

Case 11-15

**Request to Amend FLUM & Rezone
(Corrective Actions, Multiple Locations)**
Applicant: Building & Zoning Dept.

STAFF REPORT

DATE: May 29, 2011
TO: Planning Board members
FROM: Thad Crowe, AICP, Planning Director

APPLICATION REQUEST

Request to consider amendments to the Comprehensive Plan Future Land Use Map (FLUM) and/or the Official Zoning Map, for certain properties throughout the City, as an administrative measure, and make recommendation to the City Commission to correct discrepancies as described below. Required public notice for rezonings included legal advertisement, property posting, and letters to nearby property owners (within 150 feet). Required public notice for FLUM amendments was legal advertisement.

APPLICATION BACKGROUND

Staff recently reviewed the FLUM to determine clear inconsistencies between FLUM designation and actual use. This was not intended to be a detailed analysis, but a “low hanging fruit” exercise. The Comprehensive Plan is the guiding document for land use within the City, which means that existing land uses that are not allowed in their land use category effectively become nonconforming uses. This could prevent buildings and other improvements on such properties from being substantially maintained and being rebuilt in the event of destruction.

There are three categories of proposed amendments as shown in tables on the next two pages: School District properties, other public properties, and private properties. Most private properties are established residential or commercial uses that have been assigned FLUM categories that are intended for publicly-owned properties, with two exceptions: the first being a single-family section of the Rolling Hills subdivision that has a higher-density land use and an undeveloped parcel on N. Hwy. 19 that is within a commercially zoned corridor.

Also please note that Staff has changed the recommended FLUM for two of the properties upon further review. One is the City lift station at 1215 Cleveland Ave, which should go to OPF, not PBG; and the other is the Water Plant, which is currently in an appropriate FLUM (OPF).

Staff also reviewed the zoning designation for properties recommended for FLUM changes to determine if accompanying zoning changes were required. The only zoning changes recommended are for public properties in order to assign a zoning category that fits with the proposed FLUM. The following tables provide information about the properties and there are also accompanying maps.

Table 1: School District-related corrective Future Land Use amendments

Site	Address	Allowable Uses	Existing Use	FLUM	Proposed FLUM
James A Long Elementary School	1400 Old Jacksonville Rd.	water plants, ponds, etc.	School	OPF	PBG
Jenkins Middle School	1100 N. 19 th St. (School)	water plants, ponds, etc.	School	OPF	PBG
Jenkins Middle School	1900 Napoleon St. (Gym)	Multi-family	School	RH	PBG
Beasley Middle School & Ballfield	1110 S. 18 th St. & NW Corner of Moseley Ave. & Kate St.	water plants, ponds, etc.	School	OPF	PBG
Kelley Smith Elementary School	141 Kelley Smith School Rd.	Single-family	School	RL	PBG
Mellon Elementary School	301 Mellon Rd.	water plants, ponds, etc.	School	OPF	PBG
Palatka High School	302 Mellon Rd.	water plants, ponds, etc.	School	OPF	PBG
Moseley Elementary School	1100 Husson Ave.	Multi-family	School	RH	PBG
School District Warehouse	1001 Husson Ave.	Single-family	School Warehouse	RL	PBG

Table 2: Public Properties corrective Future Land Use amendments and/or rezoning:

Site	Address	Allowable Uses	Existing Use	FLUM	Proposed FLUM	Zoning	Proposed Zoning
City Lift Station	1216 Cleveland Ave.	Single-family	City facility	RL	PBG <u>OPF</u>	No change	
Edgar Johnson Senior Center	1215 Westover Dr.	Multi-family	Community Center	RH	PBG	R-3	PBG-1
ARC of Putnam County	1215 Westover Dr.	Multi-family	Institutional	RH	PBG	C-1	PBG-1
Oak Hill West Cemetery	712 S. Palm Ave.	water plants, ponds, etc.	Cemetery	OPF	PBG	C-1	PBG-1
Westview Cemetery	317 Osceola St.	Multi-family	Cemetery	RH	PBG	R-3	PBG-1
Oak Hill Cemetery	2900 Crill Ave.	water plants, ponds, etc.	Cemetery	OPF	PBG	R-3	PBG-1
Water Treatment Plant	320 Moody Rd.	water plants, ponds, etc.	Water plant	OPF	PBG	M-1	PBG-2
Sheriff's Office & Jail	130 Orié Griffin Blvd.	water plants, ponds, etc.	Gov't office	OPF	PBG	C-2	PBG-2
St. Johns River State College	5001 St. Johns Ave.	water plants, ponds, etc.	College	OPF	PBG	R-3	PBG-1
Airport	Reid St./Moody Rd.	water plants, ponds, etc.	Public Airport	OPF	PBG	M-1	AP-1/AP-2

Table 3: Private Properties corrective Future Land Use amendments and/or rezoning:

Site	Address	Allowable Uses	Existing Use	FLUM	Proposed FLUM	Zoning	Proposed Zoning
Airport area		water plants, ponds, etc.	Airport-related	OPF	IN	M-1	AP-2
Parcel SW of Jail	N side of HWY 19	water plants, ponds, etc.	Undeveloped	OPF	COM	No change	
310 S. Palm Ave.		water plants, ponds, etc.	Retail/office	OPF	COM	(By applicant)	
306 S. Palm Ave.		water plants, ponds, etc.	Service (credit union)	OPF	COM	No change	
Resid. Area around Beasley Middle School		Parks	Single-family	REC	RL	No change	
Portion of Rolling Hills Subdivision		Multi-family	Single-family	RM	RL	No change	
Resid. Area east of Ravines		water plants, ponds, etc.	Single-family	OPF	RL	No change	

PROJECT ANALYSIS

Future Land Use Analysis

Florida House Bill 7129, recently signed by the Governor, provides amended criteria for consideration of comprehensive plan amendments under F.S. 163-3187, shown in italics below (staff response follows each criterion, and comprehensive plan extracts are underlined).

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

The intent of this amendment is to assign appropriate FLUM categories to developed and established public and private properties. The application does not conflict with plan elements.

Provide analysis of the availability of facilities and services.

All properties are within city limits and are served by urban services including water, sewer, police, fire, etc.

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.

All properties are either established uses are in areas that are primarily developed and are therefore suitable for amendment for a more appropriate land use designation.

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

Not applicable, as this is to be determined at the next revision of the 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.*

The properties proposed for FLUM amendments are developed or are within established areas and do not represent urban sprawl.

- *Development in rural areas at substantial distances from existing urban areas while not using undeveloped lands that are available and suitable for development.*

The multiple properties are not located within a rural area.

- *Radial, strip, isolated, or ribbon development patterns.*

The properties are either developed or are within established areas and do not represent strip development patterns.

- *Development that fails to adequately protect and conserve natural resources and agricultural activities.*

Not applicable since these properties are already developed.

- *Development that fails to maximize use of existing and future public facilities and services.*

These developed properties are well-situated to utilize 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.*

Given their location within an urban service area, these properties will continue to be efficiently served.

- ~~*Development that fails to provide a clear separation between rural and urban uses.*~~

These properties are within an urban area.

- *Development that discourages or inhibits infill development and redevelopment.*

Not applicable as these properties are within a developed urban area.

- *Development that fails to encourage a functional mix of uses.*

Not applicable as these properties are developed and established uses.

- *Development that results in poor accessibility among linked or related land uses.*

Not applicable.

Rezoning Analysis

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

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.

As previously noted, the application is in keeping with the Comprehensive Plan, and does not conflict with other plan elements.

b. The existing land use pattern.

The proposed zoning changes (and FLUM amendments) are intended to recognize and legitimize the existing land use pattern.

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

The zoning changes do not result in isolated districts and are proposed with consideration of existing uses, surrounding uses, and zoning classifications.

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

The only residential zoning change in this amendment package is for a portion of the Rolling Hills subdivision, which is intended to reflect the existing single-family character of this area. This specific change would result in a reduction of density and the resulting potential impacts.

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

See response to c. above.

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

Conditions have not changed and these actions are intended as corrective measures.

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

These changes will decrease nonconformities for established uses and will not adversely influence living conditions.

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

Not applicable as these are existing uses.

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

Not applicable as these are existing uses.

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

Not applicable as these are existing uses.

k. Whether the proposed change will adversely affect property values in the adjacent area.
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.
Not eliminating FLUM and zoning nonconformities would in fact be a deterrent to improvement of areas around these properties.

m. Whether the proposed change will constitute a grant of special privilege to an individual owner as contrasted with the public welfare.
Creating FLUM and zoning conformity for established or developed 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.
Not applicable as the City single-family zoning will be the same as the current County zoning.

o. Whether the change suggested is out of scale with the needs of the neighborhood or the city.
See response to g. above.

p. Whether it is impossible to find other adequate sites in the city for the proposed use in districts already permitting such use.
Not applicable as these are existing uses.

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.
Not applicable.

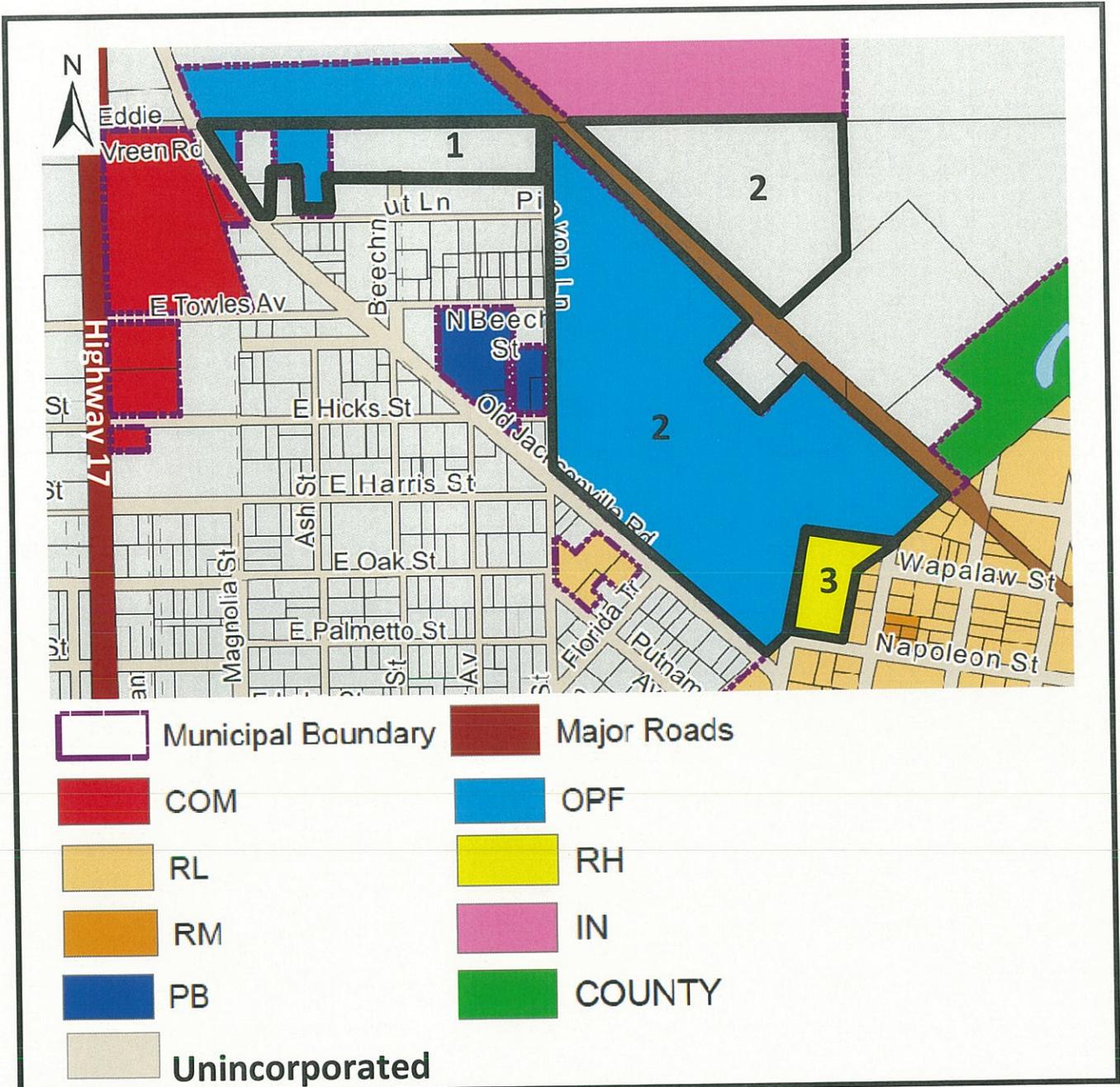
STAFF RECOMMENDATION

As demonstrated in this report, this application meets applicable future land use amendment and rezoning criteria. Staff recommends approval of Case 11-15: corrective amendment of future land use map category and rezoning for multiple properties is shown in Tables 1, 2, and 3.



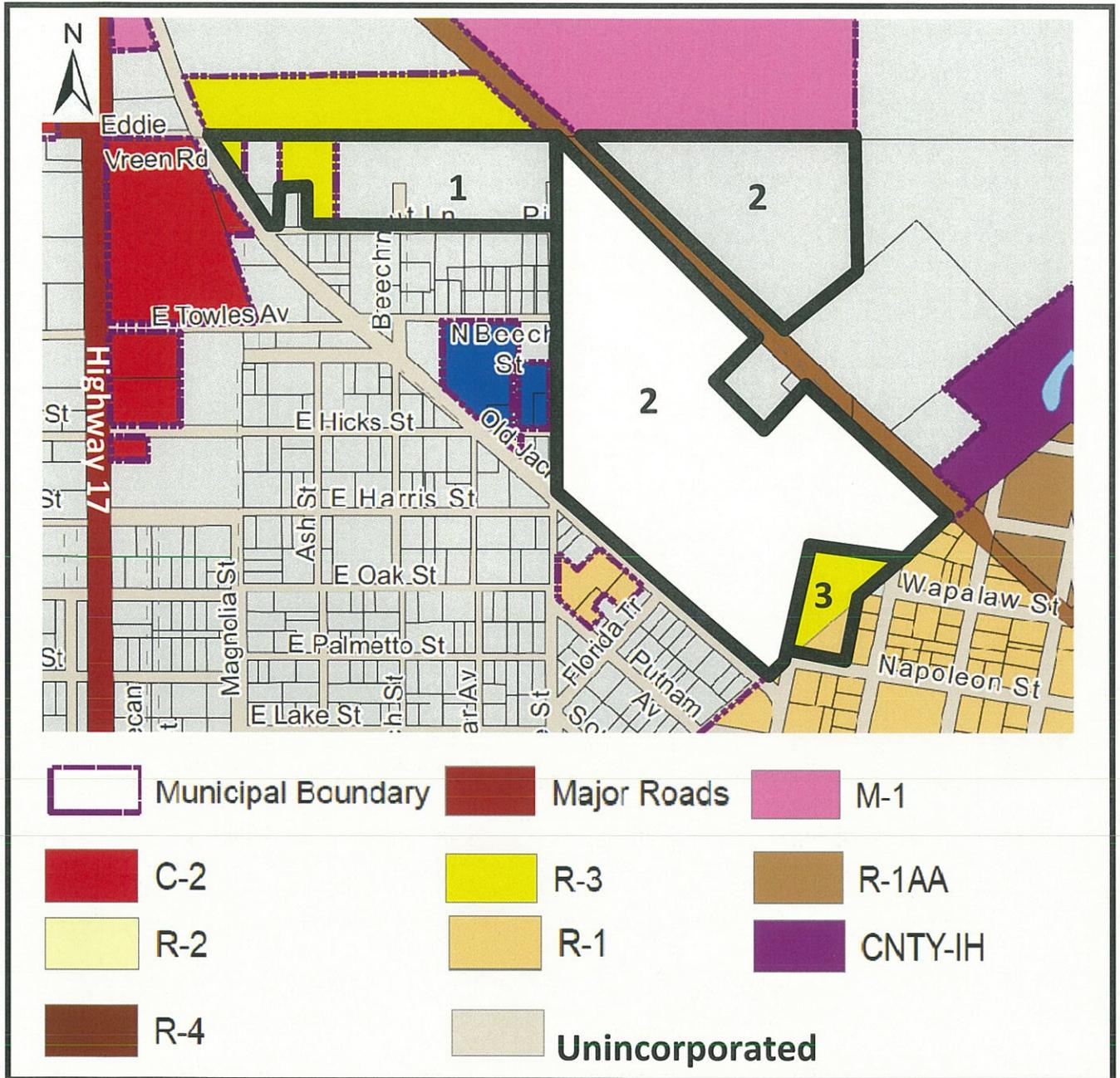
No.	Site(s)	Current FLUM	Proposed FLUM
1	James A. Long Elem. School 1400 Old Jacksonville Rd.	OPF	PBG
2	Jenkins Middle School 1100 N 19 th St. (School)	OPF	PBG
3	Jenkins Middle School 1900 Napolean St. (gym)	HDR	PBG

James A. Long Elem. School



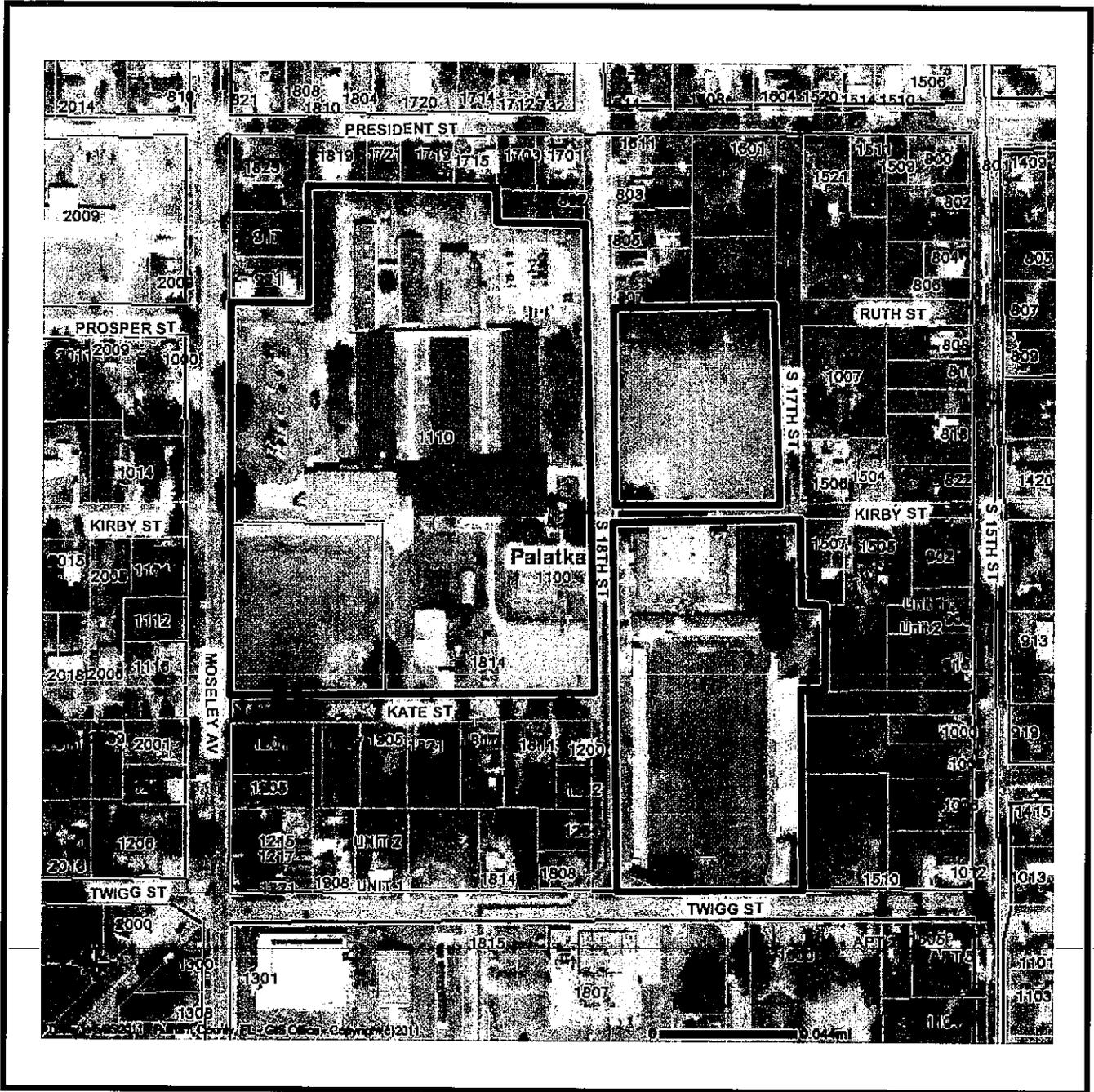
No.	Site(s)	Current FLUM	Proposed FLUM
1	James A. Long Elem. School 1400 Old Jacksonville Rd.	OPF	PB
2	Jenkins Middle School 1100 N 19 th St. (School)	OPF	PB
3	Jenkins Middle School 1900 Napoleon St. (gym)	HDR	PB

James A. Long Elem. School



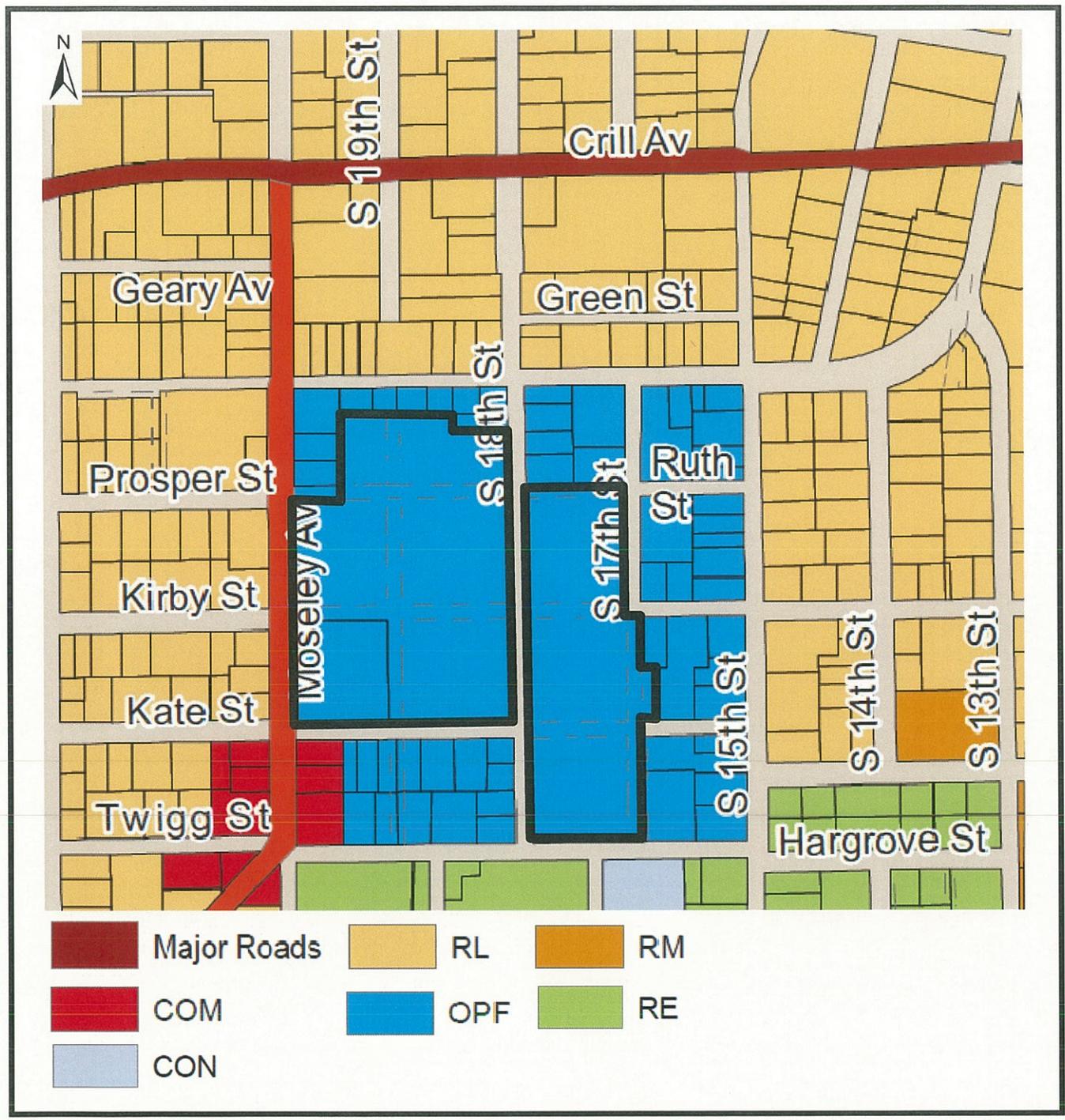
No.	Site(s)	Current FLUM	Proposed FLUM
1	James A. Long Elem. School 1400 Old Jacksonville Rd.	OPF+Unincorporated?	PB
2	Jenkins Middle School 1100 N 19 th St. (School)	OPF+Unincorporated?	PB
3	Jenkins Middle School 1900 Napoleon St. (gym)	HDR	PB

