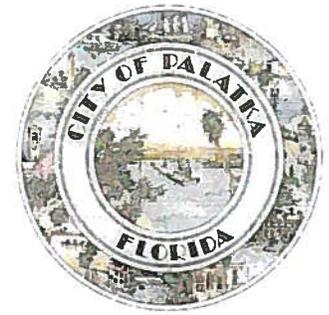


**CITY OF PALATKA  
PLANNING BOARD AGENDA  
July 7, 2015**



1. Call to Order.
2. Roll Call.
3. Approval of Minutes of the April 7<sup>th</sup>, 2015 meeting.
4. Appeal procedures and ex-parte communication.

**5. OLD BUSINESS: None**

**6. NEW BUSINESS:**

**Case 15-22:** A request to annex, amend the Future Land Use map from Putnam County US (Urban Service) to RL (Residential Low-density) and rezone from Putnam County R-1A (Single-family residential) to R-1A (Residential, single-family).

**Location:** 416 Mission Rd.

**Applicant:** Yen Chang

**Case 15-23:** A request to annex and amend the Future Land Use map from Putnam County US (Urban Service) to Commercial.

**Location:** 301 S. Palm Ave.

**Applicant:** Charles N. and Linda P. Bennett

**Agent:** Sage Palatka; Timothy Healey

**Case 15-24:** A request to rezone from Putnam County C-1 (Commercial, Neighborhood) to PUD (Planned Unit Development).

**Location(s)** 301 S Palm Ave.; 300 Poinsetta Ave. and unassigned parcel 12-10-26-7000-0050-0030

**Applicant:** Charles N. and Linda P. Bennett

**Agent:** Sage Palatka; Timothy Healey

**Case 15-25** A request for rezoning from M-1 (Light Industrial) to PUD (Planned Unit Development).

**Location:** 405 – 409 Pine St.

**Applicant:** Victor and Monica Sher

**Agent:** Joffre Filion

**7. OTHER BUSINESS**

**8. ADJOURNMENT**

ANY PERSON WISHING TO APPEAL ANY DECISION MADE BY THE PLANNING BOARD WITH RESPECT TO ANY MATTER CONSIDERED AT SUCH MEETING WILL NEED A RECORD OF THE PROCEEDINGS, WHICH INCLUDES THE TESTIMONY AND EVIDENCE UPON WHICH THE APPEAL IS TO BE BASED, AT THE EXPENSE OF THE APPELLANT. F.S. 286.0105

FOR ADDITIONAL INFORMATION OR FOR PERSONS WITH DISABILITIES REQUIRING ACCOMMODATIONS IN ORDER TO PARTICIPATE IN THIS MEETING PLEASE CONTACT THE CITY BUILDING AND ZONING DEPARTMENT AT 329-0103, AT LEAST 24 HOURS IN ADVANCE TO REQUEST DISABILITY ACCOMMODATIONS.





## PLANNING BOARD DRAFT MINUTES

*April 7, 2015*

Members Present; Chairman Daniel Sheffield, Anthony Harwell, Joseph Petrucci, Earl Wallace, and Tammy Williams. Members absent: George DeLoach, Charlie Douglas, and Vice-Chairman Joe Pickens. Staff present; City Attorney Don Holmes, Planning Director Thad Crowe, Recording Secretary Pam Sprouse.

Chairman Sheffield called the meeting to order at 4: 01 PM.

**Motion** made by Mr. Petrucci and seconded by Mr. Harwell to approve the minutes from the February 25, 2015 meeting. Motion carried unanimously.

Chairman Sheffield read the appeal procedure and requested that any ex-parte communications be expressed prior to each case.

**Case 15-14:** Administrative request to amend Zoning Code Sec. 94-147; 94-148 and 94-149 to allow schools by conditional use permit in the following commercial zoning districts; C-1A (neighborhood commercial district), C-1 (general commercial district) and C-2 (intensive commercial district).

### **(Public Hearing)**

Mr. Crowe explained that ten nonresidential zoning districts do not allow schools at all. Schools are only allowed by right in the PBG-1 zoning district, and by conditional use permit in all residential zoning districts (except for mobile home zoning). This is standard practice in many local zoning codes in Florida. While he was not familiar with the rationale behind this standard in Palatka, he said that in other jurisdictions the intent was expressed that schools should be in residential areas to allow for pedestrian access and more traffic safety. This change would only allow for the consideration of schools through the conditional use process. This review would be on a case-by-case basis, so approval would not be guaranteed. He said that currently vocational schools are allowed by right in commercial districts and day cares are allowed by conditional use in commercial zoning districts. These are similar uses. He said that the request does not conflict with the goals, objectives and policies of the comprehensive plan and Staff believes that the City should at least provide the opportunity for such a consideration, and with that he recommended approval.

Mr. Sheffield asked if Staff knew of any issues with this kind of allowance in other jurisdictions. Mr. Crowe advised that he is not aware of any, that this is a community standards issue and he has seen jurisdictions loosen up restrictive zoning and depart from the barriers and downright prohibitions. He said that it seems the old paradigm was to keep schools in residential

neighborhoods and now the new paradigm is to take a look at them and see where they fit the best, regardless of the existing land use.

