

**CITY OF PALATKA**  
**PLANNING BOARD AGENDA - April 5, 2016**



1. Call to Order
2. Roll Call
3. Approval of March 1, 2016 meeting minutes.
4. Appeal procedures and ex-parte communication

**5. OLD BUSINESS:**

**Case 15-33** Evaluation and Appraisal Report (EAR), Comprehensive Plan

**Case 16-04** Administrative request to rezone two parcels (Putnam County Industrial Park) from County PUD (Planned Unit Development) to PID (Planned Industrial Development). – Tabled from the March Planning Board meeting.

**Location (1):** 7220 PRC Way - Owner: Premier Palatka, LLC

**Location (2):** 7201 PRC Way - Owner: Sykes Realty Inc.

**6. NEW BUSINESS:**

**Case 16-09** Request to annex, amend Future Land Use Map from County US (Urban Service) to COM (Commercial), and rezone from County C-4 (Commercial Intensive) to C2 (Intensive Commercial).

**Location:** 3829 Reid St.

**Applicant:** Julio A Pena

**Case 16-11** Request to annex, amend Future Land Use Map from County UR (Urban Reserve) to COM (Commercial), and rezone from County AG (Agriculture) to C-1A (Neighborhood Commercial).

**Location:** 7000 Old Wolf Bay Rd.

**Applicant:** Mocking Bird Properties LLC

**Case 16-12** Request for a conditional use to locate a Childcare facility in C-2 zoning district.

**Location:** 207 S. Moody Rd.

**Applicant:** Tender Care Medical Services of St. Johns County Inc.

**Case 16-15** Request for a conditional use to locate a School in C-2 zoning district.

**Location:** 600 College Rd.

**Applicant:** The Edge School

**Case 16-16** Request for a conditional use for multi-family development with more than three units in DR (Downtown Riverfront) zoning district.

**Location:** Parcel #42-10-27-6850-0020-0010 (a.k.a. "Century Block" or "100 Block")

**Applicant:** Riverside Development Group LLC

**Case 16-17** Request for final plat to vacate easements.

**Location:** 6109 3<sup>rd</sup> Manor West.

**Applicant:** Brooke Downs

**Case 16-18** Administrative request to amend Future Land Use Map from County UR (Urban Reserve) to COM (Commercial).

**Location:** 7301 Crill Ave.

**Owner:** Tristar Invesco Inc.

**7. Other Business:** (none)

**8. ADJOURNMENT**

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*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 WHEN REQUESTING DISABILITY ACCOMMODATIONS.*

# Minutes

Planning Board

March 1, 2016

**CITY OF PALATKA**  
**PLANNING BOARD AGENDA**  
March 1, 2016



Call to Order: Members present: Chairman Daniel Sheffield, Tammy Williams, Anthony Harwell, Joseph Petrucci and Earl Wallace. Members absent: Vice-Chairman Joe Pickens, George DeLoach and Ed Killebrew. Staff present: Planning Director, Thad Crowe; Recording Secretary, Pam Sprouse and City Attorney, Donald Holmes.

**Motion** made by Ms. Williams and seconded by Mr. Petrucci to approve February 2, 2016 meeting minutes. All present voted, the motion carried unopposed.

The Chairman then explained appeal procedures and requested that Board members express any ex-parte communication prior to hearing the case.

**OLD BUSINESS:**

**Case 15-33** Evaluation and Appraisal Report (EAR), Comprehensive Plan

Mr. Crowe stated that staff would like to bring a final draft in April for the Board's consideration and that this item would be re-advertised.

No action taken.

**NEW BUSINESS:**

**Case 16-04** Administrative request to rezone two parcels (Putnam County Industrial Park) from County PUD (Planned Unit Development) to PID (Planned Industrial Development)

**Location (1):** 7220 PRC Way - Owner: Premier Palatka, LLC

**Location (2):** 7201 PRC Way - Owner: Sykes Realty Inc.

Mr. Crowe advised that one of the property owners has requested that this item be tabled so they could look into the possibility of adding allowable uses. This request was being brought to the Board as an administrative corrective request, as these two properties are an enclave within the Putnam County Industrial Park but were not included in the City PID (Planned Unit Development) rezoning when the Park was rezoned from County to City. He added that if the property owner chose to request a different zoning from what Staff is recommending then they will have to submit an application and it would be re-advertised.

**Motion** made by Mr. Harwell and seconded by Mr. Petrucci to table the request until the April 5, 2016 meeting date. All present voted affirmative, motion carried unopposed.

**Case 16-05** Request for conditional use for a church within 300 feet of an alcohol sales establishment located at 3523 Reid St.

Mr. Crowe gave an overview of the staff report stating that this location was previously the Palatka Farmer's Market. This is a mixed area, mostly commercial. The Farmer's Market had obtained a conditional use approval for non-temporary outdoor sales in which one of the conditions was to install palm trees that are now doing well. This request does conform to the Comprehensive plan other than a lack of complete conformance to the landscaping code. There are two unstriped and unstructured parking lots, which is a little problematic in terms of traffic maneuvering; staff

recommends the restriping of the parking area in the front of the building. The refuse area (garbage cans) is unscreened and visible from the roadway; staff recommends some screening be provided. With regards to buffering, with the idea of incrementally improving the property, to meet the landscape code over time, staff recommends the planting of 25 shrubs along the east parking lot along Reid St. over a six month period.

Mr. Holmes asked if there were a cessation of the use, what is the time frame before the conditional use goes away. Mr. Crowe replied that if the use is not continued within one year, without an extension requested to and granted by the Planning Board, the conditional use goes away. Mr. Holmes asked the applicant how long was the lease.

Carina Rodrigues, Owner of the Church advised that they have a two year renewable lease. She explained that she was not aware that she needed to obtain a business license for the Church, but once she was made aware she made application right away.

Chairman Sheffield asked if she was aware of the recommendation for shrubbery. Ms. Rodrigues said that she was and that it was not a problem for them.

**Motion** made by Mr. Petrucci and seconded by Ms. Williams to approve the request as recommended by staff. All present voted affirmative, motion carried unopposed.

**Case 16-06** Administrative request for conditional use for a nursing home in C-1 zoning district located at 201 Zeagler Dr.

Mr. Crowe explained that this is considered an administrative corrective action. He said that some of the properties in area around the hospital were in multifamily zoning, which created some problems for some of the offices and the hospital itself. The City rezoned the Zeagler Dr. corridor to neighborhood commercial with a commercial land use designation. In doing that, it inadvertently put the assisted living facility into a situation of a non-conforming use, requiring a conditional use. As this existing facility is close to meeting landscape requirements and that staff is taking this on as an error correcting measure and that it is not applicant driven; staff is not recommending landscape improvements. He explained that any future expansion would require a conditional use approval, but this is just to bring the use into conformity. Staff has encouraged the Applicant to screen the parking areas to the owners, but not requiring it.

**Motion** made by Mr. Harwell and seconded by Mr. Petrucci to approve the request as submitted by Staff, with the exception of not requiring the additional shrubbery. All present voted, motion carried unopposed.

**Case 16-07** Request for conditional use to serve alcohol in an existing restaurant within 300 feet of another licensed facility and a church located at 705 St. Johns Ave.

Mr. Crowe explained that this is an existing restaurant that has been established for more than three

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years at this location and the owners would like to expand their menu to allow for alcohol associated with food service. He advised that this location is within the downtown zoning exempt from the landscape ordinance and the parking requirements. Staff recommended approval of serving alcohol with food, and Mr. Crowe stated that he had a conversation with the applicant about the extending the hours recommended by staff and he did not have a problem with that.

Discussion took place regarding the allow time for serving alcohol is currently governed by the alcohol ordinance.

Cheryl Barker, 102 Oakwood Point Palatka asked if this request was for beer and wine or also for liquor. Mr. Crowe explained that from a zoning standpoint, there is no restriction on the type of alcohol; however the Board can place those types of restrictions on the conditional use. Mr. Holmes stated from a legal standpoint, it would be necessary for the Board to articulate the restriction as to why they would be different from the use that is just down the block. Just the same with any other restriction such as hours of operation, there needs to be logic and a rational basis to it.

Lacy Motley, co-owner of the Magnolia Café' 705 St. Johns Ave., stated that they would like to start offering mimosas with brunch and craft bears with burgers or crab cake sandwiches. Also they plan to start offering art showings for local artist and would like to be able to serve wine and hors d'oeuvres.

**Motion** made by Mr. Petrucci and seconded by Mr. Harwell to approve the request as submitted by Staff, with the exception to remove the restriction of alcohol serving hours. All present voted, motion carried unopposed.

**Case 16-10** Request for exception to development within the Airport Educational Restriction Zone (Edge High School) located at 600 College Rd.

Mr. Crowe stated that the owner currently has a High School located on Husson Ave. and is desirous of relocating to 600 College Rd., hoping to start classes there this fall. He explained that Florida Statutes required Florida jurisdictions restrict uses within the runway paths going out five miles, which includes most of the City. The City, implemented this into law through the Comprehensive Plan in 2012 (FLU Policy A.1.1.6d). The statue also provides a basis for appeal to this policy through a request for exception to the political subdivision administering the zoning regulations. He added that he had received a communication from the Airport Director that stated that in his opinion, the risk is pretty miniscule, as that runway hardly used and with this location the better part of a mile away he believes that the benefits far outweigh the potential risk. Mr. Crowe said that if approved for the exception, they would still have to come back to the Planning Board for a conditional use approval and recommended approval.

Patricia Freeman, 168 Wilderness Trail, Crescent City, president of the Edge High School Board was present to speak on behalf of the request.

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Mr. Holmes shared comments with regards to a conversation he had with Mr. Ed Hedstrom (EDGE's attorney) in which he expressed concern of the possibility the school may in some fashion interfere with any future expansion of the airport. He said the solution to this was for the school to waive its right to object to any further expansion of the airport. He would then have no problem recommending the request. Chairman Sheffield asked that if the Board desired so, would he provide language to that affect. Mr. Holmes said that he would.

Mr. Harwell asked how many occupants would be in the building. Ms. Freeman stated that currently the school has 120 students enrolled and they are chartered to have up to 400 students. They purchased this 27,000 sq. ft. building in 2013 and at the time did not know about this restriction. Mr. Petrucci asked if the school has notified the parents that this location is in a glide path. Ms. Freeman replied yes, that all of the parents and teachers are aware of their application for acceptance, it has been listed on the school website and e-mails have been sent out. She said they could also put this information in the student handbook.

Mr. Crowe stated that he concurred with Mr. Don Holmes' proposal for a waiver and added that it has been an ongoing issue in the past, with developers, a couple of developers wanting to develop multifamily residential which is a separate prohibition.

Mr. Harwell asked Mr. Holmes who would be liable in the event there were an accident with the school from the north/south runway. Mr. Holmes assured that the north/south runway is open however, when landing an aircraft the prevailing winds are used which are the east west. In Palatka they are generally east/west therefore that is the most used runway. He is not sure how the City would be held responsible for that, as the path is there and if people choose to locate in that path that is their choice. His primary concern is the restrictions that airports increasingly face based upon the objections of people that move into the surrounding area with the full knowledge that there was an airport there.

**Motion** made Mr. Petrucci and seconded by Mr. Wallace to recommend approval the request for exception to development within the Airport Educational Restriction Zone (Edge High School) located at 600 College Rd. provided that the applicant waive the right to object to any airport operations or any expansion of same and provide a notice to the all students and parents, current and future that the school is located in a glide path. Motion carried 4 – 1 Ney by Ms. Williams. Motion carried.

Mr. Crowe updated the Board by stating that no new request for waiver from architectural standards for main thoroughfares were received last month and that two of the Board's recent recommendations for code amendments were denied by the City Commission:

- The elimination of the Zoning Board of Appeals, transferring those responsibilities to the Planning Board.
- And the second recommendation voted down by the City Commission was the housekeeping amendment for pushcarts.

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With no other business, meeting adjourned at 4:55 p.m.

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## **Case 15-33**

Evaluation and Appraisal Report (EAR)

Comprehensive Plan

# **Case # 15-33: Evaluation and Appraisal Report of the Comprehensive Plan**

**Applicant: Building & Zoning Dept.**

## **STAFF MEMO**

**DATE:** March 29, 2016

**TO:** Chairman and Planning Board Members

**FROM:** Thad Crowe, AICP  
Planning Director

For your review, please find attached the final draft of the EAR report. The action item for the report is found in the summary of recommendations, which is the last eight pages of the report.

**EVALUATION AND  
APPRAISAL REPORT  
OF THE  
PALATKA  
COMPREHENSIVE  
PLAN**



**April, 2016**

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# Section A: Introduction



## **Purpose**

The purpose of the Evaluation and Appraisal Report (EAR) for the City of Palatka's Comprehensive Plan is to evaluate the Plan and propose new directions and changes. The EAR process provides flexibility with regard to how the City may address its major local issues, as well as how the plan could be tailored to reflect recent changes in the community. Specifically, the purpose of the EAR process is to:

- Identify major issues for the City
- Assess shortcomings and successes of the City and the Plan
- Identify ways that the Plan should be changed
  - Respond to changing conditions and trends affecting the City
  - Respond to the need for new data
  - Respond to changes in state requirements pertaining to growth management and development
  - Respond to changes in regional plans
- Ensure effective intergovernmental coordination

## **City Profile:**

The City is an incorporated municipality located in the east central part of Putnam County, which is an interior county located in the northeast Florida region. The City was chartered in 1853, soon after Putnam County became the 28<sup>th</sup> Florida County in 1849. Palatka is approximately 5.2 miles from north to south and 6.0 miles from west to east, and has an approximate land area of 5,253 acres, or 8.21 square miles. The City is located within a predominantly rural county and surrounding land uses include pine flatwoods, planted pine, temperate hammock, wetlands, and low density single family units. Additionally, the St. Johns River forms the eastern boundary of the City.

There are four major roadways that access the City from various directions: S.R. 19 runs north-south through the City and terminates at U.S. 17; S.R. 100 and S.R. 20 run east-west through the City before merging near the Memorial Bridge; and U.S. 17 merges with S.R. 100 in the northwestern quadrant of the City and runs east through the City and across the river.

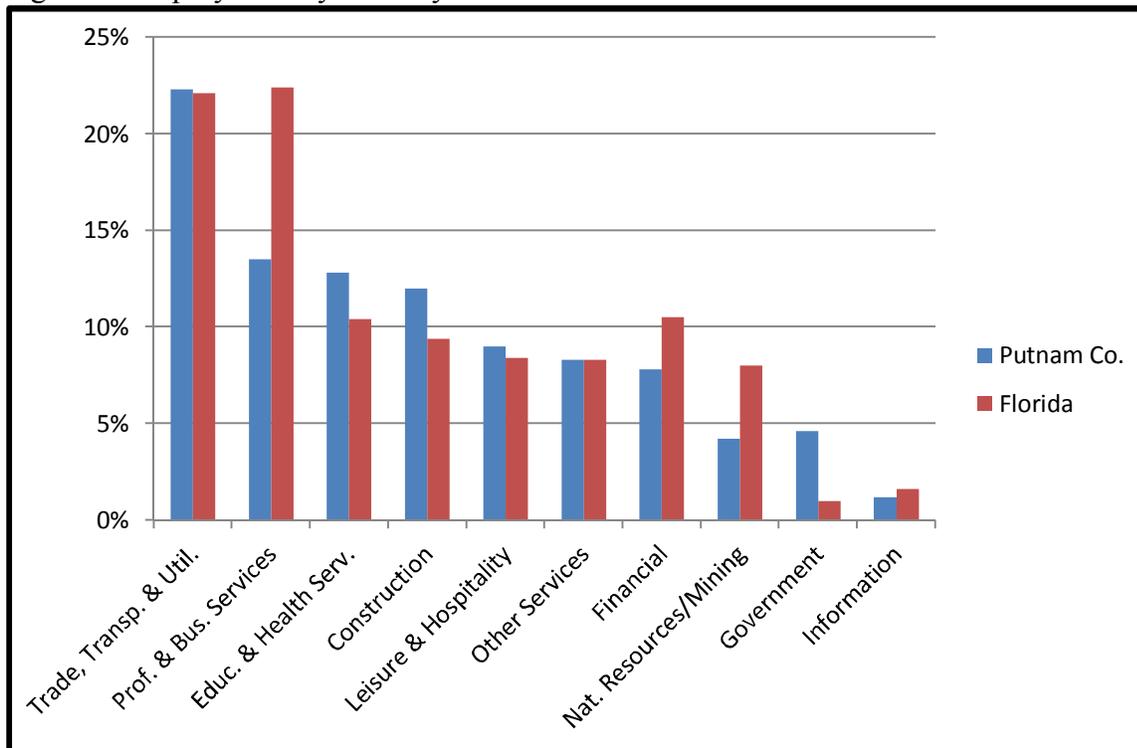
The City has the largest incorporated population in Putnam County, with its 10,418 persons (2015 estimates from Bureau of Economic and Business Research, University of Florida) representing 14.4% of the estimated US Census 2014 county population of 72,143. This is a 1.3% decrease from the official 2010 US Census population of 10,558.

The City's principal employer is Georgia Pacific, located just north of the City limits on CR 216 and employing 1,470 people. The Barge Port is a port facility and industrial area managed and developed by the Putnam County Port Authority and located north of the City limits on Comfort Rd., with riverfront tenants accessing navigable waters maintained at 40 feet by the Army Corps of Engineers. Other major employers include the following:

- Putnam County School District
- St. Johns River Water Management District
- Putnam County
- Putnam Community Medical Center,
- Seminole Electric Cooperative (power plant, located north of the City);
- Newcastle Shipyard
- Pumpcrete
- PDM Bridge (custom bridge builder)

According to a Florida Department of Transportation publication, the County’s top five growing industries in 2013 were educational services (a gain of 466 jobs in the five years before that), finance and insurance (80 jobs), utilities (49 jobs), retail trade (13 jobs), and arts/entertainment/recreation (12 jobs). Figure 1 shows that the County differs from the State norm in a smaller professional workforce proportion, but also a higher education and construction workforce proportion.

Figure 1: Employment by Industry



Source: Florida Legislature, Office of Economic and Demographic Research (2015)

Specific attributes that distinguish the City from other surrounding communities is its proximity to the St. Johns River. The St. Johns River is the largest river wholly within the State of Florida. The river is a valuable recreation resource which provides many opportunities for aquatic activities such as boating and fishing. Many pleasure craft ply the river south of Jacksonville, going as far as Sanford. The channel is well-marked by lights and day beacons, and is comparatively easy to navigate with the aid of charts. Commercial traffic is light and consists of

barges hauling petroleum products for oil company distributors and fuel oil for the Seminole Electric power plant; the oil barges are loaded at Jacksonville and towed to Palatka and Sanford. The Boathouse Marina, on the St. Johns River southwest of the Memorial (U.S. 17) bridge, has good facilities for yachts with over 30 berths with water and electricity at finger piers. Gasoline and limited marine supplies are available. The City pier, just northeastward of the marina, has overnight berths, electricity, and water. The Crystal Cove Marina is located two miles north of downtown Palatka on the St. Johns River, and offers long and short term dockage, has 45 berths, a marina store and restaurant, boat storage, and boat rental.

The City's Riverfront Park has undergone a recent transformation with the utilization of \$2 million in federal and local CRA tax increment funds to revitalize landscaping and plant street trees, reorganize and increase public parking, install decorative street and sidewalk pavers, underground utilities, increase boat launch lanes from two to five, and create a kayak soft launch. Proposed park improvements include a new ship store with public restrooms and concession restaurant as well as an expansion of the private Boathouse Marina, which will manage the ship store and boat launch area as a public-private partnership. The City has assisted nearby private development projects including the recently-completed St. Johns River Educational and Environmental Center, a 70-room Hampton Inn, and the historic rehabilitation of the 100 block of N. 2<sup>nd</sup> Street (Riverfront Square) into a retail-residential complex, with the last two projects under construction.

Another distinctive geographic feature found in the City is Ravine Gardens State Park, where a ravine with a 60-foot elevation change provides dramatic natural scenery. The park was established in 1933 as a federal Works Progress Administration (WPA) project with the planting of over 95,000 azaleas and 250,000 ornamental plants. Visitors mostly use the park for walking or jogging the 1.8 mile perimeter loop road. Part of loop road is a "parcourse" or fitness trail with multiple obstacles and physical fitness stations.

## **Evaluation and Appraisal Report Process:**

The City completed its initial Comprehensive Plan update, typically performed every seven years, through the state-mandated Evaluation and Appraisal Report (EAR) process. This EAR effort was completed by early 2011, with the assistance of staff from the Northeast Florida Regional Council, which functioned as the City's consultant. A series of publicized and well-attended visioning workshops were held at the time of the Plan update, and the information gathered during these workshops serves as much of the basis of the Major Issues within this EAR. As conditions have not changed significantly, the results of this exercise have been retained and supplemented/modified when appropriate. In particular, the Transportation Element-related Issue and Recommendations has been modified from the 2011 effort to reflect the City's preferred course for a Mobility Plan. Finally, the EAR has been updated to include the City Commission's Community Development and Sustainability Goals and Priorities, adopted by the Commission on December 10, 2016

The intent of this EAR is to provide a relevant and forward-looking vision for the City's future. There are many challenges, outlined in this report, but there are also many opportunities. Palatka

is a town that is rich in history, culture, diversity, and architecture. A final note is that with all such plans, the real obstacle is the lack of resources. The Comprehensive Plan provides a collection of policies which can be drawn from as the City moves into the future.

# Section B: City Assessment



## Population Growth:

Palatka utilizes official population projections done by the Florida Bureau for Business and Economic Research (BEBR), out of the University of Florida. BEBR utilizes electricity customer and other records to help in their estimates. This table shows a period of slow but steady growth in the early 2000's, likely a product of a strong economy within the county and region. After the 2008 economic crash the growth was replaced by a period of declining population that has generally persisted to the current year.

**Table B1: Comparison of Population Estimates**

Year	Estimate	Annual Growth Rate
2000	10,033	N/A
2001	10,037	0.0%
2002	10,250	2.1%
2003	10,510	2.5%
2004	10,820	2.9%
2005	11,154	3.1%
2006	11,417	2.4%
2007	11,470	0.5%
2008	11,265	-1.8%
2009	11,133	-1.2%
2010	10,926	-1.9%
2011	10,522	-3.7%
2012	10,203	-3.0%
2013	10,213	0.1%
2014	10,558	3.4%
2015	10,418	-1.3%

In general, the downturn of the U.S. economy, as well as the state economy has had significant impacts on local jurisdictions including the City. Prior to the recent recession, people were moving to the State of Florida at a rapid pace. The downturn in the economy has led to increased unemployment rates and decreased in-migration. Limited job prospects can be considered a contributing factor to the decrease in population over the last several years. And while other jurisdictions within the region and mostly across the state have recovered from the downturn and resumed a healthy growth rate, Palatka's economy has remained unresponsive. On the County level BEBR anticipates this lack of growth to continue into the coming mid-century as shown in Table B2. <sup>1</sup> In Table B-2, Putnam County's population is predicted to decrease or stagnate in the Low and Medium projections. This compares with growth proportions for the same time period for nearby St. Johns County, well into the double digits.

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<sup>1</sup> BEBR projections, as shown in Table B2, provide three alternative growth projections: Low, Medium, and High. Prior to the downturn, Medium projections were accepted as coming close to actual growth, although the downturn period saw rates more around the Low rate.

**Table B2: Putnam Co. Population Projections through 2030**

<b>Year</b>	<b>Projections (Low)</b>	<b>Percent change</b>	<b>Projections (Medium)</b>	<b>Percent change</b>	<b>Projections (High)</b>	<b>Percent change</b>
2015	70,400	---	72,600	---	75,500	---
2020	68,600	-2.6%	73,100	0.7%	78,100	20.5%
2025	66,800	-2.6%	73,500	0.5%	80,800	18.8%
2030	64,900	-2.8%	74,200	0.4%	83,400	16.0%
2035	63,000	-2.9%	74,200	0.5%	86,000	13.9%
2040	61,000	-3.2%	74,400	0.3%	88,600	12.6%

*Source: Bureau of Economic Business and Research, University of Florida*

***Average seasonal population***

The 2010 Census identified 21 seasonal housing units, which is a little less than 0.5% of City housing units. It is anticipated that this number will rise as more people from the Northeast, Midwest, and Canada purchase relatively affordable properties for wintertime residence. As noted by such publications as the Wall Street Journal, the Census has difficulty in accurately counting seasonal residents, and it is likely that the 21 units are an undercount. In a 2006 statewide survey BEBR found that seasonal residents ranged between a low of 0.5% in August to a high of 5.4% in January, and averaged 2.4%. The Comprehensive Plan assumes that 2.5% of households are seasonal, which at this time would constitute 113 housing units.

The seasonal population is divided into two groups generally equal in number: older snowbirds staying for the several winter months and younger seasonal residents who are working, visiting friends/relatives, or on extended vacations. This last group of younger seasonals resemble permanent residents in terms of their impacts. The proportion is much higher in resort communities (including almost half the residents of Daytona Beach Shores and one-quarter of St. Pete Beach and Venice residents), but a local trend has at least been anecdotally identified of Northern residents spending the winter in Palatka.

While small in number, seasonal population is important in that in-migrating residents invest in the community and provide growth in the economy, as well as new ideas and contributions to the community.

**Change in Land Area:**

Since the last adoption of the Comprehensive Plan, the City has annexed several parcels from Putnam County. Table B3 details the date of the annexation, the new designated land use category for the annexed parcels within the City, and the total acreage of each annexation. As of August, 2012, the City has added an additional 767.2 acres of annexed land.