School District



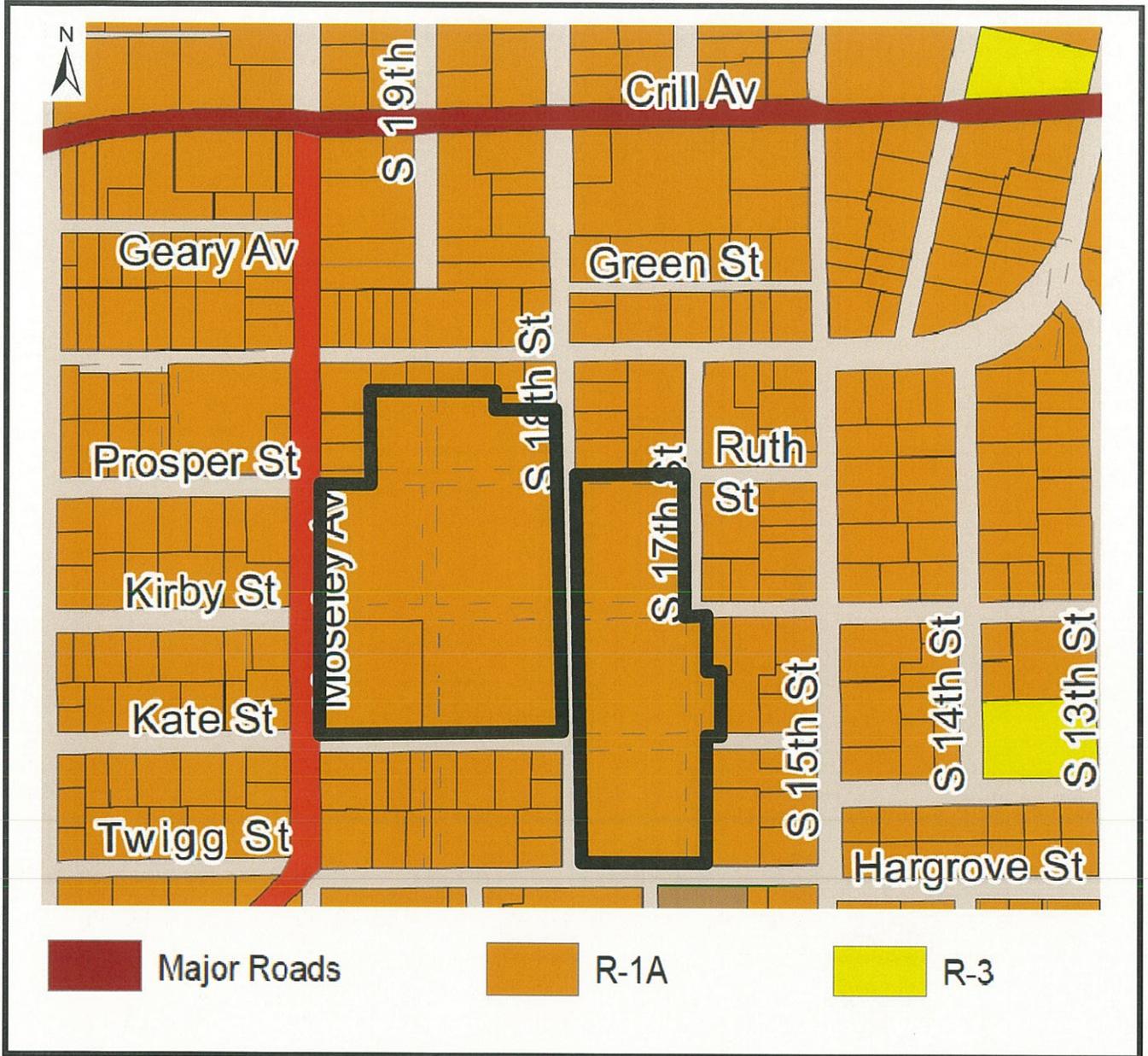
Site(s)	Current FLUM	Proposed FLUM
Beasley Middle School 1110 S. 18 th St.	OPF	PBG

Beasley Middle School



Site(s)	Current FLUM	Proposed FLUM
Beasley Middle School 1110 S. 18 th St.	OPF	PB

Beasley Middle School

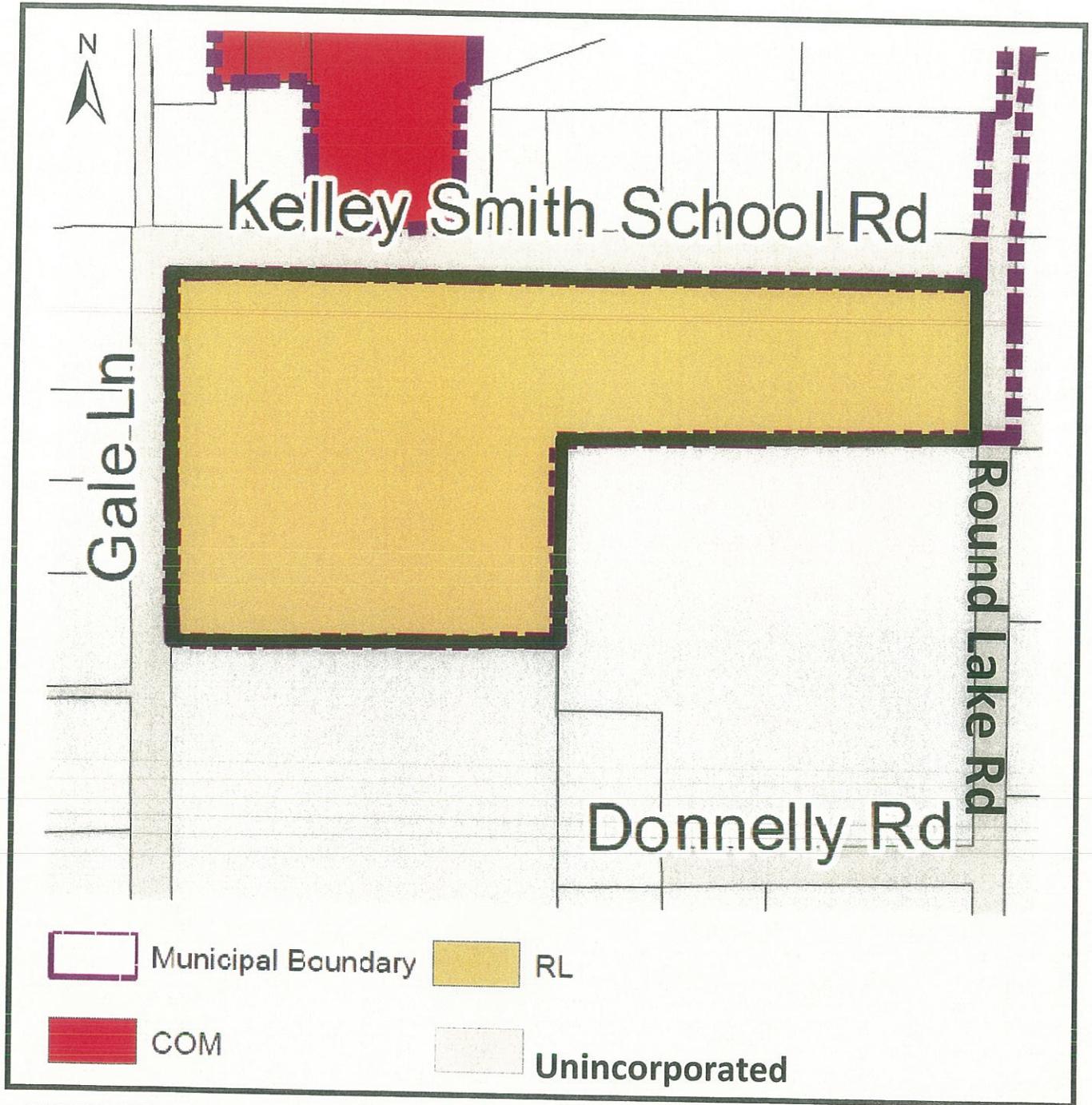


Site(s)	Current FLUM	Proposed FLUM
Beasley Middle School 1110 S. 18 th St.	OPF	PB



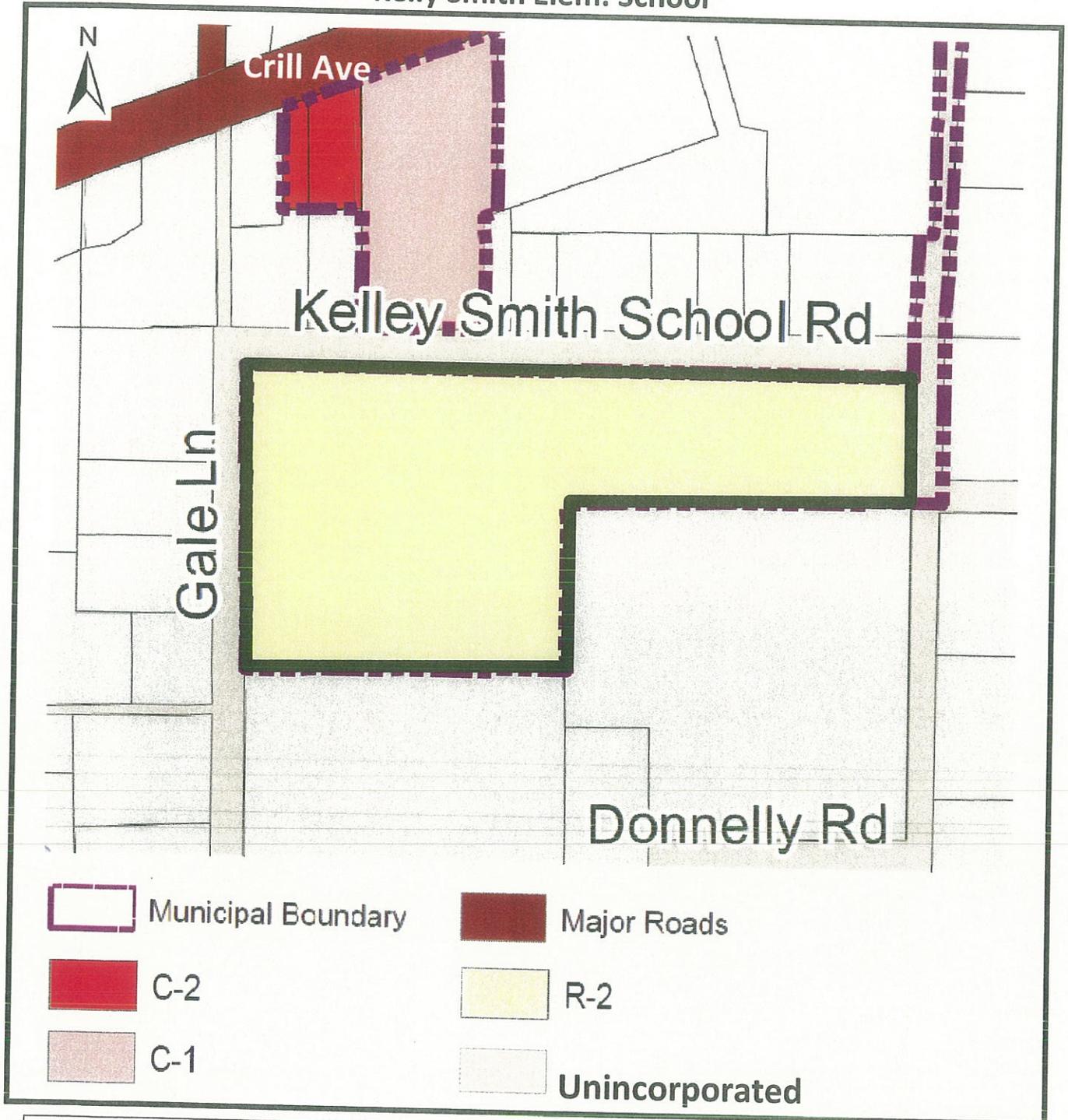
Site	Current FLUM	Proposed FLUM
Kelly Smith Elem. School 141 Kelley Smith School Rd	LDR	PBG

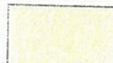
Kelly Smith Elem. School



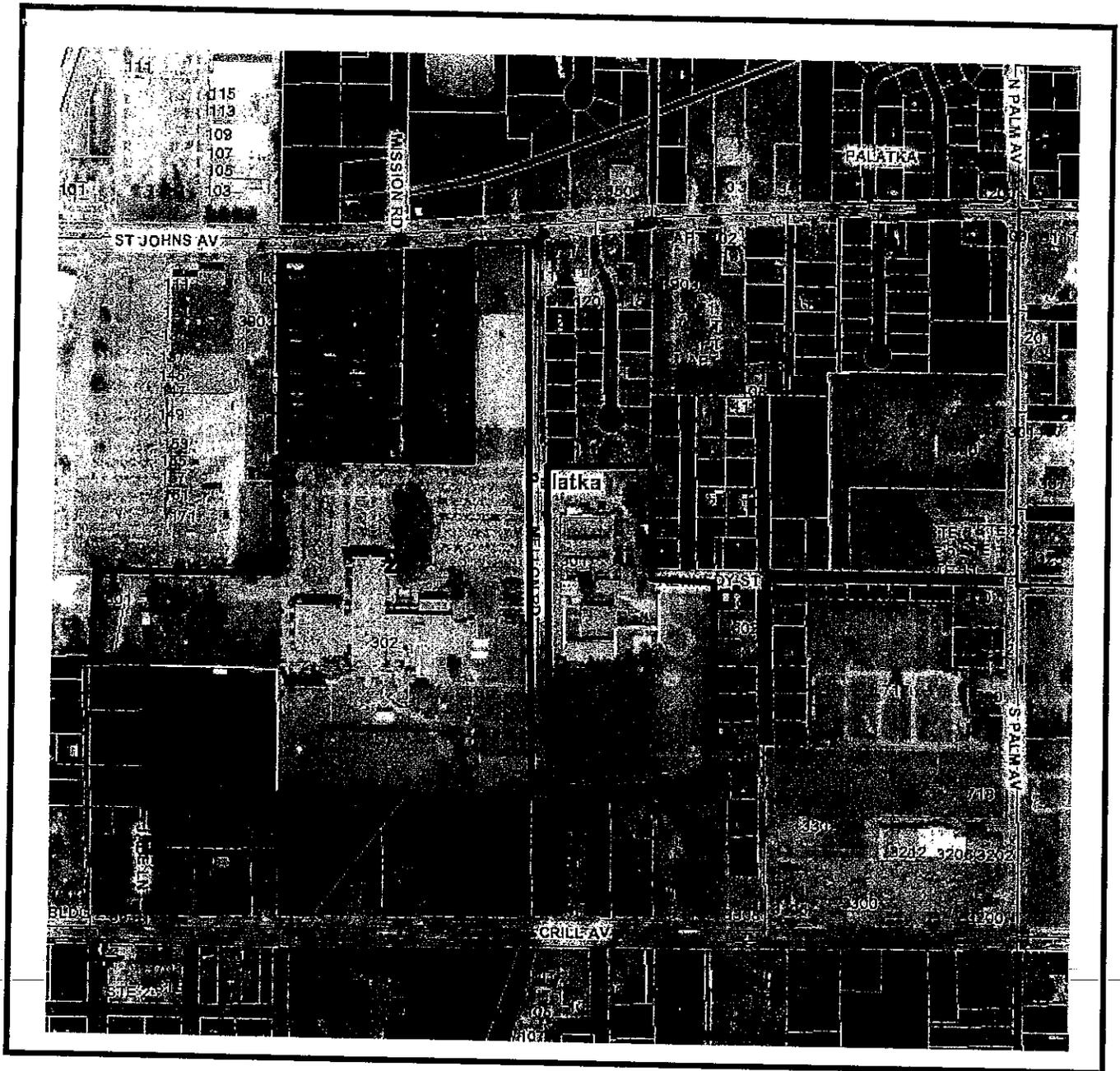
Site	Current FLUM	Proposed FLUM
Kelly Smith Elem. School 141 Kelley Smith School Rd	RL	PB

Kelly Smith Elem. School



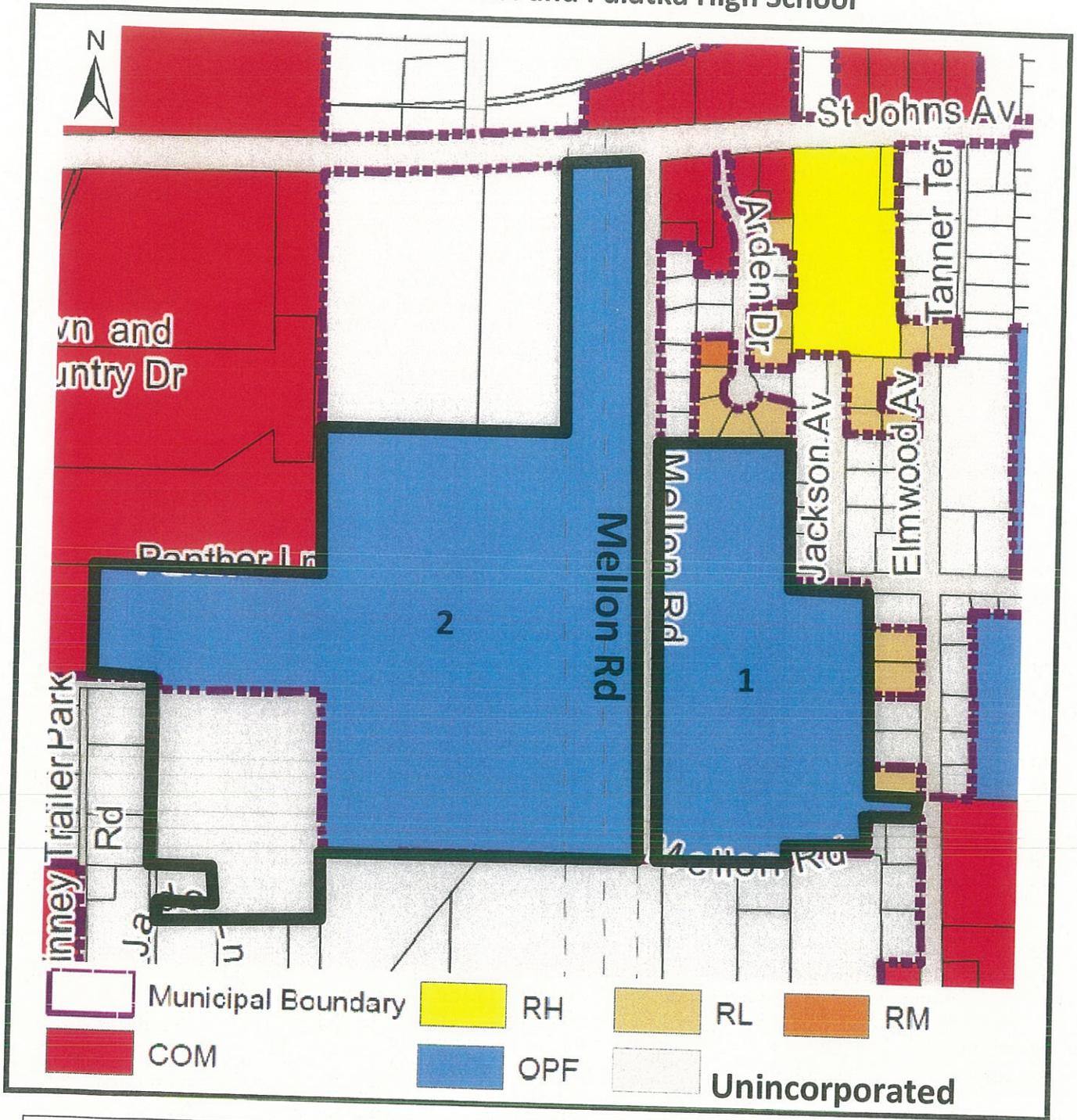
-  Municipal Boundary
-  C-2
-  C-1
-  Major Roads
-  R-2
-  Unincorporated

Site	Current FLUM	Proposed FLUM
Kelly Smith Elem. School 141 Kelley Smith School Rd	RL	PB