Mr. Petrucci asked if Staff's intent was to allow for all commercial districts. Mr. Crowe replied yes, but only by conditional use review. He noted that approximately 85% of the commercial zoning districts within the City, discounting the Downtown districts, are zoned C-2 (intensive commercial). Discussion continued.

**(Regular meeting)**

Mr. Petrucci asked why the code amendment approach, versus having an applicant apply for a rezoning to the Public Grounds designation, and cited concerns of new commercial uses being deterred by existing schools. Mr. Crowe responded that to rezone could be spot zoning and that zoning and land use categories should be kept in more broad strokes with a more coherent structure to our zoning map. Mr. Holmes agreed and added that in addition to the "allowed by right consideration," the conditional use vehicle the opportunity to be more restrictive. He added that a new commercial use might look at being next to a school as a readymade customer base. Mr. Petrucci expressed concerns that intensive commercial activities might harm schools in commercial districts. Mr. Crowe answered that whether a use is allowed or not, they must meet the code including parking, traffic patterns that will allow customers to safely enter and exit the establishment, and landscaping/buffering. Mr. Harwell expressed his concern for stifling commercial growth in the area by assigning prime retail land to non-retail uses.

**Motion** made by Mr. Wallace and seconded by Ms. Williams to approve the request as recommended by Staff. All present voted, with 4 yeas and 1 nay (Mr. Petrucci). Motion carried.

**Case: 15-15:** A request for a conditional use permit to locate a school in a C-1 (general commercial) zoning district – 310 S. Palm Ave.

Mr. Crowe showed PowerPoint slides of the site, noting the tree preserve area on the rear half, the one-way pair driveway around the building, with parent drop off to the north and buses along the Palm Ave. side (east). He then reviewed the applicable criteria, starting with conformance with the Comprehensive Plan. He said that the request complies with the Comprehensive Plan language for the Commercial Future Land Use Map category that references public/intuitional uses. He noted use compatibility with the Palm Avenue corridor, a mixed-use area with mostly institutional uses such as a church, funeral home, nursing home, and limited retail including credit union and sub shop. He stated that the Board has the ability to require full buffering or strike a balance by crediting existing and established trees. As there are so many trees preserved in the rear half of the site, Staff recommends only requiring three additional shade trees on the property, specifically in the front within the right-of-way buffer.

Mr. Crowe went over the site plan slide, noting driveways, parking, drop-off areas, solid waste enclosure, play area, and tree preservation area. He noted further criteria compliance regarding utilities, open space, and signage, but said that conditional use review must consider impact on the public interest. He said that while he believed it would be good public policy to use any leverage to collect an equitable fee for government services rendered, he agreed with Mr. Holmes advice that fiscal issues were too far removed from zoning and land use discussions. Therefore Staff was removing this condition, but said that if the Applicant wanted to volunteer such a payment through civic pride, the City would be glad to collect it.. Chairman Sheffield asked if staff had any discussions with the applicant on this issue. Mr. Crowe said he did discuss this with the applicant, and said that he believes the Applicant recognizes that the City is looking for ways to mitigate impacts from the fiscal bleeding. Mr. Crowe then recommended approval provided that the site development is in conformance with the submitted site plan and the following conditions are met:

1. The approval is for a middle charter school with an anticipated enrollment of 160 students, the presence of 13 employees, and two school buses. Enrollment shall not exceed 180 students, no more than 15 employees shall be present, and school buses shall not exceed two.
2. School hours are between 7:45 and 2:10, with teachers and administrators arriving earlier and leaving later.
3. Staff recommends a new shade tree in each terminal island of the existing parking row along S. Palm Ave. to meet the parking lot shading requirement, and a third shade tree in the middle of the landscape area. Recommended trees include Shumard Oak, Drake Elm, or Winged Elm. No other landscape plantings are recommended due to the extensive tree preservation on the site.
4. All other applicable standards of the Zoning and Municipal Code in general must be met.

Mr. Harwell asked if the entire site depicted in red on the staff report was to be considered in this request and what percent was impervious. Mr. Crowe explained that he calculated approximately 40 percent was impervious, and that development precedes the St. Johns River Water Management Storm water requirements, but the wooded area acts as an informal retention area for that site, and seems to receive that stormwater.

Ray Spofford, AICP, with ETM, 14775 Old St. Augustine Rd. in Jacksonville Fl., and resident of 132 Elgin Rd. East Palatka, representing the landowners Dr. & Ms. Raby and the applicant Putnam Academy of Arts and Sciences. He said that the Academy has a contract to purchase the property. The school is currently located on Putnam County Blvd. in East Palatka and needs to relocate by June 30<sup>th</sup> of this year. This is a middle school founded in 2001 by five Putnam County Teachers, focused on preparing students for high school and beyond. The founders of this school have over 135 years of experience, three teachers with master degrees, as well as three past Putnam County Teachers of the Year. He explained that the applicant is in

agreement with the conditions staff has recommended but with two exceptions; one) that that enrollment be matched with the maximum student level of 188. Secondly, the applicant requests that the Board not require the School to pay the fee in lieu of taxes. He said there are many other positive social as well as economic benefits to the community derived from a school like this, for instance education has significant economic benefits. It also helps to decrease crime rates and promote civic mindedness.