**Table B3: Annexations since the last adoption of the Comprehensive Plan**

<b>City of Palatka Annexations</b>		
<i><b>Date</b></i>	<i><b>Request</b></i>	<i><b>Acres</b></i>
11/13/2008	FLUM from County Urban Service to City Residential Low Density	0.23
11/13/2008	FLUM from County Urban Reserve to City Medium Density Residential	9.68
11/13/2008	FLUM from County Urban Service to City Commercial	0.50
12/11/2008	FLUM from County Urban Service to City Commercial	1.98
5/14/2009	FLUM from County Urban Service to City Residential Low Density	0.33
5/14/2009	FLUM from County Urban Service to City Residential Low Density	0.23
5/14/2009	FLUM from County Urban Service to City Residential Low Density	0.31
5/14/2009	FLUM from County Commercial to City Commercial	0.75
8/27/2009	FLUM from County Urban Reserve to City Commercial	7.4
8/27/2009	FLUM from County Urban Service to City Residential Low Density	0.2
8/27/2009	FLUM from County Urban Service to City Residential Low Density	0.2
8/27/2009	FLUM from County Urban Service to City Commercial	0.5
9/10/2009	FLUM from County Industrial to City Industrial	6.7
11/12/2009	FLUM from County Urban Service to City Commercial	5.9
11/12/2009	FLUM from County Urban Service to City Commercial	9.6
11/12/2009	FLUM from County Urban Service to City Commercial	2.2
12/10/2009	FLUM from County Urban Service to City Commercial	2.8
2/25/2010	FLUM from County Industrial to City Industrial	680.1
6/10/2010	FLUM from County Urban Service to City Residential High Density	2.8
8/26/2010	FLUM from County Urban Service to City Residential High Density	0.7
9/9/2010	FLUM from County Commercial to City Residential Low Density	0.8
1/13/2011	FLUM from County Urban Reserve to City Commercial	1.2
1/26/2011	FLUM from County Urban Services to City Residential Low Density	0.4
9/8/2011	FLUM from County Urban Services to City Industrial	14.4
11/10/2011	FLUM from County Urban Services to City Residential Low Density	0.2
11/10/2011	FLUM from County Urban Services to City Residential Low Density	0.3
5/24/2012	FLUM from County Urban Services and Commercial to City Commercial	5.4
8/16/2012	FLUM from County Urban Services to City Commercial (102 Phillips Dairy Rd.)	0.3
2/14/2013	FLUM from County Urban Reserve to City Residential Low Density (100 Kelley Smith School Rd.)	1.2
6/13/2013	FLUM from County Urban Services to City Commercial (1095 N SR 19)	0.7
6/13/2013	FLUM from County Urban Services to City Commercial (421 N. Palm Ave.)	0.3
1/23/2014	FLUM from County Urban Reserve to City Residential Low Density (2410 Tommy Ave.)	0.2
1/23/2014	FLUM from County Urban Services to City Industrial (1400 N SR 19)	5.7
6/26/2014	FLUM from County Urban Reserve to City Residential Low Density (2525 Husson Ave.)	0.5
5/14/2015	FLUM from County Urban Services to City Commercial (3314 Crill Ave.)	1.0
9/10/2015	FLUM from County Commercial Neighborhood to City Commercial (301 S. Palm Ave)	0.1
9/10/2015	FLUM from County Urban Reserve to City Residential Low Density (2404 Tommy Ave.)	0.2
9/24/2015	FLUM from County Urban Services to City Residential Low Density (416 Mission Rd.)	0.4
9/24/2015	FLUM from County Urban Reserve to City Residential Low Density (908 Husson Ave.)	0.1
10/22/2015	FLUM from County Industrial Heavy to City Commercial (276 N. Hwy 17)	0.5
10/22/2015	FLUM from County Urban Reserve to City Residential Low Density (NW X Lane/Williams St.)	0.2
	<b>TOTAL</b>	<b>767.2</b>

Source: City of Palatka

Table B4 highlights the total annexed lands by land use category. The City added almost 800 acres in five different land use categories. The largest proportion of annexed lands (94%) is designated as industrial use, of which 680.1 acres are solely attributable to the Plum Creek Industrial Park annexation. Commercial land use makes up approximately 5% of the annexed lands, with residential land uses comprising the remaining 1%.

**Table B4: Annexations by City Land Use Category**  
(does not include 680.1 acres associated with Putnam County Business Park)

<i>Land Use Designation</i>	<i>Acres</i>	<i>Percent</i>
Low Density Residential	6.0	6.9%
Medium Density Residential	9.7	11.1%
High Density Residential	3.5	4.0%
Commercial	41.1	47.2%
Industrial	26.8	30.8%
<b>TOTAL</b>	<b>87.1</b>	<b>100%</b>
<b>TOTAL WITH PUTNAM CO. BUSINESS PARK</b>	<b>767.2</b>	

Source: City of Palatka

Most annexations are attributed to commercial or industrial development. The addition of industrial and commercial land has little affect on anticipated population growth, but the addition of residential acreage can accommodate modest increases in population. By taking the maximum development potential of units per acre of each residential density category, the City has the ability to add an additional 173 units from the annexed residential land. Low density residential can accommodate an additional 15 units; medium density residential can add an additional 97 units; and high density residential can add an additional 61 units. Table B5 is the updated existing land use table with the above annexations factored in.

**Table B5: Existing Land Use by Category 2015**

<i>Land Use Category</i>	<i>Acres</i>	<i>Percent of Total*</i>
Residential	1,733	24.8%
<i>Low Density (up to 5 units per acre)</i>	1,022	14.6%
<i>Medium Density (5 to 10 units per acre)</i>	238	3.4%
<i>High Density (10 to 18 units per acre)</i>	498	7.1%
Commercial	1,242	17.8%
Industrial	945	13.5%
Conservation	58	0.8%
Public Building and Grounds	11	0.2%
Other Public Facilities	1,041	14.9%
Recreation	158	2.3%
Historic Resources	40	0.6%
<b>TOTAL</b>	<b>6,986</b>	<b>100.0%</b>

\*Percentages may not add up to 100% due to rounding

### ***Impact of Infrastructure***

The City's sewer system is currently at 83% capacity, which is sufficient to serve the City at its projected slow growth rate. The sewer plant can accommodate more than another 2,100 residents. The distribution system is more of a problem than plant capacity, as the costs of extending sewer lines is prohibitively high, and the limited capacity of individual lift and pump stations discourages new development. There is the additional and growing problem of old line replacement, particularly water lines in the older areas of the City.

The City owns and operates its municipal garbage collection service. Putnam County is responsible for disposal of collected solid waste for the City, which is hauled to the Central Landfill, located four miles north of Palatka. The landfill is approaching capacity (2017) and in July of 2015 the County Commission voted to expand landfill capacity from the current 200 tons per day to 500 tons per day. This will substantively increase landfill capacity and help to accommodate future City needs.

The City is served by the municipally-owned and operated R.C. Willis Water Treatment Plant, located west of Moody Road near the St. Johns River State College. The R.C. Willis plant is a 6.0 MGD (million gallons per day) aeration and chlorination Water Treatment Plant. The plant has almost 70% available capacity, meeting the needs of the City by serving an additional 24,700 people. Similarly to the sewer system, the City faces challenges in its water distribution system – failing and encrusted water lines in older parts of the City create an ongoing maintenance problem.

### **Development Activity:**

The last adoption of the Comprehensive Plan occurred in July of 2008. The Future Land Use Element of the Plan favors the Community Redevelopment Area (CRA) areas of Downtown and the North and South Historic Districts, distributing funds on a competitive basis to downtown and historic district property owners to improve properties and create jobs.

Since July of 2008, the City has issued 24 commercial building permits, and also 33 residential building permits for 63 units (see Tables B7 and B8). Building permits for commercial development are located in outlying areas of the City along the three major thoroughfares. Three new dollar stores opened, indicating growing trends of the poorer population to seek more discounts, and two medical offices added to the growing medical complex around Zeagler Drive. FDOT and federal grants funded the construction of multiple airport hangers, and a strong demand has kept the hangers full. The Downtown Riverfront has been the focus of recent private and public investment with following development projects:

- Riverfront Park renovation valued at an estimated \$X million, including kayak/canoe launch, additional boat launches, event lawn, floating docks, improved vehicular circulation in reconfigured parking lots, landscape and lighting enhancements, uniform sea wall and pedestrian walks, and streetscape improvements. Restroom / shower facilities for boaters. The City is working with the adjacent Boathouse Marina to develop a public private partnership for the construction and operation of a ship store with boater facilities, along with a restaurant.

- The St. Johns River education and environmental center (complete with rooftop viewing area for organized activities).
- The soon-to-open 70-room Hampton Inn.
- Restoration of the historically significant 100 block of N. 2<sup>nd</sup> Street (now known as Riverfront Square) into a mixed use complex of stores and loft apartments.

Residential development during this time period was dominated by the Palatka Housing Authority's development of 36 apartment units for senior citizens on Crill Ave. Single family residential development has been scattered among residential neighborhoods south of Reid Street and east of Palm Avenue. Several Habitat homes were constructed, and four downtown "loft" units were developed.

**Table B7: Building Permits Issued for Major Commercial Development**

Permit #	Commercial Development	Address	Parcel Number
# 08-284	Airport terminal building	4015 Reid St.	03-10-26-0000-0010-0000
# 08-294	71 Room Motel (Holiday Inn Express)	3813 Reid St.	02-10-26-0000-0380-0000
# 08-308	Airport hanger	4015 Reid St.	03-10-26-0000-0100-0000
# 09-13	Office Building (PGA)	518 Main St.	42-10-27-6850-0310-0031
# 09-65	Drive Through Convenience Store	200 S. State Rd. 19	11-10-26-0000-0143-0000
# 09-292	New Dental Clinic	2801 Kennedy St.	12-10-26-0000-0420-0000
# 10-85	Commercial Plaza (5 units)	5015 Crill Ave.	10-10-26-0000-0270-0000
# 10-374	O'Reilly Auto Parts	619 S Highway 19	11-10-26-0000-0470-0010
# 10-448	Towing service office building	3311 Reid St.	02-10-26-0000-0090-0024
# 10-33	Restaurant (Zaxby's)	423 N. State Rd. 19	02-10-26-8900-0010-0000
# 12-70	Retail store (Family Dollar)	2608 Reid St.	01-10-26-0670-0120-0070
# 12-197	Retail store (Family Dollar)	3205 Crill Ave.	11-10-26-0000-1160-0000
# 12-205	Medical office (kidney dialysis center)	326 Zeagler Dr.	10-10-26-0000-0200-0120
# 13-428	Vocational - tutoring center	1100 Madison St.	42-10-27-6850-1990-0100
# 13-442	Warehouse building (County EOC)	410 S. State Rd. 19	11-10-26-0000-0513-0020
# 13-657	Warehouse distribution building	1400 Reid St.	42-10-27-6850-2650-0000
# 14-18	Retail Store (Dollar Tree)	3621 Reid St.	02-10-26-0000-0180-0000
# 14-99	70-Room Motel (Hampton Inn)	100 Memorial Pkwy.	42-10-27-6850-0010-0000
# 14-52	County Jail	130 Orié Griffin Blvd.	37-09-26-0000-0070-0000
# 14-436	Environmental Center	102 N. 1 <sup>st</sup> St. (River Center)	42-10-27-6850-0020-0101
# 15-26	Medical office (imageing center)	6300 St. Johns Ave.	03-10-26-0000-0131-0120
# 15-36	Medical office (dentist)	6200 St. Johns Ave.	03-10-26-0000-0131-0050
# 15-41	Airport hanger	4015 Reid St.	03-10-26-0000-0010-0000
# 15-363	Retail and Distribution Store	301 S. Palm Ave.	12-10-26-7000-0050-0030

Source: City of Palatka--

**Table B8: Building Permits Issued for Residential Development**

<b>Permit</b>	<b>Residential Development</b>	<b>Address</b>	<b>Parcel Number</b>
# 08-111	Single-Family Residence	201 Morris St.	42-10-27-6850-0500-0021
# 08-224	Single-Family Residence	2217 St. Johns Ave	12-10-26-7970-0000-0164
# 08-262	Single-Family Residence	703 N 9th St.	42-10-27-6850-0820-0010
# 08-446	Single-Family Residence	109 Pink Orchid Way	12-10-26-0520-0010-0050
# 09-88	Single-Family Residence	6002 7th Manor E	10-10-26-9130-0010-0470
# 09 – 92	Single-Family Residence	1207 Short St	07-10-27-3550-0120-0010
# 09-126	Single-Family Residence	111 Pink Orchid Way	12-10-26-0520-0010-0050
# 09-137	Single-Family Residence	107 Pink Orchid Way	12-10-26-0520-0010-0050
# 07-81	Single-Family Residence	1105 N 19th St.	42-10-27-6850-3190-0040
# 09-262	Single-Family Residence	6106 7th Manor W	10-10-26-9130-0030-0680
# 09-314	Single-Family Residence	709 N 9th St.	42-10-27-6850-0820-0000
# 09-331	Single-Family Residence	105 Underwood Dr.	11-10-26-9101-0010-0011
# 10-67	Single-Family Residence	410 S 14th St.	42-10-27-6850-2600-1200
# 10-205	Single-Family Residence	1404 Diana Dr.	42-10-27-6850-2600-1000
# 10-394	Single-Family Residence	1597 Westover Dr.	12-10-26-9355-0000-0021
# 10-396	Residential - 4 units (Bldg 1)	3310 Crill Ave. (Annie Spells Homes)	11-10-26-0000-0100-0000
# 10-397	Residential - 4 units (Bldg 2)	3310 Crill Ave. (Annie Spells Homes)	11-10-26-0000-0100-0000
# 10-398	Residential - 4 units (Bldg 3)	3310 Crill Ave. (Annie Spells Homes)	11-10-26-0000-0100-0000
# 10-399	Residential - 4 units (Bldg 4)	3310 Crill Ave. (Annie Spells Homes)	11-10-26-0000-0100-0000
# 10-400	Residential - 4 units (Bldg 5)	3310 Crill Ave. (Annie Spells Homes)	11-10-26-0000-0100-0000
# 10-401	Residential - 4 units (Bldg 6)	3310 Crill Ave. (Annie Spells Homes)	11-10-26-0000-0100-0000
# 10-402	Residential - 4 units (Bldg 7)	3310 Crill Ave. (Annie Spells Homes)	11-10-26-0000-0100-0000
# 10-403	Residential - 4 units (Bldg 8)	3310 Crill Ave. (Annie Spells Homes)	11-10-26-0000-0100-0000
# 10-404	Residential - 4 units (Bldg 9)	3310 Crill Ave. (Annie Spells Homes)	11-10-26-0000-0100-0000
# 11-128	Single-Family Residence	1410 Diana Dr.	42-10-27-6850-2600-0800
# 11-129	Single-Family Residence	411 S. 15 <sup>th</sup> St.	42-10-27-6850-2600-0400
# 11-130	Single-Family Residence	1414 Diana Dr.	42-10-27-6850-2600-0600
# 11-335	Single-Family Residence	216 St. Johns Ave. (downtown, 2nd floor)	42-10-27-6850-0110-0040
# 11-339	Single-Family Residence	403 S. 15 <sup>th</sup> St.	42-10-27-6850-2600-0100
# 11-340	Single-Family Residence	400 S. 14 <sup>th</sup> St.	42-10-27-6850-2600-1600
# 12-4	Single-Family Residence	2129 Diana Dr.	12-10-26-3750-0030-0110
# 14-95	Residential - 3 units	220 St. Johns Ave. (downtown, 2nd floor)	42-10-27-6850-0110-0031
# 15-395	New Mobile Home	6005 E 7 <sup>th</sup> Manor	10-10-26-9130-0010-0440
# 16-79	Single-Family Residence	2806 Lane St.	01-10-26-5200-0170-0020

Source: City of Palatka

# Section C: Major Issues



**The following initial questions were developed during the workshops and provided the basis for the major issues.**

**Environment**

- Where are opportunities to preserve natural features and/or unique characteristics in Palatka?
- What kind of land uses would threaten the natural features or unique characteristics in Palatka? What kind of land uses would be beneficial?
- How should the City plan for the probable consequences of sea level rise and climate change?

**Housing**

- Where are opportunities for infill housing?
- What parts of the City are suitable for higher density? Lower density? Multi-family?

**Commercial**

- Where are opportunities for commercial or industrial infill?
- Where are opportunities for redevelopment?
- Where is commercial or residential development not thriving? Why is it not thriving?

**Institutional**

- Where are there opportunities for civic, institutional and public facilities (i.e. churches, schools, etc)?

**Parks, Recreation and Open Space**

- Where have parks not been successful in Palatka? Where are opportunities for parks and open space?
- How should parks and open space be incorporated into the City? Should the focus be on a linear/connected park system throughout the City, or more regional and neighborhood parks?
- Where should parks be located?
- What should parks be composed of as a standard? (e.g., playground equipment, benches, bathrooms, basketball courts, etc.). What should the current City parks look like? Do they need more trees and landscaping? What should newly constructed parks look like?
- How important is a City wide park and recreation system? Does the City need to do a better job in this area? If so, why? Should there be a city wide recreation program? What policies should there be imposed?

**Public Utilities**

- Should the City's policy be to tie utility provision to annexation, or allow utility service to unincorporated areas?
- Should the City aggressively pursue annexation or work with the County for a joint urban service area for incorporated and unincorporated areas?

**Transportation**

- Does the current transportation system/network meet the needs of today?
- How should the transportation system be modified to meet the needs of tomorrow?

**Downtown Redevelopment**

- List the opportunities and assets of downtown, and separately list the challenges facing downtown redevelopment.
- Identify Downtown Palatka's identity.

- Create a Downtown Vision Statement.
- Identify the successes and shortcomings of the City's North and South Historic Districts, both in terms of regulations and strategies.

## **Major Issues**

The Major Issues were identified as the following, in no order of importance:

- Issue 1: Historic Preservation
- Issue 2: Economic Development
- Issue 3: Transportation Level of Service
- Issue 4: Trails and Parks
- Issue 5: Annexations / Municipal Boundaries

The list of Major Issues was presented to, and subsequently adopted by, both the Planning Board and the City Commission. On April 28, 2010, DCA provided written confirmation of the following Major Issues discussed in the following analysis.

The additional Issue was added at the current time (2016).

Issue 6: Community Development and Sustainability Priorities:

1. Wastewater Treatment Plant Upgrades
2. Infrastructure Upgrades and Expansion
3. Affordable, Adequate and Clean Housing
4. Development of a Business Incubator

# **Issue #1: Historic Preservation**

## **Analysis**

The City of Palatka has three National Register-listed Historic Districts, the North Historic District, the South Historic District and Ravine Gardens Historic District, which reflect three significant periods in Palatka's history. For the purposes of the following discussion, Ravine Gardens Historic District will not be discussed since it is associated with the State Park. The North Historic District (also known as Reid's Garden) and the South Historic District (also known as the Hammock) were listed on the National Register in 1983 and have had a measure of protection through local historic designation. Local designation was adopted by ordinance also in 1983, through the HD (Historic District) overlay zoning. The North Historic District is primarily single-family, while the south district is both single-family as well as mercantile (parts of downtown). Currently, protection of these areas is provided through policies set forth in the Future Land Use Element of the Comprehensive Plan and implemented by historic preservation regulations found in the Planning and Zoning Codes, sections of the City's Municipal Code.

The North Historic District is comprised of 59 structures on 37 acres, which includes St. Mark's Episcopal Church and the Bronson-Mulholland House, both historic landmarks that are the only remaining Antebellum structures. The boundary of the District is North 1<sup>st</sup> Street to the east, Bronson Street to the north, North 5<sup>th</sup> Street to the west and Main Street to the south.

The South Historic District covers more area and has an assortment of mostly historic and fewer non-historic structures with varying preservation and restoration qualities. It is comprised of 139 structures on 101 acres. The South Historic District is roughly bounded by Oak Street to the north, South 9<sup>th</sup> Street to the west, Morris Street to the southwest and the St. Johns River to the south and east.

The primary architectural styles of both historic districts are Frame Vernacular, Masonry Vernacular, Colonial Revival, and Bungalow, with a smaller number of other historic architectural styles. The districts have a period of significance from 1853 through 1945.

The historic preservation policies of the Plan require that the City protect the designated historic resources of the North and South historic districts while providing an exception to protection standards based on economic and practical hardship. The City's historic preservation ordinance was modified in 2013 so that most COAs/certificates of appropriateness (for exterior alteration of historic structures and new construction) can be reviewed and approved by Staff. This ordinance resulted in expediting projects that had previously required Historic Preservation Board review. Since 2008 the only loss of historic structures (other than several accessory structures such as dilapidated garages) has been the Art Moderne-style apartment building located at 205 S. 3<sup>rd</sup> St., which was approved by the City Commission for demolition on appeal after this request was denied by the Historic Preservation Board. The Board denied the request for demolition of several significant historic buildings associated with St. Marks Episcopal Church, a decision that was upheld by the City Commission. However these and a number of other historic structures in and outside of historic districts are experiencing structural decline and even dilapidation due to neglect and lack of maintenance.

Comprehensive Plan policies also direct the City to, on an on-going basis, identify and monitor historic resources through the development of individual Master Site Files for historic properties, in and out of historic districts, with the last historic survey occurring in 1981. An update to this survey did not occur until 2012 when City staff conducted a re-survey of downtown properties. With the intent of updating this old data, the City's Historic Preservation Board has supported to re-survey North and Historic District properties and to survey other potential historic areas. It is particularly important for the City to recognize African-American historic neighborhoods and properties that have in the past been ignored – a recent effort is the proposed National Register nomination of the Bethel A.M.E. Church, formally supported by the City's Historic Preservation Board and City Commission. These surveys would logically be followed by the establishment of new local historic districts and sites, which is accomplished by a zoning overlay adoption. This overlay provides a base level of design standards for exterior (not interior) alterations, and requires a finding of economic or practical hardship for property owners seeking to demolish contributing historic structures. It is anticipated that areas like Downtown, parts of the Northside, and Palatka Heights would be eligible for historic designation.

Currently, protection of Palatka's historic resources is accomplished by the Future Land Use Element of the Comprehensive Plan and the Land Development Regulations (LDRs). The LDRs provide for local historic designation (HD Overlay Zoning), which includes design guidelines for renovation, new construction, relocation, and demolition. Existing local historic district boundaries are coterminous with National Register district boundaries. Through the adoption of a Historic Preservation Element, the City's Comprehensive Plan would provide more emphasis and clarity on historic preservation.

The current Comprehensive Plan is silent on the issue of cultural arts. A need has been identified to further efforts in art in public places, larger performing arts venues, and attracting activities associated with education and cultural institutions like the St. Johns River State College and the Florida School of the Arts (FloArts) to downtown Palatka.

Future Land Use Element goals, objectives, and policies (GOPs) pertaining to Historic Preservation are shown below (*in italics*). Objective A.1.5 and its policies will be modified as shown below in underlining for new language and moved to the new Historic Preservation Element. Additional objectives and policies, from the recommendations of this Issue, will be added to this Element.

**Objective A.1.4**

*Upon Plan adoption the City shall ensure the protection of natural resources and historic resources through implementing the following policies.*

**Policy A.1.4.1**

*The City shall provide for the recognition and protection of historic resources through the Historic Preservation Element and implementing standards of the Land Development Code.*

**Objective A.1.5**

*Upon Plan adoption, the City, through implementing the following policies, shall increase public awareness of the historical significance of the City and provide incentives to maintain and restore historically significant areas and structures within the City limits.*

**Policy A.1.5.1**

*Historic resources are protected through designation as historic sites by the City. Such designated sites require plan review procedures for proposed alterations or remodeling that ensures, through the permitting process that the proposed activity will not degrade or destroy the historical / archaeological significance of the site.*

**Policy A.1.5.2**

*Neither the owner of, nor the person in charge of, a property or structure within a locally designated historic district, property or structure shall permit the resource to fall into a state of disrepair which may result in the deterioration of exterior appurtenances or architectural features so as to produce or tend to produce, in the judgment of the board, a detrimental effect upon the character of the district as a whole or the life and character of the structure in question.*

**Policy A.1.5.3**

*New construction in locally designated historic districts shall be architecturally compatible with adjacent structures. Compatibility standards within the Land Development Code shall ensure that such new construction neither detracts from nor imitates architectural character in the vicinity.*

**Policy A.1.5.4**

*The City shall seek funding and technical support from the Department of State, Division of Historic Resources to review and conduct further field surveys to identify any additional historical/archaeological sites that may exist within the City limits. The City shall update Figure A-2 accordingly.*

**Policy A.1.5.5**

*The City shall support public activities which disseminate information regarding the historic significance of the City and its historic sites.*

As encouraged in Policy A.1.5.4 above, it is appropriate for the City to take stock of its older neighborhoods to determine if new local or national historic districts or sites should be designated. The passage of time has rendered obsolete the “50-year rule” that structures built after World War II are not of historical value. Many other Florida communities are evaluating post-war neighborhoods with Art Deco and Ranch style structures for historic designation. Palatka has numerous post-1920 structures that are not designated or even inventoried locally. Architecture is not the sole determining factor for local designation, as significant cultural and historical events justify designation. For example, other jurisdictions are designating properties linked to the Civil Rights movement. As stated, the City has largely ignored African-American historic resources.

It is sometimes the case that the cost of renovating historic structures often exceeds the cost of new construction. The City should investigate the continued use of existing incentives – such as façade grants – and explore the potential of currently unused incentives such as historic property tax exemptions.

Finally, the City should consider the use of targeted infrastructure improvements to attract investment in historic districts. As noted in the Community Redevelopment Plan, such infrastructure improvements can include restoration of brick streets, period streetlighting, sidewalk construction and reconstruction, traffic calming, parks improvements, power line undergrounding, and street tree planting.

### **Recommendations**

- Develop and adopt a Historic Preservation Element into the Comprehensive Plan. At a minimum, goals, objectives and policies (GOP's) should be adopted to define the City's historic preservation program.
- Maintain Certified Local Government (CLG) designation from State of Florida and National Park Service, committing to continue historic preservation efforts and reporting activities to the Florida Division of Historical Resources.
- Adopt policies in the Historic Preservation Element that encourage the evaluation of older areas of the City to determine if the designation of new historic districts or sites is warranted. Specifically, areas to be surveyed include the Northside, Palatka Heights, and West View Cemetery (the 2012 Downtown survey provides updated information to determine eligibility for this area).
- Provide Master Site Files to property owners of historic structures inside and outside of historic districts, and encourage the appropriate restoration of such structures.
- Assist Putnam County Historical Society in improving electronic and hard copy archive facilities.
- Add policies within the Historic Preservation Element (referenced by a policy in the Economic Development Element) that considers on a case-by-case basis the granting of state-enabled city tax exemptions for locally designated historic structures, including: 1) a ten-year freeze on property tax increases attributable to historic renovations; 2) 100% property tax exemption when the cost of historic renovation exceeds 50% of property value; and 3) 50% property tax exemption for commercial and non-profit use of publicly accessible buildings (public access including those structures with historic facades visible from the right-of-way).
- Adopt policies within the Historic Preservation Element (and referenced by a policy in the Capital Improvements and Economic Development Elements) that call for infrastructure improvements in locally designated historic districts including:
  1. restoration of brick streets and historic curbs;
  2. new or retrofitted period streetlighting;
  3. sidewalk construction and reconstruction;
  4. traffic calming;
  5. unified and unique signage, wayfinding, and gateway/entry features;
  6. parks improvements;
  7. power line undergrounding; and
  8. street tree planting.

- Continue programs that leverage private historic rehabilitation investment on for locally designated structures with City TIF or other funds. Consider programs incentivizing the acquisition of historic homes by private and public entities.
- In cooperation with the Historic Preservation Board and the Putnam County Historical Society, continue to work to preserve, renovate, and market the City's historic resources, including the following: Bronson-Mulholland House, Larimer Arts Center, Old A.C.L. Union Depot, Palatka City Hall, Palatka Waterworks, Putnam County Historical Museum, Tilghman House, Century Block/Riverfront Square (100 Block N. 2<sup>nd</sup> St.), Central Academy, West View Cemetery, Oak Hill East Cemetery, Municipal Golf Course, Booker Park, Hank Bryan Park, and the North and South Historic Districts.
- Continue to seek public and private funding sources for downtown and historic district improvement for publicly and privately owned properties, utilizing funding from sources such as State Historic Preservation Office Acquisition and Development (restoration), Survey and Planning, and Education grants as well as private/nonprofit sources such as National Trust grant and revolving loan funds.
- Coordinate with Putnam County Historical Society, the Chamber and others to update documentation of historic buildings in published guides, including a walking tour format (funding available from State SHPO).
- Consider an Art in Public Places program for Downtown, parks, and historic districts.
- Install interpretative kiosk signs in historic districts, Downtown, and in parks that exhibit local history and culture, as has been done in the North Historic District. Ensure that such efforts are closely coordinated with neighborhood residents and property owners, and that an overall plan is developed for such signs.
- Continue to utilize design standards for downtown that protect the historic character and pedestrian orientation of buildings, including prohibition of blank walls on new or renovated buildings; use of awnings and canopies; and general compatibility with existing and adjacent historic buildings.

## **Issue #2: Economic Development**

As outlined in Chapter 163.3177(7)(j) of the Florida Statutes, an Economic Element of the Comprehensive Plan establishes principles and guidelines for commercial and industrial development and personnel utilization within the City. The element sets forth the types of commercial and industrial development sought by the City and links present and projected employment needs of the City to potential industry. Finally, the element establishes methods by which the City can pursue a balanced and stable economic base. Currently the City does not have an economic element and is now considering developing this plan document.