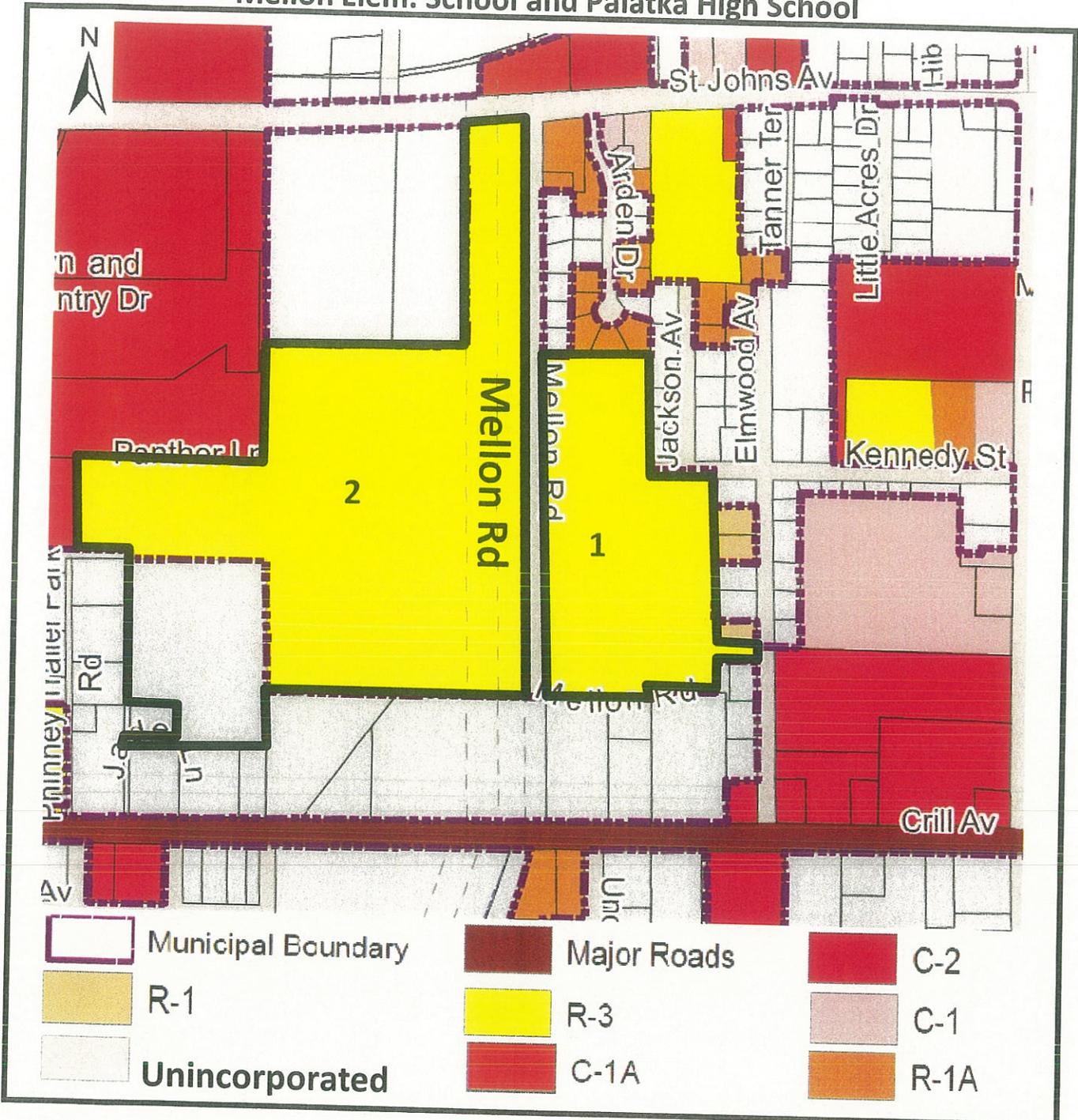
No.	Site(s)	Current FLUM	Proposed FLUM
1	Mellon Elem. School 301 Mellon Rd.	OPF	PBG
2	Palatka High School 302 Mellon Rd.	OPF	PBG

Mellon Elem. School and Palatka High School



No.	Site(s)	Current FLUM	Proposed FLUM
1	Mellon Elem. School 301 Mellon Rd.	OPF	PB
2	Palatka High School 302 Mellon Rd.	OPF	PB

Mellon Elem. School and Palatka High School

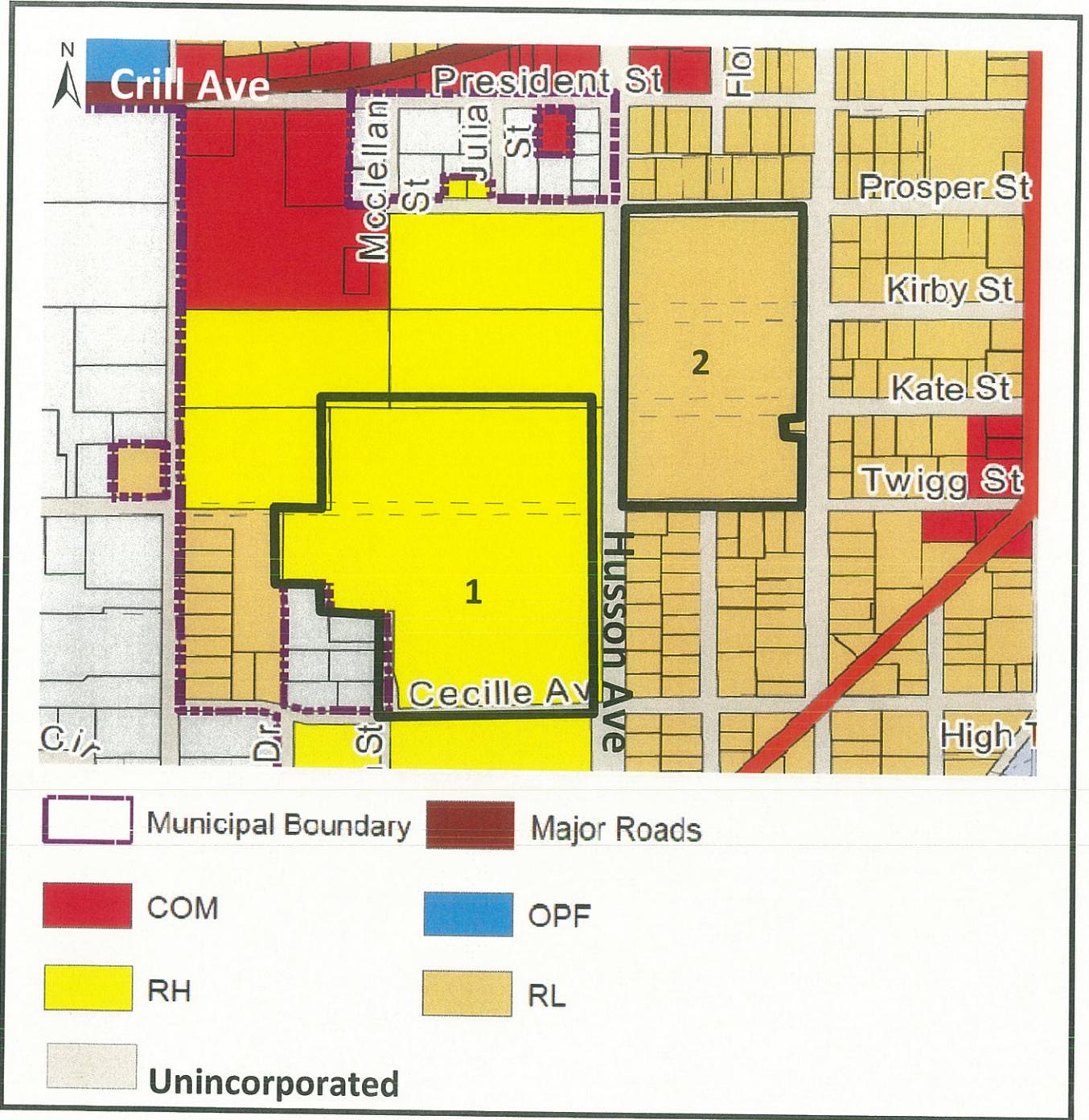


No.	Site(s)	Current FLUM	Proposed FLUM
1	Mellon Elem. School 301 Mellon Rd.	OPF	PB
2	Palatka High School 302 Mellon Rd.	OPF	PB



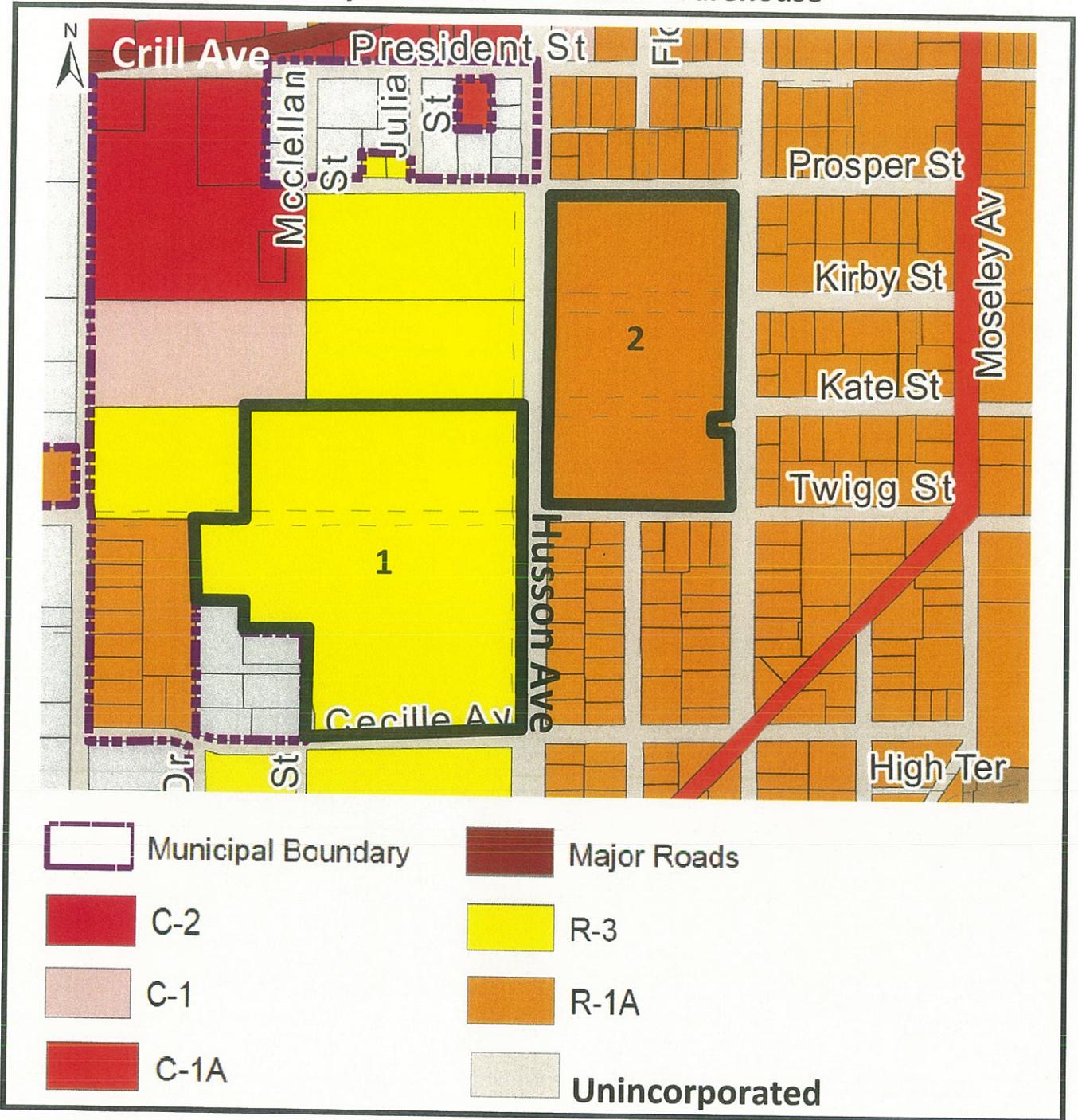
No.	Site(s)	Current FLUM	Proposed FLUM
1	Mosely Elem. School 1100 Husson Ave.	HDR	PBG
2	School District Warehouse 1001 Husson Ave.	LDR	PBG

Mosely Elem. School District Warehouse

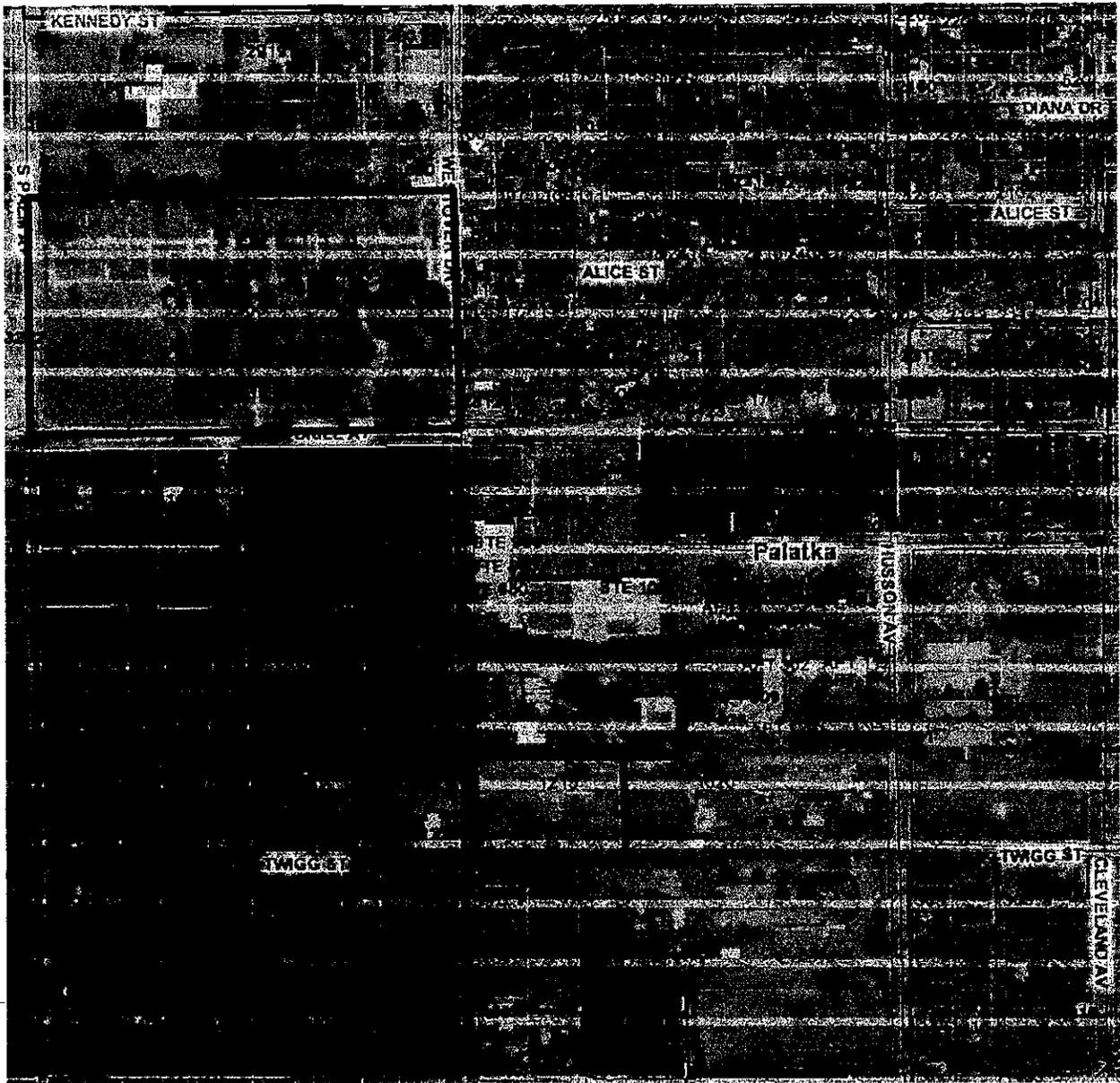


No.	Site(s)	Current FLUM	Proposed FLUM
1	Mosely Elem. School 1100 Husson Ave.	HDR	PB
2	School District Warehouse 1001 Husson Ave.	LDR	PB

Mosely Elem. School District Warehouse

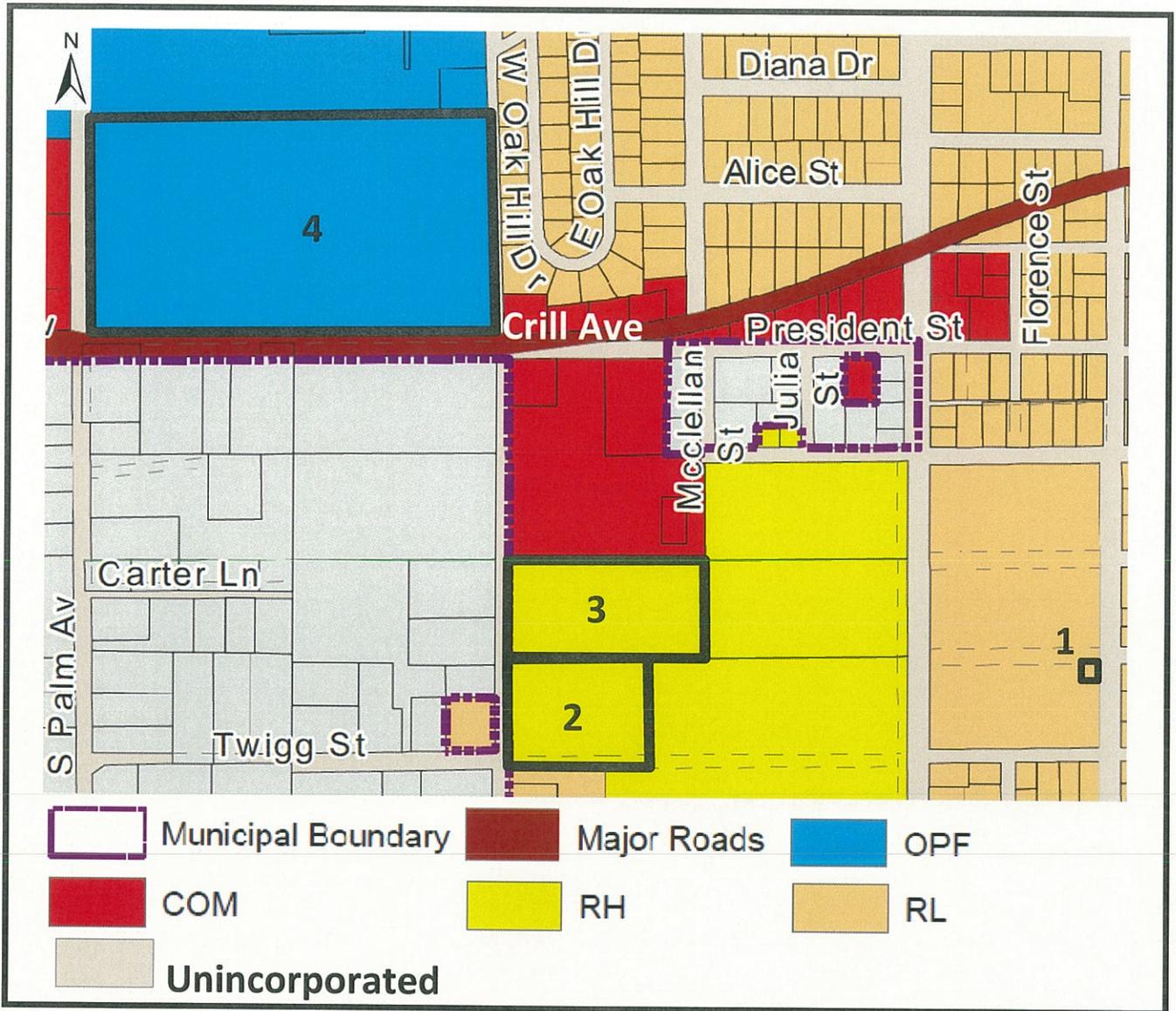


No.	Site(s)	Current FLUM	Proposed FLUM
1	Mosely Elem. School 1100 Husson Ave.	HDR	PB
2	School District Warehouse 1001 Husson Ave.	LDR	PB



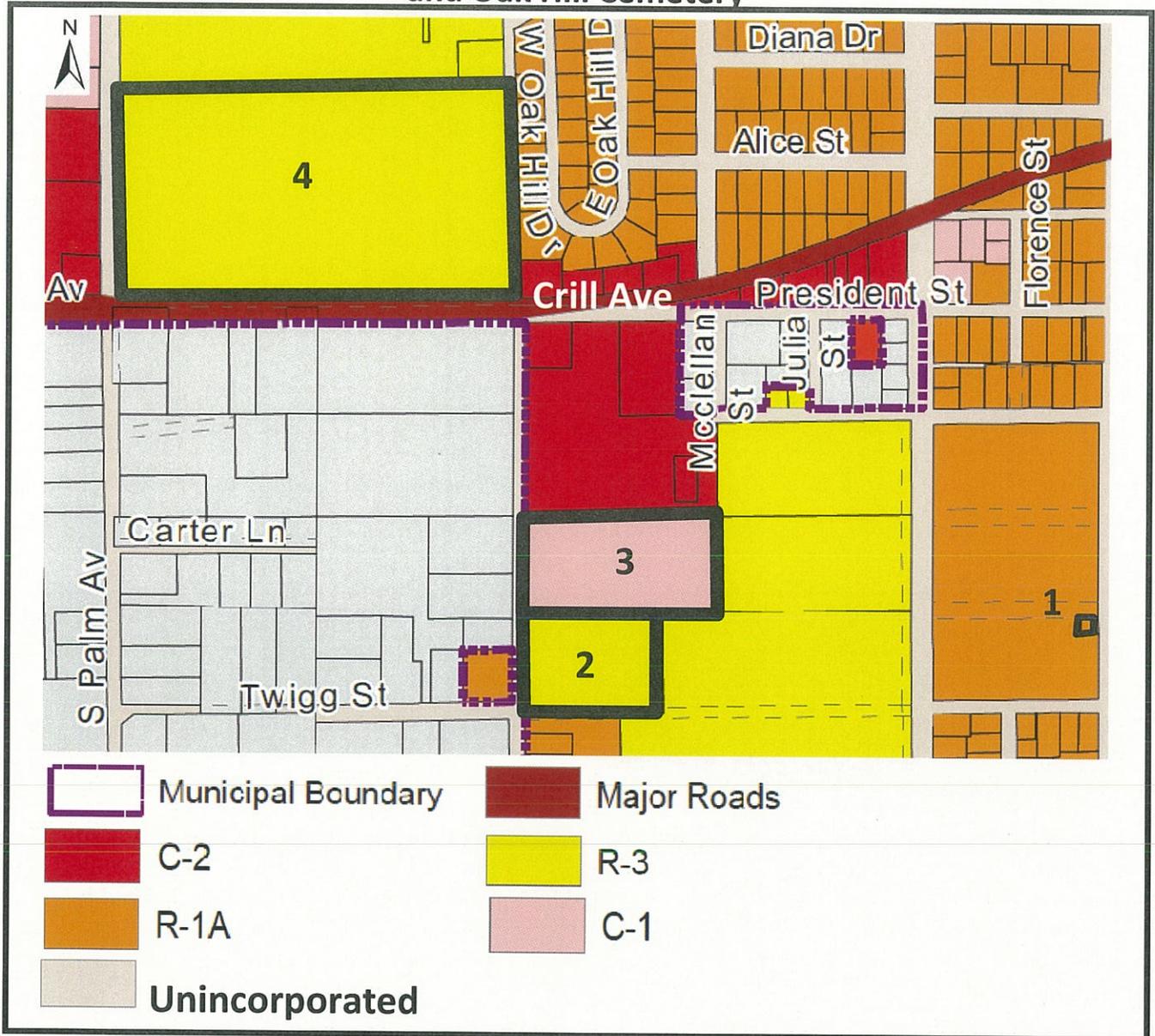
No.	Site(s)	Current FLUM	Proposed FLUM
1	City Lift Station 1216 Cleveland Ave.	LDR	PBG
2	Edgar Johnson Senior Center 1215 Westover Dr.	HDR	PBG
3	ARC of Putnam County 1215 Westover Dr.	HDR	PBG
4	Oak Hill Cemetery 2900 Crill Ave.	OPF	PBG

City Lift Station, Edgar Johnson Senior Center, ARC of Putnam County and Oak Hill Cemetery