Allegra Kitchens 1027 S 12<sup>th</sup> St., spoke in favor of the request stating that she believes this is a good location for this school. Many would see it as being good for the economy and for future commercial growth and somewhat of a captive audience.

**Motion** made by Mr. Harwell and seconded by Mr. Petrucci to approve the request as recommended by Staff, except to allow a 188 student maximum and not requiring recommendation no. 5. Motion carried unanimously.

Mr. Crowe advised that the approval would of course be contingent upon the zoning code amendment being approved by the City Commission, first reading now set for April 23, 2015.

**Other Business:**

Mr. Crowe advised the Board as a matter of interest, that there is new medical office development scheduled for western St. Johns Avenue, namely a dentist office and an imaging center. With the dentist office clear-cutting there will be some tree mitigation with 48 trees to be planted in vicinity roadways and public properties, around the college.

Meeting adjourned.



**Case 15-23: 301 S. Palm Ave.**  
**Request to Annex and Amend Future Land Use Map**  
**Applicant: Building & Zoning Dept.**

**STAFF REPORT**

**DATE:** June 30, 2015  
**TO:** Planning Board members  
**FROM:** Thad Crowe, AICP  
Planning Director

**APPLICATION REQUEST**

To annex and amend the Future Land Use Map (FLUM) of the Comprehensive Plan for this property from Putnam County Urban Service to City Commercial. There is a companion rezoning for this property and adjacent properties rezoning to Planned Unit Development (PUD). Public notice included legal advertisement, property posting, and letters to nearby property owners (within 150 feet). City departments had no objections to the proposed actions.



*Figure 2: Property location.*

*Figure 3 (above): current location of bread store  
Figure 4 (below) proposed annexation parcel is corner lot  
with two buildings on it, the larger of which shall remain on  
the site in office use*

## **APPLICATION BACKGROUND**

The property under consideration currently has a County mixed-use (commercial and residential) Future Land Use Map (FLUM) designation and neighborhood commercial zoning. There is small office building on the property, and an even smaller building also used for office purposes in the rear of the lot. The existing bread store located across Mungin St. just north of this property intends to move operations onto the undeveloped property just south of the site, constructing two new buildings (retail store and warehouse/distribution building) along with associated parking and landscaping improvements. This will be done through the Planned Unit Development zoning, as the owner needs code flexibility, primarily from the exclusion of warehouse-distribution activities from the C-2 zoning (in this case the use of box trucks, not semi-tractor trailers, to distribute bread to the on-site retail store and other vicinity stores. The property and its current and proposed FLUM and zoning classifications are shown below.

**Table 1: Current and Proposed Future Land Use Map and Zoning designations**

Future Land Use Map Category		Zoning	
Current Putnam Co.	Proposed City	Current Putnam Co.	Proposed City
US (Urban Service)	COM (Commercial)	C-1 (Commercial, Neighborhood)	PUD (Planned Unit Development)

**Table 2: Future Land Use Map and Zoning Designations for Adjacent Properties**

	Future Land Use Map	Zoning	Actual Use
North of Site	County US (Urban Service)	County C-1 (Commercial Neighborhood)	Retail bread store & associated warehouse
East of Site	COM (Commercial)	C-1 (General Commercial)	Undeveloped
West of Site (across Palm)	COM (Commercial)	C-1 (General Commercial)	Credit union
South of Site	COM (Commercial)	C-1 (General Commercial)	Undeveloped

## **PROJECT ANALYSIS**

### **Annexation Analysis**

Florida Statute 171.044 references voluntary annexation requirements and requires that property proposed for annexation must meet two tests. First, properties must be contiguous to the annexing municipality and second, properties must also be "reasonably compact."

**Contiguity.** F.S. 171.031 provides a definition for contiguous and requires that boundaries of properties proposed for annexation must be coterminous with a part of the municipality's boundary. As indicated in Figure 1, the property is contiguous to the City limits, which are to the south, east, and west (statutes do not consider rights-of-way to interrupt contiguity).

**Compactness.** The statute also provides a definition for compactness that requires an annexation to be for properties in a single area, and also precludes any action which would create or increase enclaves, pockets, or finger areas in serpentine patterns. Annexing the property meets the standard of compactness as it does not create an enclave, pocket, or finger area but in fact reduces the greater County enclave in the Palm Ave. corridor and areas to the east (see map on next page).



Figure 5: Enclave Area east of S. Palm Ave. & south of St. Johns Ave.

### **Future Land Use Map Amendment Analysis**

Criteria for consideration of comprehensive plan amendments under F.S. 163-3187 are shown in italics below (staff Comment follows each criterion, and comprehensive plan extracts are underlined).

*List Goals, Objectives, and Policies of the Comprehensive Plan that support the proposed amendment.*

The proposed amendment is in keeping with the following objective and policies of the Comprehensive Plan, and does not conflict with other plan elements. S. Palm Ave. is a commercial corridor in terms of Future Land Use, although the more finely grained zoning level has assigned low intensity commercial uses to this area as opposed to the intensive commercial designation of most other major road corridors in the City.