In order to become competitive for large industries, there is a need for fully entitled, infrastructure-ready lands within the City. Two large industrial sites have been annexed into the City: the Putnam County Business Park and 680 acres of undeveloped lands known as Plum Creek. The Putnam County Business Park has incomplete infrastructure and is unplatted. The 680 acres of Plum Creek property is undeveloped and is entitled.

Economic development in the City is a multi-faceted issue. The City has a designated Downtown Community Redevelopment Area (CRA) that currently caters to boutique style commercial storefronts. The City also has an industrial park and business park that are best suited for larger manufacturing and industrial uses. Both of these areas are integral to the economic vitality of the City, but each will require different approaches to become successful. Goals, objectives and policies (GOPs) that would benefit the small commercial storefront should be dramatically different than GOPs that would benefit a larger manufacturing or industrial business. As a result, GOPs will need to be targeted to attract the specific intended user to these sites.

The City's economic development efforts are focused mainly on industrial site marketing by the Putnam County's Economic Development Council (EDC), through the City's Community Redevelopment Agency, and through private and non-profit efforts.

At this time the City does not have a concentrated and customized economic development program. The City Commission contributes \$5,000 to the Chamber for economic development assistance, which will not adequately fund a specialized approach for the City. However the Chamber and EDC market the entire County and therefore assists the City like any other area in the County. The EDC's main emphasis is on the county-owned industrial park located in the northern part of the City. The industrial park is adjacent to the Kay Larkin Airport, which in turn attracts aviation-related companies and corporate jets.

The City has in the past utilized the Main Street Program, a national model developed by the National Trust for Historic Preservation that has served as a model for marketing, empowerment, and technical advice for downtown merchants. As of March, 2016 the City does not have a Main Street Manager and this work is being done by volunteers.

The City's economic development efforts are intertwined in a number of programs, including the City's Community Redevelopment Area (CRA), Community Development Block Grant (CDBG) program, and general services and infrastructure provision by the City, the latter focusing on replacement/modernization of water, sewer, and installation of reuse lines.

The City Commission sits as the CRA, which is typical in towns of Palatka's size with hands-on elected bodies. Some smaller towns have a separate CRA, such as the City of Sanford, and for a CRA advisory council, such as the City of Mt. Dora. Choosing between a Council CRA and separate advisory boards is a function of how much time elected officials want to devote to CRA issues and whether they want the more specialized and focused approach of a separate body.

Economic development priorities will influence the policies of other elements of the comprehensive plan. There are three key areas in which Palatka can lead and promote economic development for its residents:

1. Land Use (zoning, development standards, permit processing)
2. Public Facility and Service Investments (utilities, transportation, job training/assistance, parks, public safety, beautification).
3. Marketing, Cooperation and Coordination with Others.

Although Palatka is the economic hub of Putnam County, the City faces several challenges in improving economic vitality. The only real growth in the City has been the slow increase of chain stores, mostly dollar stores and restaurants, occurring only in outlying areas along Crill Ave., Reid St., and SR 19; and also medical and dental clinics and offices along Zeagler Dr. and St. Johns Ave. The following items are primary areas of concern to economic development in the City.

## **Challenges**

### Downtown Palatka

Many of the buildings in downtown Palatka were constructed prior to modern building codes and ADA requirements. Therefore the retrofitting of these buildings can be cost prohibitive. Other challenging factors facing downtown include the changing role of "bricks-and-mortar" stores as more Americans shop online and the tendency of local residents to shop or dine in Gainesville, Orange Park, St. Augustine, or even Jacksonville. Lower resident discretionary income has also affected downtown as well as Palatka's nearly empty mall. Boutique and specialty shops and a handful of restaurants and bars have struggled to survive downtown. An August, 2015 survey indicated that of the 95 functional commercial (ground floor) spaces along St. Johns Avenue between 2<sup>nd</sup> and 11<sup>th</sup> Streets, just 73 or 77% were occupied.

### Blighted Thoroughfares

The City's major thoroughfares, including Reid St., Crill Ave., State Rd. 19, and US 17, present a generally blighted appearance due to a lack of landscaping and tree shade, excessive sign clutter, expanses of deteriorating pavement, and lack of property and building maintenance. Most properties have intensive commercial zoning, which has resulted in a preponderance of auto repair-related uses that produce negative visual and noise impacts, particularly on small sites where a lack of adequate indoor repair space results in outside dead vehicle storage and repair activity occurring in parking lots and even on sidewalks. These factors work against property maintenance, investment, and reinvestment. The City has chosen not to require landscaping and other Zoning Code-related upgrades with property improvement and change of uses, so conditions generally continue to deteriorate.

### Income

Palatka residents are among the poorest in Florida, with 35.4% of families having incomes below the poverty level (2013, American Community Survey, US Census Bureau). This compares with a much lower 12% statewide rate. Lack of job opportunity and low wages has resulted in 47.5% of those 16 or older ending up outside the labor force, compared with the comparable state proportion of 40%. In a state where the median income approaches \$\$47,000, Palatka households make \$19,883. Over 17% of households received some sort of public benefit, compared to a lower 7.6% on the state level.

### Labor Force

The City's labor force is less educated and poorer than the nation on average, as well as in comparison to cities and counties in the First Coast region. Just 17% of City residents have a bachelor's degree or higher, compared with 28%<sup>2</sup> for the nation. The economic success of residents is relatively low, as one might expect from the shortage of educated residents. Around one-half of the City's population is in the labor force, compared to almost two-thirds of the Jacksonville area, and the median household income in the City is less than half of incomes for the nation and the Jacksonville area.

### Housing

As previously noted, Palatka's population has stagnated or fallen for many years. The urban area has slowly grown with scattered subdivisions occurring outside of the City limits to the west. This has resulted in an aging housing stock with increasing numbers of substandard units, foreclosed homes, vacant and even abandoned homes, and code enforcement violations. The only subdivision developed in the last twenty years is the 27-unit Crystal Cove single-family development, now completely built-out. Just south of this development is a platted and approved 24-unit single-family subdivision, as of yet undeveloped. The 96-unit Cypress Mills Planned Unit Development (PUD) townhome project, located south of downtown and west of the South Historic District, was approved in 2008, during an unprecedented time of expansion of the Jacksonville metropolitan area, a time in which some people prematurely anticipated that Putnam County was the next logical location for regional growth. This PUD recently expired and the owner is considering shifting from townhome to single-family units that would be more marketable.

A primary problem in housing development is the City's high tax burden, with properties annexing into the City subject to a large increase in ad valorem taxes as well as the fire assessment fee. For this reason new subdivisions primarily occur in the unincorporated County, often on well and septic and on larger lots, trending toward urban sprawl.

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<sup>2</sup> Source: 2005-2009 ACS 5-Year Estimates, American Community Survey

### Shovel Ready Sites

In order to become competitive for large industries, there is a need for fully entitled, infrastructure ready non-residential lands within the City. Two large industrial sites have been annexed into the City: the Putnam County Business Park and 680 acres of undeveloped lands owned by Plum Creek. The County is in the process of platting and improving infrastructure in the Business Park, where there are only two uses: the incomplete shell warehouse building (owned by the County) and a former call center that has been vacant for several years. The 680 acres of Plum Creek property is undeveloped but has development rights for industrial uses.

### **Opportunities**

There are some key factors that attract new businesses and residents to cities, including location (proximity to metropolitan areas), transportation network, labor force, partnerships (public-private), and quality of life. Attracting large-scale employers to the City poses different issues than downtown redevelopment. Downtown redevelopment generally attracts small business owners, while large tracts of land located in the business or industrial park will attract larger-scale businesses.

### Location

While it is not served by a limited access highway and therefore may not attract higher profile and larger employers, Palatka is at the crossroads of two key corridors: the U.S. 17 Jacksonville-to-Orlando corridor and the S.R. 100/20/207 corridor between Gainesville and St. Augustine. Due to the lack of a direct route between Jacksonville and Tampa, considerable traffic is funneled through Palatka (in excess of 35,000 daily cars). The City is less than an hour drive from Jacksonville and Gainesville, and when economic circumstances improve and these metropolitan areas grow, Palatka will benefit from increased business activity.

### Transportation

Area growth and increased regional traffic have prompted road widening for two-lane segments of S.R. 20 and U.S. 17 in Putnam County. It is not just the road network that links Palatka to other urban areas. A rail line connects Palatka with Jacksonville and Orlando and is utilized by Amtrak for passenger rail service, with the potential for future improved service. This comes at a time when Orlando-area counties are implementing a commuter rail system (Sunrail) that will be operational by 2013, and the Jacksonville Transportation Authority is studying commuter rail as well. The DeLand and Winter Park Sunrail commuter rail stations will co-locate with Amtrak stations, allowing for passenger transfers between the two systems and increased accessibility for Palatka. It is also probable that increasing fuel costs will support commuter rail, and there may also be increased demand for tourism-related rail passengers originating from Eastern Seaboard metropolitan areas.

FDOT's reconstruction of C.R. 309C between S.R. 20 and S.R. 100 will help develop and maximize use of the Kay Larkin Municipal Airport and the adjacent Putnam County Business Park and Plum Creek Industrial Park.

### Partnerships

The City has a unique opportunity to partner with a variety of public and private entities. For a relatively small population, the City hosts several influential entities, first and foremost being the St. Johns River Water Management District. The District has taken on an even more important role given the pressing issues of water supply and St. Johns River restoration. The Florida School for the Arts (FLOARTS) is a unique and exciting institution from a planning perspective, since artists have been at the forefront of the revitalization and success of many Florida cities such as Sarasota, St. Augustine, Vero Beach, Naples and Lake Wales. St. Johns River State College is an excellent resource to provide job training and educational advancement for City residents. The State of Florida has recognized the importance of economic development through its REDI (Rural Economic Development Initiative) program, which requires that state agencies partner with jurisdictions like Palatka and Putnam County to attract grant funding and businesses. Entities like the Putnam County School District and St. Johns River State College are shaping programs for job training and early career development.

Downtown merchants can benefit from the Main Street program, which is run by the City. The City also has many involved citizens who support arts and culture organizations, and Downtown Palatka Inc. and the Main Street program can serve as an effective private/quasi-public partnership to improve downtown.

The Florida Small Business Development Center (FSBDC) at the University of North Florida provides management assistance and training to any prospective or existing small-business owner in the City. The Florida SBDC Network is state designated as Florida's Principal Provider of Business Assistance [ § 288.001, Fla. Stat.] and recognized as Florida's "premier source" for business assistance. With this assistance, clients can become more successful and, in turn, contribute positively to the area's economic growth and stability. With funding from the U.S. Small Business Administration, the University of North Florida, Putnam County, and other public and private sector sources, the FSBDC at UNF is able to provide its management assistance services at little or no charge to the client.

There are several local job-training programs that serve residents of Palatka and Putnam County. The Putnam County campuses of the First Coast Technical Institute and St. Johns River State College provide training for new and existing businesses and industries. The First Coast Technical Institute has expanded its programs in Putnam County to offer coursework in the culinary arts, welding, and diesel mechanics. Technical training needs have also been addressed through the creation of the Tech Prep initiative. This initiative was created through a partnership between Putnam County Schools and St. Johns River State College. These training and educational opportunities are a necessity if Palatka is going to attract new business.

### Quality of Life

In this time of suburban and exurban growth, the City is positioned to provide an alternative to Florida sprawl. The historic central city is unique and attractive, the river is magnificent and relatively pristine, and the juxtaposition of city and nature is compelling. Palatka has the opportunity to weave together strains of culture and environment to increase overall livability. This can be achieved through preserving historic buildings in the downtown area and surrounding neighborhoods, promoting appropriate infill in the Downtown and historic

neighborhoods, retrofitting and greening-up older and declining areas of the City, and attracting new development with attractive architecture and landscaping. Private investment can be sparked by public investment in streetscape, parks, and infrastructure in general.

Additionally, the City has benefitted from arts and cultural activities in recent years. FLOARTS attracts students from across the state to study under accomplished artists in the performing arts (acting, dance, musical theatre, and production and design) and visual arts (studio and graphic design/new media). The Arts Council of Greater Palatka is an established organization with a board of directors, operating programs out of the historic Larimer Arts Center. The Conlee-Snyder Mural Committee has created striking murals on building walls throughout the City that showcase Palatka's history. Create! The Artists Guild of North Florida holds an annual "paint-out" competition that attracts artists from across the state to develop locally-inspired works of art. Other active arts organizations include the African Cultural Arts Council, the Gourd Society, Palatka Art League, Palatka Railroad Preservation Society, and Putnam County Community Band.

Economic and quality of life impacts of art to Florida communities have been documented, most recently in a study called "Arts and Economic Prosperity III: The Economic Impact of Nonprofit Arts and Culture Organizations and Their Audiences in the State of Florida." This study measured the economic impact of the nonprofit arts and culture industry in Florida. In 2008, spending by arts and culture organizations and their audiences supported a total of 88,326 full-time equivalent jobs, and total revenue generations of \$196,778,000 for local government and \$2,057,309,000 for household income paid to residents. Additionally, the average event attendee spent \$29.42 on event related activities, meals, lodging, and transportation per event.

Florida cities like DeLand, Sarasota, Venice, and Winter Park have reaped considerable benefits from the presence of a vigorous arts community. As one example, Greater Sarasota is home to 1,690 arts-related businesses that employ over 6,258 people. Arts-related activities in Sarasota County generate millions in local economic impact. Sarasota County-based non-profit cultural organizations conservatively employ more than 3,000 full-time cultural workers and generate more than \$123 million in household income to local residents. Arts districts and colonies like Towles Court and the Arts Village have sparked revitalization in downtown Sarasota and surrounding neighborhoods, and arts audiences spend more than \$54 million in local restaurants, hotels, retail stores and parking garages. An important mainstay of the arts community in Sarasota is the Ringling College of Art and Design, an institution similar to FloArts.

Success stories like this provide insight into the economic and social benefits of promoting arts, especially for a city like Palatka that is trying to reinvigorate its economic base. There is excellent potential to utilize arts-related activities to reinvigorate the downtown area. Significant efforts should be made to entice FloArts to locate classrooms, studios, and design space in vacant buildings in the Downtown CRA. The Savannah College of Art and Design accomplished this on a larger scale, to the benefit of the community and the local economy. This type of arts anchor would encourage the creation or rehabilitation of larger performing arts centers.

Another issue to consider is the promotion of mixed-use development in the City, particularly downtown. Mixed-use development is the planned integration of some combination of retail,

office, residential, hotel, recreation or other functions. It is pedestrian-oriented and contains elements of a live-work-play environment. It maximizes space usage, has amenities and architectural expression and tends to mitigate traffic and sprawl. This definition of mixed-use fits in with recommendations expressed in the Community Redevelopment Area Plan and projects that are already in their implementation stage. The CRA Plan highlights the need to provide more low to moderate income housing in the downtown area and to encourage private businesses to locate in these areas. Recent downtown developments like the Hampton Inn, St. Johns River Center, Riverfront Park renovation, and the Riverfront Square mixed-use development represent a successful public-private partnership working toward the common goal of implementing the Riverfront Master Plan.

There are several commercial storefronts with available space located on upper floors in the Downtown CRA. The creation of residential units and additional office space from these vacant floors would serve as a good reuse of space and would also not require additional utilities and services. Mixed-use development helps to limit sprawl and reduce traffic, goals of HB 697, which requires communities to adopt GOPs that reduce greenhouse gas emissions.

## **Recommendations**

The following recommendations are suggested for a proposed Economic Development Element. These recommendations are listed under specific topics:

1. Downtown Revitalization and Marketing
2. Riverfront Master Plan
3. Arts/Cultural Strategies
4. Tree City
5. Industrial Park
6. Future CRAs
7. Airport
8. Infrastructure Improvements
9. Business Incubator
10. Public-Private Partnerships
11. Urban Service Boundary
12. Rail and Water Transportation
13. City Economic Development
14. Eco-Tourism
15. Heritage Tourism

### Downtown Revitalization

- Adopt policies within the Historic Preservation Element (referenced by a policy in the Economic Development Element) that consider the implementation of state-enabled city tax exemptions for locally designated historic structures.
- Continue programs that leverage private investment on appropriate historic building improvements with City TIF or other funds.
- Continue to institute downtown design improvements including the following:
  - a. Nurture, trim, and replace downtown street trees

- b. Consider instituting public and private lighting improvements in the form of a “Light Up Downtown program” particularly historic facades
- c. Fill holes (vacant lots, parking lots) in downtown building fabric by installing “streetwalls” or low hedges/walls along frontage of vacant lots and parking lots that continue the line of buildings that provides enclosure for the street.
- d. Develop signage program for public parking, public buildings, and merchant directories that is tasteful and recognizable.
- e. Consider establishing a civic facility like a town square with a pavilion in an interior downtown location within walking distance of riverfront. This space would not be open like the riverfront, but enclosed by buildings like urban plaza, celebrating the city instead of river/open space. This area would be utilized for special events and would link pedestrians and energy from the public riverfront to the retail district. Several potential locations exist for this such as the northwest corner of St. Johns Ave. and 2<sup>nd</sup> St., the courthouse parking lot, or the courthouse lawn.
- f. Beautify currently unattractive and critically important view corridors from US 17 to attract passers-by: street trees and plantings, building canopies/ awnings, and parking/vacant lot streetwalls.
- g. Develop parking study that identifies current and future parking demand and supply. Work to provide for public parking either through small and scattered lots peripheral to St. Johns Avenue or through a parking garage including ground floor retail.
- h. Incorporate Community Redevelopment Area Plan (adopted 2010) recommendations.

#### Riverfront Master Plan

- Continue to implement the Michael Redd Riverfront Master Plan including park renovation, mixed-use development, and entertainment district.

#### Downtown Marketing

- Partner with private entities to leverage public resource – in particular consider partnering with banks that can match city loan contributions and sponsor activities.
- Encourage and consider providing incentives for establishment of live-work artist district and ancillary uses.
- Continue using grant and other funding to transform the Price Martin Center into a mid-size performing Arts Center, upgrade lighting, sound, and wiring; fit interior with appropriate seating, and improve design elements.

#### Arts/Cultural Strategies

- Nurture and promote active cultural and arts programs, particularly in conjunction with downtown redevelopment and programs.
- Continue and enhance Mural Program.
- Support art events that attract artists to the City like the annual “paint out” held by Create! The Artists Guild of North Florida.
- Inventory art facilities and programs to assist in determining types of facilities, capacities and activities to be scheduled. Update inventory annually.

- Complete an assessment of cultural needs of the community.
- Continue allowing 501(C)(3) non-profit art organizations with demonstrated track record and/or business plan to lease unoccupied city buildings for a nominal fee.
- Interface with state and regional tourism agencies to develop a clearer identity for the City.

#### Tree City Strategies

- Develop tree inventory of street trees along collector and arterial road corridors in conjunction with the development of a citywide Master Tree Plan, aimed at supplementing existing tree canopy along roadways, preserving and pruning existing trees, and planting appropriate new urban street trees where needed.
- Commit the City's Tree Fund (funded solely by development mitigation of the tree protection ordinance, when trees are removed for new construction projects) to help implement the Master Tree Plan.
- Identify additional funding sources for tree planting and maintenance through programs like Keep America Beautiful and adopt-a-median, adopt-a-block and other sponsorship and recognition programs.

#### Industrial Parks

- Work with the EDC and Chamber as lead agencies in marketing the Plum Creek and Putnam County industrial parks to targeted industries.
- Investigate whether the availability of shovel-ready sites is a determining factor for businesses and industry to locate within a community.

#### Future CRAs

- Establish Community Redevelopment Areas along blighted sections of major thoroughfares such as Reid St., SR 19, Crill Ave., and US Hwy 17, along with adjacent residential areas. This will lay the groundwork for future localized public/private improvement projects.

#### Airport

- Continue to pursue state and federal grants for capital improvements in airport facilities and new business attraction and retention (within reason, ensuring not to over commit the City to matching grant costs).
- Improve appearance of airport through use of strategic landscaping.
- Implement marketing proposed by Airport Master Plan.

#### Infrastructure Improvements

- Pursue the following prioritized economic development-related infrastructure projects:
  - a. Reuse System – the goal is phased, 100% coverage as required by the water management district and EPA. The City has completed the system that serves the municipal golf course and cemeteries. This project cost \$1.5 million, and was grant funded by DCA, DEP, District, with a City match. The City is now in a position to offer reuse to public and private properties.

b. Other Projects - ongoing replacement of very old water and wastewater lines; space needs for City administration; City development of Terminal West industrial park for aviation-related facilities.

#### Business Incubator

- In planning for such a facility, stress the following elements that help businesses to succeed: determining the best location; have available space for expansion, availability of basic services (reception, conference room) track record of the incubator's manager, "graduation" policy, flexible space, common facilities, and negotiation with service firms (accounting, tax, marketing, legal, advertising and business planning) for trial-period discounts for services to new businesses.
- Consider working with SJRSC/FLOARTS to establish a downtown incubator, branch, and continuing education facility to address the need for job training and education that is accessible for those most in need, and to build on the potential synergy between the arts and education.

#### Public-Private Partnerships

- Communicate with the following public, quasi-public, and non-profit groups including establishing recurring agenda items for Putnam County, Northeast Florida Regional Council, Putnam County Chamber of Commerce & Main Street Program, Putnam County Economic Development Council, St. Johns River State College, St. Johns River Water Management District, Downtown Palatka, Inc., African Cultural Arts Council, the Arts Council of Greater Palatka, Create!, the Gourd Society, the Palatka Railroad Preservation Society, Conlee-Snyder Mural Committee, Palatka Art League, Putnam County Community Band, Putnam County Historical Society, River City Players, residents, property owners, and businesses.
- Pursue established foundations, state, federal, and other grant and loan opportunities in conjunction with the entities listed above, possibly utilizing a city-funded grants staff person, who could also act as City's economic development coordinator.
- Create a committee of those who deliver cultural programs to greater Palatka, including at a minimum a representative member from the Chamber of Commerce, Downtown Palatka, Inc, Palatka Main Street Program, St. Johns River State College, Florida School of the Arts (FloArts), Conlee-Snyder Mural Committee, Palatka Art League, the Arts Council of Greater Palatka and area museums and cultural groups, and a City Commissioner. The committee will serve as a catalyst in securing grants, developing long-range planning goals, and encouraging joint programming.

#### Urban Service Boundary

- Consider an agreement with County that would define the logical extent of city-provided urban services and provide for funding strategies for service area expansion and annexation.
- Work with County to identify logical land use mix for lands identified for future expansion and annexation areas, including sufficient lands for commercial and industrial use.

#### Rail and Water Transportation

- Work with Amtrak, CSX, Jacksonville Transportation Authority, First Coast Metropolitan Planning Organization, FDOT, Central Florida Commuter Rail Commission, and state and federal elected officials toward extending commuter rail north from Deland to connect with a possible Jacksonville commuter rail system that terminates in Clay County.
- Work with Amtrak in converting train station to “manned” status.
- Support water taxis for eco-tourism and potential transit purposes.
- Market and promote rail daytrips to City from regional origins such as Jacksonville, Orlando, South Georgia, etc.; with hiking, water taxi, and downtown shopping/eating as a draw.

#### City Economic Development

- Consider separate advisory CRA board to allow for citizen advice and more focus on redevelopment.
- Consider city staff economic development staff position – not to replace Chamber efforts but to supplement them.
- Consider tax exemptions for property improvements to new or expanding businesses in brownfields or enterprise zones (requires city referendum) under F.S. 196.1995.

#### Eco-Tourism

- Continue to support and promote fishing tournaments.
- Plan for bicycle routes or trails to link terminus of Lake Butler-Palatka rail trail to downtown. Work with St. Johns River Water Management District and Municipal Airport to showcase trail, given that both facilities are close to the trail and can provide connections for visitors and trail users.
- Support public and/or private water taxis that connect the Riverfront Park with Murphy Island for hikers and/or campers.
- While planning for trails consider equestrian use when appropriate.”

#### Heritage Tourism

- Work with the Chamber and other local and state tourism and economic development entities to promote the City’s historic, natural, and cultural resources.
- Develop master plan for kiosk interpretative signs in historic districts and Downtown. Such signs will highlight local historic, architecture, environment, and culture.

## Issue 3: Transportation

Palatka's transportation program is constrained by a lack of funding for improvements, and most major roadways are under the jurisdiction of the Florida Department of Transportation (FDOT) or Putnam County. The current policies set forth in the Traffic Circulation Element of the Comprehensive Plan prescribe a system known as concurrency, which requires transportation impact fees for new development and requires that such development has available road capacity on nearby impacted roads. Concurrency requires that the City direct impact fee and other revenue toward a long-range collection of road improvements. However the lack of revenues has been accentuated by the ongoing impact fee moratorium (since 2008 when they were adopted) of transportation (and other) impact fees. In addition, roadways within the City have a large amount of available road capacity – in 2014 the average available capacity of arterial and collector roadways within the City was estimated by FDOT and Putnam County as 68%. Even the City's busiest road – Reid Street in the downtown area – has 8% available capacity, and Crill Avenue has 23% available capacity. Table 1 and Figure 1 show the most recent available traffic data for roadways within the City.

Concurrency was effectively made optional through state legislation passed between 2009 and 2011, which replaced it with "mobility," which is strongly encouraged by state statute. Mobility is an approach that departs from the bean-counting of matching traffic counts with road capacity limitations and determining when roads "fail." This failing roads equation, at least in jurisdictions with available transportation funding resources, actually promotes urban sprawl and hinders redevelopment in areas where little road capacity was available, which also happened to be thriving and successful commercial or mixed use areas.

Mobility, in statutory terms, includes "land use and transportation strategies to support and fund mobility within the exception area, including alternative modes of transportation." This would concentrate the City's limited resources to minor intersection or signalization improvements, bicycle lanes, sidewalks, and trails. Should conditions change to where a new annexation area development or major redevelopment would impose excessive traffic burdens on the City, Senate Bill 360 clarifies that "the designation of a transportation concurrency exception area does not limit a local government's home rule power to adopt ordinances or impose fees." However this would be on a case-by-case basis, with support from the Comprehensive Plan in the form of thresholds over which developments would negotiate traffic mitigation with the City. This may come into play with larger tracts that may wish to annex into the City. With potential population increases of several thousand future residents, local roads will be impacted and new roads may be required. The City at that time can assess impacts and assign responsibilities for future improvements.

The Mobility approach also provides the opportunity to create usable open space along with transportation alternatives. There are several opportunities for "road diets" – reducing un-needed lanes. The six-lane segment of SR 19 could be reduced to four-lanes, providing future opportunities for sidewalk/multi-use path expansion and roadway beautification. Similarly, Palm Ave. and St. Johns Ave. between Palm Ave. and SR 19 could be reduced from four to two lanes, while retaining turning lanes. Both these roadways now carry around ½ of the maximum traffic capacity of a two-lane road and could operate as efficiently as they do now with the use of

medians and possibly even a roundabout at their intersection. Obviously any such changes would require public expenditures, but it is possible that the benefits of attractive and more functional roadways will attract development and enhance property values, along with providing recreational and exercise opportunities for residents.

The City would shift over to the mobility approach through the development of an assessment and improvement plan. This plan would focus on the connectivity of roads, sidewalks, bicycle lanes, and multi-use trails.