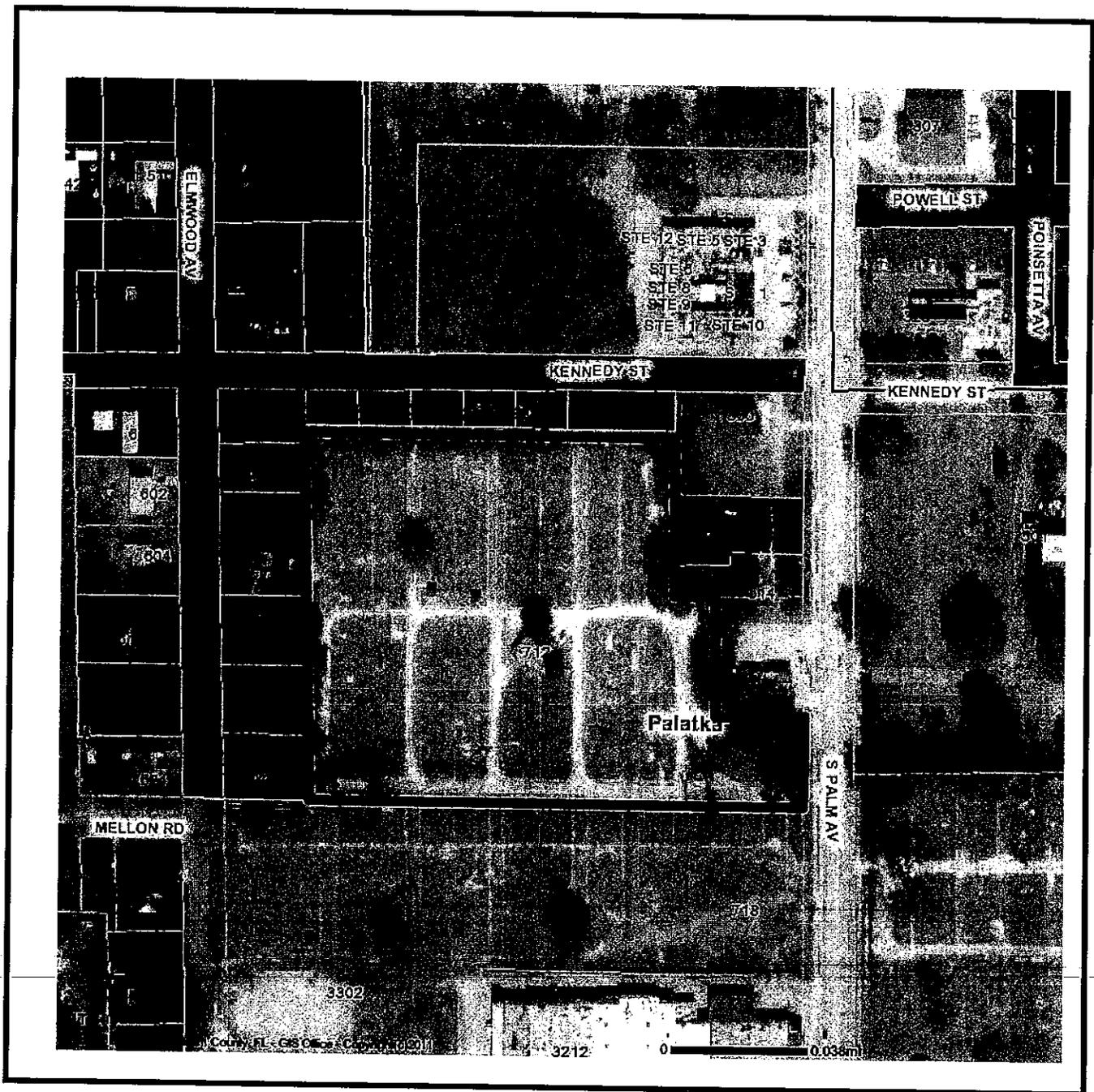


No.	Site(s)	Current FLUM	Proposed FLUM
1	City Lift Station 1216 Cleveland Ave.	RL	PB
2	Edgar Johnson Senior Center 1215 Westover Dr.	RH	PB
3	ARC of Putnam County 1215 Westover Dr.	RH	PB
4	Oak Hill Cemetery 2900 Crill Ave.	OPF	PB

City Lift Station, Edgar Johnson Senior Center, ARC of Putnam County and Oak Hill Cemetery

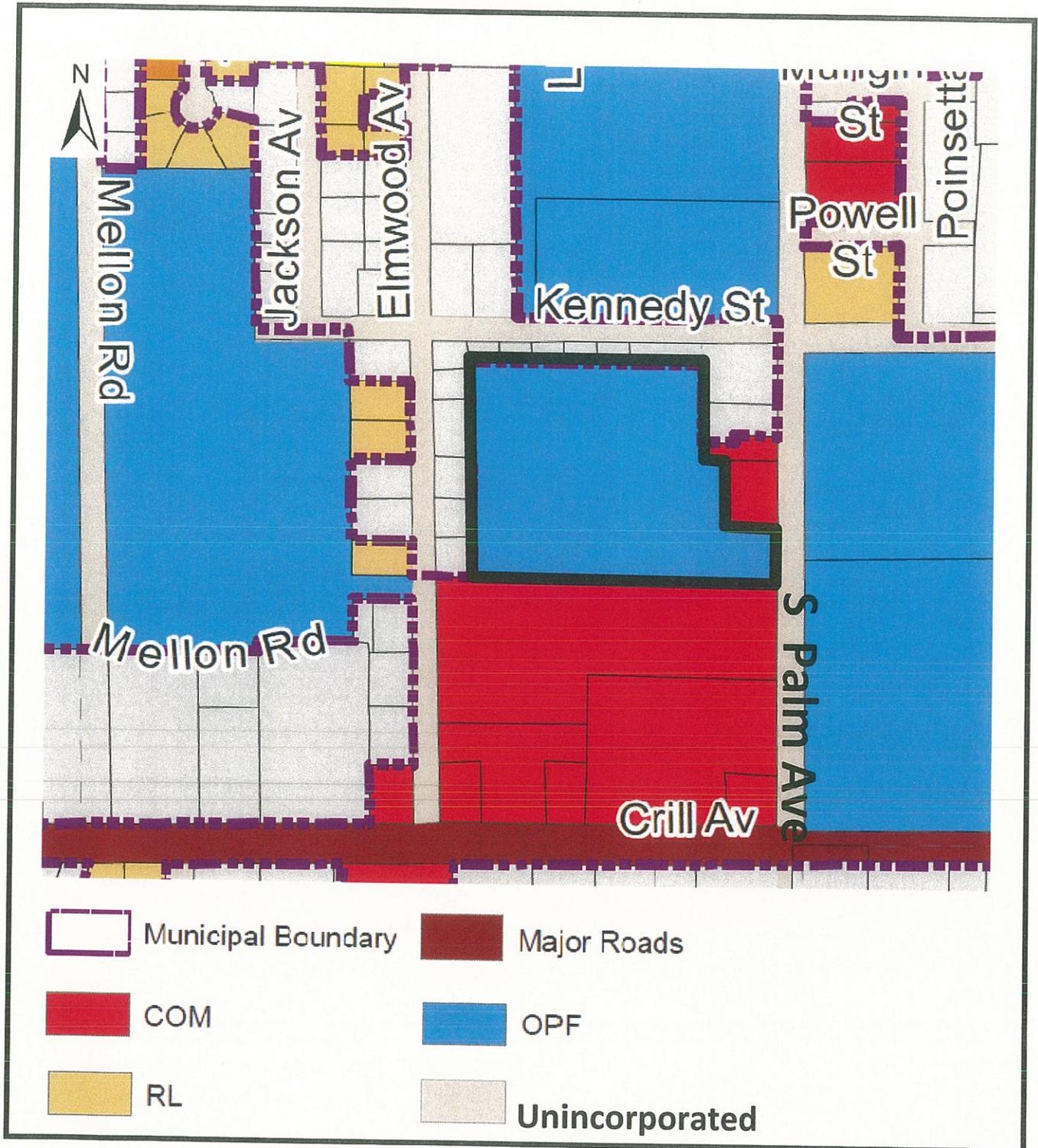


No.	Site(s)	Current FLUM	Proposed FLUM
1	City Lift Station 1216 Cleveland Ave.	RL	PB
2	Edgar Johnson Senior Center 1215 Westover Dr.	RH	PB
3	ARC of Putnam County 1215 Westover Dr.	RH	PB
4	Oak Hill Cemetery 2900 Crill Ave.	OPF	PB



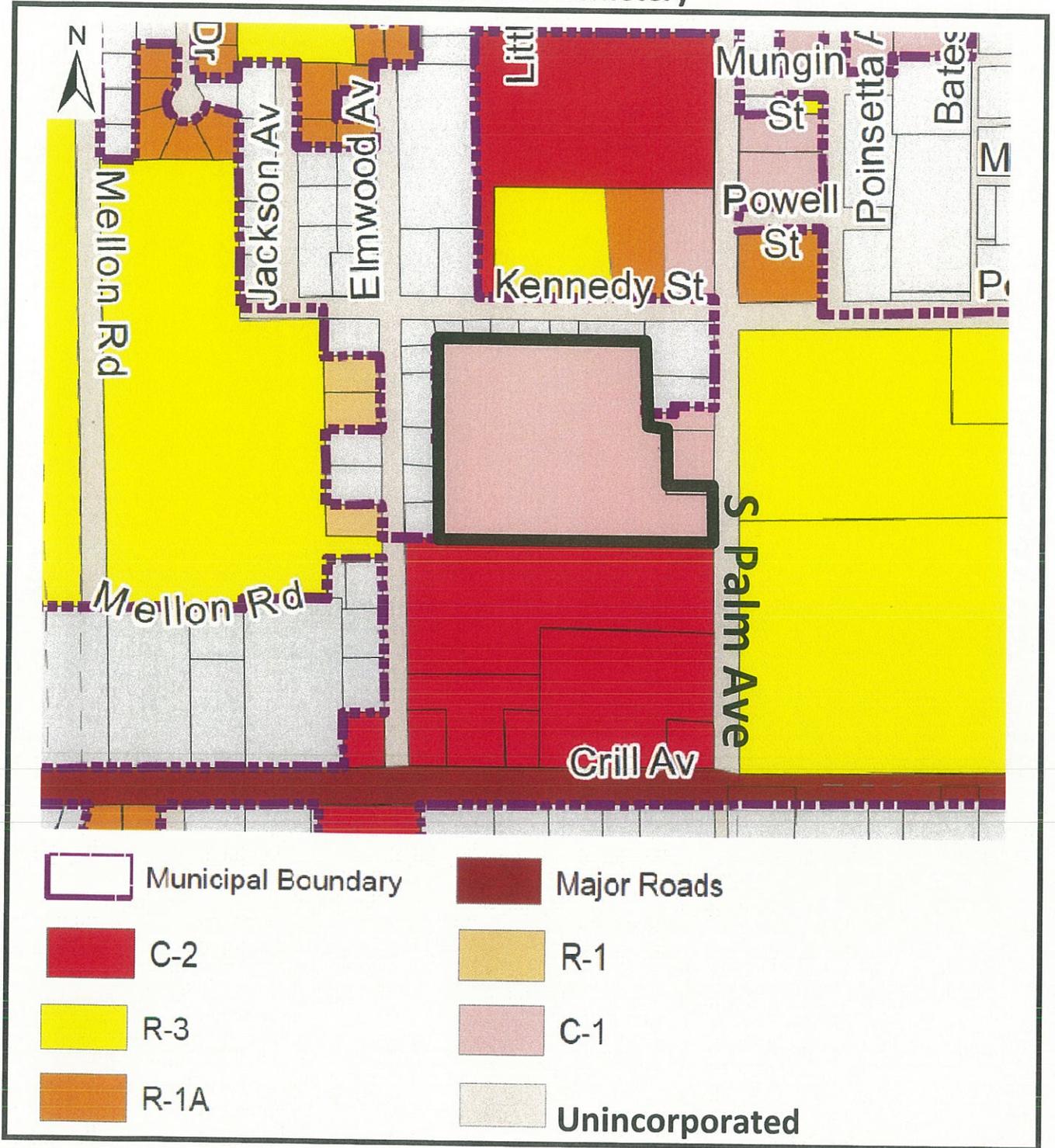
Site	Current FLUM	Proposed FLUM
Oak Hill West Cemetery 712 S. Palm Ave.	OPF	PBG

Oak Hill West Cemetery

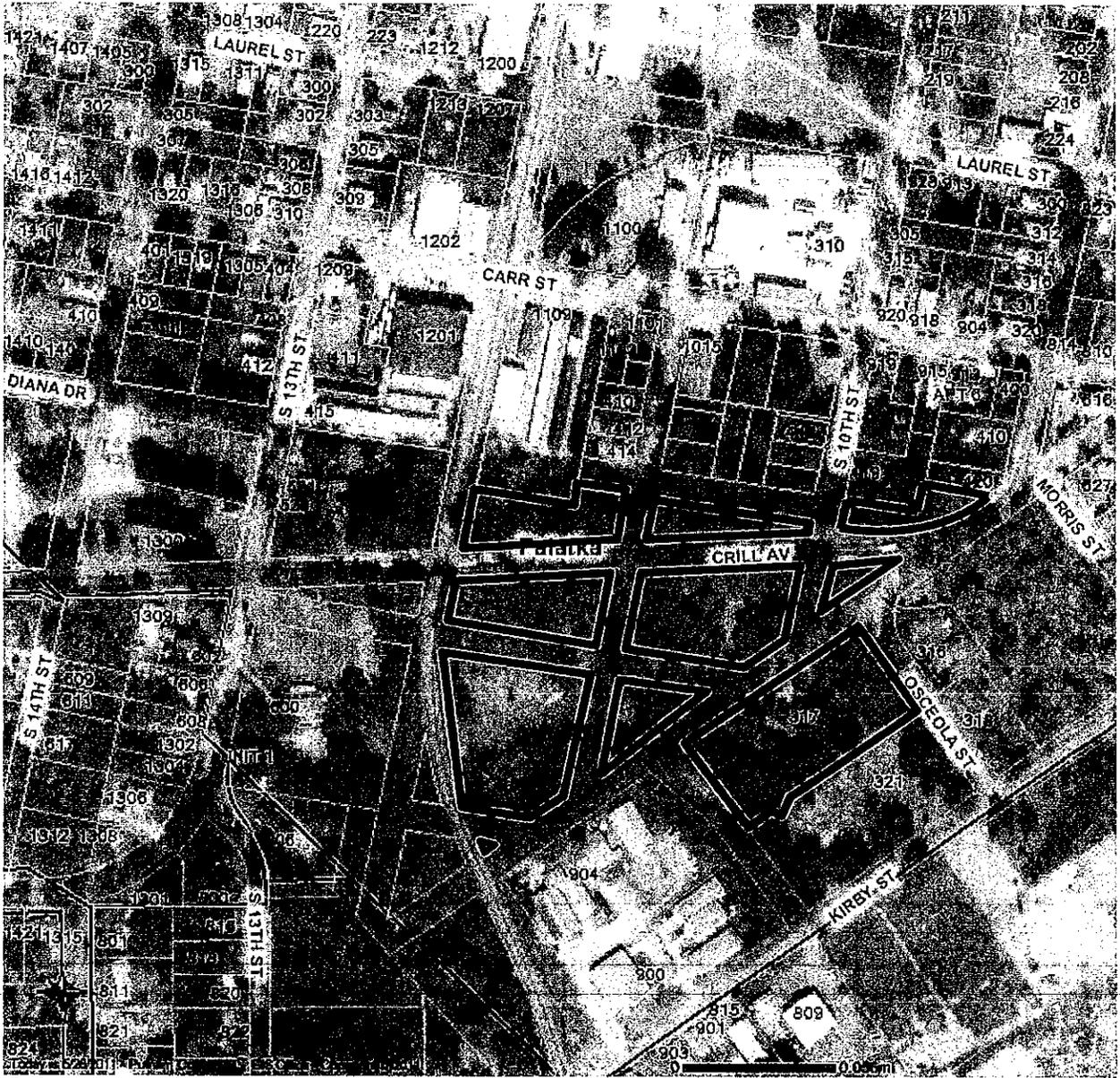


Site	Current FLUM	Proposed FLUM
Oak Hill West Cemetery 712 S. Palm Ave.	OPF	PB

Oak Hill West Cemetery



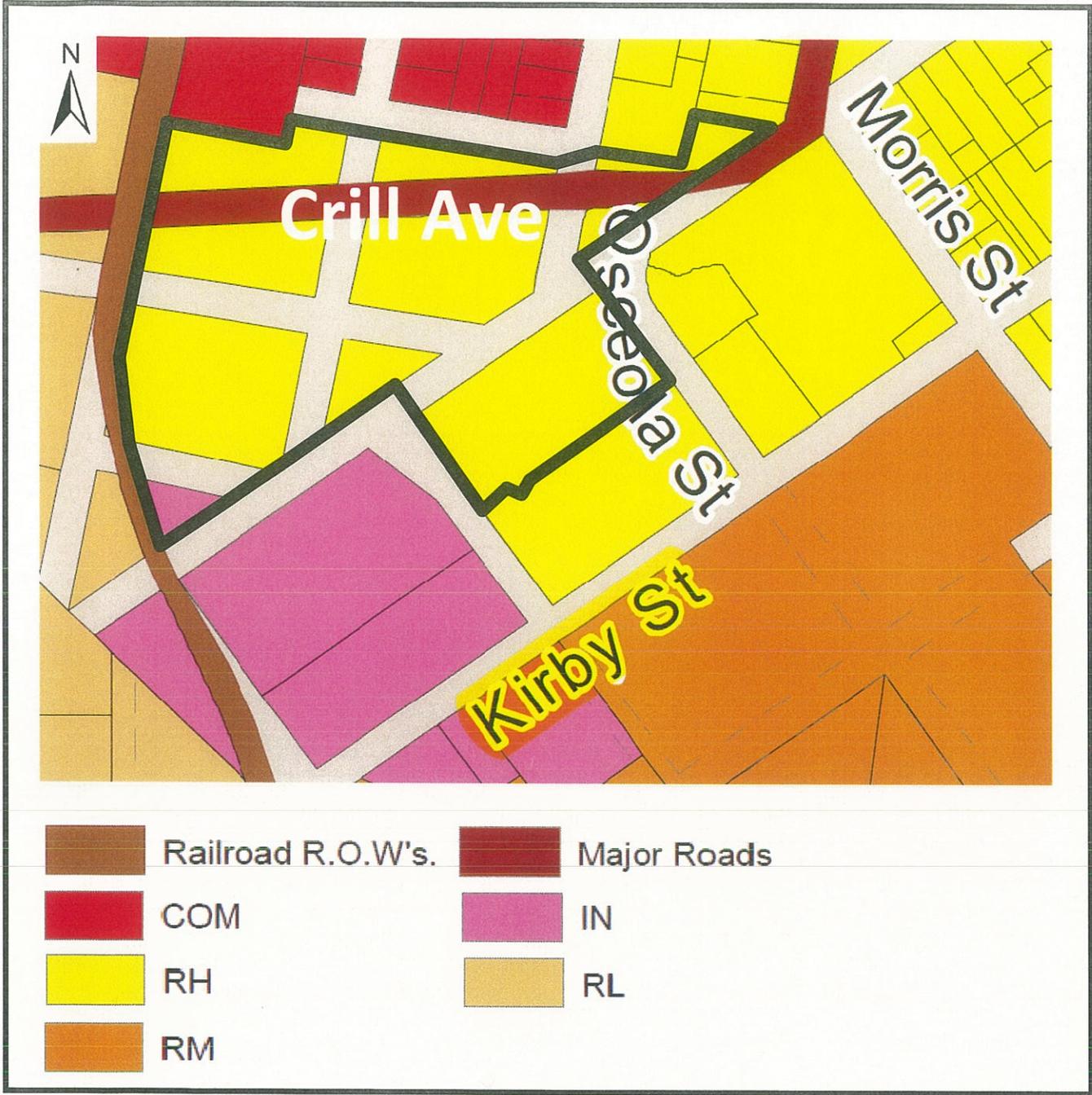
Site	Current FLUM <i>Zoning</i>	Proposed FLUM <i>Zoning</i>
Oak Hill West Cemetery 712 S. Palm Ave.	OPF <i>C1</i>	PB <i>PBC-1</i>



Site(s)	Current FLUM	Proposed FLUM
Westview Cemetery (Multiple Parcels) 317 Osceola St.	RH	PBG

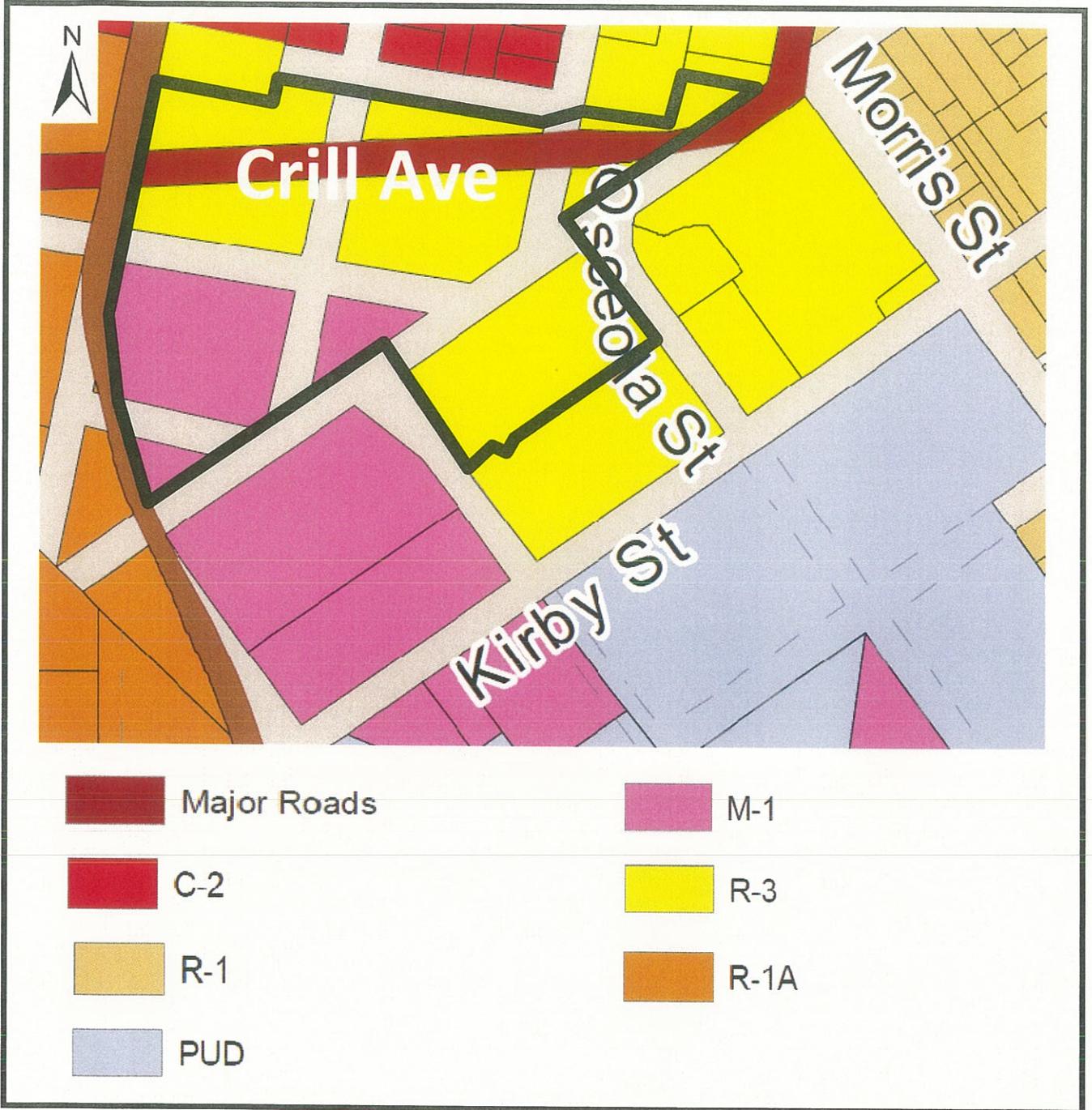
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Westview Cemetery