#### **Policy A.1.9.3**

##### **A. Land Use Districts**

##### **1. Commercial**

*Land designated for commercial use is intended for activities that are predominantly associated with the sale, rental, and distribution of products or the performance of service. Commercial land use includes offices, retail, lodging, restaurants, services, commercial parks, shopping centers, or other similar business activities. Public/Institutional uses and recreational uses are allowed within the commercial land use category. Residential uses are allowed within Downtown zoning districts, at an overall density of 20 units per acre and are subject to additional project density, design and locational standards set forth in these zoning districts (Ordinance # 11-22). The intensity of commercial use, as measured by impervious surface, should not exceed 70 percent of the parcel and a floor area ratio of 1.5, except that a floor area ratio of up to 4.0 is allowed in downtown zoning districts. Intensity may be further limited by intensity standards of the Zoning Code. (Ordinance # 12-50). Land Development Regulations shall provide requirements for buffering*

*commercial land uses (i.e., sight access, noise) from adjacent land uses of lesser density or intensity of use. See Policy A.1.3.2.*

**Staff Comment:** the property is now in the County's Urban Service FLUM category, which allows nonresidential uses limited by a Floor Area Ratio of 1.0<sup>1</sup> and a maximum impervious surface<sup>2</sup> ratio of 85%. The City's COM FLUM allows a higher FAR of 1.5 and a slightly lower impervious surface of 70%, with both being comparable to the County's intensity limits. Section 94-111(b) allows the C-2 zoning category within the COM land use category.

*Provide analysis of the availability of facilities and services.*

**Staff Comment:** the property is in close proximity to urban services and infrastructure including city water and sewer lines (both within the Palm Ave. right-of-way).

*Provide analysis of the suitability of the plan amendment for its proposed use considering the character of the undeveloped land, soils, topography, natural resources, and historic resources on site.*

**Staff Comment:** The property is within a commercial corridor that is suitable for the proposed commercial FLUM designations. Staff is not aware of any soil or topography conditions that would present problems for development, or of any natural or historic resources on these developed sites.

*Provide analysis of the minimum amount of land needed as determined by the local government.*

**Staff Comment:** not applicable, as this is to be determined at the next revision of the overall Comprehensive Plan.

*Demonstrate that amendment does not further urban sprawl, as determined through the following tests.*

- *Low-intensity, low-density, or single-use development or uses*
- *Development in rural areas at substantial distances from existing urban areas while not using undeveloped lands that are available and suitable for development.*
- *Radial, strip, isolated, or ribbon development patterns.*
- *Development that fails to adequately protect and conserve natural resources and agricultural activities.*
- *Development that fails to maximize use of existing and future public facilities and services.*
- *Development patterns or timing that will require disproportional increases in cost of time, money and energy in providing facilities and services.*
- *Development that fails to provide a clear separation between rural and urban uses.*
- *Development that discourages or inhibits infill development and redevelopment.*
- *Development that fails to encourage a functional mix of uses.*
- *Development that results in poor accessibility among linked or related land uses.*

**Staff Comment:** the location of this property within the City's urbanized area ensures that urban services are available. These uses do not represent urban sprawl.

<sup>1</sup> Floor Area Ratio is a measurement of intensity defined as the size of the property divided by the square footage of a building. For example a FAR of 1.0 allows a building of 43,560 square foot on a lot of the same size.

<sup>2</sup> Impervious surface is the area that will not absorb rainwater, including paved areas, building areas, and pond/water areas.

**STAFF RECOMMENDATION**

As demonstrated in this report, this application meets applicable annexation, future land use amendment, and rezoning criteria. Staff recommends approval of the annexation and amendment of Future Land Use Map category to COM for 301 S. Palm Ave.



**Case 15-24: 301 S. Palm Ave., 300 Poinsetta Ave., & Parcel to south**  
**Request to Rezone from C-1 to PUD**  
**Applicant: Charles & Linda Bennett**

**STAFF REPORT**

**DATE:** June 30, 2015  
**TO:** Planning Board members  
**FROM:** Thad Crowe, AICP  
Planning Director

**APPLICATION REQUEST**

This is a request for these three contiguous properties changing the zoning from C-1 (General Commercial) to PUD (Planned Unit Development). A companion amendment proposes to annex and assign commercial Future Land Use Map designation to a portion of the land proposed for this PUD (301 S. Palm Ave.). Required public notice included legal advertisement, property posting, and letters to nearby property owners (within 150 feet).



Figure 1: Property Location

**APPLICATION BACKGROUND**

This application is intended to accommodate the relocation of the existing bakery store, located at 209 S. Palm Ave., to property immediately to the south across Mungin St. (see Figures 2 and 3).



Figure 2: existing store at 209 S. Palm Ave.