Table 1: Annual Average Daily Traffic for Arterial and Collector Roads

Roadway	Jurisdiction	Traffic Count Segment & Map Location	Lanes	2010 Traffic Count <sup>2</sup>	2014 Traffic Count	Diff-erence	Roadway Capacity	2014 Avail. Capacity	Avail. Capac. %
US 17	FDOT	St. Johns River Bridge (1)	4	35,958	28,000 <sup>1</sup>	-7,958	30,320	2,320	8%
Crill Ave.	FDOT	Palm to Moseley Ave. (2)	2	15,212	10,000 <sup>1</sup>	-5,212	17,700	3,988	23%
St. Johns Ave.	City/Co.	Palm to Moseley Ave. (3)	2	11,370	9,600 <sup>1</sup>	-1,770	17,700	7,632	43%
SR 19	FDOT	South of St. Johns Ave. (4)	6	23,466	17,200 <sup>1</sup>	-6,266	44,925	22,917	51%
Reid St	FDOT	US 17 to SR 19 (5)	4	21,131	15,600 <sup>1</sup>	-5,531	37,900	19,818	52%
St. Johns Ave.	County	East of SR 19 (6)	4	12,755	9,600 <sup>1</sup>	-3,155	29,850	21,307	71%
US 17	FDOT	North of Reid St. (7)	4	10,858	10,000 <sup>1</sup>	-858	37,900	28,319	75%
Palm Ave. S.	City	St. Johns Ave. to Crill Ave. (8)	4	9,572	5,300 <sup>1</sup>	-4,272	29,850	20,773	70%
Palm Ave. N.	City	South of Reid St. (9)	4	7,862	5,300 <sup>1</sup>	-2,562	29,850	23,037	77%
N. Moody Rd.	City	South of SR 100 (10)	2	5,425	4,100 <sup>1</sup>	-1,325	17,700	13,261	75%
S. Moody Rd.	City	North of SR 20 (11)	2	4,006	4,100 <sup>1</sup>	+94	17,700	13,777	78%
19 <sup>th</sup> St.	County	Reid St. to Madison St. (12)	2	4,526	3,200 <sup>1</sup>	-1,326	17,700	14,313	81%
S. 3 <sup>rd</sup> St.	City	Laurel St. to Reid St. (13)	2	2,889	2,913 <sup>2</sup>	+24	17,700	14,787	84%
River St.	City/Co.	Laurel St. to Moseley Ave. (14)	2	1,887	2,400 <sup>1</sup>	+513	17,700	15,711	89%
Husson Ave.	City	Silver Lake to Edgemoor (15)	2	2,469	2,000 <sup>1</sup>	-469	17,700	15,771	89%
Moseley Ave.	City	Silver Lake to Edgemoor (16)	2	1,970	3,500 <sup>1</sup>	+1,530	17,700	15,981	90%
Edgemoor St.	County	Moseley Ave. to Palm Ave. (17)	2	2,644	3,500 <sup>1</sup>	+856	17,700	16,202	92%

Source: <sup>1</sup> FDOT Traffic Counts or <sup>2</sup> Putnam County 2014 Traffic Count Program. Roadway capacity from Florida Dept. of Transportation, *Generalized Annual Average Daily Volumes for Florida's Urbanized Areas*

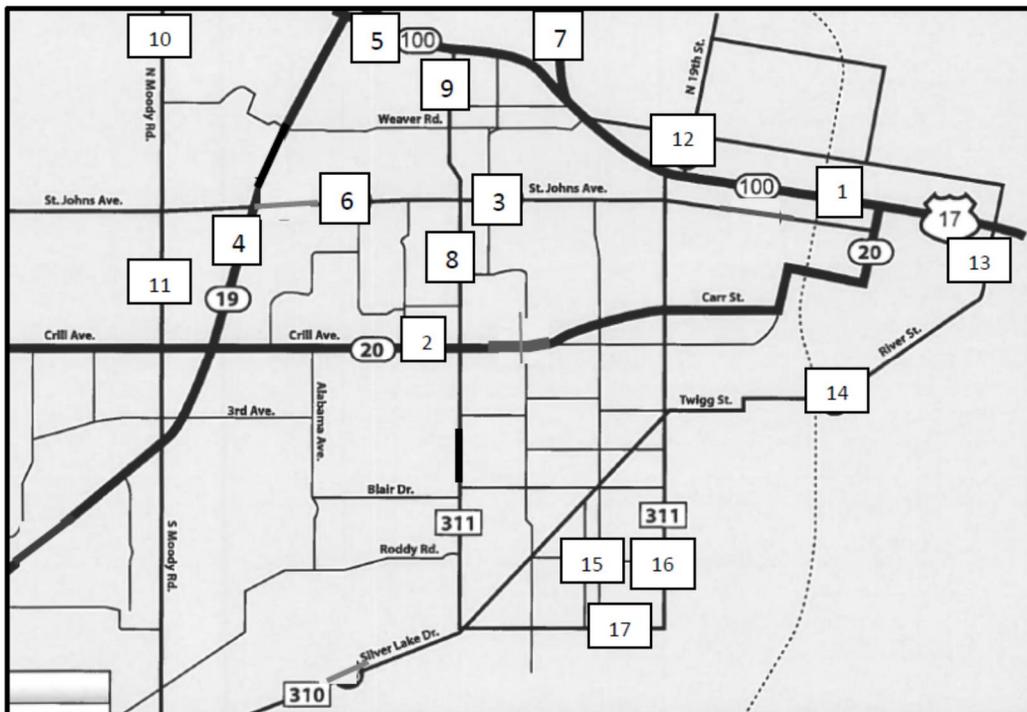


Figure 1: City Traffic Count Map

## **Transportation Recommendations**

- Replace concurrency system with Mobility Plan accompanied by the Complete Streets program, which focuses on achieving an interconnected system for all forms of transportation.
- In an effort to reduce single-occupancy vehicles and lessen roadway congestion, encourage alternative modes of travel through the development of multi-modal corridors that accommodate pedestrian, bicyclists, and transit riders. Trains, boat, and plane travelers should be accommodated as well.
- Promote the Complete Streets program, including elements to encourage connected bikeways and pedestrian systems which encourage bicycle and foot travel throughout the City, tying together neighborhoods and shopping, employment, schools, cultural facilities, parks, and places of interest.
- Bicycles should be accommodated by a combination of bicycle lanes on road shoulders, multi-use trails, and local streets, with signage utilized to identify system components.
- To protect motorists, pedestrians, and bicyclists, the City should plan for traffic calming measures when needed in areas with higher risk for accidents, particularly intersections.
- Assist Ride Solutions in maintaining and improving the City's transit system. The City should consider promoting new bus stops, transit routes, and encouraging extended service hours. Transit bays should be planned and provided along with bus benches/shelters and transit signage. The City should encourage Ride Solutions to install bicycle racks for buses.
- Upon implementation of the water taxi program, promote use of the boats for transit, tourism, and excursions.
- Coordinate with the County in developing a list of priority projects for both the bus stops and transit routes.
- Before any financial commitments, annually monitor future ridership levels and potential reduction in traffic congestion.
- To increase ridership and improve services, the City should pursue manned station status for the Amtrak station and also pursue connecting bus service from the Amtrak station to Gainesville and St. Augustine. The lack of luggage service including bicycle loading is a deterrent to attracting users of the City and County's extensive trail system.

## **Issue #4: Trails and Parks**

Putnam County is becoming a trail and blueway destination, as noted within the 2009 Putnam County Trails Master Plan. This plan notes that there are 14 existing trail systems with a total length of 188 miles. This does not include the St. Augustine to Lake Butler multi-use paved trail, a 66-mile trail which passes through the heart of Palatka and is in the process of being completed.

The City has an 18-hole golf course, six community parks (Riverfront Park, Hank Bryan Park, Waterworks Environmental Center, Bronson-Mulholland House and Grounds, and Booker Park), four neighborhood parks (Shaw Buck Park, Forrester Field, Fred Green Park, and Palatka Heights Park), and two pocket parks (Azalea and Revels Park). However with the exception of the Riverfront Park there is not a definitive improvement and maintenance plan for these facilities. City Staff are now developing this plan.

Palatka is in a unique position for parks and trail development. Palatka is the largest municipality in terms of population in Putnam County, is the economic hub of the County, and also is the County Seat and is located at the confluence of several regional roadways. Additionally, the City still has large tracts of land along the St. Johns River that are undeveloped and have excellent potential to contribute to Palatka's already diverse parks system. If these areas were developed as parks or greenways, they would contribute to the larger Putnam County parks system, which includes Blue-ways or paddling trails, regional trails, and large amounts of conservation and recreation space.

Putnam County developed a St. Johns River "Greenprint," intended to celebrate the culture and history of the St. Johns River. This document includes goals, a prioritized list of opportunities, and recommendations for action steps. The Greenprint emphasizes preserving community character and defining the river as a key destination to attract people to live, work and play.

In 2009, Putnam County adopted a trails master plan. The vision statement of this document is, "to establish Putnam County as the trail hub of Florida while enhancing and enriching the quality of life of Putnam County citizens through the development of cycling, pedestrian, equestrian, paddling and other trails that serve as recreational amenities, alternative connectors to community destinations and economic stimuli." This plan is clear on the social, economic, and aesthetic benefits of a unified plan for the development of recreational opportunities available to the citizens of the County as well as visitors to the area.

For instance, the Putnam County Trails Master Plan already addresses two potential trails within the City: a small loop that links several parks along the St. Johns River and winds through the North Historic District, South Historic District and Central Business District; and a larger loop that weaves throughout the City. In addition to providing specific locations for trail development, the Trail Master Plan provides useful information on the benefits of trails, assessment of current conditions, trail prioritization, and potential trail funding opportunities. This document serves as a good baseline for the development of an integrated long-range park and trails plan for the City.

The goals, objectives and policies that have been incorporated into the Recreation and Open Space Element of the Comprehensive Plan do a good job of identifying current park space and amenities, but do little to promote integration of these places into a larger county or regional context. Additionally, the lack of an adopted parks and trails master plan, with an accompanying map, hinders the ability of the City to seek grant money from various sources such as the Florida Recreation Development Assistance Program (FRDAP).

The accompanying map can be one map or a series of maps. The overall goal of the map or maps is to inventory the existing trails and transportation network within the City; to identify potential links to existing intra-county trails; to identify locations of planned and proposed multi-use trails, many of which have already been included in the Trails Master Plan; and to identify trail and park projects on a priority level (low, medium, and high) based on community need, as well as how they would contribute to the larger Trails Master Plan.

FRDAP is a competitive grant program that provides financial assistance to local governments for development or acquisition of land for public outdoor recreational purposes. Grant requests through the FRDAP program are evaluated on a point system, of which 20 points are directly attributed to the project implementing the applicant's adopted local comprehensive plan.

One major project that has come to the forefront in recent years is the promotion of Putnam County as a bicycle destination. Significant efforts have been made by the County to attract visitors with this recreational activity in mind. A major component of the Putnam County Trails Master Plan is dedicated to bicycling, not only as a recreational activity but as a mobility choice. The City has an opportunity to capitalize on this economic stimulator, as well as potentially relieving some of the impacts associated to single-occupancy car travel on already busy streets.

An extra benefit of promoting a multi-use trails system is directly attributable to requirements in Florida House Bill 697, which requires local jurisdictions to examine ways to reduce greenhouse gas emissions. A trails system fosters alternative modes of transportation that reduce vehicle miles traveled, as well as the number of single-occupancy vehicle trips on congested roadways. This is just one component of House Bill 697, but is a considerable part of the holistic approach to reducing greenhouse gas emissions.

In addition to the social benefits of promoting more recreational opportunities through the creation of new spaces or the enhancement of existing spaces, the economic benefit of these types of spaces is well documented. "In 2002, a survey of 2,000 recent home buyers was co-sponsored by the National Association of Home Builders and the National Association of Realtors. The survey asked about the importance of community amenities, and trails came in second only to highway access. Those surveyed could check any number of the 18 amenities, and 36 percent picked walking, jogging or biking trails as either important or very important. Sidewalks, parks, and playgrounds ranked next in importance<sup>3</sup>."

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<sup>3</sup> Source: Trails are Important to Home Buyers, Survey Shows. Benefits of Trails and Greenways; Hosted by AmericanTrails.org. [www.americantrails.org/resources/benefits/homebuyers02.html](http://www.americantrails.org/resources/benefits/homebuyers02.html)

The National Recreation and Parks Association states that “Parks and recreation programs generate revenue directly from fees and charges, but more importantly, provide significant indirect revenues to local and regional economies from sports tournaments and special events such as arts, music, and holiday festivals. Economic activity from hospitality expenditures, tourism, fuel, recreational equipment sales, and many other private sector businesses is of true and sustained value to local and regional economies<sup>4</sup>.”

Proximity to trails and parks can help to elevate the value of the housing stock available within the City, as well as to entice out-of-town buyers to purchase housing within the City. Economic stimuli also increase tax revenues collected from tourists.

## **Recommendations**

- Although the City already has a Recreation and Open Space Element in the Comprehensive Plan, the creation of a Long-Range Parks and Trails Plan would allow the City to consolidate all of the information associated to its existing parks, recreational facilities, and golf course into one cohesive document.
- Use the Long-Range Parks and Trails Plan to facilitate the acquisition and improvements recommended as high priority within the Putnam County Greenprint for the City, as well as areas targeted by the Putnam County Trails Master Plan.
- Develop a long-range parks and trails plan that utilizes all the work completed by the Putnam County Greenprint and Trails Master Plan. Other valuable resources that should be considered are Blue-ways and Rails-to-Trails.
- Examine areas in the City that are in the newly defined Coastal High Hazard Area (CHHA). Several parcels along the St. Johns River are yet to be developed according to the existing land use map, but are slated for development on the future land use map. All development should be focused away from lands located in the CHHA unless mitigation measures are in place that have been approved by the Department of Community Affairs. If mitigation measures have not been approved for development with the CHHA, parks and trails would be a good use of the land. Established parks and trails could provide direct access to the St. Johns River, add to the amenities included on the St. Johns River paddle trail (Blue-ways), and preserve scenic vistas of the river.
- Examine potential linkages to other regional trail systems and park facilities. The Putnam County Trail Master Plan has already identified existing trails and the location of proposed trails for future development. This could be used as a baseline for determining appropriate linkages within the City that could be integrated into the larger county and regional trail system.
- Evaluate opportunities for trail development through the national Rails-to-Trails Conservancy program.

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<sup>4</sup> Source: Why Parks and Recreation are Essential Public Services, National Recreation and Parks Association. [www.nrpa.org/uploadedFiles/Connect\\_and\\_Share/Community/Parks\\_Are\\_Essential\\_Public\\_Services.pdf](http://www.nrpa.org/uploadedFiles/Connect_and_Share/Community/Parks_Are_Essential_Public_Services.pdf)

## **Issue #5: Annexation and Municipal Boundary**

Palatka has an unplanned municipal boundary, resulting from decades of a voluntary annexation policy for municipal services. This has resulted in the creation of enclaves and the inefficient delivery of municipal services.

Chapter 171 of the Florida Statutes covers the subject of municipal annexation or contraction. Annexation is defined as “adding of real property to the boundaries of an incorporated municipality, such addition making such real property in every way a part of the municipality (s. 171.031 F.S.).”

Since the last update to the Comprehensive Plan, the City has annexed 765.7 acres from unincorporated Putnam County. Most of the annexed lands are attributable to industrial use (706.9 acres), of which the Plum Creek Industrial Park comprises 680.12 acres. The remaining annexations have been 40.5 acres for commercial use and 18.3 acres for residential use.

The City has approached annexation through voluntary annexation instead of a forced annexation process. The City enters into a “Voluntary Agreement to Annex” agreement with property owners in unincorporated Putnam County requesting City water. The property owner(s) agree to voluntarily annex into the City once their property becomes contiguous with the municipal boundary.

Currently, the Future Land Use Element of the Comprehensive Plan has an objective and policy (Objective A.1.10, Policy A.1.10.1) directed towards annexation, none of which are attributable to voluntary annexation. Additionally, there are objectives and policies in the same element that discourage urban sprawl and provide incentives directed towards infill of areas that already have municipal services (Objective A.1.6 & Policy A.1.6.1). As a result, specific objectives and policies should be adopted that provide criteria to guide when voluntary annexation should be used.

Another issue that could be considered is the creation of a joint planning area. A Joint Planning Area (JPA) is an agreement between two jurisdictions on how a specific area will grow and how the review of the growth will be conducted. Each JPA includes a map of the area to which the JPA will apply, as well as the terms of the agreement as provided for in Section 163.3171 Florida Statutes.

The Putnam County Comprehensive Plan already has a policy in place that says the “County shall coordinate with the City and other local jurisdictions to develop joint planning area agreements (Policy G.1.1.4).” It continues to recommend that these agreements should focus on future annexation areas and procedures, as well as the use of land development regulations such as overlays for enclave areas.

### **Recommendations**

- Adopt policies in the Future Land Use Element that direct the City to proactively work to diminish and eventually eliminate enclaves.

- Pursue an agreement with Putnam County that would define the logical extent of city-provided urban services and provide for funding strategies for service area expansion and annexation.
- Adopt policies in the Future Land Use Element that promote the use of a Joint Planning Area with Putnam County.
- Evaluate duplication of services by City and County and determine how to streamline and reduce costs for such services.
- Identify potential annexation areas and rank such areas based on revenue implications and service delivery.
- Hold workshop(s) to assess annexation prospects and urban service delivery issues. Develop GOPs from these workshops that can be included as part of the EAR-based amendments.

## **Issue #6: Community Development and Sustainability Priorities Recommendations**

On December 10, 2015 the City Commission adopted the following policy priorities. The City is in the process of developing plans for pursuing these priorities, and the Comprehensive Plan will be updated accordingly as this work proceeds.

- Wastewater Treatment Plant Upgrades
- Infrastructure upgrades and expansion
- Affordable, Adequate and Clean Housing
- Development of a Business Incubator

# Section D: Summary of Recommendations



## Historic Preservation Recommendations

- Develop and adopt a Historic Preservation Element into the Comprehensive Plan. At a minimum, goals, objectives and policies (GOP's) should be adopted to define the City's historic preservation program.
- Maintain Certified Local Government (CLG) designation from State of Florida and National Park Service, committing to continue historic preservation efforts and reporting activities to the Florida Division of Historical Resources.
- Adopt policies in the Historic Preservation Element that encourage the evaluation of older areas of the City to determine if the designation of new historic districts or sites is warranted. Specifically, areas to be surveyed include the Northside, Palatka Heights, and West View Cemetery (the 2012 Downtown survey provides updated information to determine eligibility for this area).
- Provide Master Site Files to property owners of historic structures inside and outside of historic districts, and encourage the appropriate restoration of such structures.
- Assist Putnam County Historical Society in improving electronic and hard copy archive facilities.
- Add policies within the Historic Preservation Element (referenced by a policy in the Economic Development Element) that considers on a case-by-case basis the granting of state-enabled city tax exemptions for locally designated historic structures, including: 1) a ten-year freeze on property tax increases attributable to historic renovations; 2) 100% property tax exemption when the cost of historic renovation exceeds 50% of property value; and 3) 50% property tax exemption for commercial and non-profit use of publicly accessible buildings (public access including those structures with historic facades visible from the right-of-way).
- Adopt policies within the Historic Preservation Element (and referenced by a policy in the Capital Improvements and Economic Development Elements) that call for infrastructure improvements in locally designated historic districts including:
  1. restoration of brick streets and historic curbs;
  2. new or retrofitted period streetlighting;
  3. sidewalk construction and reconstruction;
  4. traffic calming;
  5. unified and unique signage, wayfinding, and gateway/entry features;
  6. parks improvements;
  7. power line undergrounding; and
  8. street tree planting.
- Continue programs that leverage private historic rehabilitation investment on for locally designated structures with City TIF or other funds. Consider programs incentivizing the acquisition of historic homes by private and public entities.
- In cooperation with the Historic Preservation Board and the Putnam County Historical Society, continue to work to preserve, renovate, and market the City's historic resources, including the following: Bronson-Mulholland House, Larimer Arts Center, Old A.C.L. Union Depot, Palatka City Hall, Palatka Waterworks, Putnam County Historical Museum, Tilghman House, Century Block/Riverfront Square (100 Block N. 2<sup>nd</sup> St.), Central Academy, West View Cemetery, Oak Hill East Cemetery, Municipal

Golf Course, Booker Park, Hank Bryan Park, and the North and South Historic Districts.

- Continue to seek public and private funding sources for downtown and historic district improvement for publicly and privately owned properties, utilizing funding from sources such as State Historic Preservation Office Acquisition and Development (restoration), Survey and Planning, and Education grants as well as private/nonprofit sources such as National Trust grant and revolving loan funds.
- Coordinate with Putnam County Historical Society, the Chamber and others to update documentation of historic buildings in published guides, including a walking tour format (funding available from State SHPO).
- Consider an Art in Public Places program for Downtown, parks, and historic districts.
- Install interpretative kiosk signs in historic districts, Downtown, and in parks that exhibit local history and culture, as has been done in the North Historic District. Ensure that such efforts are closely coordinated with neighborhood residents and property owners, and that an overall plan is developed for such signs.
- Continue to utilize design standards for downtown that protect the historic character and pedestrian orientation of buildings, including prohibition of blank walls on new or renovated buildings; use of awnings and canopies; and general compatibility with existing and adjacent historic buildings.

## **Recommendations**

The following recommendations are suggested for a proposed Economic Development Element. These recommendations are listed under specific topics:

16. Downtown Revitalization and Marketing
17. Riverfront Master Plan
18. Arts/Cultural Strategies
19. Tree City
20. Industrial Park
21. Future CRAs
22. Airport
23. Infrastructure Improvements
24. Business Incubator
25. Public-Private Partnerships
26. Urban Service Boundary
27. Rail and Water Transportation
28. City Economic Development
29. Eco-Tourism
30. Heritage Tourism

### Downtown Revitalization

- Adopt policies within the Historic Preservation Element (referenced by a policy in the Economic Development Element) that consider the implementation of state-enabled city tax exemptions for locally designated historic structures.
- Continue programs that leverage private investment on appropriate historic building improvements with City TIF or other funds.

- Continue to institute downtown design improvements including the following:
  - i. Nurture, trim, and replace downtown street trees
  - j. Consider instituting public and private lighting improvements in the form of a “Light Up Downtown program” particularly historic facades
  - k. Fill holes (vacant lots, parking lots) in downtown building fabric by installing “streetwalls” or low hedges/walls along frontage of vacant lots and parking lots that continue the line of buildings that provides enclosure for the street.
  - l. Develop signage program for public parking, public buildings, and merchant directories that is tasteful and recognizable.
  - m. Consider establishing a civic facility like a town square with a pavilion in an interior downtown location within walking distance of riverfront. This space would not be open like the riverfront, but enclosed by buildings like urban plaza, celebrating the city instead of river/open space. This area would be utilized for special events and would link pedestrians and energy from the public riverfront to the retail district. Several potential locations exist for this such as the northwest corner of St. Johns Ave. and 2<sup>nd</sup> St., the courthouse parking lot, or the courthouse lawn.
  - n. Beautify currently unattractive and critically important view corridors from US 17 to attract passers-by: street trees and plantings, building canopies/ awnings, and parking/vacant lot streetwalls.
  - o. Develop parking study that identifies current and future parking demand and supply. Work to provide for public parking either through small and scattered lots peripheral to St. Johns Avenue or through a parking garage including ground floor retail.
  - p. Incorporate Community Redevelopment Area Plan (adopted 2010) recommendations.

#### Riverfront Master Plan

- Continue to implement the Michael Redd Riverfront Master Plan including park renovation, mixed-use development, and entertainment district.

#### Downtown Marketing

- Partner with private entities to leverage public resource – in particular consider partnering with banks that can match city loan contributions and sponsor activities.
- Encourage and consider providing incentives for establishment of live-work artist district and ancillary uses.
- Continue using grant and other funding to transform the Price Martin Center into a mid-size performing Arts Center, upgrade lighting, sound, and wiring; fit interior with appropriate seating, and improve design elements.

#### Arts/Cultural Strategies

- Nurture and promote active cultural and arts programs, particularly in conjunction with downtown redevelopment and programs.
- Continue and enhance Mural Program.
- Support art events that attract artists to the City like the annual “paint out” held by Create! The Artists Guild of North Florida.

- Inventory art facilities and programs to assist in determining types of facilities, capacities and activities to be scheduled. Update inventory annually.
- Complete an assessment of cultural needs of the community.
- Continue allowing 501(C)(3) non-profit art organizations with demonstrated track record and/or business plan to lease unoccupied city buildings for a nominal fee.
- Interface with state and regional tourism agencies to develop a clearer identity for the City.

#### Tree City Strategies

- Develop tree inventory of street trees along collector and arterial road corridors in conjunction with the development of a citywide Master Tree Plan, aimed at supplementing existing tree canopy along roadways, preserving and pruning existing trees, and planting appropriate new urban street trees where needed.
- Commit the City's Tree Fund (funded solely by development mitigation of the tree protection ordinance, when trees are removed for new construction projects) to help implement the Master Tree Plan.
- Identify additional funding sources for tree planting and maintenance through programs like Keep America Beautiful and adopt-a-median, adopt-a-block and other sponsorship and recognition programs.

#### Industrial Parks

- Work with the EDC and Chamber as lead agencies in marketing the Plum Creek and Putnam County industrial parks to targeted industries.
- Investigate whether the availability of shovel-ready sites is a determining factor for businesses and industry to locate within a community.

#### Future CRAs

- Establish Community Redevelopment Areas along blighted sections of major thoroughfares such as Reid St., SR 19, Crill Ave., and US Hwy 17, along with adjacent residential areas. This will lay the groundwork for future localized public/private improvement projects.

#### Airport

- Continue to pursue state and federal grants for capital improvements in airport facilities and new business attraction and retention (within reason, ensuring not to over commit the City to matching grant costs).
- Improve appearance of airport through use of strategic landscaping.
- Implement marketing proposed by Airport Master Plan.

#### Infrastructure Improvements

- Pursue the following prioritized economic development-related infrastructure projects:
  - a. Reuse System – the goal is phased, 100% coverage as required by the water management district and EPA. The City has completed the system that serves the municipal golf course and cemeteries. This project cost \$1.5 million, and was grant funded by DCA, DEP, District, with a City match. The City is now in a position to offer reuse to public and private properties.

b. Other Projects - ongoing replacement of very old water and wastewater lines; space needs for City administration; City development of Terminal West industrial park for aviation-related facilities.

#### Business Incubator

- In planning for such a facility, stress the following elements that help businesses to succeed: determining the best location; have available space for expansion, availability of basic services (reception, conference room) track record of the incubator's manager, "graduation" policy, flexible space, common facilities, and negotiation with service firms (accounting, tax, marketing, legal, advertising and business planning) for trial-period discounts for services to new businesses.
- Consider working with SJRSC/FLOARTS to establish a downtown incubator, branch, and continuing education facility to address the need for job training and education that is accessible for those most in need, and to build on the potential synergy between the arts and education.