Site(s)	Current FLUM	Proposed FLUM
Westview Cemetery (Multiple Parcels) 317 Osceola St.	RH, IN	PB

Westview Cemetery

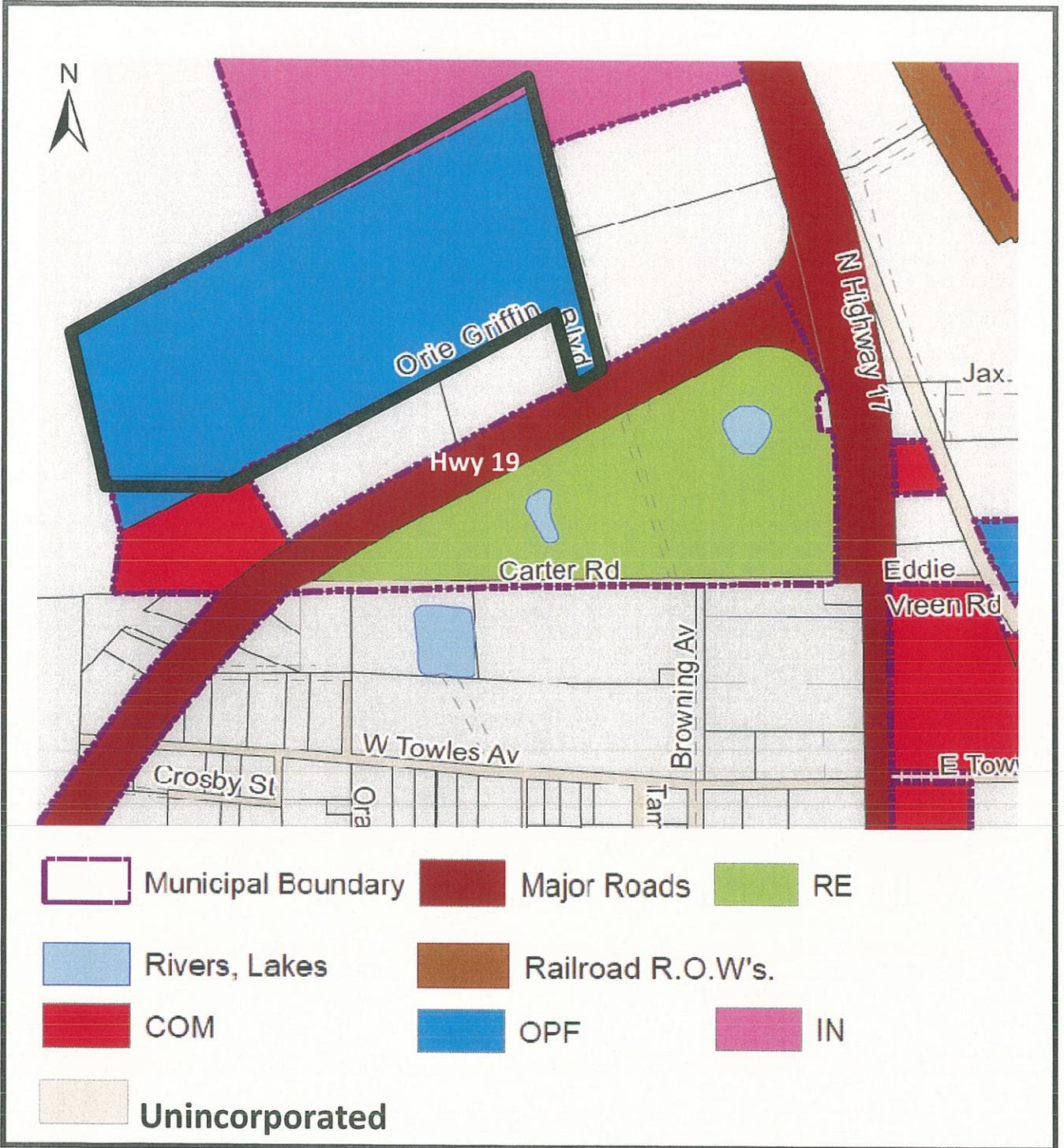


Site(s)	Current FLUM- <i>Zone 7</i>	Proposed FLUM- <i>Zone</i>
Westview Cemetery (Multiple Parcels) 317 Osceola St.	RH, IN <i>R-3</i>	PB6-1



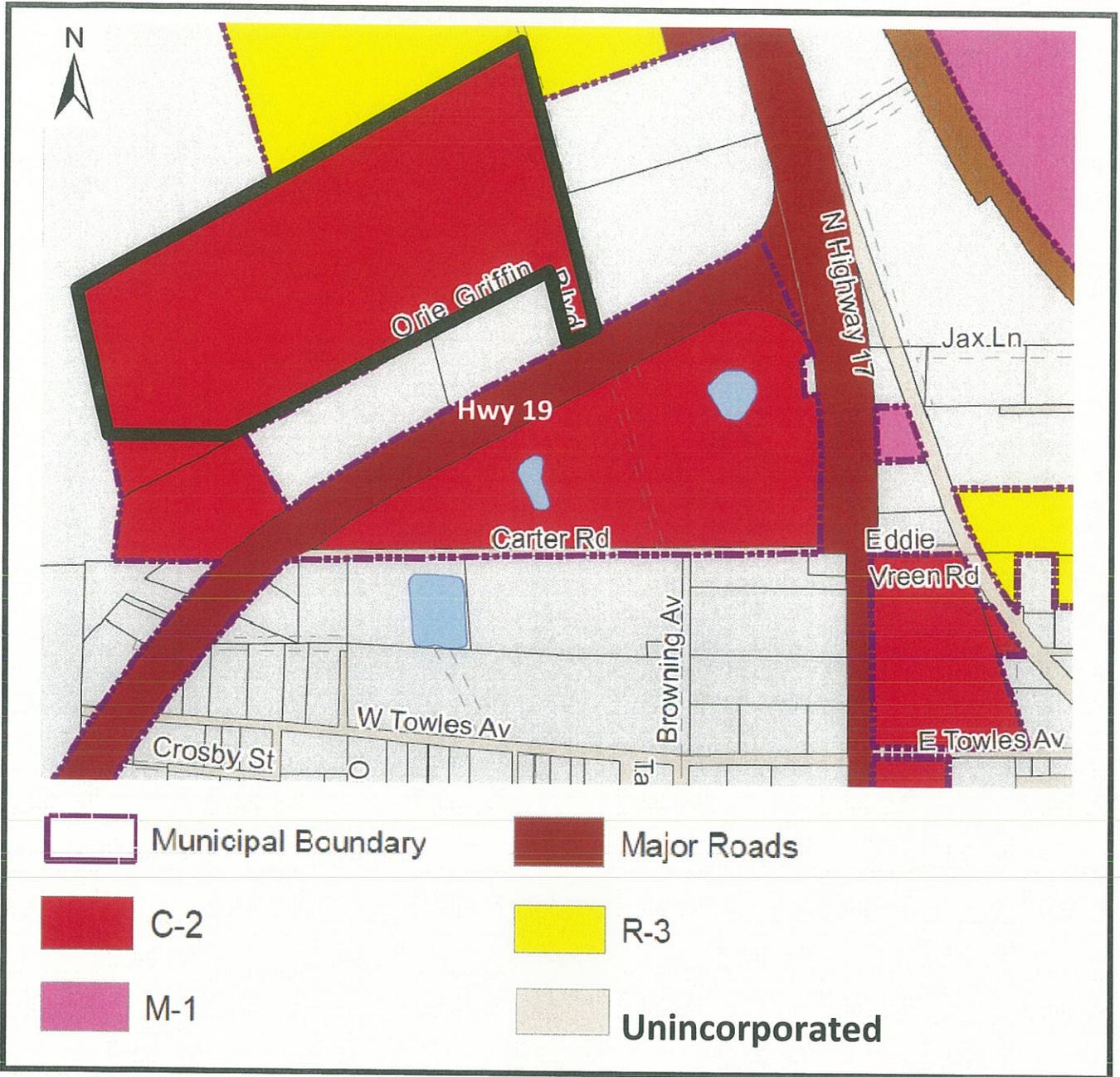
Site	Current FLUM	Proposed FLUM
Sheriff's Office & Jail 130 Orie Griffen Blvd.	OPF	PBG

Sheriff's Office & Jail

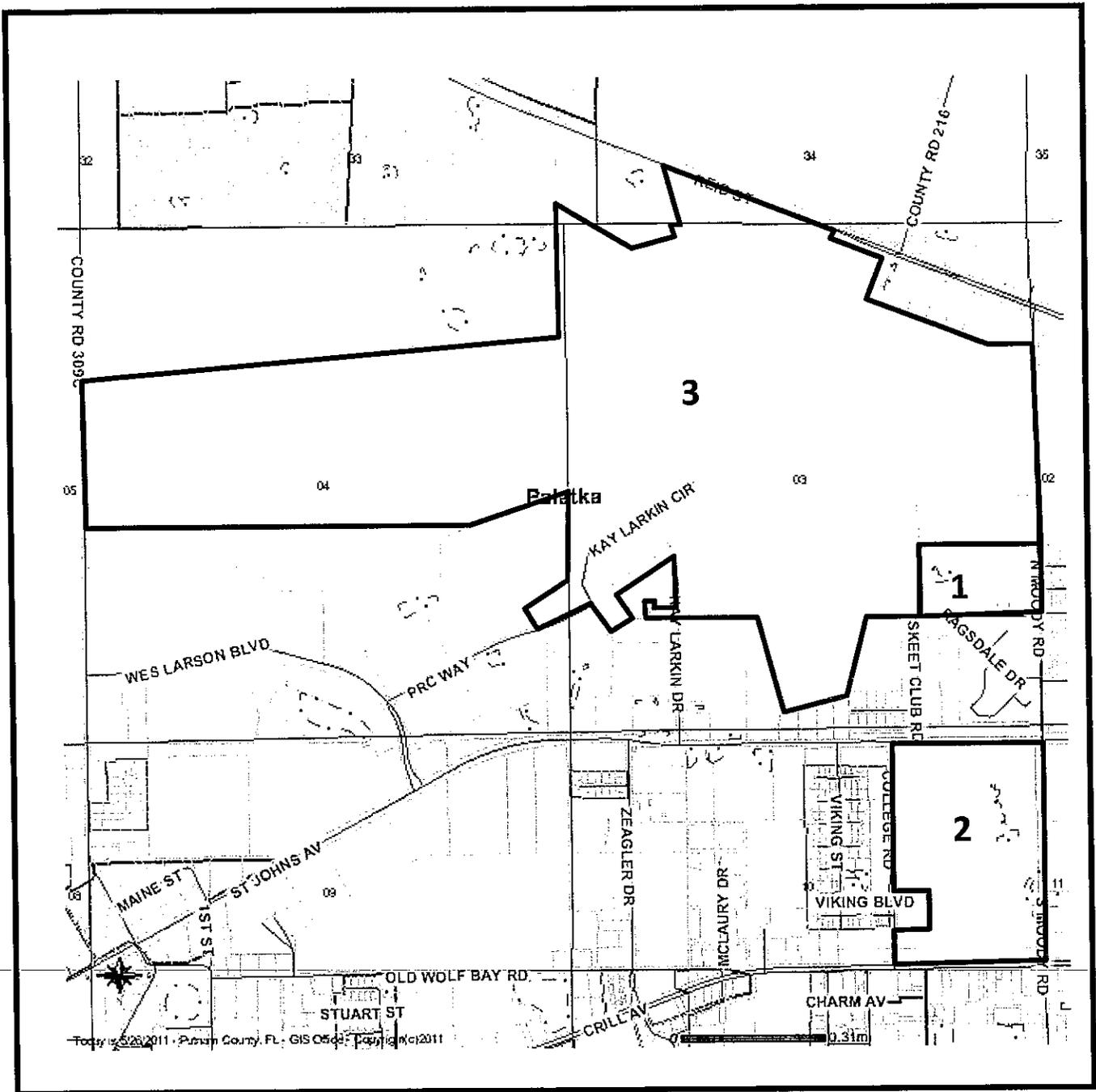


Site	Current FLUM	Proposed FLUM
Sheriff's Office & Jail 130 Orié Griffen Blvd.	OPF <i>2</i> <i>C-2</i>	PBG-1 <i>2</i>

Sheriff's Office & Jail

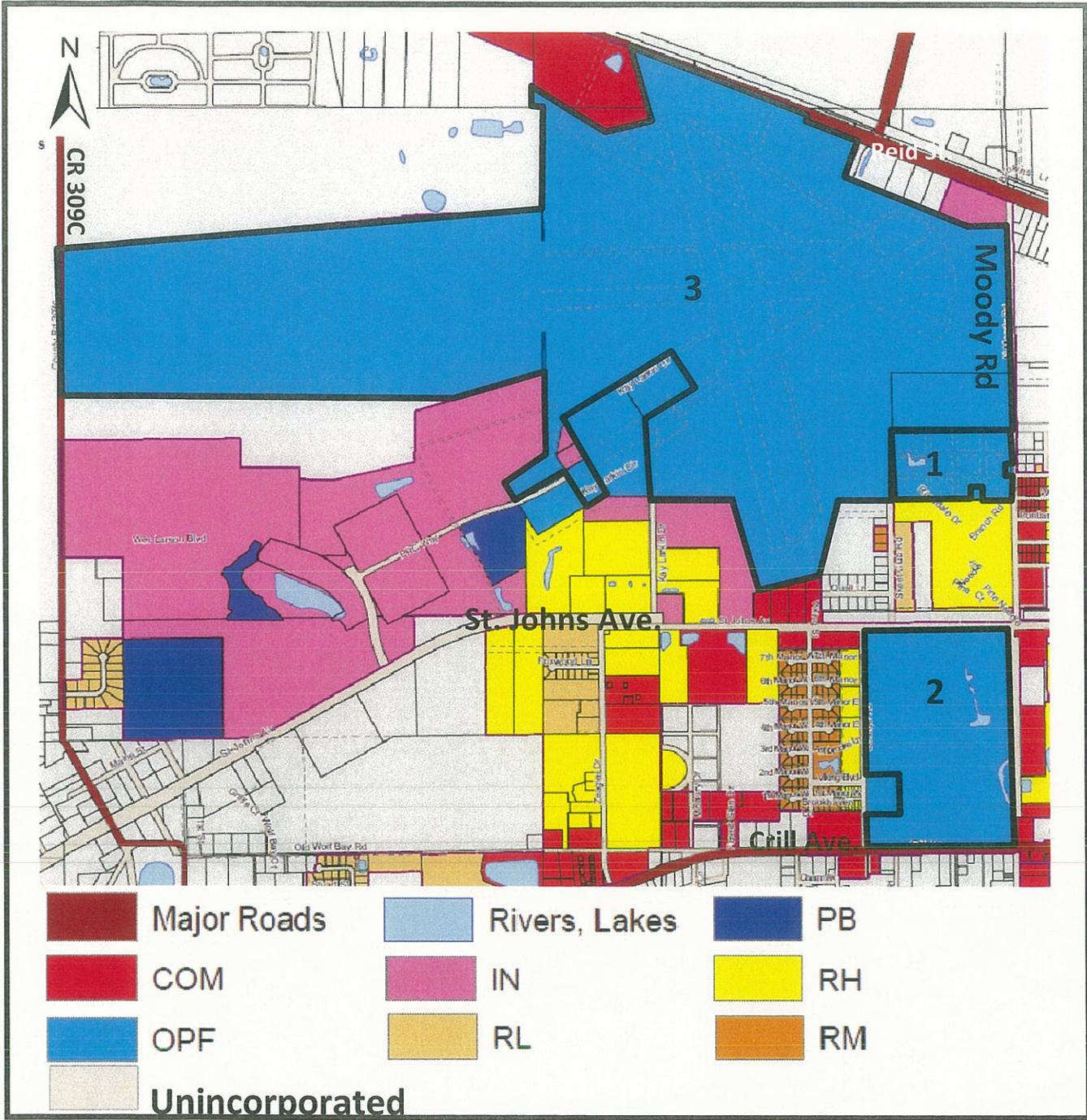


Site	Current FLUM	Proposed FLUM
Sheriff's Office & Jail 130 Oriole Griffen Blvd.	OPF	PB



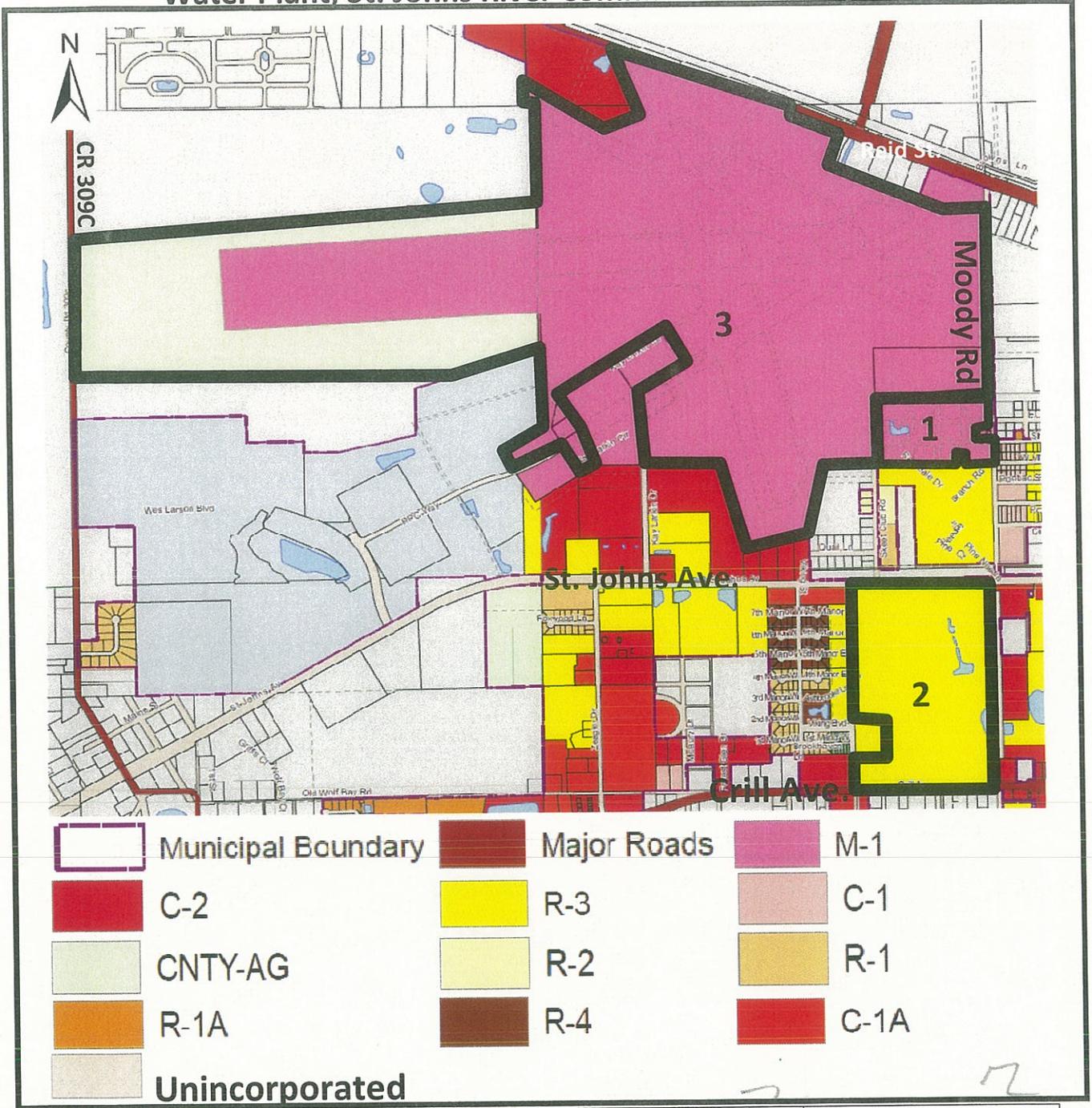
No.	Site(s)	Current FLUM	Proposed FLUM
1	Water Plant 320 Moody Rd.	OPF	PBG <i>OPF</i>
2	St. Johns River Comm. Coll. 5001 St. Johns Ave.	OPF	PBG
3	Airport (Multiple Parcels) SR 100/Moody Rd.	OPF	PBG

Water Plant, St. Johns River Comm. Coll. And Airport

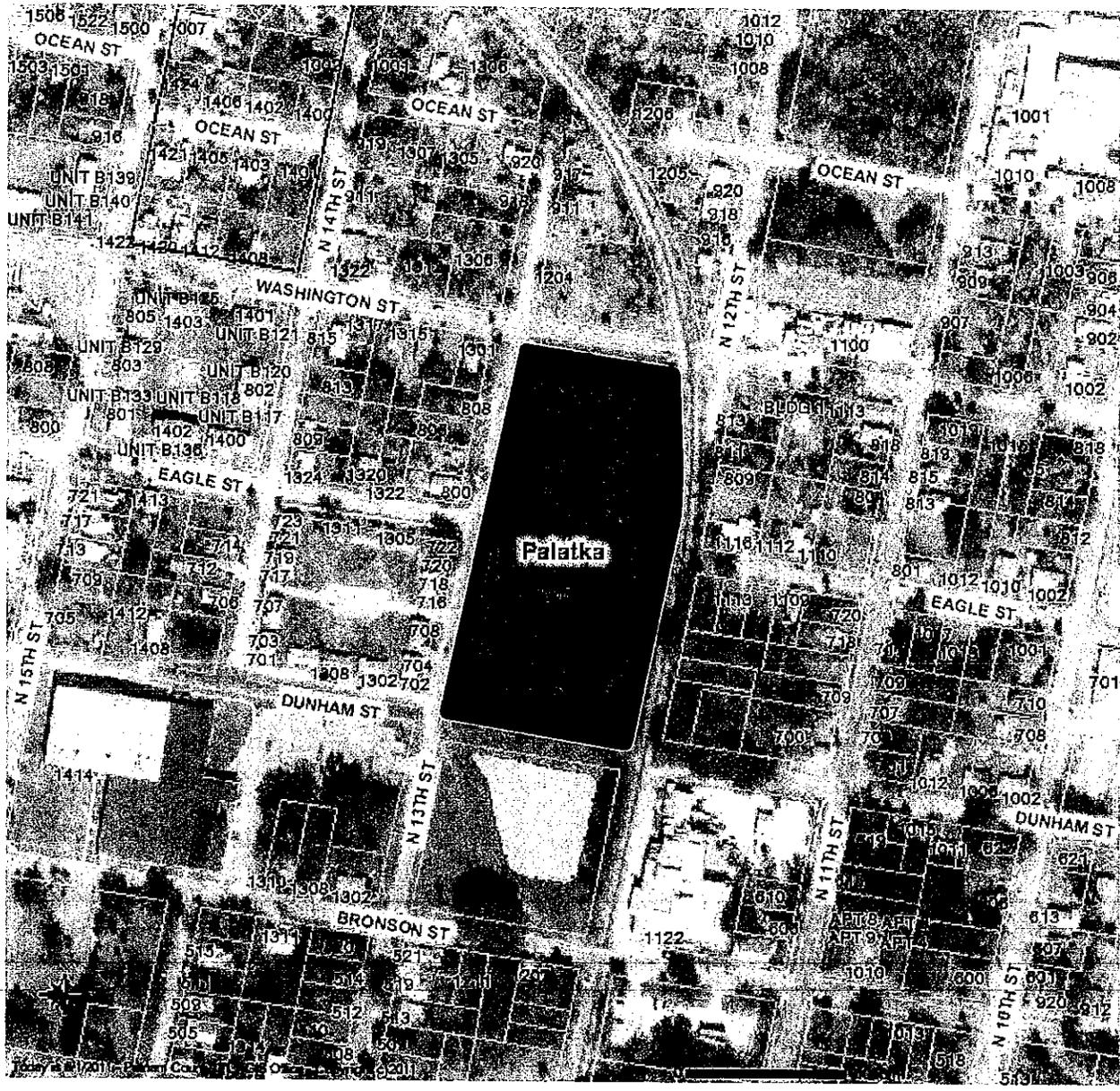


No.	Site(s)	Current FLUM	Proposed FLUM
1	Water Plant 320 Moody Rd.	OPF	PB
2	St. Johns River Comm. Coll. 5001 St. Johns Ave.	OPF	PB
3	Airport (Multiple Parcels) SR 100/Moody Rd.	OPF, IN	PB