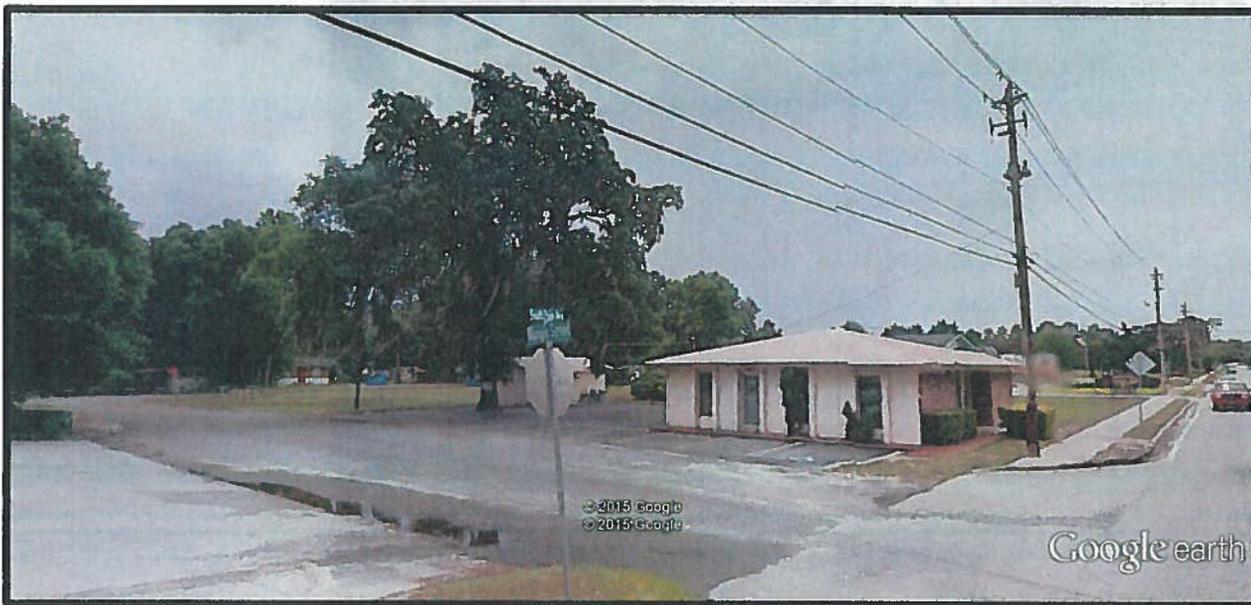


Figure 3: Site from S. Palm Ave. – existing office building fronting Palm will remain, smaller building (behind stop sign) will be removed.

Table 1: Current and Proposed Future Land Use Map and Zoning designations

Future Land Use Map Category		Zoning	
Current Putnam Co.	Proposed City	Current Putnam Co.	Proposed City
US (Urban Service)	COM (Commercial)	C-1 (Commercial, Neighborhood)	PUD (Planned Unit Development)

Table 2: Future Land Use Map and Zoning Designations for Adjacent Properties

	Future Land Use Map	Zoning	Actual Use
North of Site	County US (Urban Service)	County C-1 (Commercial Neighborhood)	Retail bread store & associated warehouse
East of Site	RMH (Resid. Mobile Home)	US (Urban Service)	Mobile home park
West of Site (across Palm)	COM (Commercial)	C-1 (General Commercial)	Credit Union
South of Site	COM (Commercial)	C-1 (General Commercial)	Undeveloped

Table 3: Requested Code variances

Code section	Applicant Request	Staff Recommendation
Sec. 94-129	Allowance of limited distribution/warehouse use associated with principal bread store use (prohibited in C-1 zoning)	Agree, but limit semi-tractor trailer traffic to one a day, and allowing otherwise medium trucks (delivery/box trucks)
Sec. 94-261	Increase of driveway width from 24 feet to 30 feet	Agree
Sec. 94-296(b)	Elimination of three terminal landscape islands	Agree, but shift three terminal island shade trees to other parts of site, including one to buffer adjacent to northeast parking row
Sec. 94-303 & 304	Reduction of rear buffer (adjoining residential street) from required Type C 20 feet-wide buffer to three feet	Retention of 20-foot wide buffer, incorporating planned retention area into buffer with appropriate plantings to reduce visual impacts and truck noise intrusion into residential area
Sec. 94-294(d)	N/A	Per Code requirement to protect trees, parking spaces within 50% of dripline of tree <u>shall be pervious pavement</u> , and construction will proceed carefully within that area with the assistance of an arborist or landscape architect to ensure proper root and limb cutting.

Table 4: Other Code Requirements (not recommended for waiving)

Code Section	
Sec. 94-157	Allowable signs limited to directional, ground, and wall signs -- no pole signs allowed
Sec. 94-204	Design standards require finished exterior walls, breaking up blank walls with windows or other elements, emphasizing and providing weather protection to building entrances, screening equipment, screening of loading docks.
Sec. 94-233	Underground utilities required

Table 5: Recommended Code "Upgrades"

Provide shade trees (deciduous or evergreen) in place of proposed understory trees within south and north buffers, to provide for
Provide evergreen trees along rear buffer adjacent to residential area (proposed as deciduous)
Provide for "mirroring" of buffer trees along rear buffer for the west bank of stormwater area, planted along a berm
Hours of operation – 7 AM to 7 PM, exceptions allowable for documented unusual vehicle delay problems accompanied by scheduling deadlines.
Limitation of one semi-tractor trailer truck visitation per day, with an additional daily visitation in documented cases involving unusual scheduling and vehicle delay problems.

### Rezoning Analysis

Per Section 94-38 of the Zoning Code, the Planning Board must study and consider the proposed zoning amendment in relation to the following criteria, which are shown in *italics* (staff response follows each criterion).

The PUD criteria below are from Sec. 94-235(c), which is the PUD section of the Zoning Code.