#### Public-Private Partnerships

- Communicate with the following public, quasi-public, and non-profit groups including establishing recurring agenda items for Putnam County, Northeast Florida Regional Council, Putnam County Chamber of Commerce & Main Street Program, Putnam County Economic Development Council, St. Johns River State College, St. Johns River Water Management District, Downtown Palatka, Inc., African Cultural Arts Council, the Arts Council of Greater Palatka, Create!, the Gourd Society, the Palatka Railroad Preservation Society, Conlee-Snyder Mural Committee, Palatka Art League, Putnam County Community Band, Putnam County Historical Society, River City Players, residents, property owners, and businesses.
- Pursue established foundations, state, federal, and other grant and loan opportunities in conjunction with the entities listed above, possibly utilizing a city-funded grants staff person, who could also act as City's economic development coordinator.
- Create a committee of those who deliver cultural programs to greater Palatka, including at a minimum a representative member from the Chamber of Commerce, Downtown Palatka, Inc, Palatka Main Street Program, St. Johns River State College, Florida School of the Arts (FloArts), Conlee-Snyder Mural Committee, Palatka Art League, the Arts Council of Greater Palatka and area museums and cultural groups, and a City Commissioner. The committee will serve as a catalyst in securing grants, developing long-range planning goals, and encouraging joint programming.

#### Urban Service Boundary

- Consider an agreement with County that would define the logical extent of city-provided urban services and provide for funding strategies for service area expansion and annexation.
- Work with County to identify logical land use mix for lands identified for future expansion and annexation areas, including sufficient lands for commercial and industrial use.

#### Rail and Water Transportation

- Work with Amtrak, CSX, Jacksonville Transportation Authority, First Coast Metropolitan Planning Organization, FDOT, Central Florida Commuter Rail Commission, and state and federal elected officials toward extending commuter rail north from Deland to connect with a possible Jacksonville commuter rail system that terminates in Clay County.
- Work with Amtrak in converting train station to “manned” status.
- Support water taxis for eco-tourism and potential transit purposes.
- Market and promote rail daytrips to City from regional origins such as Jacksonville, Orlando, South Georgia, etc.; with hiking, water taxi, and downtown shopping/eating as a draw.

#### City Economic Development

- Consider separate advisory CRA board to allow for citizen advice and more focus on redevelopment.
- Consider city staff economic development staff position – not to replace Chamber efforts but to supplement them.
- Consider tax exemptions for property improvements to new or expanding businesses in brownfields or enterprise zones (requires city referendum) under F.S. 196.1995.

#### Eco-Tourism

- Continue to support and promote fishing tournaments.
- Plan for bicycle routes or trails to link terminus of Lake Butler-Palatka rail trail to downtown. Work with St. Johns River Water Management District and Municipal Airport to showcase trail, given that both facilities are close to the trail and can provide connections for visitors and trail users.
- Support public and/or private water taxis that connect the Riverfront Park with Murphy Island for hikers and/or campers.
- While planning for trails consider equestrian use when appropriate.”

#### Heritage Tourism

- Work with the Chamber and other local and state tourism and economic development entities to promote the City’s historic, natural, and cultural resources.
- Develop master plan for kiosk interpretative signs in historic districts and Downtown. Such signs will highlight local historic, architecture, environment, and culture.

#### **Transportation Recommendations**

- Replace concurrency system with Mobility Plan accompanied by the Complete Streets program, which focuses on achieving an interconnected system for all forms of transportation.
- In an effort to reduce single-occupancy vehicles and lessen roadway congestion, encourage alternative modes of travel through the development of multi-modal corridors that accommodate pedestrian, bicyclists, and transit riders. Trains, boat, and plane travelers should be accommodated as well.

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- Although the City already has a Recreation and Open Space Element in the Comprehensive Plan, the creation of a Long-Range Parks and Trails Plan would allow the City to consolidate all of the information associated to its existing parks, recreational facilities, and golf course into one cohesive document.
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- Use the Long-Range Parks and Trails Plan to facilitate the acquisition and improvements recommended as high priority within the Putnam County Greenprint for the City, as well as areas targeted by the Putnam County Trails Master Plan.
- Develop a long-range parks and trails plan that utilizes all the work completed by the Putnam County Greenprint and Trails Master Plan. Other valuable resources that should be considered are Blue-ways and Rails-to-Trails.
- Examine areas in the City that are in the newly defined Coastal High Hazard Area (CHHA). Several parcels along the St. Johns River are yet to be developed according the existing land use map, but are slated for development on the future land use map. All development should be focused away from lands located in the CHHA unless mitigation measures are in place that have been approved by the Department of Community Affairs. If mitigation measures have not been approved for development with the CHHA, parks and trails would be a good use of the land. Established parks and trails could provide direct access to the St. Johns River, add to the amenities included on the St. Johns River paddle trail (Blue-ways), and preserve scenic vistas of the river.
- Examine potential linkages to other regional trail systems and park facilities. The Putnam County Trail Master Plan has already identified existing trails and the location of proposed trails for future development. This could be used as a baseline for determining appropriate linkages within the City that could be integrated into the larger county and regional trail system.
- Evaluate opportunities for trail development through the national Rails-to-Trails Conservancy program.

## **Annexation and Municipal Boundary Recommendations**

- Adopt policies in the Future Land Use Element that direct the City to proactively work to diminish and eventually eliminate enclaves.
- Pursue an agreement with Putnam County that would define the logical extent of city-provided urban services and provide for funding strategies for service area expansion and annexation.
- Adopt policies in the Future Land Use Element that promote the use of a Joint Planning Area with Putnam County.

- Evaluate duplication of services by City and County and determine how to streamline and reduce costs for such services.
- Identify potential annexation areas and rank such areas based on revenue implications and service delivery.
- Hold workshop(s) to assess annexation prospects and urban service delivery issues. Develop GOPs from these workshops that can be included as part of the EAR-based amendments.

## **Community Development and Sustainability Priorities Recommendations**

- Wastewater Treatment Plant Upgrades
- Infrastructure upgrades and expansion
- Affordable, Adequate and Clean Housing
- Development of a Business Incubator

## **Case 16-04**

Administrative request to rezone two parcels (P.C. Industrial Park) from County PUD (Planned Unit Development) to PID (Planned Industrial Developments)

# Case # 16-04

## Request to Rezone

7201 & 7220 PRC Way

### STAFF REPORT

**DATE:** March 29, 2016

**TO:** Planning Board members

**FROM:** Thad Crowe, AICP  
Planning Director

#### APPLICATION REQUEST

To amend Future Land Use Map (FLUM) designation and rezone the property below from Putnam County PUD (Planned Unit Development) zoning to City Planned Industrial Development (PID). 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.

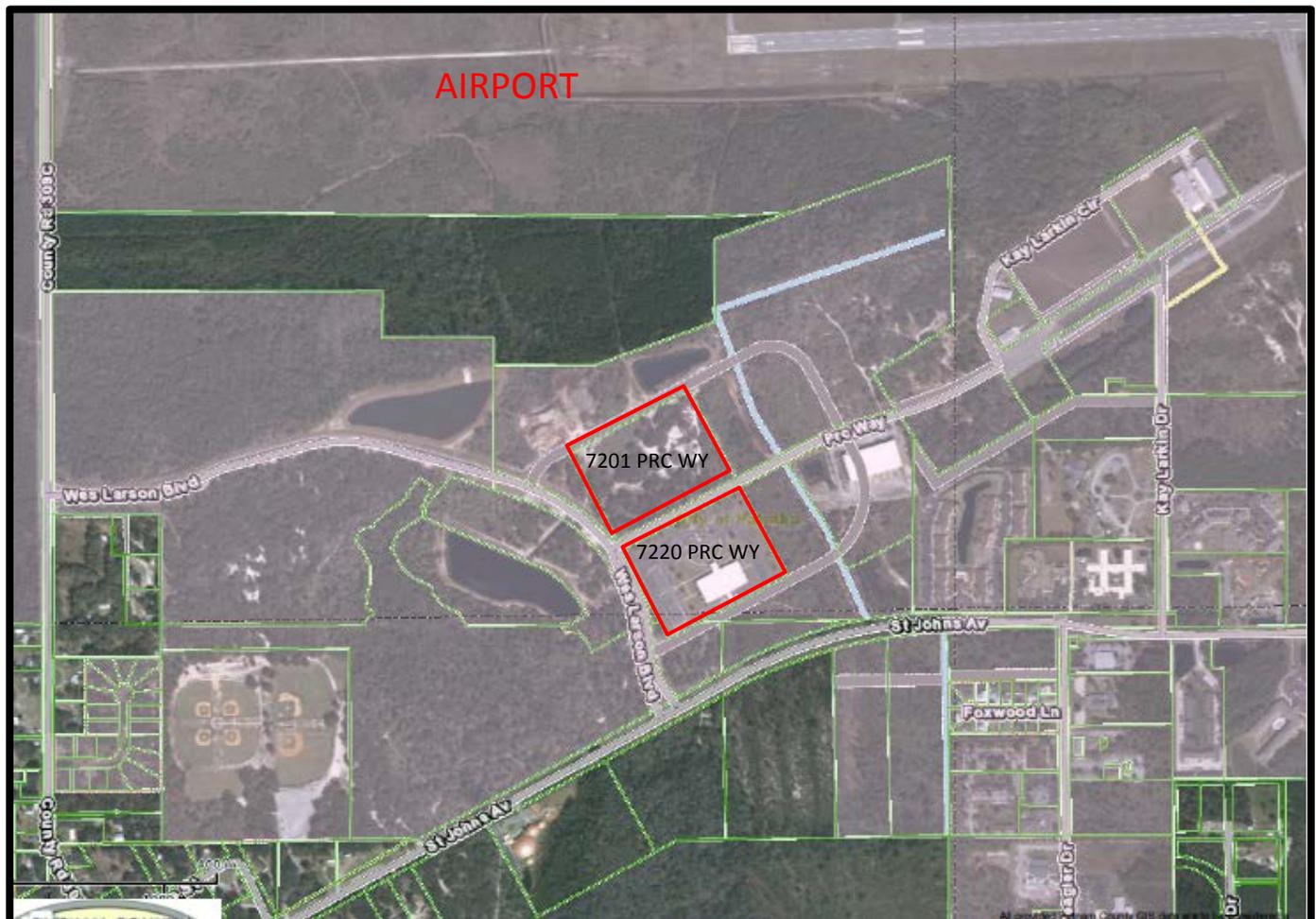


Figure 1: Property location (purple overlay indicates properties within City)



Figure 2: 7201 PRC Way, from Wes Larsen Blvd. 7220 PRC Way is on left side, across PRC Way.

### **APPLICATION BACKGROUND**

The Putnam County Business Park PUD was originally adopted by the Putnam County Commission in 2000. The Business Park was annexed into the City as a “high tech information technology center.” Putnam County provided land and financial support valued at over \$3 million to attract the now-defunct call center in 2001 and to construct a shell warehouse building. In 2010 the City rezoned properties within the Business Park to a City designation: Planned Industrial Development (PID). Eight parcels including the subject properties were originally proposed for rezoning, with six of these owned by the County and two privately owned. After first reading of the rezoning ordinance, the County requested the removal of the privately owned properties as the property owner (Sykes Realty) did not concur with the rezoning. The warehouse shell building, located just east of 7200 PRC Way and owned by the County, is a partially finished 51,200 SF warehouse shell building which has never been occupied.

Both properties are in the IND (Industrial) category of the Comprehensive Plan’s future land use map. The properties are enclaves within the business park, with the City PID zoning surrounding them. 7220 PRC Way, the former call center location, sold at auction in 2015 to a Cleveland OH investment company. 7201 PRC Way is still undeveloped and owned by Sykes Realty. Staff contacted both property owners to inform them that the City would be providing the appropriate PID zoning for the properties unless a different zoning was desired (Staff would not support another zoning category for this enclave).

Staff is presenting this application as an administrative action, as opposed to an action by each property owner, as it is a corrective measure to assign City zoning to a property.

### **PROJECT ANALYSIS**

#### **Rezoning Analysis**

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

1) 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 Comment:** as previously noted, the application is supported by the Comprehensive Plan. The properties are within the City's Industrial Future Land Use Map (FLUM) category, as are other vicinity properties indicated in Figure 3.

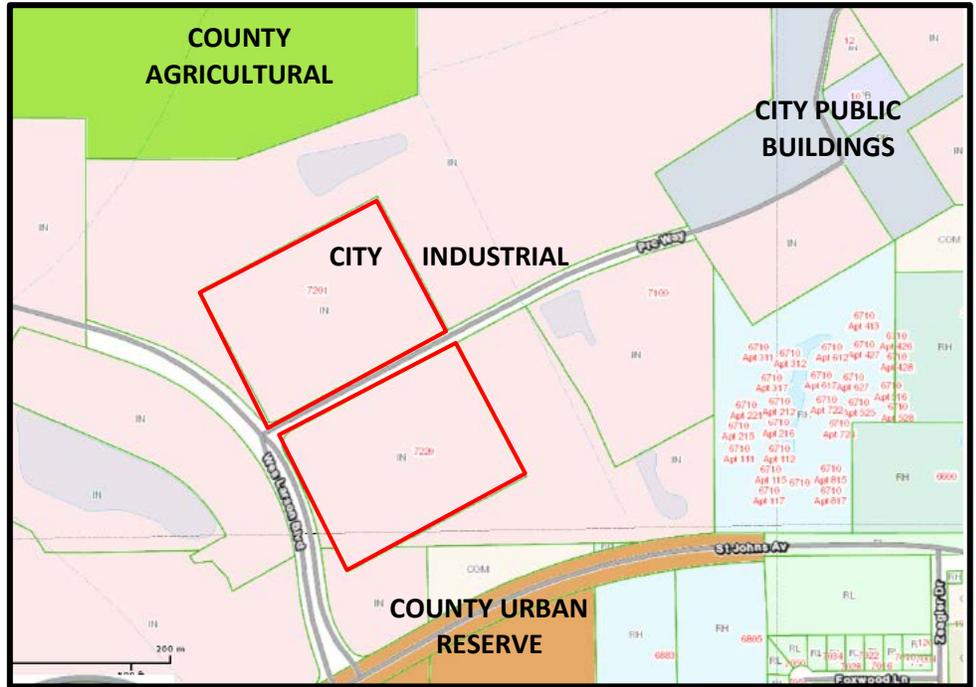


Figure 3: Future Land Use Map (FLUM)

b. The existing land use pattern.

**Staff Comment:** in zoning terms the properties are located within an established, although mostly undeveloped, planned industrial park. This action will assure a more organized development of the park, given the unified development and design standards will apply to both properties.

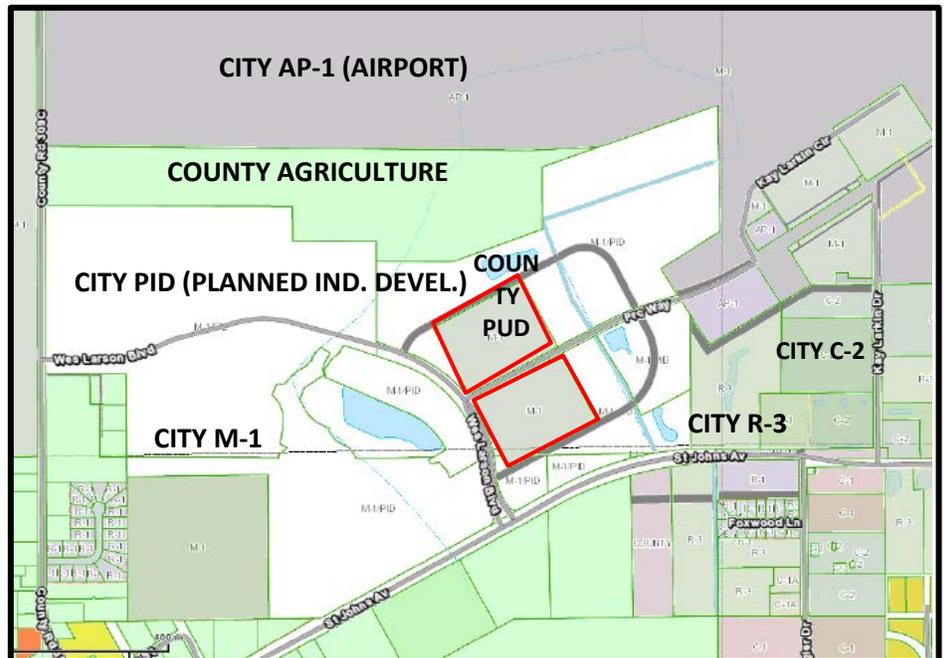
c. Possible creation of an isolated district unrelated to adjacent and nearby districts.

**Staff Comment:** surrounding properties have the same planned industrial zoning. Therefore no isolated zoning district would be created.

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

**Staff Comment:** in years past and in the present time, there is available infrastructure capacity for properties in the Business Park.

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



**Staff Comment:** see response to c. above.

Figure 4: Zoning Map

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

**Staff Comment:** not applicable.

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

**Staff Comment:** rezoning the property to an industrial designation that is improved upon the current City and County industrial zoning will not adversely affect neighborhood living conditions.

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

**Staff Comment:** the Business Park is served by St. Johns Ave., which according to the latest FDOT traffic counts is only using around 30% of its maximum vehicle capacity.

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

**Staff Comment:** any expansion allowed by these amendments would still be subject to St. Johns River Water Management District and City drainage requirements that require the containment of most stormwater on site. According to their Planning Director, the County has recently obtained a master stormwater permit for the Business Park.

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

**Staff Comment:** the PID requires at least 20% green space, which is appropriate for industrial development. The call center site (7220 PRC Way) has approximately 50% green space.

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

**Staff Comment:** This established PID provides certainty with defined development standards that will help to protect vicinity 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 Comment:** based on the previous responses, the changes will not negatively affect the development of adjacent properties.

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

**Staff Comment:** providing zoning designations to properties that are similar to the designation of surrounding properties is not a grant of special privilege.

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

**Staff Comment:** the City planned industrial zoning is in keeping with the existing use.

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

**Staff Comment:** the properties and their use will not be out of scale with the neighborhood and City.

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

**Staff Comment:** not applicable.

*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 Comment:** not applicable.

*PID Intent and Purpose.* The application meets PID intent as shown below.

*It is the purpose of this article to permit PID's which are intended to encourage the development of land as planned developments, encourage flexible and creative concepts of site planning; preserve the natural amenities of the land by encouraging scenic and functional open areas; accomplish a more desirable environment that would not be possible through the strict application of the minimum requirements of these regulations; provide for an efficient use of land resulting in smaller networks of streets and utilities where access to regional systems is impractical and thereby lowering development costs; and provide a stable environmental character compatible with surrounding areas. This district is designed to accommodate a wide range of industrial uses while providing certainty to the public regarding permitted uses and site design.*

The following PID standards are required, per Zoning Code Sec. 94-163.

- Maximum lot coverage by principle and accessory structures of 70%.
- Paved access to any rear expansion areas.
- 45-foot maximum building height.
- Any outside activities (including truck washing) for the rear lot expansion area shall only occur more than 200 feet from the south (residential) property line (limited to the northwest corner of the rear lot).

In addition, PUD Standards of Zoning Code Article IV require the following:

- Unity of title for both lots and combination of two lots into one.
- Any future expansion of utilities must be undergrounded.

Finally, the property meets the PID minimum lot size of two acres.

#### **STAFF RECOMMENDATION**

As demonstrated in this report, this application meets applicable rezoning criteria. Staff recommends approval of the rezoning of 7201 and 7220 PRC Way to be included in the Putnam County Business Park PID (Planned Industrial Development).

Attachments: PID Ordinance and Exhibits

This instrument prepared by:  
Debbie Banks  
205 N. 2<sup>nd</sup> St.  
Palatka, FL 32177

Inst:201054712998 Date:9/13/2010 Time:2:41 PM  
341 DC, Tim Smith, Putnam County Page 1 of 13 B:1270 P:1438

**ORDINANCE NO. 10- 23**

**AN ORDINANCE OF THE CITY OF PALATKA, FLORIDA PROVIDING THAT THE OFFICIAL ZONING MAP OF THE CITY OF PALATKA, FLORIDA BE AMENDED AS TO THOSE CERTAIN PROPERTIES IN SECTIONS 04 AND 09, TOWNSHIP 10 SOUTH, RANGE 26 EAST; FROM COUNTY PLANNED UNIT DEVELOPMENT (PUD) TO CITY LIGHT INDUSTRIAL/PLANNED INDUSTRIAL DEVELOPMENT (M-1/PID); REPEALING ANY ORDINANCE IN CONFLICT HEREWITH; AND PROVIDING AN EFFECTIVE DATE.**

**BE IT ENACTED BY THE PEOPLE OF THE CITY OF PALATKA, FLORIDA:**

**Section 1.**

**WHEREAS**, application has been made by the owner, Putnam County Port Authority/Putnam County to the City for certain amendments to the Official Zoning Map of the City of Palatka, Florida, and

**WHEREAS**, all the necessary procedural steps have been accomplished, including a public hearing before the Planning Board of the City of Palatka on August 3, 2010, and two public hearings before the City Commission of the City of Palatka on August 26, 2010 and September 9, 2010, and

**WHEREAS**, the City Commission of the City of Palatka has determined that said amendment should be adopted, now therefore,

**Section 2.** The Official Zoning Map of the City of Palatka, Florida is hereby amended by rezoning the hereinafter described property from its present zoning classification of County PUD (Planned Unit Development) to City M-1/PID (Light Industrial/ Planned Industrial Development.)

**DESCRIPTION OF PROPERTY:**

See Exhibit A of the Putnam County Business Park Planned Industrial Development Overlay Standards recorded as part of this ordinance. Parcels (04-10-26-0000-0010-0000; 04-10-26-0000-0021-0000; 04-10-26-0000-0021-0030; 04-10-26-0000-0010-0030; 09-10-26-0000-0030-0000; and 09-10-26-0000-0010-0021)

All references are to the records of Putnam County, Florida.

**Section 3.** All ordinances in conflict with the terms and provisions of this ordinance are hereby specifically repealed.

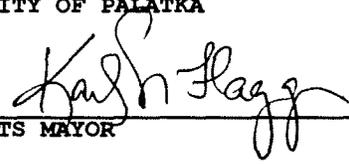
**Section 4.** This Ordinance shall become effective immediately upon its final passage by the City Commission.

**PASSED AND ADOPTED** by the City Commission of the City of Palatka on this 9<sup>th</sup> day of September, 2010.

**CITY OF PALATKA**

**BY:**

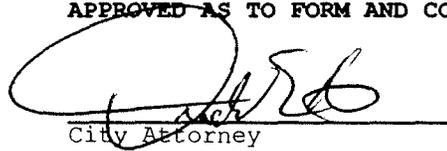
**ITS MAYOR**

A handwritten signature in black ink, appearing to read "Karl H. Hagg", written over a horizontal line.

**ATTEST:**

A handwritten signature in black ink, appearing to read "Betty J. Deugges", written over a horizontal line.  
City Clerk

**APPROVED AS TO FORM AND CORRECTNESS:**

A handwritten signature in black ink, appearing to read "Jack [unclear]", written over a horizontal line.  
City Attorney

**Putnam County Business Park  
Planned Industrial Development**



**Overlay Standards**

## **1 BUSINESS PARK DESCRIPTION**

### **1.1 Purpose:**

The Putnam County Business Park is intended to create a center for business activity combining the resources of Putnam County, the City of Palatka, the Chamber of Commerce and private industry. This shall be achieved through the M-1 zoning district and Planned Industrial Development (PID) overlay.

Compliance with design standards shall result in development of the Putnam County Business Park with a park-like character that shall be an asset to the City of Palatka, Putnam County, the State of Florida and individual site owners. The standards incorporated into this PID are intended to meet or exceed the City of Palatka zoning and land development regulations.

This PID institutes minimum development standards and identifies permitted uses within the Business Park. Site design, permitting and development within the Park are subject to review and approval of a Final Site Plan that is consistent with the approved PID Master Plan. The uses, development standards and criteria applicable to the Putnam County Business Park are incorporated into this document.

### **1.2 Legal Description:**

The legal description of the subject property is included as Exhibit A of this document.

### **1.3 Property Ownership:**

The subject property is currently owned by:

Putnam County Board of County Commissioners, and  
Putnam County Port Authority,  
P.O. Box 758,  
Palatka, FL 32178

### **1.4 General Description of Property Area:**

The property is located north of St. Johns Avenue, west of the Palatka Municipal Airport (Kay Larkin Field) and east of CR 309C in Palatka. The property is Sections 4 and 9, Township 10 S, Range 26 E and within the City of Palatka in Putnam County, Florida. The site consists of six parcels containing a total of 257.39 +/- acres. The parcel identification numbers are 04-10-26-0000-0021-0030, 04-10-26-0000-0010-0030, 04-10-26-0000-0010-0000, 04-10-26-0000-0021-0000, 09-10-26-0000-0010-0021 and 09-10-26-0000-0030-0000.

Putnam County has constructed a portion of the road and drainage system and has developed one speculative building on the site.

## **2 Project General Structure**

### **2.1 Purpose:**

The purpose of this article is to establish the governing regulations, development standards, rules of interpretation and a PID Master Plan for the project.

### **2.2 General:**

### 2.2.1 Regulations for Development

Regulations for development of the project shall be in accordance with the provisions of the approved PID and Master Plan and any other applicable Federal, State and local codes and regulations. Unless otherwise specifically provided for in the approved PID, the development of the property shall be subject to the applicable provisions of Chapter 94 of the City of Palatka Municipal Code. Where a conflict arises between the approved PID and Chapter 94 of the City of Palatka Municipal Code, the approved PID shall control.

### 2.2.2 Definitions of Terms:

Unless a term used herein is specifically defined within the approved PID, the definitions of all terms shall be the same as the definitions set forth in the official Zoning Regulations of the City of Palatka in effect at the time of PID Master Plan approval.

### 2.2.3 Progression of Development:

The project may be developed in multiple phases. Each phase shall be submitted to the City of Palatka Planning and Development Department for processing and review. No development shall commence on any phase until a Final Site Plan has been approved and proper permits have been secured from the City and appropriate jurisdictional departments and agencies.

## 2.3 Project Plan and Use:

The Master Plan, including layout of major streets and land uses is attached as Exhibit B.

## 3 Project Development:

### 3.1 Purpose:

The purpose of this section is to indicate the plan of development, permitted uses and regulations for the project.

### 3.2 Project Development in General:

The project shall consist of Commercial and Industrial uses, including accessory uses and structures, set forth in more detail below.

### 3.3 Uses and Structures Allowed:

No building, structure or part thereof, shall be erected, altered or used, in whole or in part, for other than the following:

- (1) Wholesaling, warehousing, storage or distribution establishments and similar uses.
- (2) Light manufacturing, processing (including food processing, but not slaughterhouse), packaging or fabricating in completely enclosed buildings.
- (3) Printing, lithographing, publishing or similar establishments.
- (4) Restaurants.
- (5) Outdoor storage yards and lots; provided that such outdoor storage yard shall not be located closer than 25 feet to any public street and that such yard shall be completely enclosed, except for necessary ingress and egress, by an opaque fence or wall not less than six feet high; and provided further that this provision shall not permit wrecking yards (including automobile wrecking yards), junkyards, or yards used in whole or in part for

scrap or salvage operations or for processing, storage, display or sales of any scrap, salvage or secondhand building materials, junk automotive vehicles, or secondhand automotive vehicle parts.

- (6) Business, medical and professional offices and similar uses.
- (7) Service establishments catering to commerce and industry, including linen supply, freight movers, building contractors, communication services, business machine services, canteen services, hiring and union halls, sign companies and similar uses.
- (8) Vocational, technical, trade or industrial schools and similar uses.
- (9) Post-secondary public or private educational institutions and facilities.
- (10) Building trades contractors with outside storage yards for equipment and machinery.
- (11) Other uses determined to be appropriate by the Director of Planning and Zoning and approved as part of a Final Site Plan.

Uses and structures which are customarily accessory and clearly incidental and subordinate to permitted principal uses and structures shall be permitted. No residential facilities shall be permitted except for one unit per principal structure to be used as a residence for proprietors/manager/security personnel. Any such residential unit shall not be a free-standing structure and must be incorporated into the principal structure and be approved as part of a Final Site Plan.