Water Plant, St. Johns River Comm. Coll. And Airport

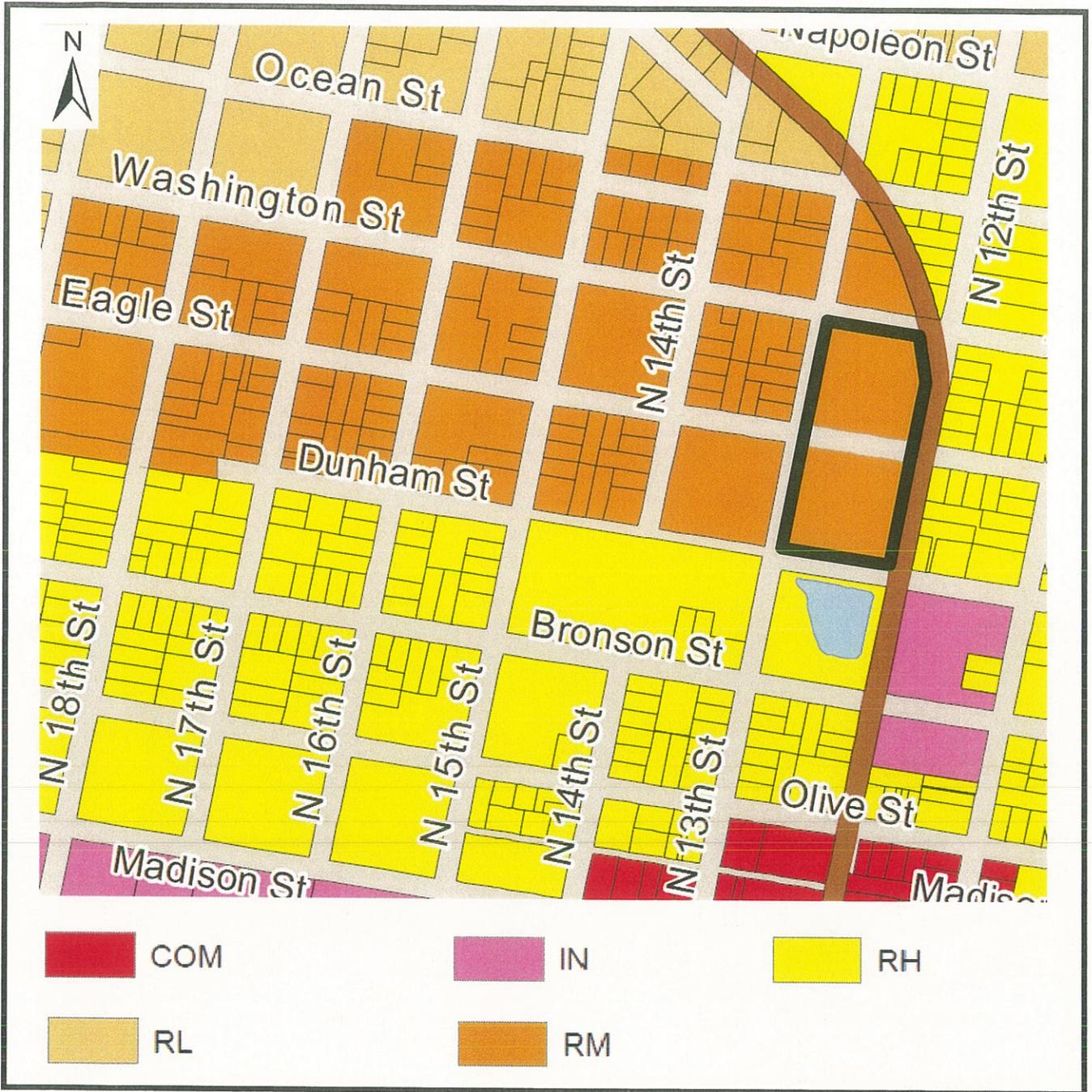


No.	Site(s)	Current FLUM	Proposed FLUM
1	Water Plant 320 Moody Rd.	OPF M-1	PB P56-1
2	St. Johns River Comm. Coll. 5001 St. Johns Ave.	OPF R-3	PB G-1
3	Airport (Multiple Parcels) SR 100/Moody Rd.	OPF, IN M-1	PB AI-1 AP-2



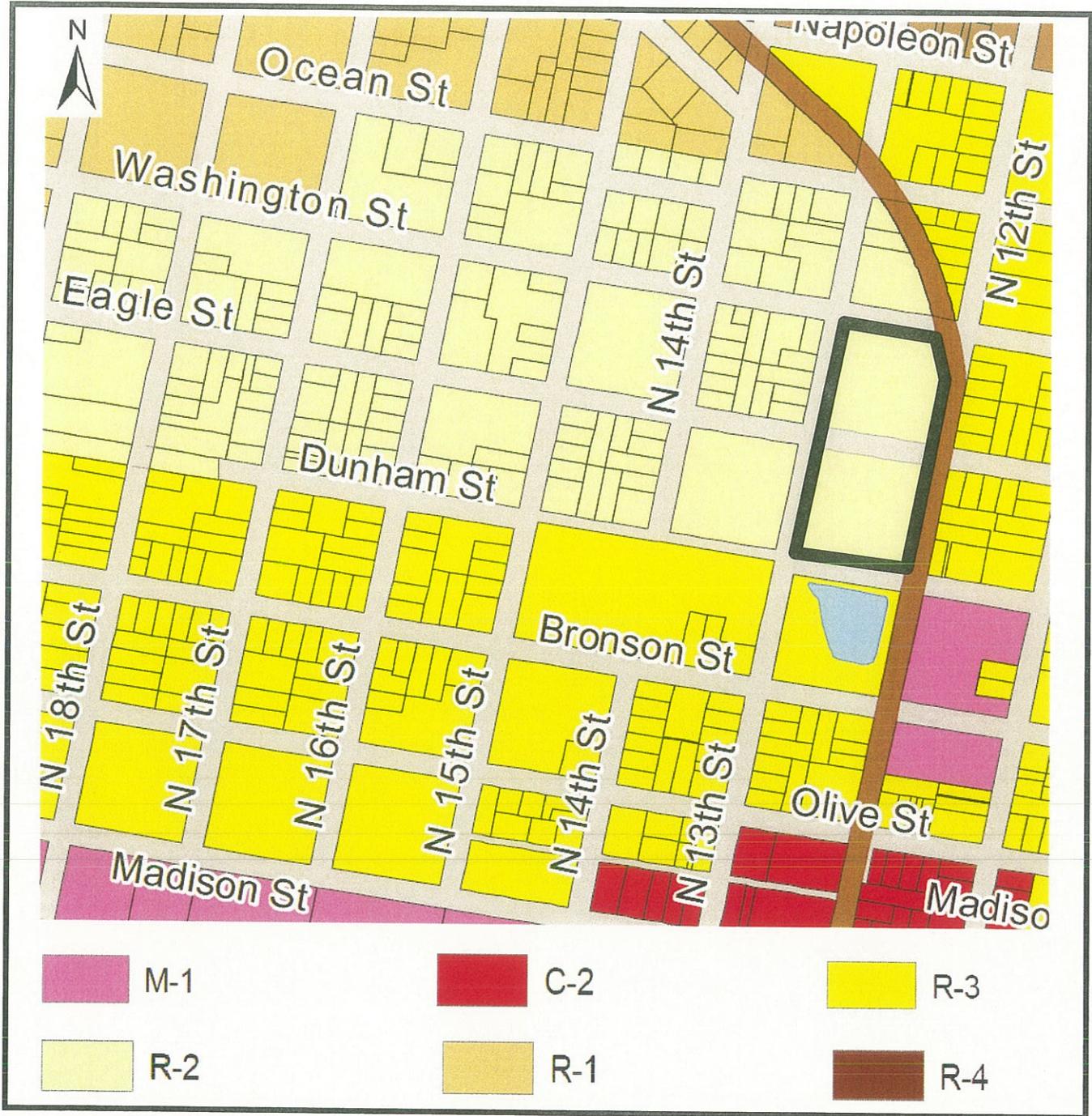
Site	Current FLUM	Proposed FLUM
Old Central Academy 1207 Washington St.	RMD	PBG

Old Central Academy



Site	Current FLUM	Proposed FLUM
Old Central Academy 1207 Washington St.	RMD	PBG

Old Central Academy



Site	Current FLUM	Proposed FLUM
Old Central Academy 1207 Washington St.	RMD	PBG

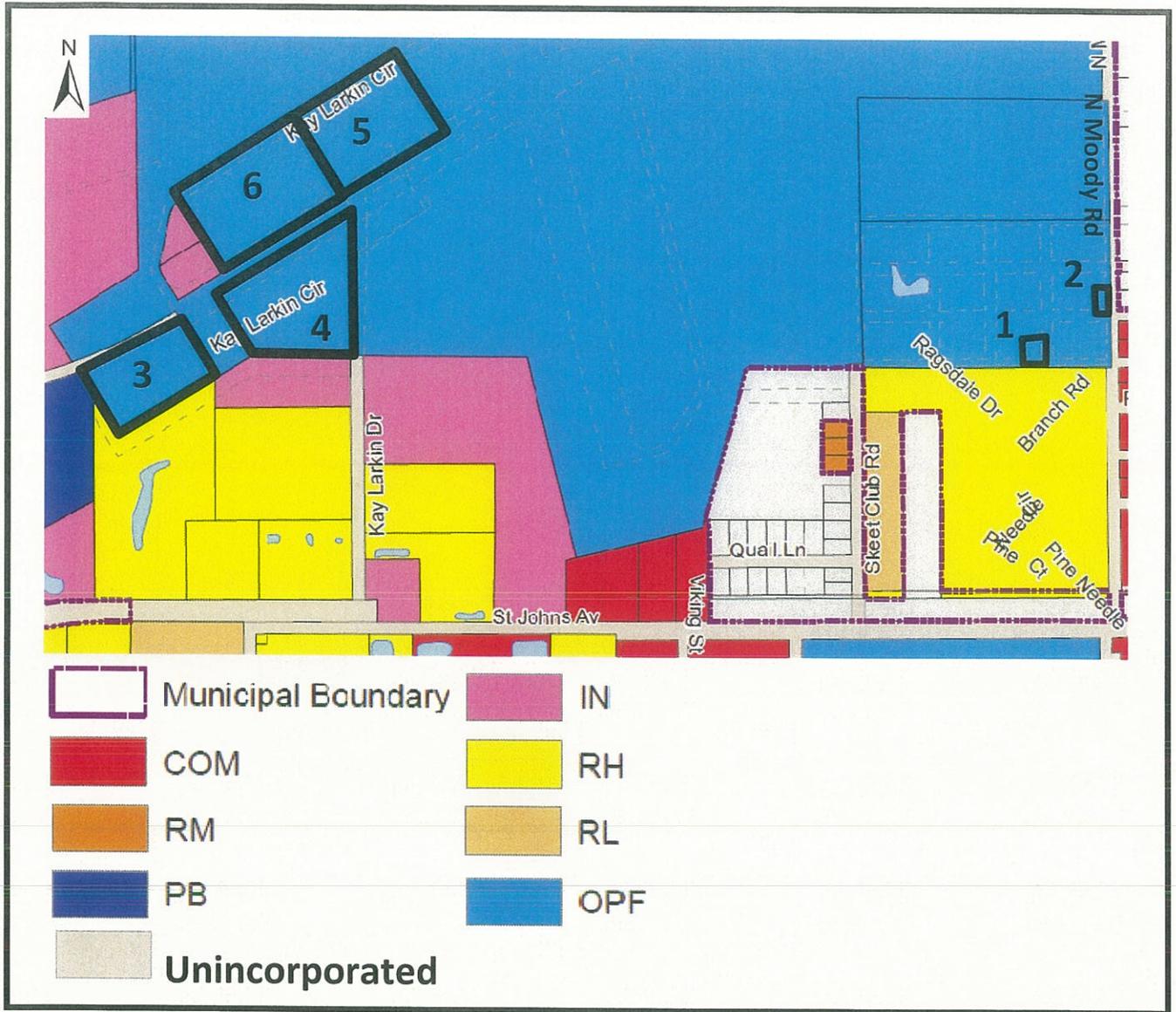
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Airport Area Privately Owned Properties

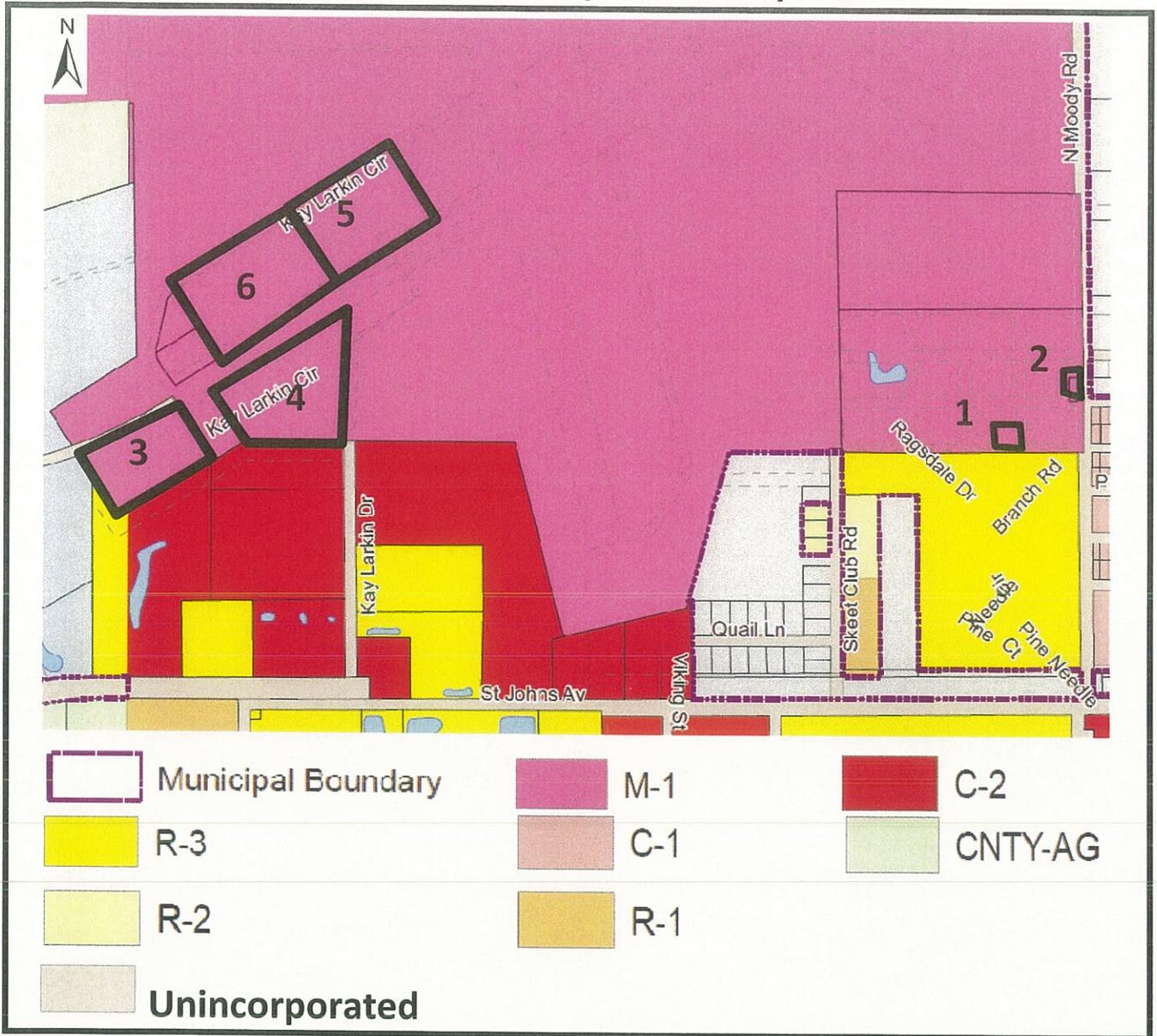
No.	Site(s)	Current FLUM	Proposed FLUM
1	St. Johns Ave.	OPF	IN
2	St. Johns Ave.	OPF	IN
3	Kay Larkin Cir.	OPF	IN
4	Kay Larkin Cir.	OPF	IN
5	2 Kay Larkin Cir. (CDR Systems)	OPF	IN
6	Kay Larkin Cir.	OPF	IN

Airport Area Privately Owned Properties

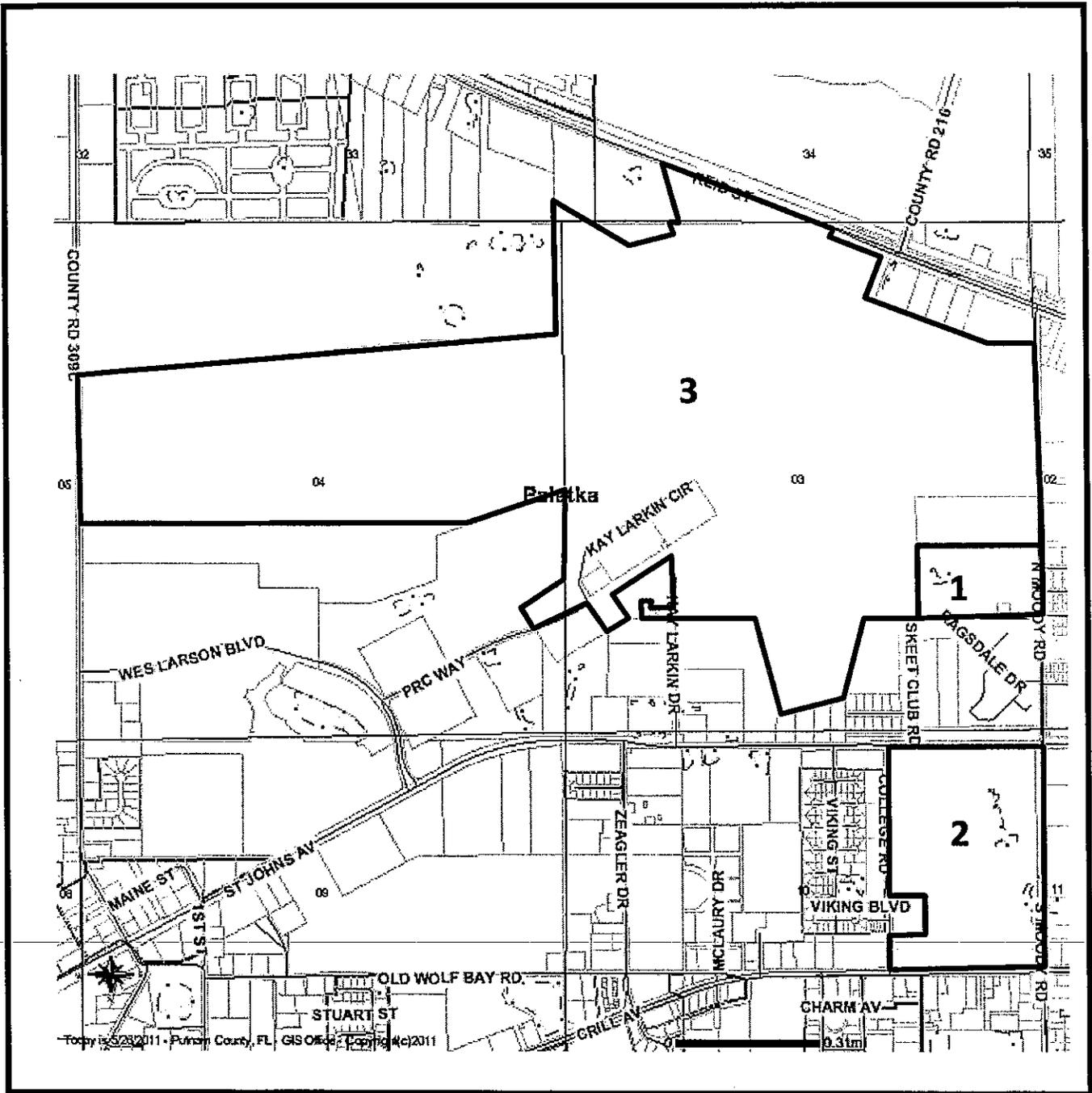


No.	Site(s)	Current FLUM	Proposed FLUM
1	St. Johns Ave.	OPF	IN
2	St. Johns Ave.	OPF	IN
3	Kay Larkin Cir.	OPF	IN
4	Kay Larkin Cir.	OPF	IN
5	2 Kay Larkin Cir. (CDR Systems)	OPF	IN
6	Kay Larkin Cir.	OPF	IN

Airport Area Privately Owned Properties

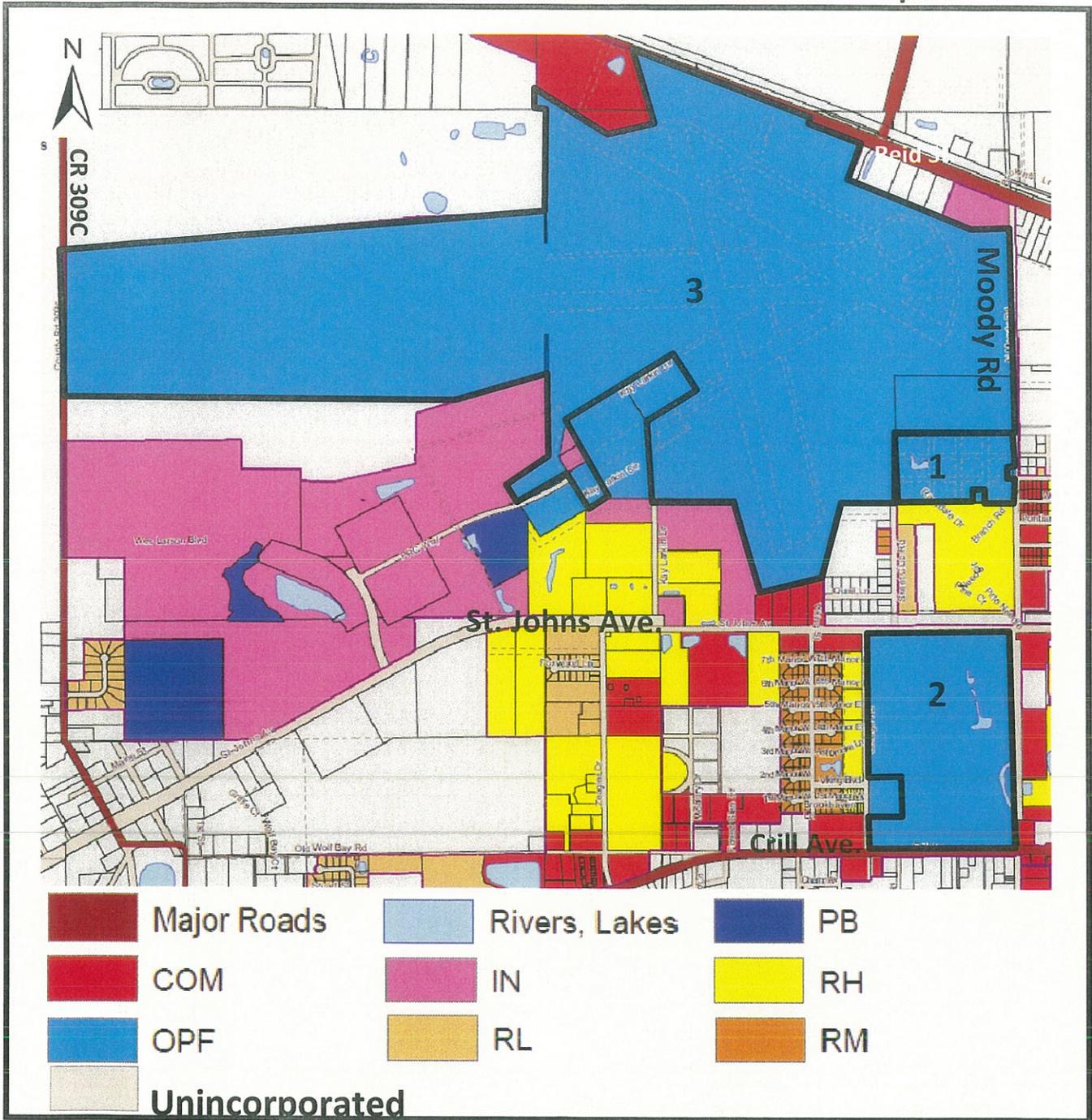


No.	Site(s)	Current FLUM	Proposed FLUM
1	St. Johns Ave.	OPF	IN
2	St. Johns Ave.	OPF	IN
3	Kay Larkin Cir.	OPF	IN
4	Kay Larkin Cir.	OPF	IN
5	2 Kay Larkin Cir. (CDR Systems)	OPF	IN
6	Kay Larkin Cir.	OPF	IN