(1) *The tract for the proposed planned unit development is suitable in terms of its relationship to the comprehensive plan and that the area surrounding the proposed planned unit development can continue to be developed in coordination and substantial compatibility with the planned unit development proposed.*

Staff Response: S. Palm Ave. south of St. Johns Ave. was intentionally assigned neighborhood (C-1A) or general commercial (C-1) zoning. The intent was to keep out more intensive commercial uses allowed in C-2 zoning. The warehouse-distribution use is clearly a more intensive use. However that use is already there, without the benefit of an upgraded site in terms of buffering, landscaping, and architecture. Therefore the PUD becomes a mechanism that allows the applicant to expand and modernize their business while meeting and exceeding City standards – a "win-win" situation. The rear buffer – expanded to more than 25' in width with the inclusion of the planted retention area – provides substantial buffering and some noise reduction that will not hinder either future commercial development along Palm Ave. or residential new construction or reinvestment in adjacent neighborhoods.

(2) *The desirable modifications of general zoning or planned unit development regulations, as applied to the particular case, justify such modification of the regulations, and meet, to at least an equivalent degree, the regulations, based on the design and amenities incorporated in the site development plan.*

Staff Response: the waiver of certain zoning standards, such as allowing more intensive uses, increasing driveway width, and eliminating required landscape terminal islands is balanced by the recommended code upgrades of upgrading from understory trees to shade trees, providing a strong vegetated rear buffer for visual screening and noise control, and limiting truck traffic and hours of operation. The end result is a project that meets and in fact exceeds code while remaining functional and recognizable as an attractive PUD development.

(3) *Increased open space over conventional development is provided for the occupants of the proposed planned unit development and, if appropriate, the general public.*

Staff Response: The project will provide 42% green space, which greatly exceeds the C-1 zoning minimum of 30%. The open space is not for residents or the public, but Staff recommends that the site plan show two separate areas, smoking and non-smoking where employees can enjoy breaks outside during nice weather or even have small company events. One of the open space areas includes a landmark 36" oak tree along Mungin St., and to reduce impacts of construction to this tree, Staff recommends that the Board

allow a waiver for pervious pavement for any spaces within 50% of the dripline of the tree, while requiring maintenance (annual vacuuming of these spaces to ensure their ongoing permeability).

Zoning Code Section 94-38(f) – Amendments: *“When pertaining to the rezoning of land, the report and recommendations of the planning board to the city commission required by subsection (e) of this section shall show that the planning board has studied and considered the proposed change in relation to the following, where applicable:”*

a. *Whether the proposed change is in conformity with the comprehensive plan.*

Staff Response: The rezoning is to a customized zoning category that is somewhere between C-1 (General) and C-2 (Intensive), both allowable zoning classifications within the Commercial Future Land Use Map category of the Comprehensive Plan.

b. *The existing land use pattern.*

Staff Response: the proposed zoning is in character with the mixed commercial-institutional character of this section of S. Palm Ave. While the use is more intense than what would usually be allowed, it is already there across the street and impacts will be greatly mitigated through the rear buffer and the higher level of tree planting of the site.

c. *Possible creation of an isolated district unrelated to adjacent and nearby districts.*

Staff Response: while this PUD is more intensive due to the warehouse-distribution use, it is limited by scale and hours of operation, and well-buffered. Therefore it will resemble and function more like the properties in the vicinity zoned general commercial. This zoning is less isolated as it does not designate a single property but most of a full block.

d. *The population density pattern and possible increase or overtaking of the load on public facilities such as schools, utilities, streets, etc.*

Staff Response: impacts will be similar to the operation that is currently there. The ITE (Institute of Traffic Engineers) provides a PM peak hour trip rate of .97 per 1,000 SF for General Light Industrial and a rate of 2.71 per 1,000 SF for specialty retail, which in this case adds up to 11 trips per PM peak hour, with the equivalent 110 daily trips. There is available roadway capacity on Palm Ave., Crill Ave., and St. Johns Ave. to absorb these traffic impacts. The area is served by water and sewer and has available capacity to serve this development.

e. *Whether existing district boundaries are illogically drawn in relation to existing conditions on the property proposed for change.*

Staff Response: the proposed boundaries, which comprise the better part of a city block, are appropriate.

f. *Whether changed or changing conditions make the passage of the proposed amendment necessary.*

Staff Response: N/A.

g. *Whether the proposed change will adversely influence living conditions in the neighborhood.*

Staff Response: any limited negative impacts from increased truck traffic, which is already there in association with the existing bread store, will be more than offset by landscaping, buffering, and architectural improvements and upgrades.

h. *Whether the proposed change will create or excessively increase traffic congestion or otherwise affect public safety.*

Staff Response: see response to d. above. In addition, the parking needs of the development are met with the 12 spaces. The nine parking places on the right-of-way along Mungin St. adjacent to the existing office will continue to serve that use, and can provide overflow parking for this use if needed.

i. *Whether the proposed change will create a drainage problem.*

Staff Response: the Applicant's stormwater plan provides sufficient space and proper function of on-site stormwater management into the rear buffer area.

*j. Whether the proposed change will seriously reduce light and air to adjacent areas.*

Staff Response: with a one-story design and 42% open space ratio, this development will not reduce light and air to adjacent areas.