**3.4 Nuisance Factors and Hazards:**

No business, trade, activity, or operation shall be conducted on any site which shall be noxious, or generally incompatible with the character of the Business Park; or which shall be contrary to any regulations including, but not limited to, those of the Federal Environmental Protection Agency (EPA), the Federal Aviation Administration (FAA), the State of Florida Department of Environmental Protection (DEP); or which shall cause an emission of dust, smoke, odors, fumes, radiation, noise or vibrations which may be or become a nuisance or an unreasonable annoyance to the occupants of any adjacent or neighboring site. All on-site operations and activities shall be conducted with reasonable and appropriate precautions against radiation, radioactivity, fire, explosion and other hazards. No on-site operations or activities which require or involve the use, storage, generation or disposal of "toxic wastes" or "hazardous materials", as defined in or under any federal, state or local regulations, shall be allowed unless specifically approved within the PID.

**4 Project Development Standards:**

**4.1 Setback Requirements:**

- 1. No structures shall be located on any property nearer to any property line than the minimum setbacks set forth below:
  - a. Minimum front yard----- 25 feet
  - b. Minimum side yard ----- 25 feet
  - c. Minimum rear yard----- 25 feet
  - d. Minimum side or rear yard abutting interior roads----- 25 feet
  - e. Minimum yard abutting CR309C or St. Johns Ave.----- 50 feet

2. The front lot line shall be the shortest street frontage of the lot. The rear lot line shall be the lot line most nearly opposite from the front lot line.
3. The following improvements are specifically excluded from the setback restrictions:
  - a. Steps and walks;
  - b. Landscaping and landscape berms;
  - c. Planters not to exceed three (3) feet in height;
  - d. Parking and stormwater retention areas;
  - e. Other improvements as approved within the Final Site Plan.
4. Modification of the minimum setback requirements may be granted in specific instances as part of the Final Site Plan or subsequent approval of a minor deviation by the Director of Planning and Zoning.

#### **4.2 Signage:**

Signs shall mean all names, insignias, logos, trademarks, and descriptive words, back-lit awnings or material of any kind affixed, inscribed, erected or maintained upon an individual site or upon any improvement on individual sites. Sign and signage are interchangeable terms. All signage shall meet the minimum requirements of Chapter 62, Municipal Code of the City of Palatka except as modified below:

1. Project Identification Signage: No more than three (3) project identification signs shall be allowed within the Putnam County Business Park. Each sign may be internally or externally illuminated, double –faced and shall not exceed 120 square feet in area. The maximum height of a project identification sign shall be 20 feet.

2. Monument, Ground or Pole Signs: Monument, ground or pole signs shall be permitted for each place of business. Each place of business shall be permitted one (1) externally or internally illuminated monument with two sides. These signs may not exceed fifteen (15) feet in height and are permitted one square foot per linear foot of lot frontage up to a maximum of ninety-six (96) square feet in area regardless of the number of tenants.

3. Wall Signs: Wall signs shall be permitted and shall not exceed one (1) sign per street frontage. Each business shall be allowed one sign per street frontage and shall be allowed one square foot of sign area per linear foot of business frontage on the street faced by the business up to a maximum of fifty (50) square feet.

4. Prohibited Signs: Any type of sign prohibited by Chapter 62 of the City of Palatka Municipal Code.

#### **4.3 Exterior Lighting:**

Any exterior lighting shall be provided in accordance with Chapter 94 of the City of Palatka Municipal Code. Exterior lighting shall meet the setback requirements for buildings and structures.

#### **4.4 Vehicle Use Areas and Off-Street Parking:**

The number of parking spaces provided shall comply with the requirements set forth below:

Required Parking:

Offices	4/1000 Square Feet;
Warehouse	1/5000 Square Feet plus 1 per company vehicle or one per employee on the peak shift, whichever is greater;
Industrial	1/5000 Square Feet plus 1 per company vehicle;
Restaurant	1/200 square feet of gross floor area;
Retail	1/300 Square Feet of non-storage area and 1/1000 Square Feet of storage area.

Aisle width and angle of parking shall conform to the standards in Chapter 94, Article V of the City of Palatka Municipal Code. All driveways and parking surfaces shall be paved with asphalt concrete and/or concrete and shall have curbing. Extruded curbing and surface mounting curbing is prohibited. Parking shall not be permitted on rights-of-way or along driveways.

#### **4.5 Storage and Loading Areas:**

Storage and loading areas shall be designated on the site plans and submitted for review and approval as part of the Final Site Plan. Such areas shall conform to Chapter 94, Article V of the City of Palatka Municipal Code unless otherwise approved as part of a Final Site Plan.

#### **4.6 Building Height:**

Building, improvement and structure height is limited to 45 feet unless otherwise approved in a Final Site Plan. In any case, no building may exceed ten (10) stories, or one hundred (100) feet in height above grade. No building within one hundred (100) feet of residentially zoned property may be more than three (3) stories in height or thirty-six (36) feet.

#### **4.7 Land Coverage:**

No site shall have more than eighty (80) percent of its total land area covered by building, parking and other impervious surface.

#### **Lot Development Standards**

Impervious Surface Ratio	80%
Maximum Building Coverage	70%

#### **4.8 Tree Protection, Landscape and Buffering Standards:**

Except in cases of allowed outdoor storage, no buffering will be required between interior lots within the business park unless specifically required as part of a Final Site Plan. Buffering will be required where perimeter lots abut incompatible land uses. Lands within the business park shall otherwise be subject to landscaping, tree protection and buffering regulations identified in Chapter 94, Articles VI and VII of the Municipal Code of the City of Palatka unless otherwise specifically approved as part of a Final Site Plan.

#### **4.9 Fencing and Screening:**

Unless otherwise approved as part of a Final Site Plan, all fencing and screening shall be consistent with the Chapter 94 of the Municipal Code of the City of Palatka. Perimeter fencing shall not be permitted closer than fifteen (15) feet to the front property line. Fencing shall not exceed a height of six feet (6) feet unless otherwise approved in a Final Site Plan. Fencing shall not be required on any berm. Landscaping may be substituted for fencing provided that it is approved within the Final Site Plan.

#### **4.10 Subdivision of Lands**

Lands within the business park may be subdivided in accordance with local and state requirements governing such provided, however, that no subdivision of lands may occur unless approved as part of a Final Site Plan or a major modification of previously approved Final Site Plan. There shall be no minimum lot size within the business park, however no individually buildable lot may be created that is less than 100 feet in width.

#### **4.11 Lighting:**

Lighting within the facility shall be designed and installed so as to prevent glare or excessive light on adjacent property and right-of-way. Lighting shall be shielded and directed downward.

#### **4.12 Wetlands and Open Space:**

The PID Master Plan (Exhibit B) shows the general location and extent of proposed open spaces including jurisdictional wetlands, wet storm-water retention areas, and proposed conservation easements. Wetland impacts will be permitted according to local, State and Federal requirements. Wetlands shall have an upland buffer averaging 25 feet in width between development and any conserved wetlands.

#### **4.13 Utilities:**

1. Potable water and sanitary sewer service shall be provided by City of Palatka.
2. All utility lines and facilities shall be underground, or concealed under or within a building or other improvement in conformance with the Utilities Standards Handbook adopted by the Putnam County Business Park and the agency providing the utility.
3. Temporary electric power and telephone service poles may be permitted above ground during the construction phase but shall be removed immediately upon issuance of a Certificate of Occupancy or cessation of construction for more than thirty (30) days, whichever is earlier.
4. Above-ground electrical transformers, meters and similar apparatus, if required, shall be properly screened from adjacent rights-of-way and properties with a method approved within the Final Site Plan.
5. Backflow prevention devices shall be located a minimum of ten (10) feet from sidewalks or pavement.

6. Water-saving devices shall be used in faucets, showerheads, and toilets in all facilities to be constructed in the Putnam County Business Park.

**4.14 Temporary Improvements:**

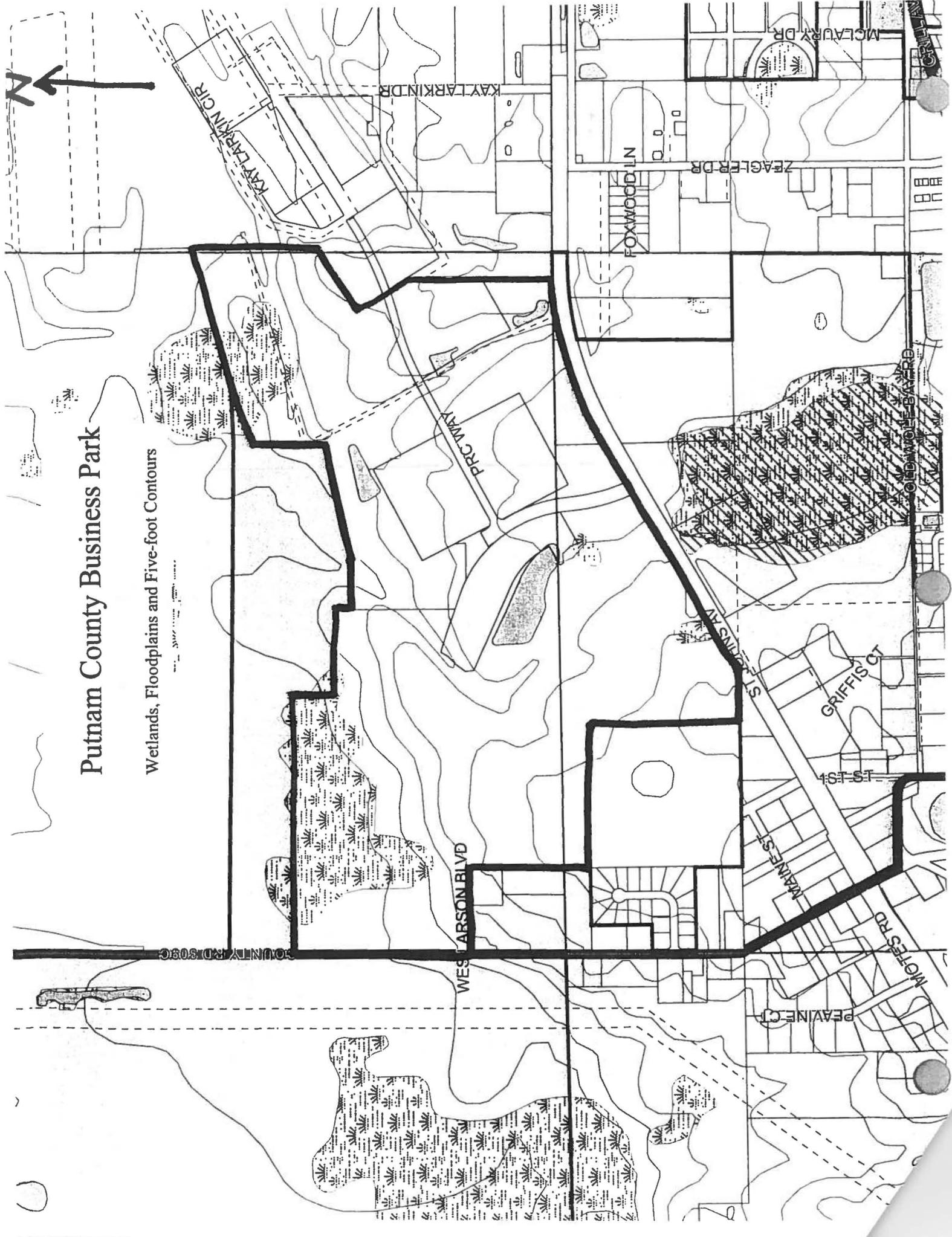
No buildings, structures, improvements or other facilities of a temporary nature, including trailers or tents, shall be permitted on a site except temporary improvements or facilities used solely in connection with and during construction of approved permanent improvements. Such temporary improvements must be located as inconspicuously as possible and must be removed immediately following completion of construction.

**4.15 Architectural Standards:**

All permanent buildings shall be site-built or site-assembled conventional structures. Prefabricated metal structures shall be allowed provided that facades and exterior treatments are masonry and are similar in style and appearance to others within the business park.

# Putnam County Business Park

Wetlands, Floodplains and Five-foot Contours



## **Case 16-09**

Request to annex, amend Future Land  
Use Map from County US to COM and  
rezone from County C-4 to C-2

3829 Reid St.

# Case 16-09: 3829 Reid St.

Request to Annex, Amend Future Land Use Map and Rezone

Applicant: Building & Zoning Dept.

## STAFF REPORT

**DATE:** March 29, 2016

**TO:** Planning Board members

**FROM:** Thad Crowe, AICP  
Planning Director

### APPLICATION REQUEST

To annex, amend FLUM, and rezone the following property as noted below. 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 1: Site and Vicinity Map (property outlined in red)



Figure 2: Property from Reid St.

**APPLICATION BACKGROUND**

The property under consideration currently has a County mixed-use Future Land Use Map (FLUM) designation and multi-family zoning. There is a four-unit office building on the property.

Vicinity properties and their FLUM and zoning classifications are shown below.

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

	<b>Actual Use</b>	<b>FLUM</b>	<b>Zoning</b>
Property - existing	Sauce preparation & sales	Putnam Co. Urban Service	Putnam Co. Commercial, General Light
Property - proposed	Sauce preparation & sales	COM (Commercial)	C-2 (Intensive Commercial)
South of prop.	Lowes Home Improvement Store	COM (Commercial)	C-2 (Intensive Commercial)
North of prop. (across Reid St)	Bowling Alley	Putnam Co. Commercial	Putnam Co. Ag (Agricultural)
East of prop.	Vacant commercial	Putnam Co. Urban Service	Putnam Co. Commercial, General Light
West of prop.	Office building	Putnam Co. Urban Service	Putnam Co. Commercial, General Light

The applicant is voluntarily annexing into the City to hook up to the City’s water and sewer systems. Staff is presenting these applications as administrative actions, as opposed to an action by each property owner, due to the rationale presented below.

1. Revenue Recovery. The taxes collected from this property will defray the administrative expense of the annexation fairly quickly.
2. Comprehensive Plan Support. Public Facilities Element Policy D.1.2.1 directs the City to proactively annex properties served by water and sewer into the City. Language in the adopted Evaluation and Appraisal Report of the Comprehensive Plan compels the City to again proactively work to diminish and eventually

eliminate enclaves. City staff believes this directive is sufficient to submit these actions as administrative applications.

3. **Economic Development.** By encouraging voluntary annexation and requiring annexation of agreement properties, the City is working to increase utility and other service provision efficiency, enhance system revenues, and encourage growth.

**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, to the south and to the north across Reid St. (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 along the section of Reid St. (see map to right).



Figure 3: Enclave Area (purple area is City)

**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.

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.



Figure 4: Future Land Use Map (FLUM)

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. 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 Reid St. 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.

<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.

*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.

### **Rezoning Analysis**

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

*1) 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 Comment:** as previously noted, the application is supported by the Comprehensive Plan.

*b. The existing land use pattern.*

**Staff Comment:** The property is located in an established commercial corridor.

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

**Staff Comment:** Properties in the City within this segment of Reid St. between SR 19 and the St. Johns River Water Management District have the C-2 zoning designation.

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

**Staff Comment:** Roadway capacity is available on area roadways and the impacts of these uses on road and utility capacity will be negligible, particularly since the uses are already present.

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

**Staff Comment:** See response to c. above.



Figure 5: Zoning Map

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

**Staff Comment:** Not applicable.

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

**Staff Comment:** Rezoning the property to a designation similar to the current County zoning will not adversely affect neighborhood living conditions.

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

**Staff Comment:** the property proposed for rezoning is already developed and thus traffic congestion or public safety will not be affected.

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

**Staff Comment:** No drainage problems are anticipated for this already-existing use.

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

**Staff Comment:** The already-developed property does not have excessive height, density, or intensity to reduce light and air to existing adjacent areas.

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

**Staff Comment:** see response to g. above.

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

**Staff Comment:** based on the previous responses, the changes will not negatively affect the development of adjacent properties.

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

**Staff Comment:** providing a FLUM and zoning designations to property that are similar to the designation of surrounding properties and are similar to the existing County FLUM and zoning is not a grant of special privilege.

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

**Staff Comment:** The City commercial land use and zoning are in keeping with the existing use.

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

**Staff Comment:** the property and its use are not out of scale with the neighborhood and City.

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

**Staff Comment:** not applicable.

*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 Comment:** not applicable.

#### **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, amendment of Future Land Use Map category to COM, and rezoning to C-2 for 3829 Reid St.

## **Case 16-11**

Request to annex, amend Future Land  
Use Map from County UR to COM and  
rezone from County AG to C-1A

7000 Old Wolf Bay Rd.





Figure 2: Property (background, behind telephone pole) from Old Wolf Bay Rd.

**APPLICATION BACKGROUND**

The property under consideration is undeveloped. Vicinity properties and their FLUM and zoning classifications are shown below.

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

	<b>Actual Use</b>	<b>FLUM</b>	<b>Zoning</b>
Property - existing	Undeveloped	Putnam Co. Urban Service	Putnam Co. AG (Agricultural)
Property - proposed	Medical office	COM (Commercial)	C-1A (N’hood Commercial)
South of prop. (across Old Wolf Bay Rd)	Retention pond	COM (Commercial)	C-2 (Intensive Commercial)
North of prop.	Undeveloped	Putnam Co. Urban Service	Putnam Co. Ag (Agricultural)
East of prop.	Vacant commercial	COM (Commercial)	C-1A (N’hood Commercial)
West of prop.	Undeveloped	Putnam Co. Urban Service	Putnam Co. Commercial, General Light

The applicant is voluntarily annexing into the City to hook up to the City’s water and sewer systems. Staff is presenting these applications as administrative actions, as opposed to an action by each property owner, due to the rationale presented below.

1. Revenue Recovery. The taxes collected from this property will defray the administrative expense of the annexation fairly quickly.
2. Comprehensive Plan Support. Public Facilities Element Policy D.1.2.1 directs the City to proactively annex properties served by water and sewer into the City. Language in the adopted Evaluation and Appraisal

Report of the Comprehensive Plan compels the City to again proactively work to diminish and eventually eliminate enclaves. City staff believes this directive is sufficient to submit these actions as administrative applications.

- 3. Economic Development. By encouraging voluntary annexation and requiring annexation of agreement properties, the City is working to increase utility and other service provision efficiency, enhance system revenues, and encourage growth.

**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, to the east and south across Old Wolf Bay Rd. (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 is does not create an enclave, pocket, or finger area but in fact reduces the greater County enclave of northwest Palatka (see map to right).

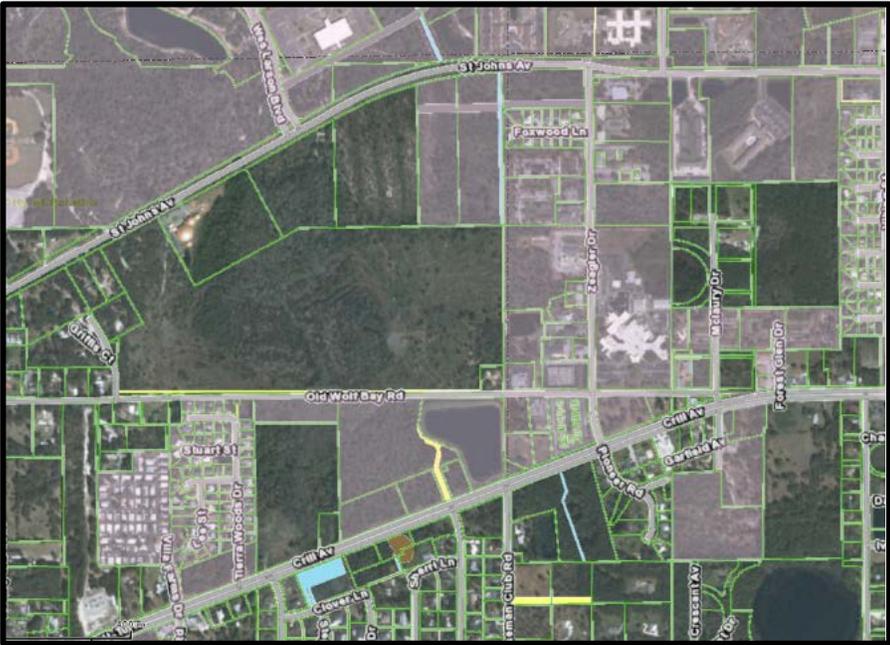


Figure 3: map of City jurisdiction (purple shade)

**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.

- 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. 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. 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.

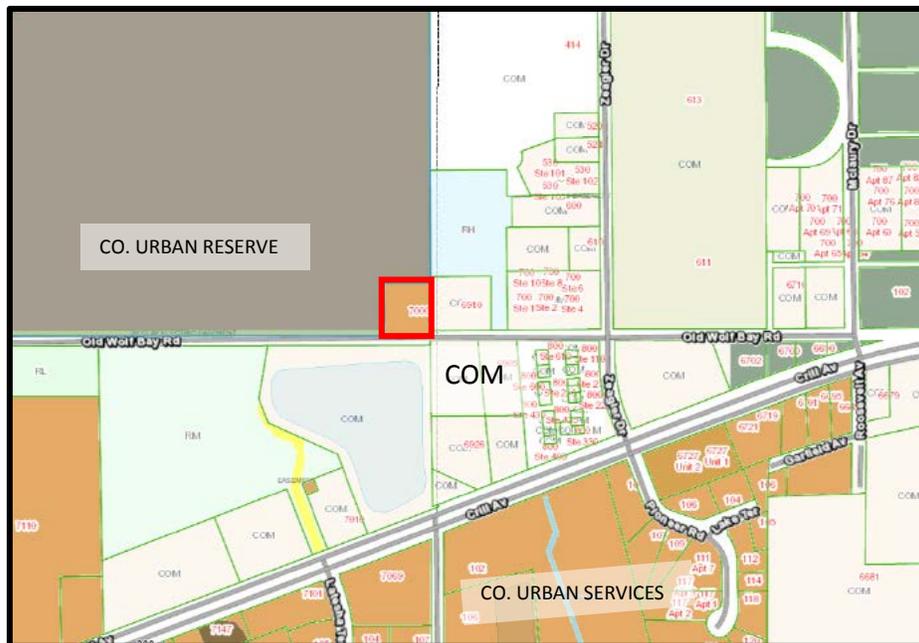


Figure 4: Future Land Use Map (FLUM)

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. 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 (within the Old Wolf Bay Rd. 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 this site.

<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.

*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. This use does not represent urban sprawl.

### **Rezoning Analysis**

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

*1) 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 Comment:** as previously noted, the application is supported by the Comprehensive Plan.

*b. The existing land use pattern.*

**Staff Comment:** The property is located in an established commercial corridor.

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

**Staff Comment:** many of the properties in the Zeagler Dr. corridor have the C-1A zoning designation, which allows for the prevailing use of medical clinics and offices.

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

**Staff Comment:** Roadway capacity is available on area roadways and the impacts of these uses on road and utility capacity will be negligible.

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

**Staff Comment:** See response to c. above.

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

**Staff Comment:** Not applicable.

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

**Staff Comment:** rezoning the property to a designation similar to the existing zoning categories around the property will not adversely affect neighborhood living conditions. There are no residential areas in close proximity and the use is a daytime/work-week and low-intensity use.

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

**Staff Comment:** other than the required paving of the segment of Old Wolf Bay Rd along this property frontage, no traffic congestion issues have been identified.

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

**Staff Comment:** no drainage problems are anticipated for this property – all drainage requirements of the City and water management district must be met.

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

**Staff Comment:** the development of this property will not result in excessive height, density, or intensity to reduce light and air to existing adjacent areas.

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

**Staff Comment:** see response to g. above.

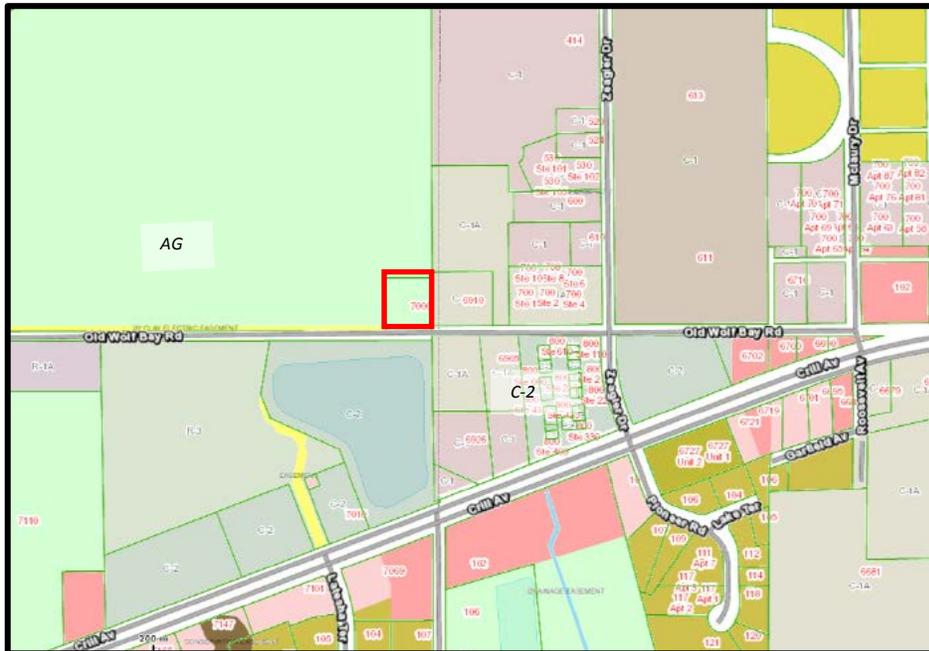


Figure 5: Zoning Map

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

**Staff Comment:** based on the previous responses, the changes will not negatively affect the development of adjacent properties.

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

**Staff Comment:** providing a FLUM and zoning designations to property that are similar to the designation of surrounding properties is not a grant of special privilege.

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

**Staff Comment:** The City commercial land use and zoning are in keeping with vicinity uses and FLUM/zoning designations.

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

**Staff Comment:** the property and its use are not out of scale with the neighborhood and City.

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

**Staff Comment:** not applicable.

*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 Comment:** not applicable.

#### **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, amendment of Future Land Use Map category to COM, and rezoning to C-1A for 7000 Old Wolf Bay Rd.

## **Case 16-12**

Request for a conditional use to locate a  
childcare facility in C-2 zoning district.

207 S Moody Rd.



**APPLICATION BACKGROUND**

The facility would be located on the east side of S. Moody Rd. between St. Johns Ave. and Crill Ave. (see Figure 1 below). The application showed there would be a maximum of 83 children and 49 employees, including 28 caregivers, 10 drivers, four therapist, four office personnel, and three housekeepers. The project proposes a first phase with a 6,000 square foot child care center and associated parking and outdoor play area, and a second phase with a 5,000 square foot building and associated parking. The table on the following page shows Future Land Use Map, zoning, and actual use of the site and surrounding properties. This segment of S. Moody Rd. is a mixture of public (state college), institutional (church), residential (Barrington Apts.), and several undeveloped commercial parcels, including this one.

**Table 1: Site and Vicinity Land Use and Zoning Classifications**

Property	FLUM *	Zoning	Existing Use
Site	COM (Commercial)	C-2 (Intensive Commercial)	Undeveloped
Property to North	US (Urban Service)	R-4 (Residential, Multi-Family)	Senior Living Facility (old Arlington Hs site)
Property to South	RH (Residential High Density)	C-2 (Intensive Commercial)	Barrington Apts.
Property to West (across S. Moody Rd)	PB (Public Buildings)	PBG-1 (single-family residential)	St. Johns River State College campus
Property to East	RH (Residential High Density)	R-3 (Multi-Family Residential)	Barrington Apts.