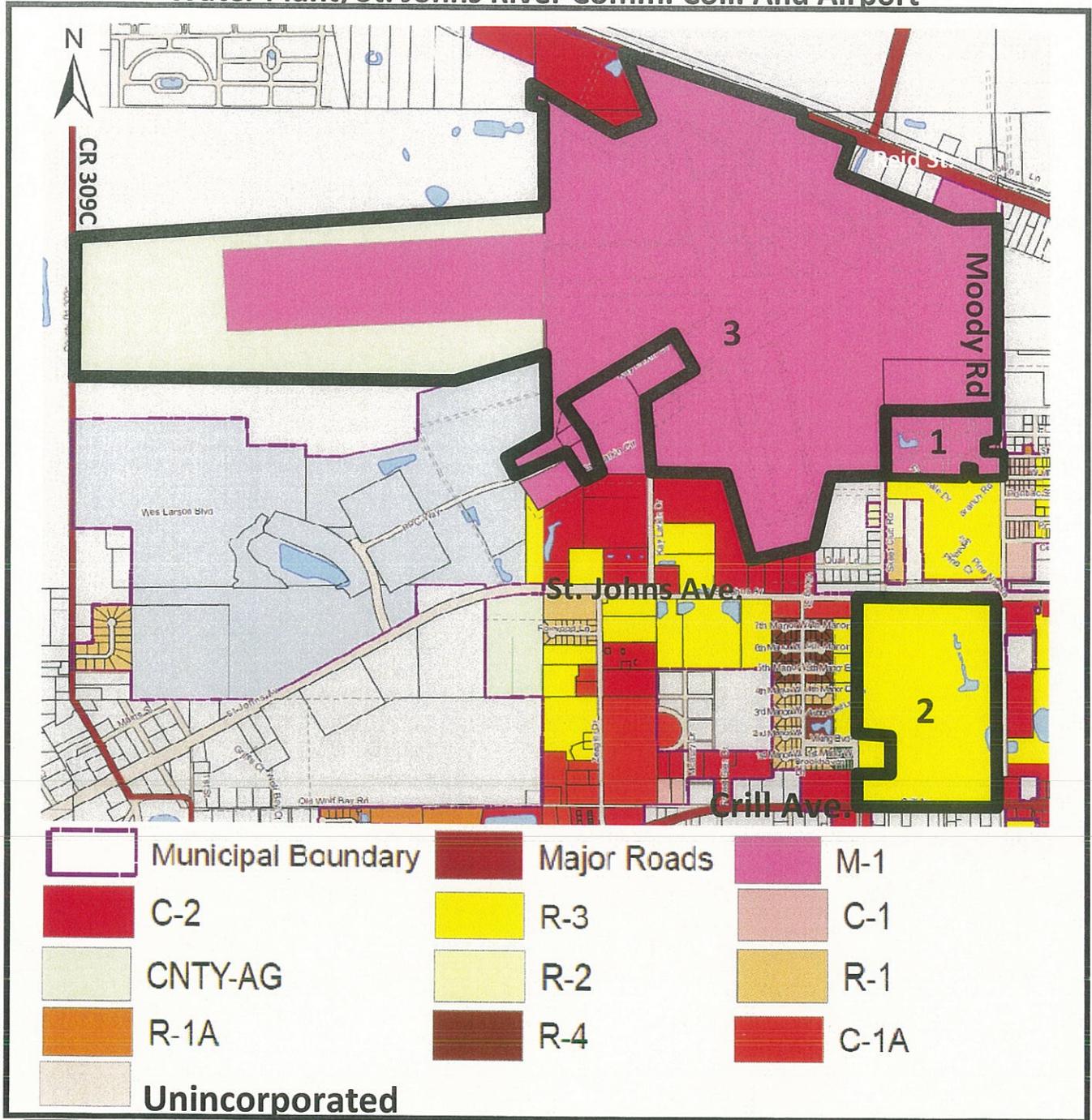
No.	Site(s)	Current FLUM	Proposed FLUM
1	Water Plant 320 Moody Rd.	OPF	PBG
2	St. Johns River Comm. Coll. 5001 St. Johns Ave.	OPF	PBG
3	Airport (Multiple Parcels) SR 100/Moody Rd.	OPF	PBG

Water Plant, St. Johns River Comm. Coll. And Airport



No.	Site(s)	Current FLUM	Proposed FLUM
1	Water Plant 320 Moody Rd.	OPF	PB
2	St. Johns River Comm. Coll. 5001 St. Johns Ave.	OPF	PB
3	Airport (Multiple Parcels) SR 100/Moody Rd.	OPF, IN	PB

Water Plant, St. Johns River Comm. Coll. And Airport

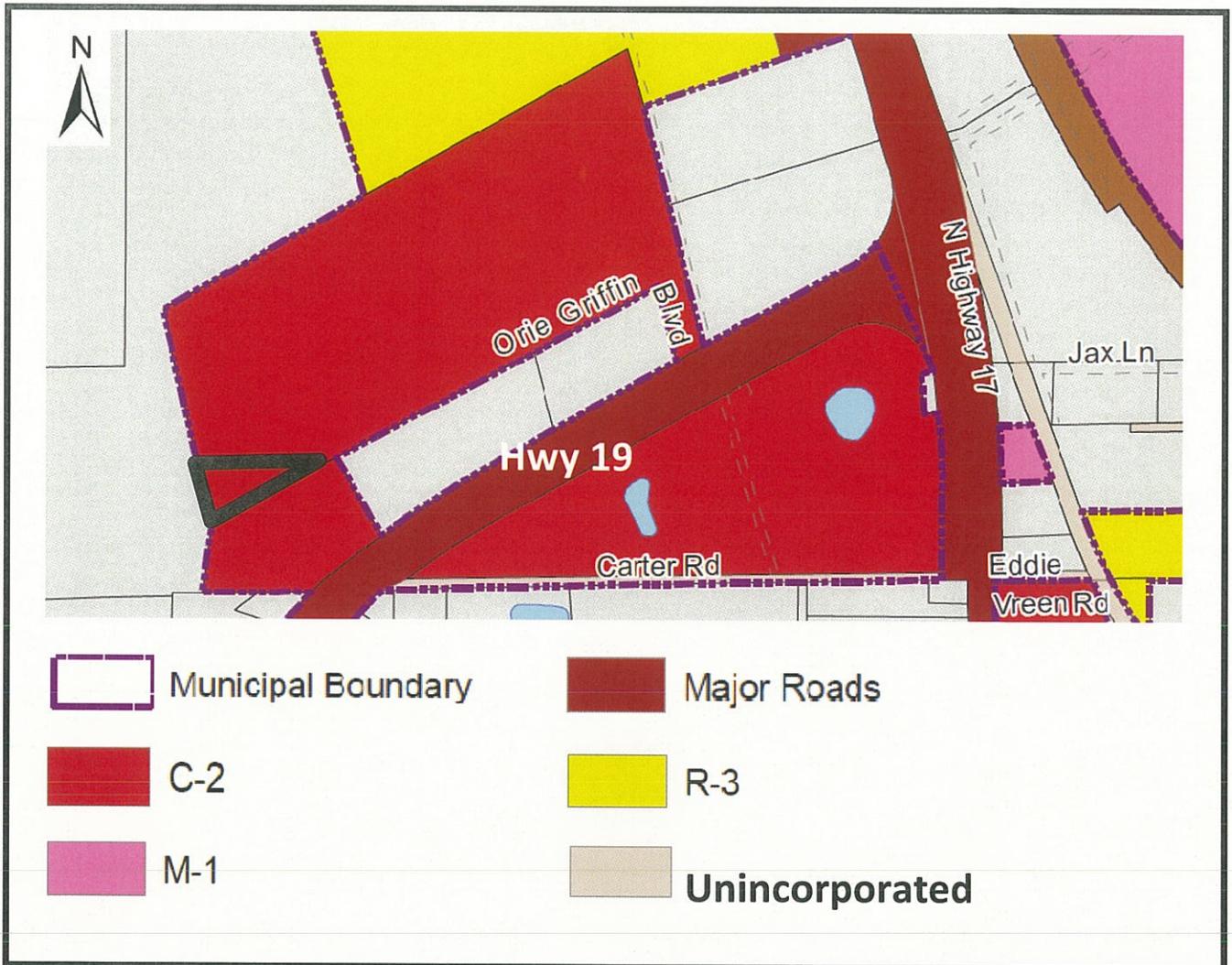


No.	Site(s)	Current Zoning	Proposed Zoning
1	Water Plant 320 Moody Rd.	M-1	PBG-1
2	St. Johns River Comm. Coll. 5001 St. Johns Ave.	R-3	PBG-1
3	Airport (Multiple Parcels) SR 100/Moody Rd.	M-1	AP-1 (runway) AP-2 (other areas)



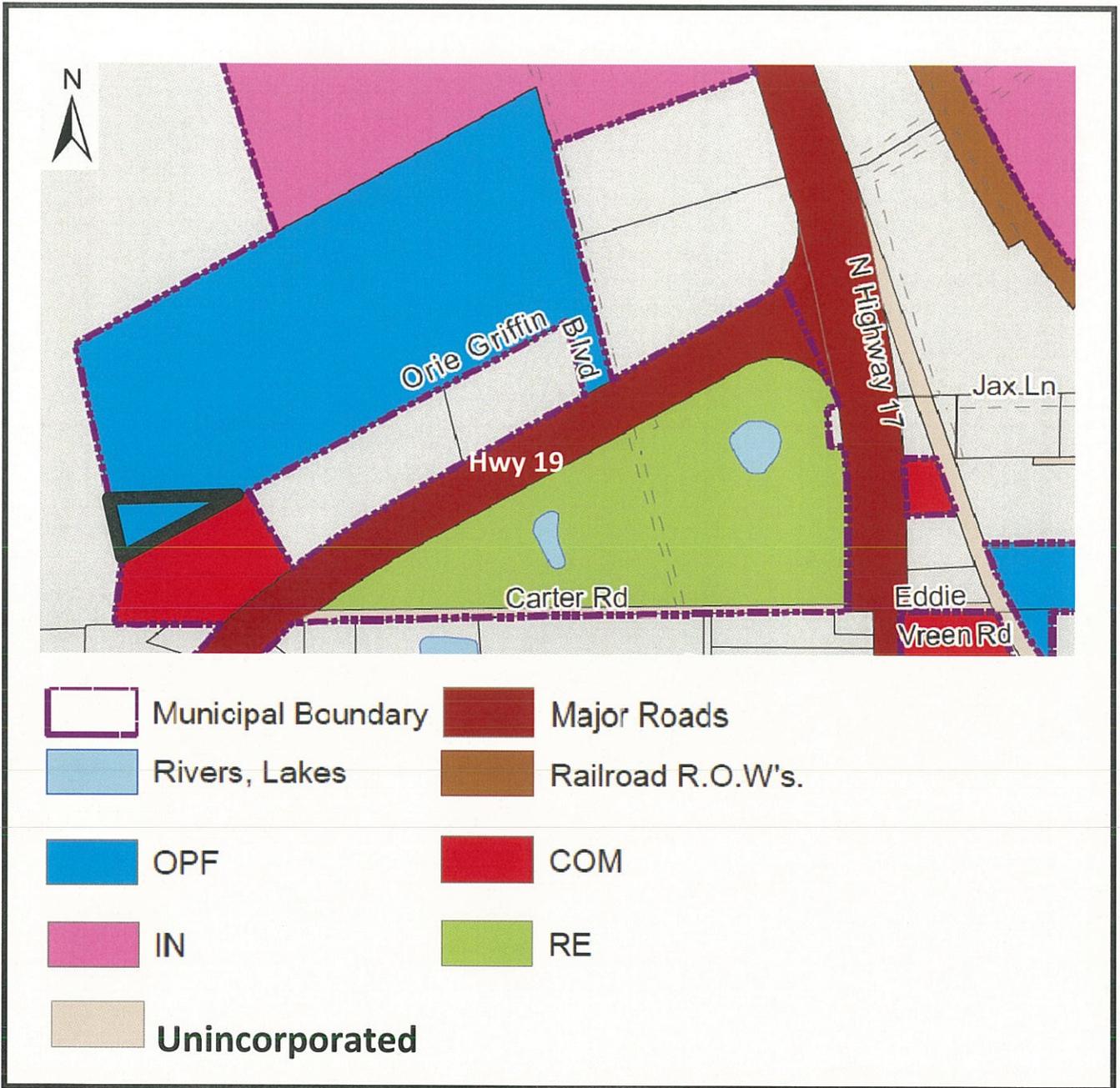
Site	Current FLUM	Proposed FLUM
N side of SR 19, SW of Jail (Beck) SR 19	OPF	COM

North Side of SR 19 and Southwest of Jail

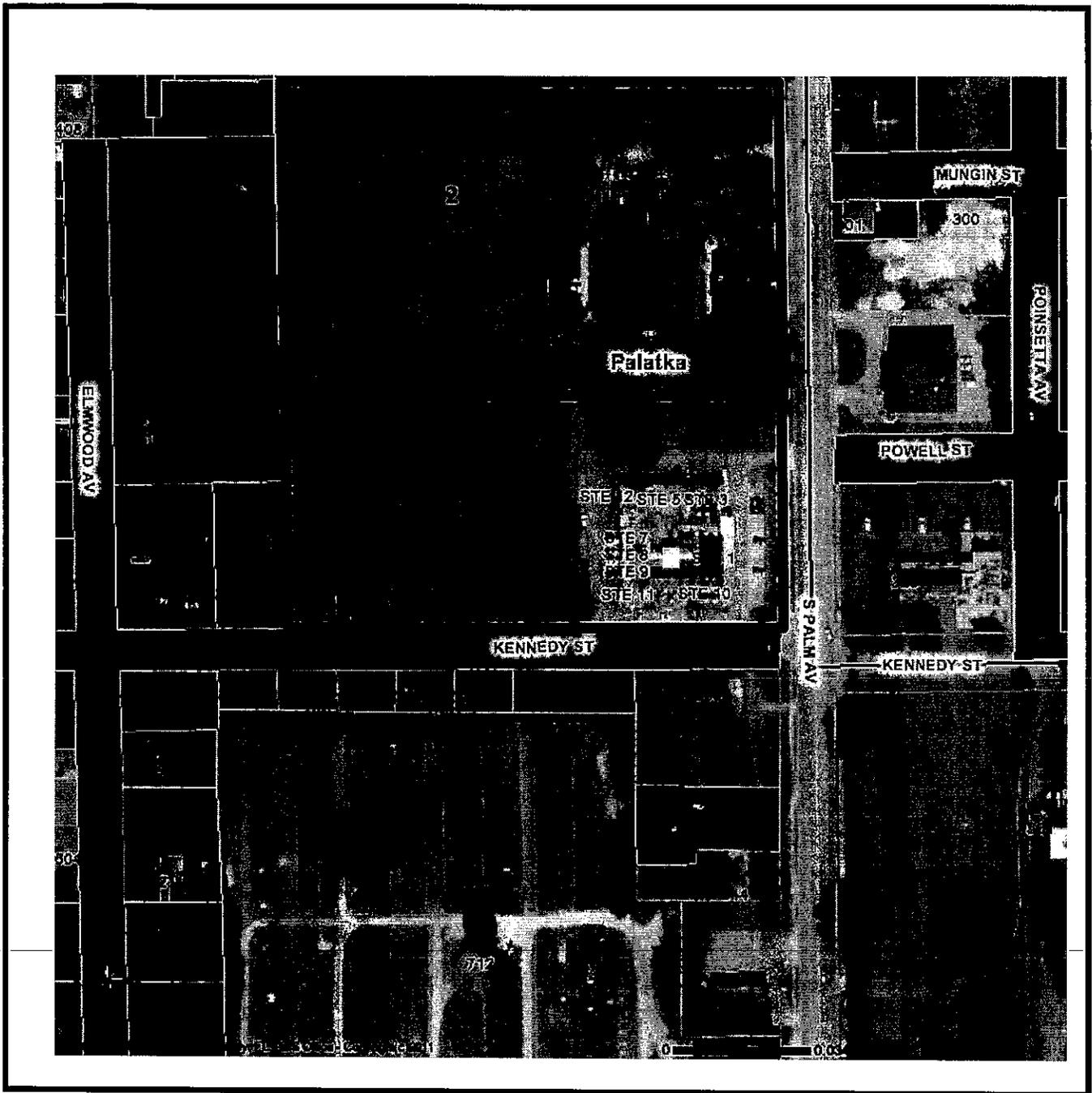


Site	Current FLUM	Proposed FLUM
N side of SR 19, SW of Jail (Beck) SR 19	OPF	COM

North Side of SR 19 and Southwest of Jail

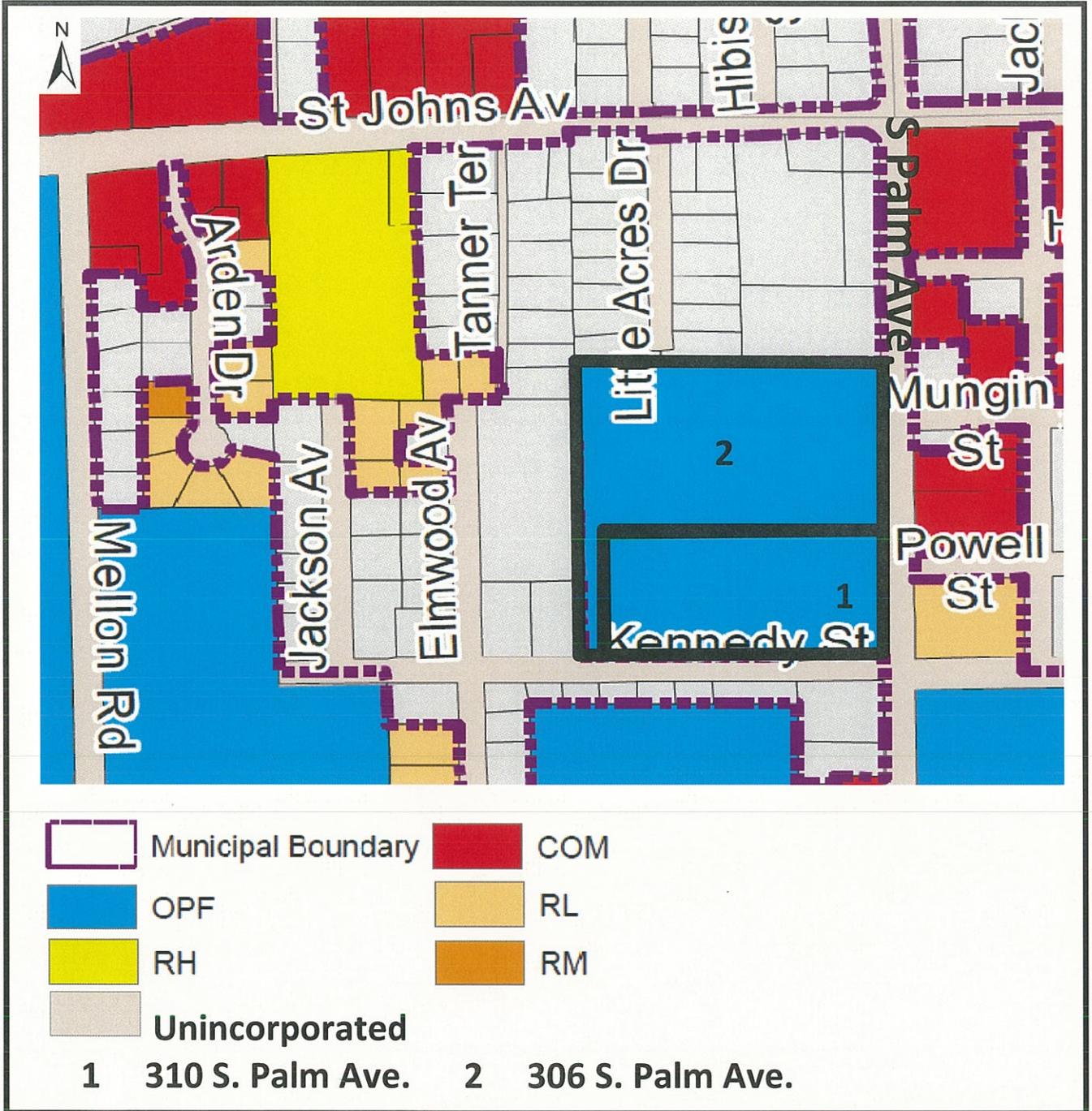


Site	Current Zoning	Proposed Zoning
N side of SR 19, SW of Jail (Beck) SR 19	C-2	C-2