*k. Whether the proposed change will adversely affect property values in the adjacent area.*

Staff Response: Staff believes that with the enhancement of the property and the limited impacts of this business will not result in adverse impacts on property values.

*l. Whether the proposed change will be a deterrent to the improvement or development of adjacent property in accord with existing regulations.*

Staff Response: see response to k. above.

*m. Whether the proposed change will constitute a grant of special privilege to an individual owner as contrasted with the public welfare.*

Staff Response: no special privilege is granted – while the Applicant has received some Code waivers, Staff has also recommended a number of measures to provide public benefit by exceeding Code requirements.

*n. Whether there are substantial reasons why the property cannot be used in accord with existing zoning.*

Staff Response: the main portion of this property has remained undeveloped for many years with the General Commercial zoning.

*o. Whether the change suggested is out of scale with the needs of the neighborhood or the city.*

Staff Response: the proposed use is a relatively small-scale use, generating just over 100 vehicle trips a day.

*p. Whether it is impossible to find other adequate sites in the city for the proposed use in districts already permitting such use.*

Staff Response: it is not impossible to find other adequate sites for this use around the City.

*q. The recommendation of the historical review board for any change to the boundaries of an HD zoning district or any change to a district underlying an HD zoning district.*

Staff Response: not applicable.

### **STAFF RECOMMENDATION**

Staff finds that with the recommendations below applied, the application is in keeping with the City's Comprehensive Plan and Zoning Code. Staff recommends approval of this PUD with the following conditions.

1. Development shall be largely in keeping with the site plan as submitted.
2. Waivers shall be limited to those stated in Table 3 of this report.
3. The project shall commence within two years of approval or the zoning shall lapse.
4. Phase 2 approval shall lapse five years after project CO, commencement after that time shall require a major modification of the PUD.
5. Tractor trailer trucks shall be limited to one per day
6. Plant shade tree within right-of-way buffer adjacent to northeast parking row.
7. Provide and install landscape plan for stormwater area with appropriate plantings that will increase screening effect and reduce truck noise, including mirroring the rear buffer trees along a berm at the east end of the stormwater area.
8. Parking spaces within 50% of dripline of tree shall be pervious pavement, and construction will proceed carefully within that area with the assistance of an arborist or landscape architect to ensure proper root and limb cutting.

9. Provide shade trees (deciduous or evergreen) in place of proposed understory trees within south and north buffers.
10. Provide evergreen trees along rear buffer adjacent to residential area (proposed as deciduous)
11. Hours of operation shall be 7 AM to 7 PM, with exceptions allowable for documented unusual vehicle delay problems accompanied by scheduling deadlines.
12. Limitation of one semi-tractor trailer truck visitation per day, with an additional daily visitation in documented cases involving unusual scheduling and vehicle delay problems. Other delivery trucks limited to box trucks under the weight of 15,000 pounds.

**CITY OF PALATKA**  
**ANNEXATION/REZONING APPLICATION**  
**NARRATIVE "CRITERIA ANALYSIS"**

**GENERAL PROJECT DESCRIPTION**

The proposed "Sage – Palatka" project is located at 301 S. Palm Avenue in the City of Palatka, Florida. The scope of this project consists of the construction of a 6,957-SF building consisting of 4,957-SF of warehouse/wholesale (9 O/H doors) and 2,000-SF of specialty retail with associative parking/paving (12-spaces) on a (0.81-acre) site parcelage. The facility will be operated by 3 employees.

**Note! This project will be phased with only 3,062-SF of warehouse/wholesale (6 O/H doors) being built in Phase I.**

**Note! The existing 1-story commercial building (1,835-SF) and existing associative parking (10 spaces) will remain within the northwest corner of the property to function as a general office establishment not related to the new construction. The auxiliary block building in the rear will be demolished.**

**EXPLAIN HOW THE REQUESTED ANNEXATION AND ZONING COMPLIES WITH GENERAL REVIEW CRITERIA:**

1. Adequacy of ingress and egress to property and proposed structures with particular regard for automobiles and pedestrian safety and convenience, traffic generation, flow and control and emergency access.
  - **The proposed development proposes a full access two-way (right-in/right out) driveway entrance off of Palm Avenue which is a multi lane section "collector" (2-lane NB / 2-lane SB) with no dedicated left turn lane; however, the center line is broken for some left turn movements.**
  - **A secondary driveway connection is proposed for truck/semi-truck trailer exit onto Mungin Street. which is a local road.**
2. Location and design of off-street parking and loading areas in regard to the items in "1" above and the smoke, noise, glare, dust, vibrations, fumes, pollution and other effects of the use on adjoining properties.

**TRAFFIC FLOW**

**A. Semi-Tractor Trailer**

A single semi tractor-trailer (WB-55) will enter the site by making a right-turn into the site from S. Palm Avenue and drive to the east (rear) of the building to unload bakery product. The semi-driver will park and unload the fifty three foot (53') foot trailer in the next morning. The semi-driver will then leave the site exiting with a left turn onto Mungin Street for access back to S. Palm Avenue. This procedure will occur once daily.

**B. Box Trucks and Miscellaneous Bulk Customers**

General bulk retail customers will arrive at the site with <30 FT box trucks and regular duty pick-up trucks. Bulk Retail customers will load from the north side of the building area along the overhead door positions located east of the front retail area.