\* Comprehensive Plan Future Land Use Map designation

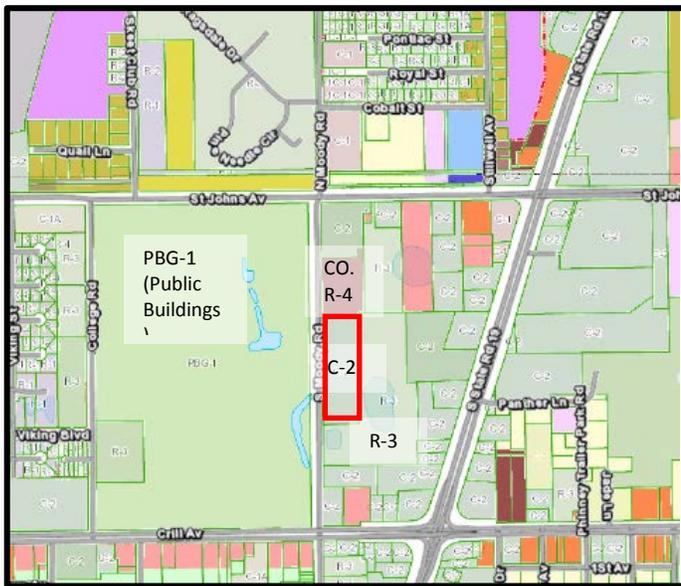


Figure 2: Zoning Map

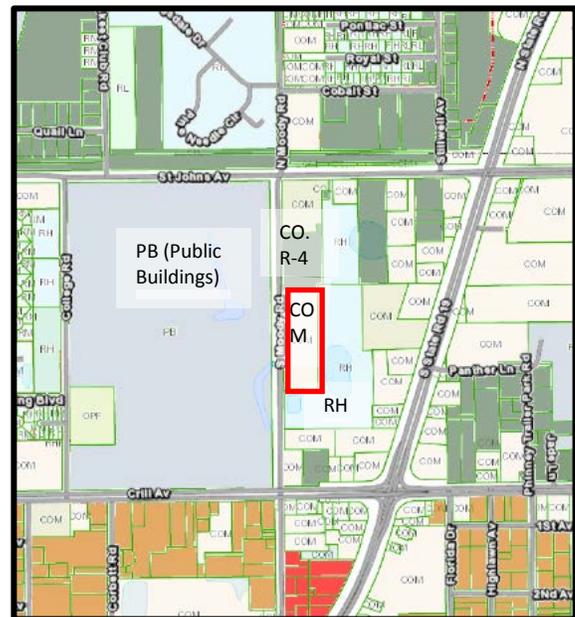


Figure 3: Future Land Use Map (FLUM)

Section 94-3 of the Zoning Code governs Conditional Uses, and provides the authority for granting such uses to the Planning Board, although the decision can be appealed to the City Commission by an “aggrieved” person.

## **PROJECT ANALYSIS**

Criteria for consideration include the following (italicized) as well as the general finding that the conditional use will not adversely affect the public interest.

*a. Compliance with all applicable elements of the comprehensive plan.*

The amendment is in line with stated purposes of promoting infill and mixed-use development, renewing blighted properties, encouraging the use of existing commercial areas, and mixing uses and reducing travel times, demonstrated by Comprehensive Plan Future Land Use Element objectives and policies below.

**Objective A.1.2** 9J-5.006(3)(b)2

*Upon Plan Adoption, the City shall implement the following policies in order to provide the means for redevelopment and renewal of blighted properties.*

**Policy A.1.6.1** 9J-5.006(3)(c)

*Provide incentives which direct development to infill in areas of the City with in-place water/sewer lines and paved road. These incentives may include, but not be limited to providing additional permitted land uses through special use designations under the City Zoning Code such as approved "mother-in-law" units with separate kitchens or home office operations for limited business activities.*

**Policy A.1.6.2** 9J-5.006(3)(c)3

*Minimize scattered and highway strip commercial by directing commercial development to occur in a planned and compact manner through in-filling within already developed commercial areas as identified on the Future Land Use Map.*

**Objective A.1.8** 9J-5.006(3)(b)9; F.S. 187.201(16)(b)3

*Upon Plan adoption, The City shall establish a program that provides the means for innovative development planning. The end goals of the program are to provide:*

- Flexibility and efficiency in site design to reduce infrastructure costs, improve interior circulation patterns, and promote open space;*
- Development that is adapted to natural features in the landscape such as wetlands, vegetation and habitat, and which avoids the disruption of natural drainage patterns; and*
- A mix of land use to promote convenience in the location of related uses and to reduce travel congestion and costs.*

*b. Ingress and egress to property and proposed structures thereon, with particular reference to automotive and pedestrian safety and convenience, traffic flow and control, and access in case of fire or catastrophe.*

Two driveways serve the property and provide a loop around the building, with the loading at the rear and the parking on each side of the building. There is a continuous sidewalk on this side of Moody Rd. (but not on the other side of the street on the college campus). Staff recommends a sidewalk linking the Moody Rd. sidewalk with the sidewalk on either side of the building.

*c. Off-street parking and loading areas, where required, with particular attention to the items mentioned in subsection (4)b of this section and the economic, noise, glare or odor effects of the special exception on adjoining properties and properties generally in the district.*

In determining minimum required parking for the child care use, it should be noted that Zoning Code Sec. 94-262 does not specifically list child care in the table of required parking spaces, which notes that if the use is not listed in this table the parking requirements shall be determined by the Planning Board (this approval can be given in the context of conditional use approval). Staff proposes the utilization of the parking standard of

one parking space for each peak hour employee, plus one for each 500 square feet, which would require 37 spaces. The site plan shows 50 spaces, so the parking should adequately cover peak-time employee and visitor parking.

*d. Refuse and service areas, with particular reference to the items mentioned in subsections (4)b and c of this section.*

The site plan shows the dumpster located in the northeast corner of the parking lot. The dumpster must be screened in accordance with Zoning Code Sec. 94-311 (screened by plants, opaque fencing, or masonry walls to provide between six and eight feet of screening).

*e. Utilities, with reference to location, availability and compatibility.*

The property is appropriately served by utilities.

*f. Screening and buffering, with reference to type, dimensions and character.*

The Applicant has not provided a landscape plan with this submittal. Staff recommends as in other cases of new construction full compliance with the buffering and landscaping code. There are no immediately adjacent residential uses in need of increased buffering and screening, as the wetlands south and east of the property provide a natural vegetative buffer to the Barrington Apts. located east of this property.

*g. Signs, if any, and proposed exterior lighting, with reference to glare, traffic safety, economic effects, and compatibility and harmony with properties in the district.*

No sign has been proposed yet. Signs must conform to the sign code. Any exterior lights shall be hooded and downcast to minimize glare to adjacent roadways and properties.

*h. Required yards and other open space.*

See f. above. Additionally, please note that the Applicant has designed an open area north of the building and also a street buffer that preserves multiple existing protected trees. This will retain needed shade on the property and provide for improved site appearance, as well as a gathering place for employees and children.

*i. General compatibility with adjacent properties and other property in the district.*

The Comprehensive Plan and Municipal Code generally deal with compatibility in light of nonresidential uses impacting residential uses. As previously stated, the closest residential uses are the Barrington Apts. to the east, which are buffered effectively from this development by wooded wetland areas. Another indicator of compatibility is architecture – Figure 4 on the next page shows building elevations, which include regularly spaced windows and doors, which break up blank walls, and also a covered entrance that improves the building appearance. Please note that because the play area is placed in front of the building, most of the building will not be seen from Moody Rd except for glimpses of the building sides. The Applicant has provided a letter that justifies keeping the play area in the front – namely that rear loading activities could present a hazard to children and employees. Staff recommends that an attractive and well-maintained wood or vinyl play area fence include elements such as decorative posts and/or a curvilinear or lattice top, and that regular shrub plantings along the fence help to improve its appearance as well.

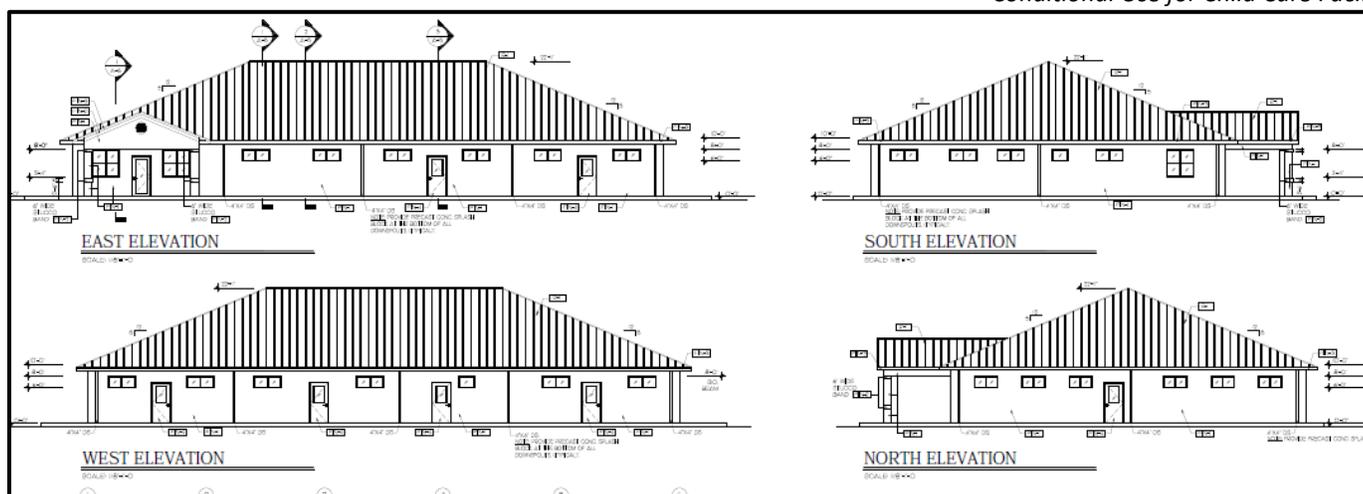


Figure 4: Building Elevations

j. Any special requirements set out in the schedule of district regulations for the particular use involved.

There are no special requirements for child care facilities in the Municipal Code. Child care facilities are licensed and regulated by the state and must provide a certain amount of indoor and outdoor play space, among other things.

k. The recommendation and any special requirements of the historic preservation board for uses within the HD zoning district.

Not applicable.

#### Impact on Public Interest

A review of the criteria above indicates that the proposed conditional use would not present a substantially negative impact on the overall public interest of the surrounding area and the City as a whole. This project provides public benefits such as preservation of the wooded wetlands on almost half the property, tree preservation of protected trees in the northern part of the site, and new construction activity and positive economic impacts.

A motion for approval should include any relevant conditions and findings for approval. Per Section 94-3(6) should the Planning Board decide to deny the application, such a motion should include the reasons for doing so, including reasons pertaining to the criteria listed above.

#### **STAFF RECOMMENDATION**

As demonstrated in this report, Staff believes that this application meets applicable conditional use criteria (if the recommendations below are followed). Staff recommends approval of this request for conditional use for child care center with the following conditions:

1. The first-phase use of a 6,000 square foot child care building shall be permitted with a maximum number of 83 students and 49 employees, outdoor play area, and associated parking.
2. The second phase would allow for a 5,000 square foot building and associated parking.
3. Additional allowable uses for each building include medical and professional offices.
4. The fenced-in outdoor play area shall be a grassy area, or an area with mulch or some other forgiving surface for the safety of children.

5. The dumpster or trash can(s) must be screened in accordance with Zoning Code Sec. 94-311 (screened by plants, opaque fencing, or masonry walls to provide between six and eight feet of screening on three sides).
6. Any exterior lighting must be shielded and downcast so as not to create glare that shines on adjoining properties or roadways.
7. Provide sidewalk linking the Moody Rd. sidewalk with the sidewalk on either side of the building.
8. Install attractive and well-maintained wood or vinyl play area fence that include elements such as decorative posts and/or a curvilinear or lattice top, with regular shrub plantings along the fence to help improve its appearance as well.
9. Signs must conform to the Sign and Zoning Codes.
10. The applicant or owner shall apply for and receive any necessary state approvals for the expansion of the child care use.
11. All other applicable standards of the Municipal Code must be met.

ATTACHMENTS:        APPLICANTS NARRATIVES AND SITE PLAN



## Tender Care Medical Services, Inc. A Prescribed Pediatric Extended Care Facility

3/14/2016

Thad

The following is the information you requested on the maximum capacity of the building and how we determine capacity of attendees and staff to meet State requirements. Our Hours of operation is 7A/M to 5P/M.

MAXIMUM CAPACITY  
CAPACITY IS BASE ON A 3 TO 1 RATIO  
STARTING CAPACITY 50 WITH 4 CARE ROOMS  
MAX CAPACITY 83 WITH 6 CARE ROOMS

ATTENDIES 83  
CARE GIVERS 28  
DRIVERS 10  
THERAPIST 4  
OFFICE PERSONNEL 4  
HOUSEKEEPING 3

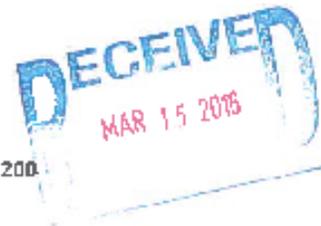
MAXIMUM EMPLOYEES	49
ATTENDIES	83
<hr/>	
MAXIMUM TOTAL	132

In preparation of our site plan we have reached the best solution with the Engineers advice as well as our experiences with our other locations. Traffic will enter the property on the North entrance and circle the building and exit on the South exit this will only create a minimal effect on any other traffic, we have strived to take in consideration traffic issues as well as the compatibility with the surrounding areas. As we are a Medical Day Care, Pedestrian access is at a very minimal as we pick up 95% of the attendees by our special Handicap equipped Vans from their home as well as return them home in the evenings by our vans. Our Landscape has been designed by a licensed Landscape Architect and will comply with any and all city requirements and will include complete screening of the refuge area as well as all need areas of concern with Vinyl fencing.

PPEC Facility & Administrative Office  
306 Beverly Court  
Spring Hill, FL 34606

• Phone: 352-683-6831

• Fax: 352-666-3200





## Tender Care Medical Services, Inc. A Prescribed Pediatric Extended Care Facility

City of Palatka  
Planning and Zoning Board

Re: Conditional use submittal

During review plan proposal it was stated that there were concerns with the proposed placement of playground in the front of our building. We have put significant thought into many aspects of our operation and have considered past experiences with our other site designs. We would like to take the time to explain why we have come to the conclusion that this playground placement is the safest option.

First and foremost unlike traditional daycare facilities we service very vulnerable children. All of our children are medically complex and require complex medical care. Therefore, there is the potential for the need of EMS services. It has been our experience that giving the emergency rigs the ability to circle our building gives them the quickest and safest access to our patients. Without this ability, rigs are forced to park in the street lengthening their patient access time.

If we were to place the playground behind the building this would raise serious safety concerns. The first would occur if the playground was placed flush to the back of the building. In this scenario the loading zone, including EMS parking, would be behind the playground. This set up would require EMS or vendors to access the playground to gain access to the building. This places a safety risk for any children on the playground at this time. Our second concern occurs when the playground is placed further back from the building. In order to give the circular access previously stated this would place the playground on the other side of the wraparound road. This creates a concern with getting the children to and from the playground. Again these are medically complex and many times developmentally delayed children who lack the knowledge of safety risks.

We share your desire to ensure that our property is aesthetically pleasing from the surrounding streets. Our plans include a grassed area that extends 45 feet from the property line to the playground. We are willing to add trees and/or shrubbery in order to make the property more aesthetically appealing and can submit more information regarding this plan if required.

It is our goal to create a warm, inviting, and nurturing environment for these most vulnerable children.

Thanks for your consideration in this matter.

Philip Mazucco  
Owner

PPEC Facility & Administrative Office  
306 Beverly Court  
Spring Hill, FL 34606

• Phone: 352-683-6831

• Fax: 352-666-3200



## **Case 16-15**

Request for a conditional use to locate a school in C-2 zoning district.

600 College Rd.

# Case 16-15

## Request for a Conditional Use for School

600 College Rd.

### STAFF REPORT

**DATE:** March 29, 2016

**TO:** Planning Board members

**FROM:** Thad Crowe, AICP  
Planning Director

#### APPLICATION REQUEST

Conditional Use allowing new school in existing 24,000 square foot metal building located on a 5+ acre property, at the northwest corner of Crill Ave. and College Rd. Public notice included property posting, newspaper advertisement, and letters to nearby property owners (within 150 feet). Department heads were notified and raised no objections or comments.



Figure 1 (above): property location.

Figure 2 (below): property from Crill Ave. (note adjacent homes in right background & blue unscreened dumpster along entrance drive).



**APPLICATION BACKGROUND**

The request is for a charter school, the EDGE High School, to operate a school with up to 400 students in this location. The EDGE school has been operating out of the old school on Husson Ave. and President St. for three years, and is preparing to enroll its first senior class this coming fall. As proposed at this site, the school will have up to 18 employees and operate two to three school buses. It is chartered for up to 400 students.

**PROJECT ANALYSIS**

Per Section 94-200(c)(3) the Planning Board shall review such an application to ensure *protection* of the public health, safety, and general welfare. In addition to normal concerns of the planning board in considering conditional use requests, particular attention shall be given to traffic flow and control, auto and pedestrian safety, and the effect which such use and activity will have on surrounding uses, particularly where the adjoining use is residential.

**Table 1: Site and Vicinity Land Use**

	<b>Actual Use</b>	<b>Future Land Use</b>	<b>Zoning</b>
Site	Vacant Office Building	COM (Commercial)	C-2 (Commercial Intensive)
East (across College Rd)	College grounds Library	PB (Public Buildings) OPF (Other Public Facil.)	PBG-1 (Public Buildings & Grounds) R-3 (Multi-family Residential)
North	Single-family homes (Viking Manor, Brookehaven)	RL (Residential Low Density) RH (Residential High Density)	R-1 (Single-family Residential) R-3 (Multi-family Residential)
West	Single-family home	Putnam Co. US (Urban Service)	Putnam Co. C-1 (Comm. Neighborhood) Putnam Co. R-2 (Residential, Two-Family)
South (across Crill Ave)	Medical offices	COM (Commercial)	C-2 (Commercial Intensive) Putnam Co. C-1 (Comm. Neighborhood) Putnam Co. C-2 (Comm., General Light)

a. *Compliance with all applicable elements of the comprehensive plan.*

The application does not conflict with the goals, objectives, and policies of the comprehensive plan,. In fact the following Future Land Use Element objective and policy support the application, more specifically within the highlighted text.

**Objective A.1.8**

*Upon Plan adoption, The City shall establish a program that provides the means for innovative development planning. The end goals of the program are to provide:*

- *Flexibility and efficiency in site design to reduce infrastructure costs, improve interior circulation patterns, and promote open space;*
- *Development that is adapted to natural features in the landscape such as wetlands, vegetation and habitat, and which avoids the disruption of natural drainage patterns; and*
- *A mix of land use to promote convenience in the location of related uses and to reduce travel congestion and costs.*

**Policy A.1.9.3**

*Land Development Regulations adopted, to implement this Plan shall be based on the following land use standards:*

A. *Land Use Districts*

2. Commercial (1,210 acres)

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.

b. *Ingress and egress to property and proposed structures thereon, with particular reference to automotive and pedestrian safety and convenience, traffic flow and control, and access in case of fire or catastrophe.*

Staff comment: The property is served by a right-in / right-out only driveway on Crill Ave and two full access point driveways on College Rd. Crill Ave. has sidewalks on both sides, but College Rd. does not have sidewalks. Staff recommends that the Applicant provide pedestrian connections between the Crill Ave. sidewalk and the building, with a combination of sidewalk and pavement striping, for the safety of students who may be walking or bicycling to the school.

c. *Off-street parking and loading areas, where required, with particular attention to the items mentioned in subsection (4)b of this section and the economic, noise, glare or odor effects of the special exception on adjoining properties and properties generally in the district.*

Staff comment: there are approximately 80 parking spaces west of the building and approximately 25 spaces east of the building, with adjacent large and grassy open areas that could in the future serve as expanded paved parking, should the school expand. As Figures 3 and 4 indicate, parking lot improvements are necessary for safety and aesthetic reasons. The standard for parking is one space for each two employees and one space for each three students of driving age. In a meeting with Staff, the Applicant has indicated that there will be no more than 120 students of driving

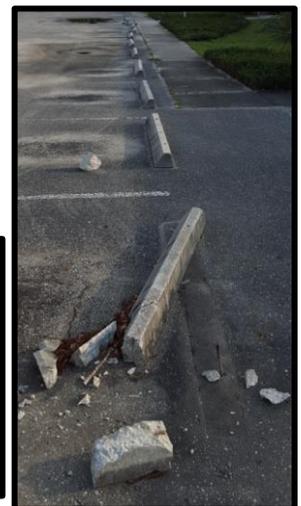


Figure 3 (left): untended parking & landscape areas, rear parking lot  
Figure 4 (right): broken & out-of-place wheelstops, front parking lot

age, and 18 employees. This requires 49 parking places, therefore the use will be adequately served by parking. The Applicant has said that there will be up to three buses arriving around 8 AM and once again at

2:15 PM. The Applicant indicated that the buses will enter the northeast driveway and load/unload students in front of the school at the central entrance, then leaving by the Crill Ave. driveway or the south College Rd. driveway. However the site plan does not reference buses, but shows loading and unloading to occur in the rear of the building. Staff recommends that bus loading and visitor parking (with at least five marked visitor parking spaces) occur in front of the building, with additional front and rear parking for employees and students. Staff also recommends that the west parking row of the College Rd. parking lot be eliminated for parking and striped or signed for bus loading.

*d. Refuse and service areas, with particular reference to the items mentioned in subsections (4)b and c of this section.*

Staff comment: in Figure 2, an unscreened dumpster is shown along the Crill Ave. driveway. The site plan shows a relocated dumpster location at the south end of the College Rd. parking lot. The dumpster must be screened with a wooden opaque fence or wall of six feet in height, including a closing/securing gate.

*e. Utilities, with reference to location, availability and compatibility.*

Staff comment: The property is appropriately served by utilities.

*f. Screening and buffering, with reference to type, dimensions and character.*

Staff comment: Landscape Code Table 94-303 requires a Type A buffer along the west property line, a Type D buffer along the north property line, and street frontage buffers along Crill Ave. and College Rd. The table below shows planting requirements of these buffers. As Figure A shows, the south half of the west buffer is well vegetated (the north half has a drainage ditch), and Staff has determined that this buffer exceeds the intent of the required Type A buffer. Given the 30 existing protected (8" diameter at breast height & up) trees in the wide areas between the building and the roadways, Staff recommends flexible interpretation to allow for trees outside of the 10'-wide buffer strip along road rights-of-way to be utilized in the buffer tree count, which more than satisfies the required trees along the roadways. This leaves two issues of concern: the buffer along the north property line, which is immediately adjacent to single-family homes, and the need to screen the parking areas, usually done using shrubs.



*Figure 5: north buffer – limited visual screening with derelict fence.*

Regarding the north buffer, there is little buffering between the adjacent homes and this property, including the building and both parking lots, which are very close to this property line. Therefore residents face visual impacts from the multitude of cars and other vehicles driving and parking along this north property line. While the Applicant notes that there is a six-foot tall fence along this property line, Staff observed that this fence appears to be around four feet tall and does not adequately address visual impacts. Additional shrub and understory plantings are needed to improve buffer appearance and filter out noise impacts, with the

understanding that such plantings must be placed at least 10’ from power line (which is why not shade trees are recommended). The emphasis is on the shrubs to provide for eye-level screening, and not so much on the understory trees, although the trees in combination with the shrubs can help to absorb some noise associated with vehicles and students.

The presence of multiple trees helps to screen out the parking areas from Crill Ave. and College Rd. Staff recommends limited and strategic planting of shrubs or ornamental grasses between the roadway and the parking areas to further diminish the appearance of the parking lots. Such plantings should be utilized when the gaps between trees when looking toward the parking lot exceeds 20 feet.

**Table 2: Buffer Plantings Required by Code**

Type Buffer	Shade Trees (protected)			Understory Trees			Shrubs		
	Required	Provided	Recom- mended	Required	Provided	Recom- mended	Required (25/100')	Provided	Recom- mended
Street-Crill (550') -	6 (1/100')	26 (existing)	None	N/A	N/A	None	138	0	TBD
Street-College (400')	4 (1/100')	34 (existing)	None	N/A	N/A	None	100	0	TBD
"D"- North (550')	33 (6/100')	4 (existing)	None	33 (6/100')	0	17 (3/100')	182	6	110 (5/100')

These recommendations are in keeping with the Board’s policy to require that Applicants make a reasonable effort to meet the Landscape Code while not putting burdensome requirements on proposed development.

*g. Signs, if any, and proposed exterior lighting, with reference to glare, traffic safety, economic effects, and compatibility and harmony with properties in the district.*

Staff comment: The Applicant did not propose any new signage. Any additional signage will be as allowed by the Sign and Zoning Codes. The Applicant has noted that Clay Electric will bring existing lighting into use when requested, and the building will have LED low impact/low glare exterior lighting for safety but not to affect the adjoining properties. To reduce glare any new lighting should be hooded and downcast, to reduce glare to adjoining properties and roadways.

*h. Required yards and other open space.*

Staff comment: This site provides a large amount of open space perimeter and street buffers. In fact around 20-30% of the site is wooded, and over half is pervious (vegetated).

*i. General compatibility with adjacent properties and other property in the district.*

Staff comment: The Comprehensive Plan and Municipal Code view compatibility in light of nonresidential uses impacting residential uses. In this case, eight single-family dwellings on 1<sup>st</sup> Manor E. and Brooke Haven Ln. are in close proximity to the proposed school facilities including driveway and parking lots. Compatibility of schools was discussed in a previous case as follows in this case’s staff report.

“Compatibility between schools and residences was attributable to the connection of such facilities with surrounding neighborhoods. Neighborhood children often walk to school and residents view schools as familiar neighborhood institutions and as a public good, benefiting from the green space that school facilities provide. While hundreds of people travel to and spend time at schools, most of these aren’t driving and therefore traffic does not impact residential neighborhoods the way that commercial or industrial uses of a comparable size and scale would. The traffic that does occur is

limited to peak hour times in the morning and mid-afternoon, and by 3:00 PM and over the weekend schools are empty and quiet, while many other commercial uses continue to function.”

While this is not a true neighborhood school, it does have these elements of compatibility described above. Another indicator of compatibility is impact mitigation. Primary school impacts are noise and visual related. The small number of buses will reduce potential large vehicle noise and the improvement of the north landscape buffer will filter out some noise, and just as important reduce visual impacts to the neighbors while transforming what is now a blighted property line to an attractive one. Finally, the Applicant has noted there will be no outdoor or sports activity, which will also curtail noise impacts. However Staff does not object to the future use of the spacious grounds to outdoor and sports activities, as long as they occur south of the building and thus away from the residences.

*j. Any special requirements set out in the schedule of district regulations for the particular use involved.*

Staff comment: There are no conditional use special requirements for schools.

*k. The recommendation and any special requirements of the historic preservation board for uses within the HD zoning district.*

Staff comment: Not applicable.

