Lake Alfred.

Community Development Director Bailey said the City had a maintenance agreement with the Florida Department of Transportation for the Veterans trail and she anticipated a similar agreement with the sidewalks and trails on CR557.

Alternate Board Member Long commented on the condition of the existing sidewalks saying a lot of them were overgrown and then asked who was responsible for making sure they were maintained. It was shared that it was the public works department within the City and the City was currently undergoing an ADA self-evaluation of the public rights of way.

Alternate Board Member Reinert asked about specific roads on Figure 22 (page 40) and wanted to know if they were inside the city limits.

Community Development Director Bailey said some of the roads were within the City and some were not. She explained that the expectation was for them to become roads in the future for connectivity and was anticipated to be constructed through the development of projects. She said she did not know when the roads would be constructed.

Alternate Board Member Reinert asked how long the Master Plan was encompassing.

City Attorney Claytor said this was a long-term planning document that will be dictated by population growth and concurrency. The roads won't be built as we are planning to do so long term via that plan until there is a need for the roads. There is no timeline for the plan itself but the construction of the roads will be triggered by population growth and concurrency.

Board Member Fisher said the plan should be flexible and updated according to the growth.

City Attorney Claytor agreed and said the long-term projections could change based on population swings and he anticipates the plan being updated in five years which would give a more accurate window of what we experienced and what we expect to experience.

Community Development Director Bailey said this plan is the City's first Transportation Master Plan and a big part of it was to bring together all the transportation pieces that came from all the other plans and put it into a document that becomes a living, breathing document that identifies what the needs are of the City. She said this document does not get specific with roads and specific timeframes; it is for planning based on the City's needs.

Board Member Gearhart spoke about the great migration to Florida during Covid and the roadway needs.

City Attorney Claytor said transportation is always a hot-button topic. This item was for discussion only and the next item is for the consideration of the Comprehensive Plan Amendments associated with the Transportation Master Plan.

Alternate Board Member Reinert asked when the Transportation Master Plan was completed and if it was still accurate today. The response by Director Bailey was that the data collection deadline was in July-August of last year.

Chair Fountain introduced the next item of business.

2. Comprehensive Plan Amendments

Community Development Director Bailey said the Comprehensive Plan Amendments are goals and policies. She reviewed the amendments.

- The amendment adopts the Transportation Master Plan by reference.
- The Master Plan is to be updated every five years.
- The Master Plan serves as a design standard.
- The level of service (LOS) standards were updated and new evaluation criteria were established for pedestrian and bicycle users.
- CIP Policy 2.1 cross-references the elements where the LOS is established.
- Updated language referencing multimodal transportation system.
- New transportation-related definitions.
- Incorporation of multimodal aspects in maintenance projects.
- Addition of FDOT's Vision Zero goals and policies.
- Removes outdated references or requirements.

The staff's recommendation is that the proposed Comprehensive Plan text amendment updates are consistent with the City of Lake Alfred's Comprehensive Plan and recommends approval to

the City Commission of the City-initiated text amendments, to the City's Comprehensive Plan.

There was not any massive reconstruction in the amendments and the only thing of significance was the changes to the levels of service because it is going from the vehicular level of service to what is now the level of service for pedestrians, vehicles, and bicycles. Again, these are mostly goals and policy types of changes. Other changes will come through the City's Unified Land Development Code, the City Manager's Capital Improvement Plan, the Budget, and things of that nature.

Board Member Pestone asked if it was possible to table the item until everyone had the time to look at the plan.

Chair Fountain said we would not have another meeting before the City Commission meets.

City Attorney Claytor said, if the board does not want to approve the proposed amendments, the board may make a motion to deny it; however, either way, the proposed amendments will be presented to the City Commission. The proposed amendments may be presented to the City Commission with a recommendation of approval, a recommendation of approval with amendments, or a recommendation of denial. Unfortunately, as this board is acting in an advisory or recommendary capacity in this instance, the board is not making the final decision on this matter. As such, there is no option to table the item.

Chair Fountain said we are not going to change this plan. We can make recommendations and we voiced the items we felt were important; bicycles, CSX crossings, [sidewalks] but we are not going to change this plan.

Alternate Board Member Reinert said he thinks that because we did not get enough time to review it how can we approve it? The staff said if he had any more recommendations he can provide those to the department.

Chair Fountain said the Master Plan was just information to have as a foundation for the Comprehensive Plan Amendments just like with the Water and Wastewater Master Plans. If you are uncomfortable with approval, what would you recommend for consideration?

Community Development Director Bailey reviewed the proposed amendments again to the Planning and Zoning Board.

Chair Fountain made a motion that the Planning and Zoning Board forward the Comprehensive Plan Amendments to the City Commission with a recommendation of approval. **Board Member Fisher** seconded the motion.

The floor was opened for discussion by the board. There was no discussion. The floor was opened for public comments. There were no audience members in attendance.

City Clerk Bourgeois conducted a roll call vote.

Board Member Pestone	NAY
Alternate Board Member Reinert	NAY
Board Member Nigg	NAY
Board Member Fisher	AYE

Chair Fountain	AYE
Board Member Gearhart	AYE
Alternate Board Member Long	AYE

The motion was carried by a majority vote.

Chair Fountain opened the floor to Board Member Comments.

Board Member Fisher asked if there was documentation on the focal point of this committee. He thinks that is missing because it appears that some members don't know what they are here to do. He mentioned the dialogue at the beginning of the meeting regarding the tone of a board member while addressing the director. He said he thinks we should watch our tone when addressing individuals in this meeting.

Board Member Pestone said when he has a simple request and he doesn't get it and he asked for it to be brought to the meeting, the director did not do her part. He thinks it is a two-way street because if we are being asked to do something we need to know what it is.

A brief discussion ensued about these being a voluntary position, there not being a need to bring hostility into these meetings, and the civility pledge.

Alternate Board Member Reinert said when he is told that we have to vote on this and is told he can only either approve, deny, or modify it, it feels like we are nothing more than a rubber stamp. It is going to the board anyway regardless of our opinion. That is the impression he has been left with on multiple things that we vote on. Either we vote on it for what they want or it is going to the board anyway. That is my frustration right now.

City Attorney Claytor said there have been multiple matters/issue(s) that come before the City Commission and this board's recommendations, as well as the items discussed within the minutes have been brought up at the City Commission meetings, have played a role in the decisions of the City Commission. The City Commission reviews the minutes from these meetings, and the City Commission will discuss the comments and opinion(s) of this board. This board is not merely a rubber stamp. We do encourage you to voice any concerns which you have whether they are germane to the issue or not. Because you are a recommendary board that is why you are limited in your options because they are recommendations. It does matter and very valid points have been made and considered.

Community Development Director Bailey said the studies are provided strictly for the benefit of your knowledge.

A discussion ensued regarding the time the consultants provided the document to the director, the Master Plans will be provided in the future for reference and not for discussion, and any comments from the board members would be welcomed on the plan documents. Further discussion surrounded not having time to make comments, focusing on providing what is important in the future, and the Master Plan is the expert consultant's work product.

The next Planning and Zoning Board meeting is scheduled for May 11, 2023.

Without any further business, the Planning and Zoning Board meeting was adjourned at 7:56 PM.

Respectfully submitted,

A handwritten signature in blue ink that reads "Linda Bourgeois". The signature is written in a cursive, flowing style.

Linda Bourgeois, BAS, MMC, ADAC
City Clerk