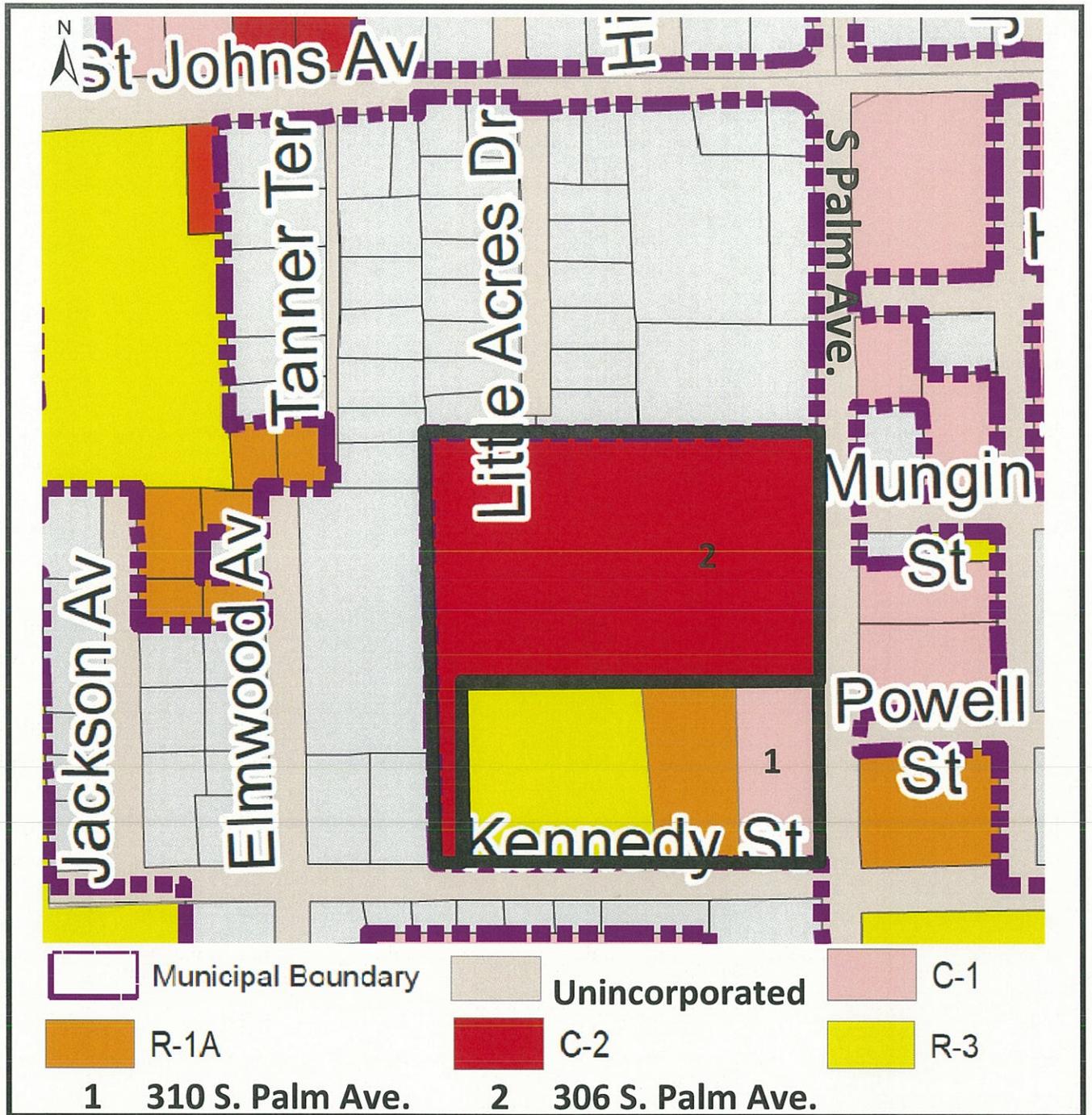
No.	Site(s)	Current FLUM	Proposed FLUM
1	Raby Nancy Living Trust 310 S. Palm Ave.	OPF	COM
2	First Coast Community Credit Union 306 S. Palm Ave.	OPF	COM

310 S. Palm Ave. and 306 S. Palm Ave.



No.	Site(s)	Current FLUM	Proposed FLUM
1	310 S. Palm Ave.	OPF	COM
2	First Coast Community Credit Union 306 S. Palm Ave.	OPF	COM

310 S. Palm Ave. and 306 S. Palm Ave.

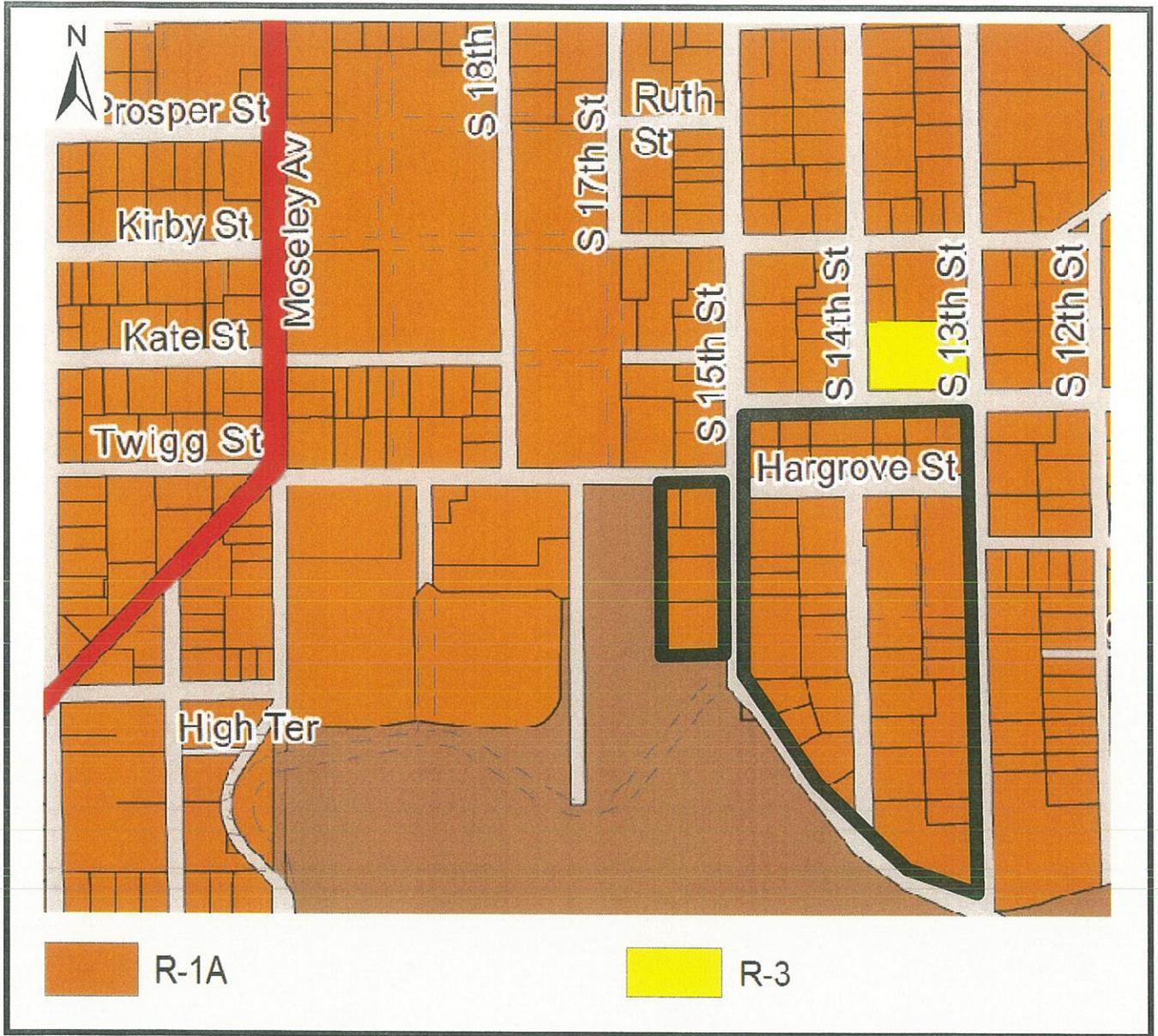


No.	Site(s)	Current FLUM	Proposed FLUM
1	Beauticream , Inc. 310 S. Palm Ave.	OPF	COM
2	First Coast Community Credit Union 306 S. Palm Ave.	OPF	COM



Site	Current FLUM	Proposed FLUM
Single-Family Resid. Around Beasley Middle School	REC	LDR

Single Family Residential Area East of Ravine Gardens

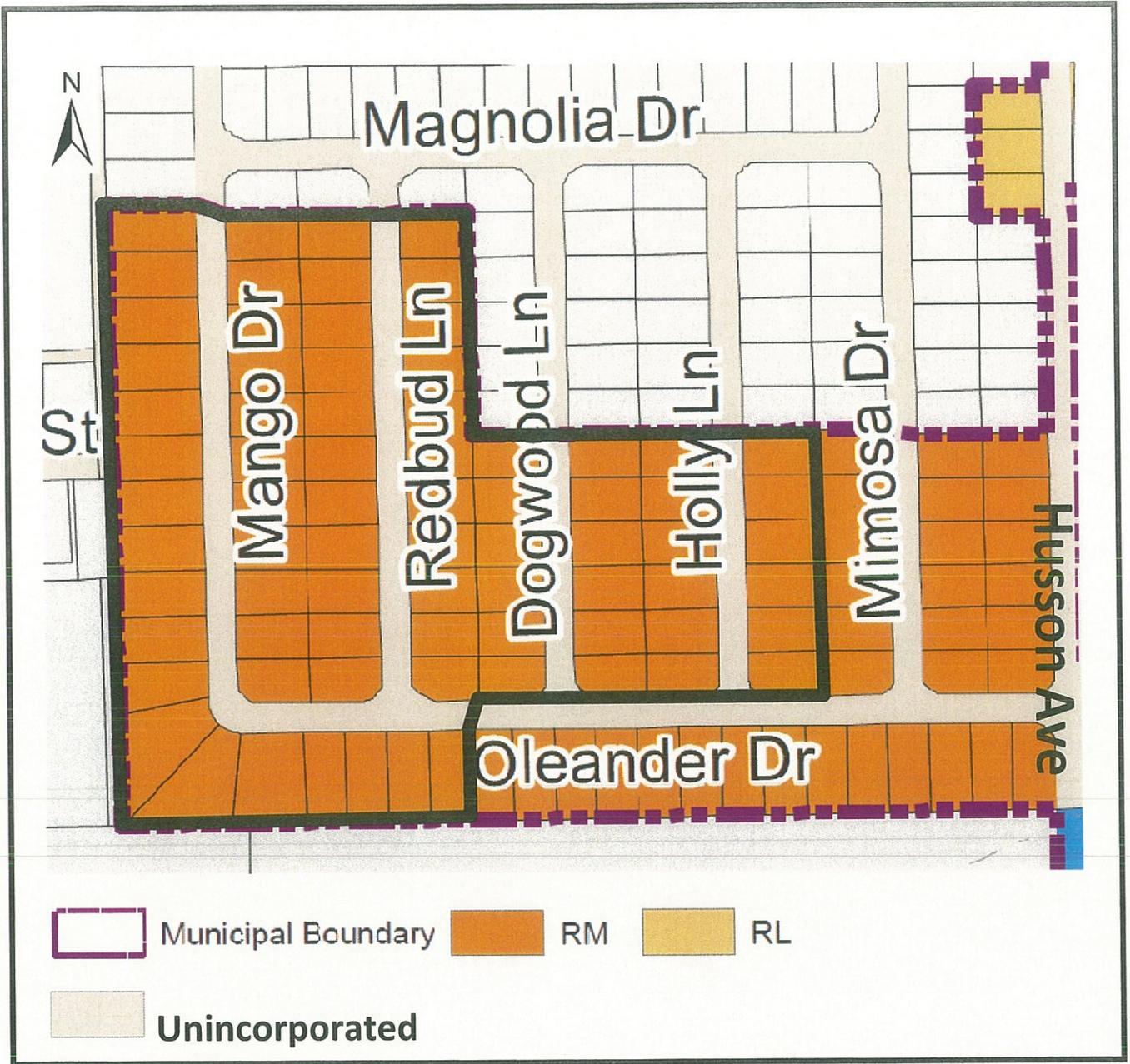


Site	Current FLUM	Proposed FLUM
Single-Family Resid. East of Ravines	RE	LDR



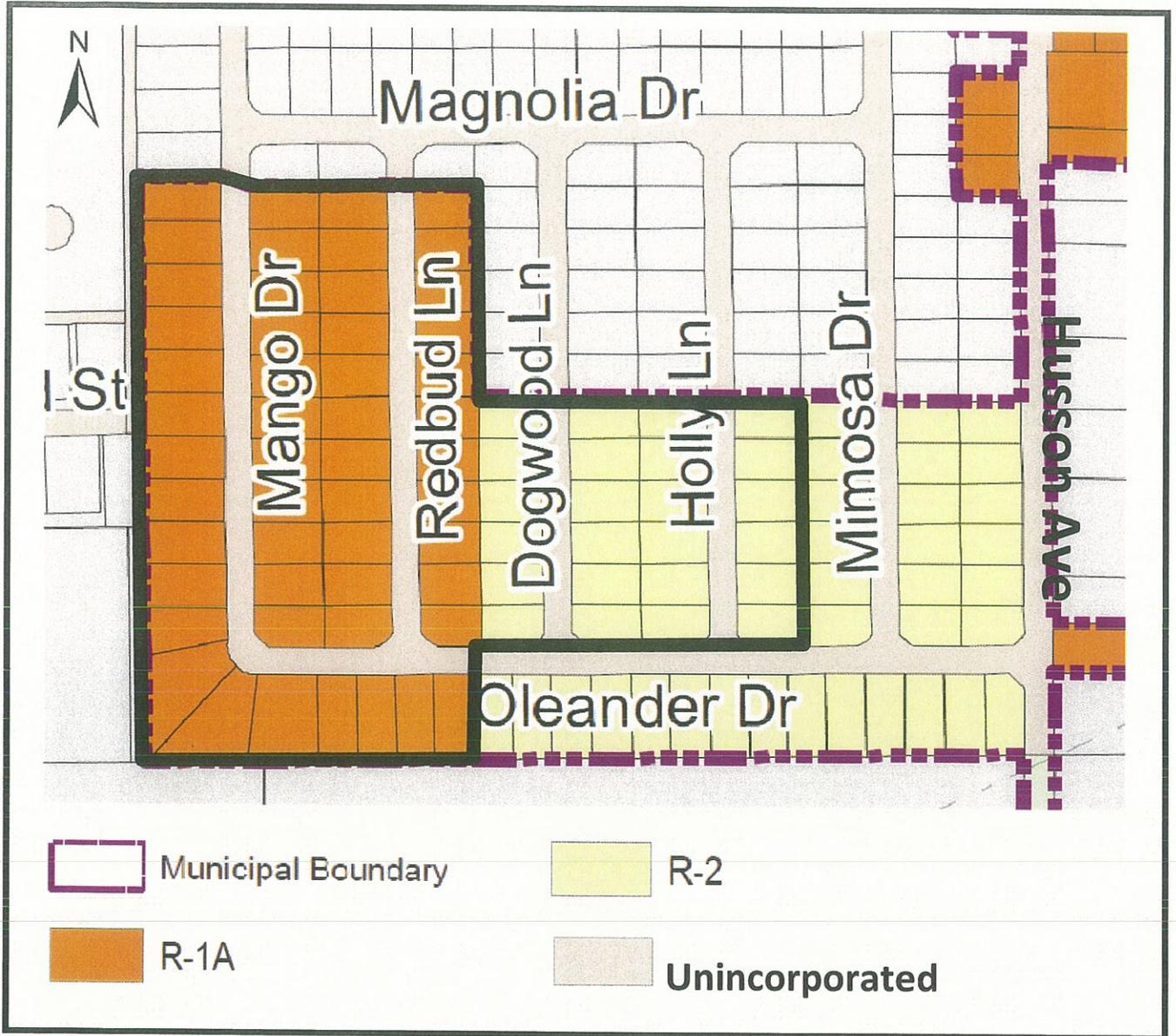
Site	Current FLUM	Proposed FLUM
Rolling Hills Subdivision (portion)	RMD	RLD

Rolling Hills Subdivision



Site	Current FLUM	Proposed FLUM
Rolling Hills Subdivision (portion)	RM	RLD

Rolling Hills Subdivision

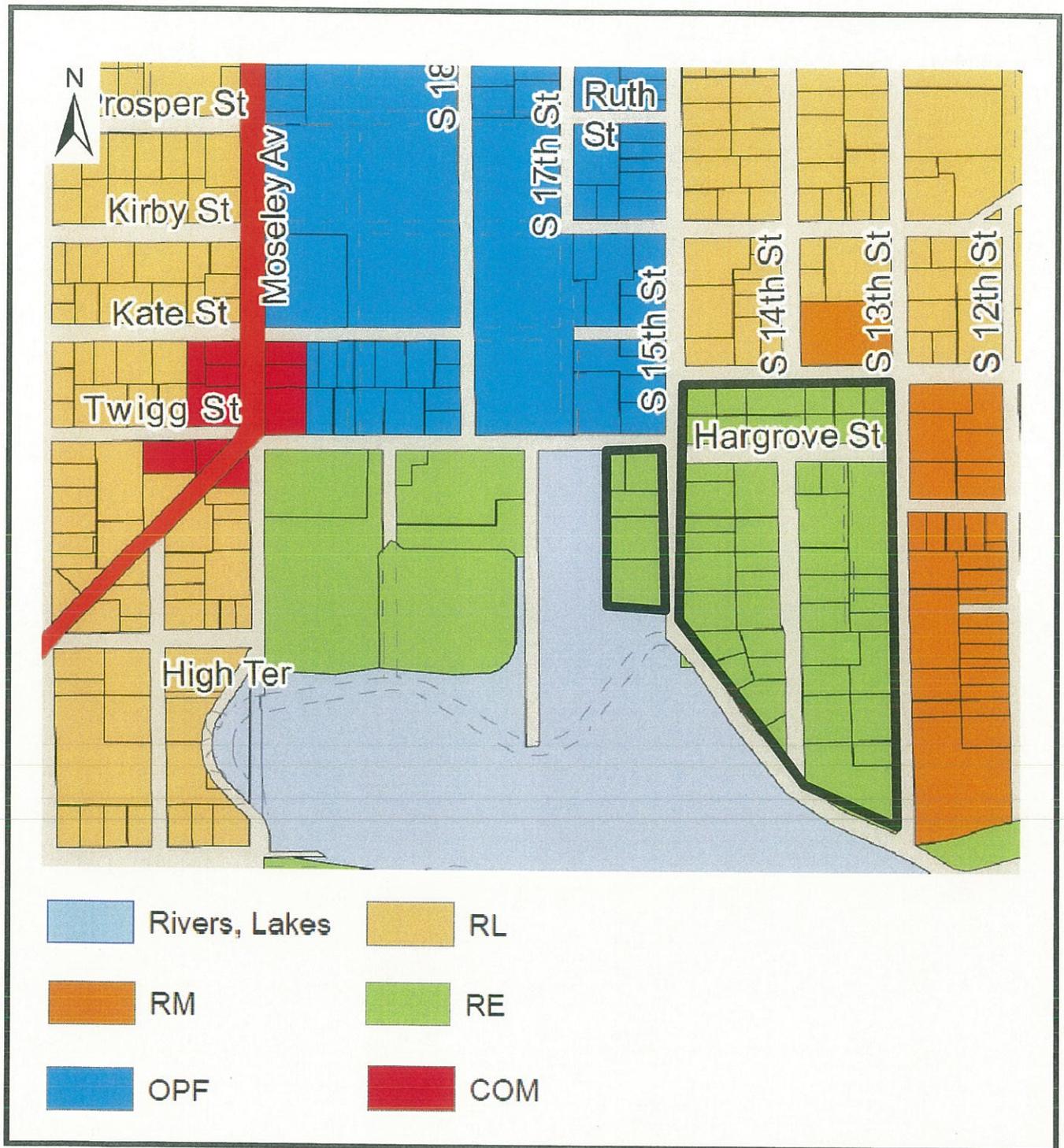


Site	Current FLUM	Proposed FLUM
Rolling Hills Subdivision (portion)	RM	RLD



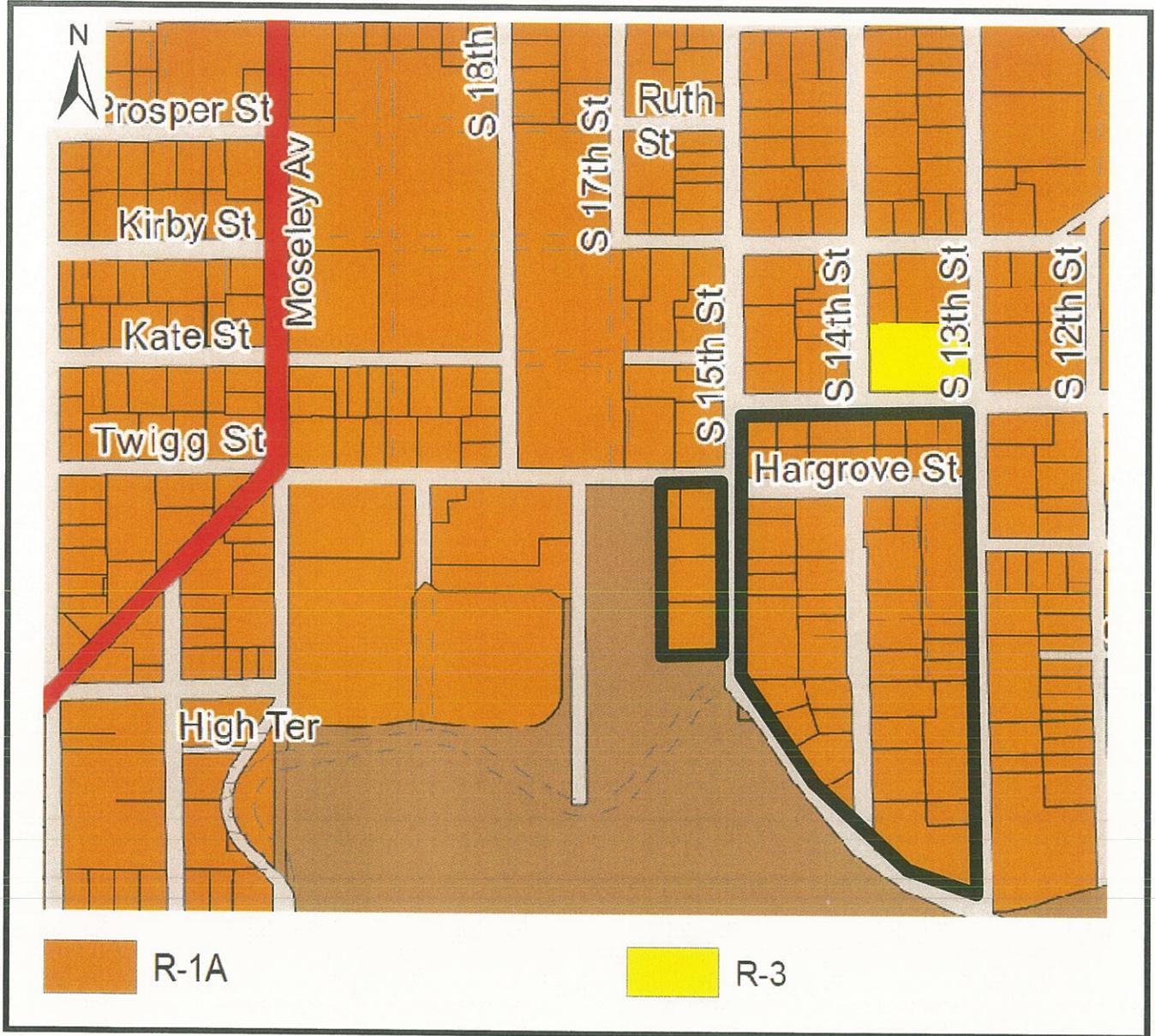
Site	Current FLUM	Proposed FLUM
Single-Family Resid. East of Ravines	RE	LDR

Single Family Residential Area East of Ravine Gardens



Site	Current FLUM	Proposed FLUM
Single-Family Resid. East of Ravines	RE	LDR

Single Family Residential Area East of Ravine Gardens



Site	Current FLUM	Proposed FLUM
Single-Family Resid. East of Ravines	RE	LDR