**Note! All bulk retail customers that load product from the rear warehouse portion of the building will enter and exit off of S. Palm Avenue and Mungin Street.**

**C. General Retail Customers**

General retail customers will arrive at the site and park within the twelve (12) regular duty parking stalls available for customers and employees. One of the stalls will be handicap accessible per ADA requirements.

## POLLUTION

- There will be no smoke, dust, glare, dust, vibrations, fumes generated by this development.
  - Noise production will be at a minimum due to the less intense type loading and unloading.
  - The proposed retention pond with landscaping will provide buffering from this site from the adjacent residential uses to the east.
  - No OH doors will face the funeral home development to the south.
  - Site lighting will be accomplished via wall-packs with appropriate set angles and lenses to reduce foot candles beyond the immediate building area.
3. Location and design of refuse and service areas in regard to availability, adequacy and effect on surrounding properties.

## SOLID WASTE

The proposed project will incorporate a single dumpster located within the rear of the property at the east end of the main drive aisle. The (10'x10') concrete dumpster pad will be enclosed by a six foot high enclosure.

**Note! The dumpster has been positioned so that large type solid waste haulers can enter off of S. Palm Avenue, pick up the trash dumpsters (head on), back up and turn northerly exiting the site from Mungin Street.**

4. Utilities, in regard to location, availability, adequacy and compatibility with surrounding properties.

## UTILITIES

### Potable Water (City of Palatka)

The water design proposes a 1-inch commercial meter to supply projected flows around 310 GPD or a peak hourly flow of 3 gpm.

- Existing 2"watermain along the west side ROW of Poinsettia Avenue.
- Existing 6"watermain within the north bound travel lanes of S. Palm Avenue.

**Most likely there will be a tap on the 2"watermain along the west ROW of Poinsettia for a 1"water service for the proposed building.**

### Fire Protection (City of Palatka)

- The proposed building will not be fire sprinkled as it is well under 10,000-SF in the current concept. There is an existing aforementioned 6" watermain within S. Palm Avenue that could be tapped if necessary.
- There is an existing 6"FHA located at the SE corner of Powell Street and Poinsettia Avenue that may meet fire hydrant coverage requirements.

**The City of Palatka Fire Marshal has been contacted and will determine the fire hydrant coverage applicability during site plan review.**

### Irrigation

The irrigation source will incorporate either a dedicated meter or tap off the proposed domestic 1"service line along Poinsettia Avenue.

### Sanitary Sewer (City of Palatka)

There is currently no gravity or forcemain facilities with capacity within 300ft of the property. Per discussions with City of Palatka, a septic tank and drainfield will be an acceptable for sewer effluent disposal.

- Projected flows around 400 GPD or a peak hourly flow of 3 gpm.
- As mentioned previously the number of employees will be 3.

**The proposed septic tank and drainfield for the new development will be located in front of the proposed building along S. Palm Avenue. The system will be required to meet all Florida Department of Health standards.**

5. Screening, buffering or separation of any nuisance or hazardous feature of the use.

## LANDSCAPING, SCREENING & BUFFERING

- All proposed landscape, screening and buffering will conform to City of Palatka Development regulations and codes with some minor waivers as necessary under approval from City staff.
  - **This project has been designed to save the large 36"Oak that is located within the property along Mungin Street.**
6. Proposed signs and exterior lighting with reference to glare, traffic safety and compatibility and harmony with surrounding properties.
    - **The proposed sign will be wall mounted on the front face of the proposed building. (See architectural elevations)**
    - **Site lighting will be accomplished via wall-packs with appropriate set angles and lenses to reduce foot candles beyond the immediate building area.**
  7. Effect upon the value of surrounding properties; the use shall not hinder the development of nearby vacant properties or adversely affect their economic values.
    - **The proposed new development will be aesthetically pleasing with code landscaping and building construction features that meet the City of Palatka's architectural requirements. This will result in raising the land values of the surrounding vacant parcels.**
  8. Adequacy of land and/or building which are to be used.
    - **The size of the land and building which is to be used is consistent with the property size / building area ratio that has been used throughout north Florida.**
  9. General compatibility or appropriateness with adjacent properties and other property in the district with special consideration given to proposed hours of operation.
    - **The proposed development is compatible and appropriate because the intensity of use is similar or less intensive than the adjacent industrial / commercial properties that border this parcel to the west and the south.**
  10. Environmental quality of the district in which the use is proposed and the effect the Annexation & Rezoning might have on such quality.
    - **The environment quality of the "S. Palm Avenue" district is satisfactory. The effect of this Special use Permit will add a development with current code landscaping and a large percentage of green space onsite with a stormwater management system.**

## STORMWATER MANAGEMENT SYSTEM

Water quality treatment and attenuation will be accomplished via one (1) dry retention pond located along the eastern property boundary. The retention pond will meet the requirements for the City of Palatka, St. John's River Water Management District (SJRWMD) and the Florida Department of Environmental Protection (FDEP).

11. Consistency with the City of Palatka Comprehensive Plan.
  - a. **Design Element** - The proposed building architecture will meet the Comprehensive Plan goals
  - b. **Transportation Element** - The project will implement an onsite bicycle parking area.