#### *Impact on Public Interest*

Staff believes that with the landscaping and buffer improvements, along with the dumpster screening, that there will not be a substantive negative impact on the public, unless such impacts are brought to light at the public hearing.

#### Conclusion

The above analysis demonstrates that the application is mostly in keeping with the criteria, at least in Staff’s opinion with the conditions of approval shown below. The institutional character of the school use is more compatible with the adjacent residential neighborhood than a more intensive commercial use. Preservation of the wooded areas on the site meets key tree preservation and open space standards and benefits the site and the public. Provision of an improved north buffer will benefit the school and the adjacent residents, and mitigate potential visual and noise impacts. Improvement and limited vegetative screening of the parking lots will improve the appearance of the property from Crill Ave. and College Rd. An added benefit of the schools is the close proximity and potential for interaction with the County library, St. Johns River State College, Florida College for the Arts, and Putnam Community Medical Center.

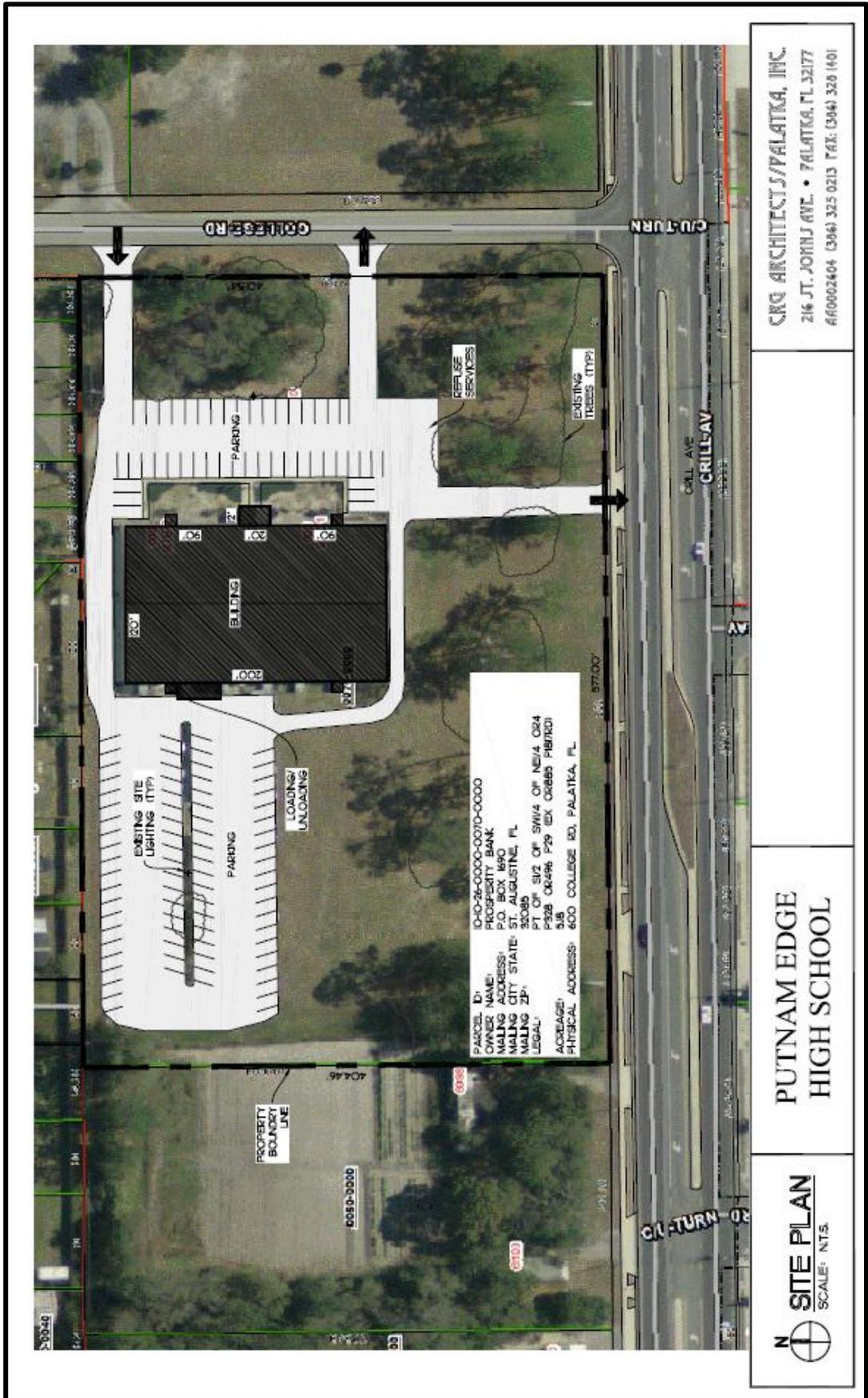
#### **STAFF RECOMMENDATION**

Staff recommends approval of Case 16-15, conditional use permit for a school at 600 College Rd. with the conditions listed below.

1. Site development to be in conformance with the submitted site plan.
2. The approval is for a charter high school with no more than 18 employees, three school buses, and 400 students.
3. School hours will be between 8:00 AM and 2:30 PM, with teachers and administrators arriving earlier and leaving later.

4. Parking lot to be improved including removal of vegetation in pavement, repair of broken wheelstops, realignment of out-of-place wheelstops, restriping when needed, and patching of holes or smoothing of bumps that would create trip hazards.
5. Pedestrian connections to be provided between the Crill Ave. sidewalk and the building, with a combination of sidewalk and pavement striping, for the safety of students who may be walking or bicycling to the school.
6. Sports & outdoor activities are limited to areas south of the building
7. To reduce glare on adjoining properties and roadways, any new lighting should be hooded and downcast.
8. Landscape buffer to be provided along the north property line to provide for vegetated screening including a mixture of evergreen shrubs or ornamental grasses (spaced at 25 existing or new plants per 100 linear feet) and understory trees (planted at least 10 from the power line and spaced at 5 trees per 100 linear feet).
9. Limited and strategic planting of shrubs or ornamental grasses between the roadway and the parking areas should be provided to further diminish the appearance of the parking lots. Such plantings should be utilized when the gaps between trees when looking toward the parking lot exceeds 20 feet.
10. If chain link fencing is to be utilized, it should be dark green or black, and razor wire or barbed wire is not permitted.
11. Any new signage limited to ground signs less than 50 square feet in size, electronic (changing signs) are allowed.
12. Outdoor activities and sports limited to areas south of the building.
13. All applicable standards of the Zoning and Municipal Code must be met.

ATTACHMENTS:      APPLICANT SITE PLAN & JUSTIFICATION



PARCEL ID: 0-0-26-0000-0070-0000  
 OWNER NAME: PROSPERITY BANK  
 MAILING ADDRESS: P.O. BOX 1690  
 MAILING CITY STATE: ST. AUGUSTINE, FL 32085  
 LEGAL: PT OF S1/2 OF SW1/4 OF NE1/4 CS4  
 ACRES: 3.65  
 PHYSICAL ADDRESS: 600 COLLEGE RD, PALATKA, FL

CRC ARCHITECTS/PALATKA, INC.  
 216 JT. JOHNS AVE. • PALATKA, FL 32177  
 407002404 (386) 325 0213 FAX: (386) 326 1401

PUTNAM EDGE  
 HIGH SCHOOL

N  
 SITE PLAN  
 SCALE: N.T.S.

## **Case 16-16**

Request for conditional use for multi-family development with more than three units in Downtown Riverfront zoning

Parcel 42-10-27-6850-0020-0010

(a.k.a. “Century Block” or “100 Block”)

# Case # 16-16

## Request for Conditional Use for Multi-Family Housing 124 St. Johns Ave (Riverfront Square)

### STAFF MEMO

DATE: March 29, 2016

TO: Chairman and Planning Board Members

FROM: Thad Crowe, AICP  
Planning Director

Staff requests that this item be tabled to the May meeting. As of the time of packet distribution packet, Staff had not received the required site plan and narrative for this project, and therefore could not evaluate the project.

## **Case 16-17**

Request for final plat to vacate utility  
and beautification easements.

6109 3<sup>rd</sup> Manor West

Case 16-17  
Application for Subdivision (Easement Vacation)  
6109 3<sup>rd</sup> Manor West

# STAFF REPORT

DATE: March 30, 2016

TO: Planning Board members

FROM: Thad Crowe, AICP  
Planning Director

## APPLICATION REQUEST

This is a request for subdivision pertaining to the vacation of easements. Public notice included letters to abutting property owners, newspaper advertisement, and property posting.

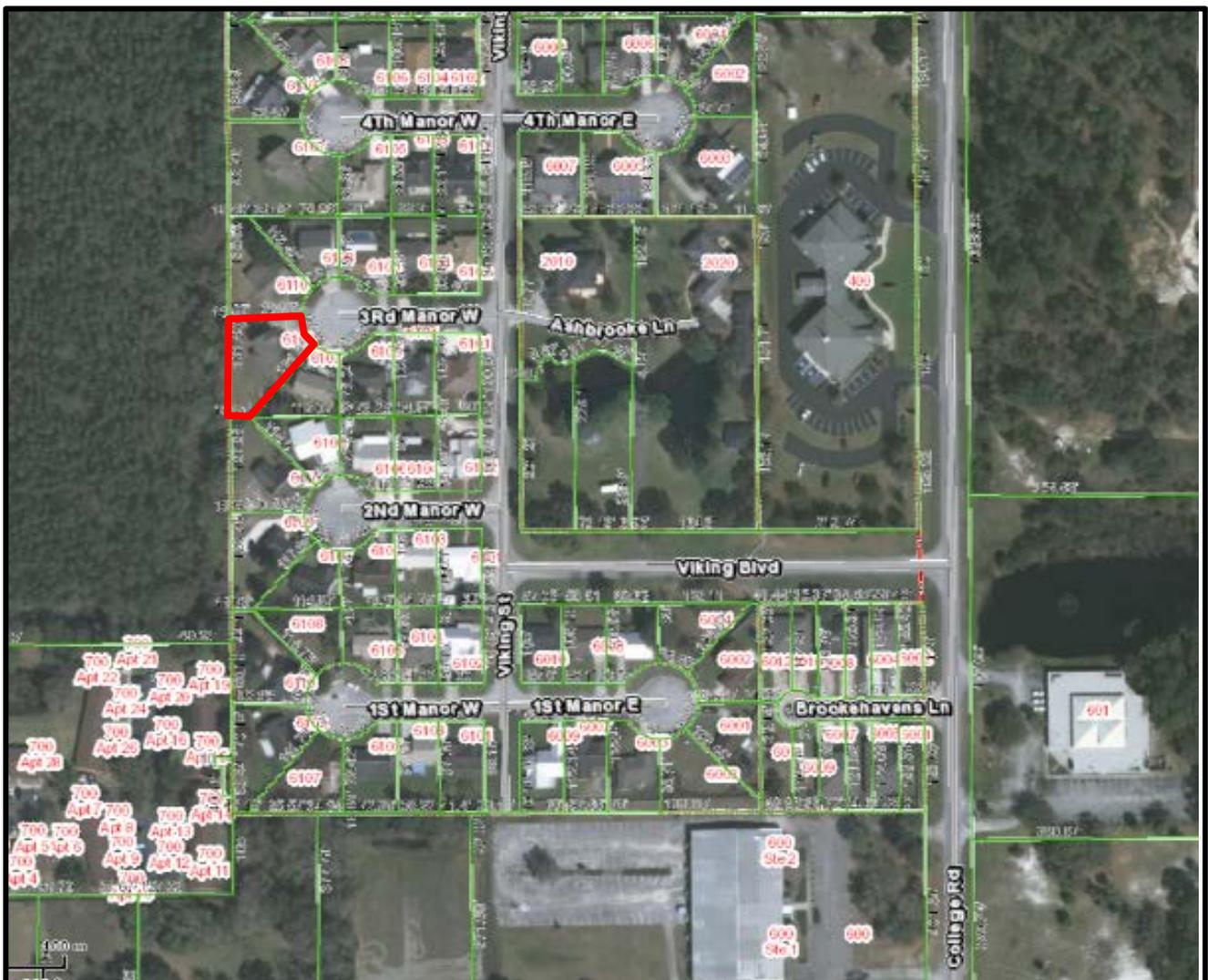


Figure 1: Property Location – note Public Library on the lower right, and proposed EDGE school to its lower left

**APPLICATION BACKGROUND**

The request is for the vacation of two recorded easements along the rear lot line of this property, which is occupied by a single-family home. The Subdivision Code defines any change to, establishment, or vacation of easements as a platting action.

**PROJECT ANALYSIS**

There are no criteria for platting in regard to easements. This defaults to any conflicts with the Municipal Code and Comprehensive Plan, as well as potential harm to the public interest including neighboring property owners. The survey (attached) shows two easements: a 20-foot wide “beautification” easement running along the rear/west property line, and another 10-foot wide utility easement running parallel with the first easement. The Property Appraiser and Clerk do not have a record of



*Figure 2: rear yard of property – easements run parallel to the fence (right side of picture)*

these easements and it appears that they are City easements that were never utilized – there are no utilities present and no “beautified” areas. City Departments have raised no objections, except for the City’s Utilities Superintendent, who has not responded. Staff will provide his comments at the meeting, but don’t anticipate any objections. The easements do not show up on neighboring properties either. Figure 2 shows the rear yard and the easement, and there is no physical evidence of either buffer.

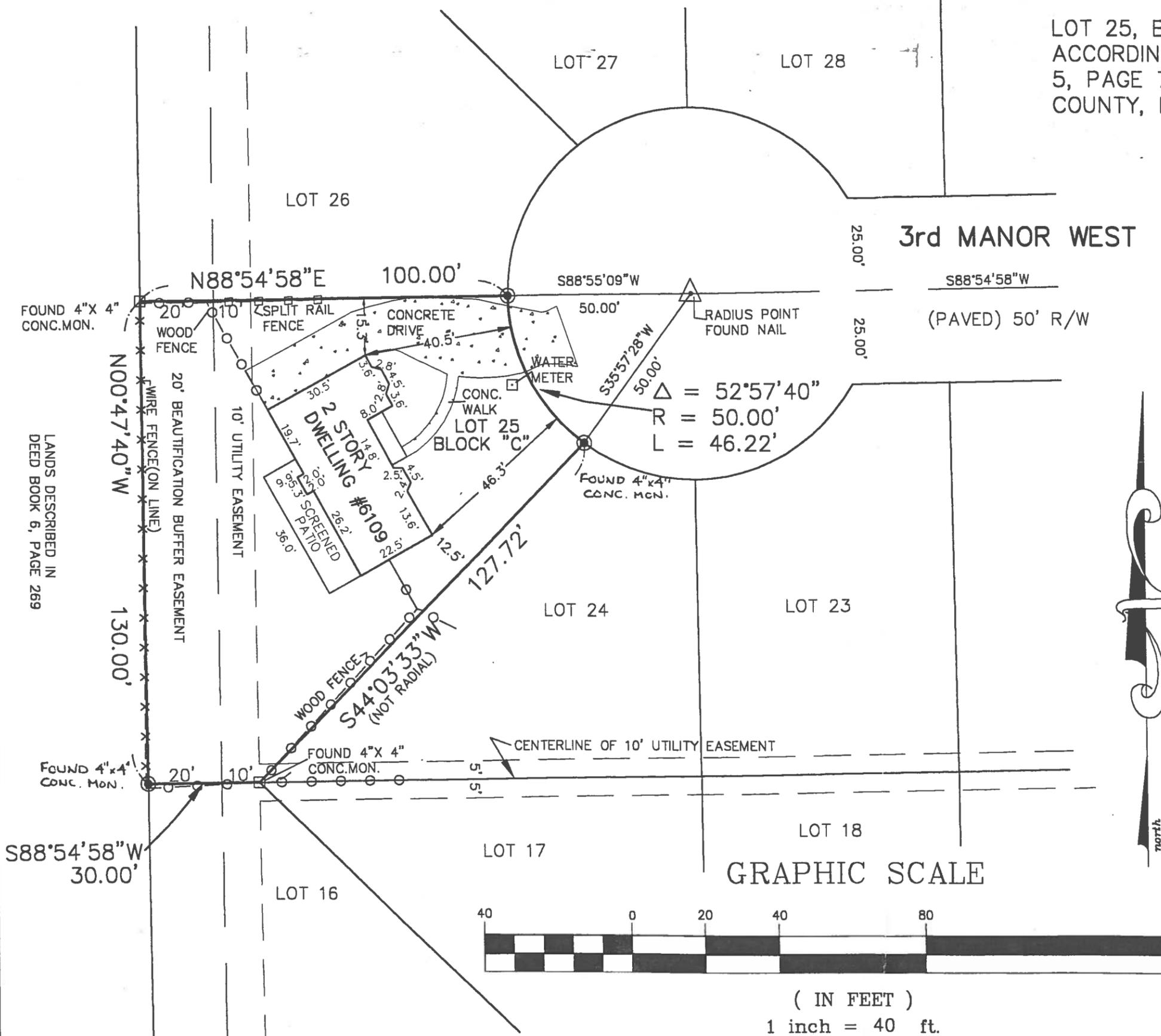
**STAFF RECOMMENDATION**

Pending contrary advice from the City’s Utilities Superintendent, Staff recommends that the Board recommend approval of the vacation of the 20-foot wide beautification easement and the 10-foot wide utility easement in the rear yard of this property. If the City Attorney does not object, Staff also requests the ability to administratively remove these easements from adjoining properties that may have them in similar circumstances, along the westerly property line of the Viking Manor subdivision, with ten-day property posting notice in each case (if objections are raised, the formal platting process must occur). Both recommendations must be approved by the City Commission.

ATTACHMENT: SURVEY

# MAP TO SHOW SURVEY OF

LOT 25, BLOCK "C", WEBB'S VIKING MANOR SUBDIVISION,  
 ACCORDING TO PLAT THEREOF RECORDED IN MAP BOOK  
 5, PAGE 78 OF THE PUBLIC RECORDS OF PUTNAM,  
 COUNTY, FLORIDA



**SURVEYORS NOTES:**

1. BUILDING AND ZONING REQUIREMENTS AND OR RESTRICTIONS ARE NOT REFLECTED OR DETERMINED BY THIS SURVEY.
2. NO UNDERGROUND UTILITIES, INSTALLATIONS OR IMPROVEMENTS HAVE BEEN LOCATED, EXCEPT AS SHOWN.
3. NO INSTRUMENTS OF RECORD REFLECTING EASEMENTS, RIGHT OF WAY AND/OR OWNERSHIP WERE FURNISHED TO THIS SURVEYOR, EXCEPT AS SHOWN, LEGAL DESCRIPTION PROVIDED BY CLIENT.
4. BEARING DATUM BASED ON THE NORTH LINE OF LOT 25, BLOCK "C" SAID LINE BEARS N88°54'58"E
5. THIS IS A BOUNDARY AND LOCATION SURVEY.
6. THIS PROPERTY LIES IN FLOOD ZONE "C" AS SHOWN ON THE FLOOD INSURANCE RATE MAP 120272 0195A MAP DATED 9/16/81 FOR PUTNAM COUNTY, FLORIDA

**LEGEND:**

- |   |                         |
|---|-------------------------|
| FND. = FOUND                                | PG(S) = PAGE(S)         |
| CONC. = CONCRETE                            | O.R. = OFFICIAL RECORDS |
| MON. = MONUMENT                             | BLDG. = BUILDING        |
| C.M. = CONCRETE MONUMENT                    | (M) = MEASURED          |
| I.P. = IRON PIPE                            | (D) = DEED/RECORD       |
| ELEV. = ELEVATION                           | (C) = CALCULATED        |
| R/W = RIGHT OF WAY                          | R = RADIUS              |
| M.B. = MAP BOOK                             | T = TANGENT DISTANCE    |
| C.B. = CHORD BEARING                        | L = LENGTH OF ARC       |
| C.D. = CHORD DISTANCE                       | Δ = CENTRAL ANGLE       |
| ⊙ = SET 5/8" REBAR (UNLESS OTHERWISE NOTED) |                         |

FIELD DATE: 05/30/2003

I HEREBY CERTIFY THIS SURVEY EXCLUSIVELY TO:  
 BROOKE D. GUY & JARED G. GUY  
 FIRST NATIONAL BANK OF ALABAMA  
 GULLETT TITLE, INC.  
 FIDELITY NATIONAL TITLE INSURANCE CO.

**C.W. TURLINGTON**  
 PROFESSIONAL SURVEYING AND MAPPING  
 P.O. BOX 824  
 318-A, NORTH MAIN STREET  
 HASTINGS, FLORIDA, 32145 PH#904-692-1177

CERTIFICATION: I HEREBY CERTIFY, that the survey shown hereon was made under my direction and supervision and is correct to the best of my knowledge and belief and it meets minimum technical standards as set forth in chapter 61G17-6, Florida Administrative Code, pursuant to section 472.027, Florida Statutes.

*C.W. Turlington*

CECIL WESTLEY TURLINGTON, III P.S.M. NO. 5869  
 PROFESSIONAL SURVEYOR AND MAPPER  
 NOT VALID WITHOUT THE SIGNATURE AND THE ORIGINAL RAISED SEAL OF A FLORIDA LICENSED SURVEYOR AND MAPPER

DRAWN BY: C.W.T.	JOB NO: 03-109
SCALE: 1" = 30'	SHEET 1 OF 1

**GRAPHIC SCALE**



( IN FEET )  
 1 inch = 40 ft.

LANDS DESCRIBED IN  
 DEED BOOK 6, PAGE 269

# **Case 16-18**

Administrative request to amend Future  
Land Use Map from County UR to COM.

7301 Crill Ave.

# Case 16-18

Request to Amend Future Land Use Map  
7301 Crill Ave.

## STAFF REPORT

**DATE:** March 30, 2016

**TO:** Planning Board members

**FROM:** Thad Crowe, AICP  
Planning Director

### APPLICATION REQUEST

To annex, amend FLUM, and rezone the following property as noted below. Public notice included newspaper advertisement, property posting, and letters to nearby property owners (within 150 feet). City departments had no objections to the proposed actions.

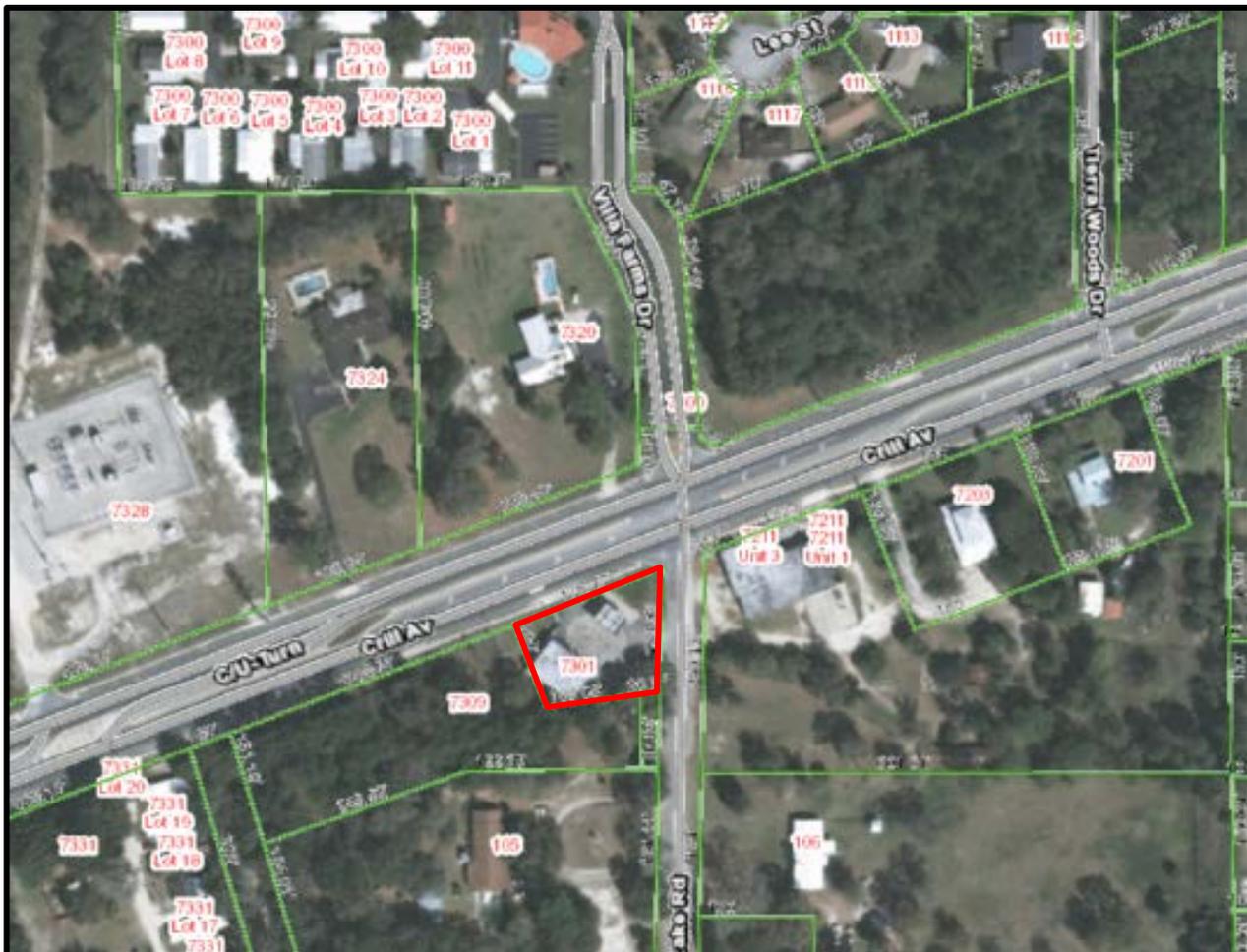


Figure 1: Site and Vicinity Map (property outlined in red)



Figure 2: property from Crill Ave.

**APPLICATION BACKGROUND**

The property under consideration has an existing convenience store and gas pumps. Property Appraiser data indicated the site had two-family (R-2) zoning and the Residential Medium (RM) FLUM (Future Land Use Map) classifications. Staff did retrieve a 1989 ordinance annexing and rezoning the property to C-2, but could not find any ordinance assigning a commercial land use to the property – therefore Staff is pursuing this as an administrative action. The case was prompted by appraisal and owner inquiries and concerns about nonconforming status. Vicinity properties and their FLUM and zoning classifications are shown below.

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

	<b>Actual Use</b>	<b>FLUM</b>	<b>Zoning</b>
Property - existing	Convenience store w/ gas pumps	RL (Residential Low)	C-2 (Intensive Commercial)
South of prop.	Undeveloped	RL (Residential Low)	R-1A (Single-Family Residential)
North of prop.	Single-family home Tierra Farms entrance	UR (Urban Reserve)	Putnam Co. AG
East of prop.	Auto repair/car wash building	UR (Urban Reserve)	Putnam Co. C-2 (Commercial Gen. Light)
West of prop.	Undeveloped	UR (Urban Reserve)	R-1A (Single-Family Residential)

**PROJECT ANALYSIS**

**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.

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. 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. 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.*



Figure 3: Future Land Use Map (FLUM)

**Staff Comment:** the property is now in the County's Urban Reserve 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 (within the Crill 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 designation. Staff is not aware of any soil or topography conditions that would present problems for development, or of any natural or historic resources on this site.

<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.

*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. This use does not represent urban sprawl.

#### **STAFF RECOMMENDATION**

As demonstrated in this report, this application meets applicable future land use amendment criteria. Staff recommends approval of amendment of Future Land Use Map category from RM to COM for 7301 Crill Ave.