



CITY OF PALATKA PLANNING BOARD AGENDA

March 6, 2012

1. Call to Order.
2. Roll Call.
3. Approval of Minutes of the February 7, 2012 meeting.
4. Appeal procedures and ex parte communication.

5. **NEW BUSINESS**

Case 11-43 Request to amend the Future Land Use Map from RL (Residential, Low-Density) to PB (Public Buildings and Grounds) and to rezone from R-1A (Single-family Residential) to PUD (Planned Unit Development) as an overlay district in the PB category.

Location: 1001 Husson Ave.

Applicant: James Padgett on behalf of Putnam County School District

Case 12-09 Request for a Conditional Use for Bed and Breakfast use in an R-1 (Single-family Residential) and HD (Historic) zoning district.

Location: 116 Kirkland Street

Applicant: Linda Crider

Case 12-10 Request for a Conditional Use for outdoor activities incidental to principal office use in a C-1 (General Commercial) zoning district.

Location: 518 Main Street

Applicant: Don Kitner on behalf of Palatka Gas Authority and City of Palatka

Case 12-12 Request for a Conditional Use for expansion of an existing nursing home in an R-3 (Multi-family Residential) zoning district.

Location: 2901 Kennedy Street

Applicant: Jim Whittaker on behalf of Progressive Housing of Putnam County, Inc.

Case 12-13 Request to amend the Future Land Use Map from RL (Residential Low-Density) to COM (Commercial).

Location: West side of Zeagler Dr. immediately south of 320 Zeagler Dr.

Applicant: Rudd Jones on behalf of COP Palatka, LLC

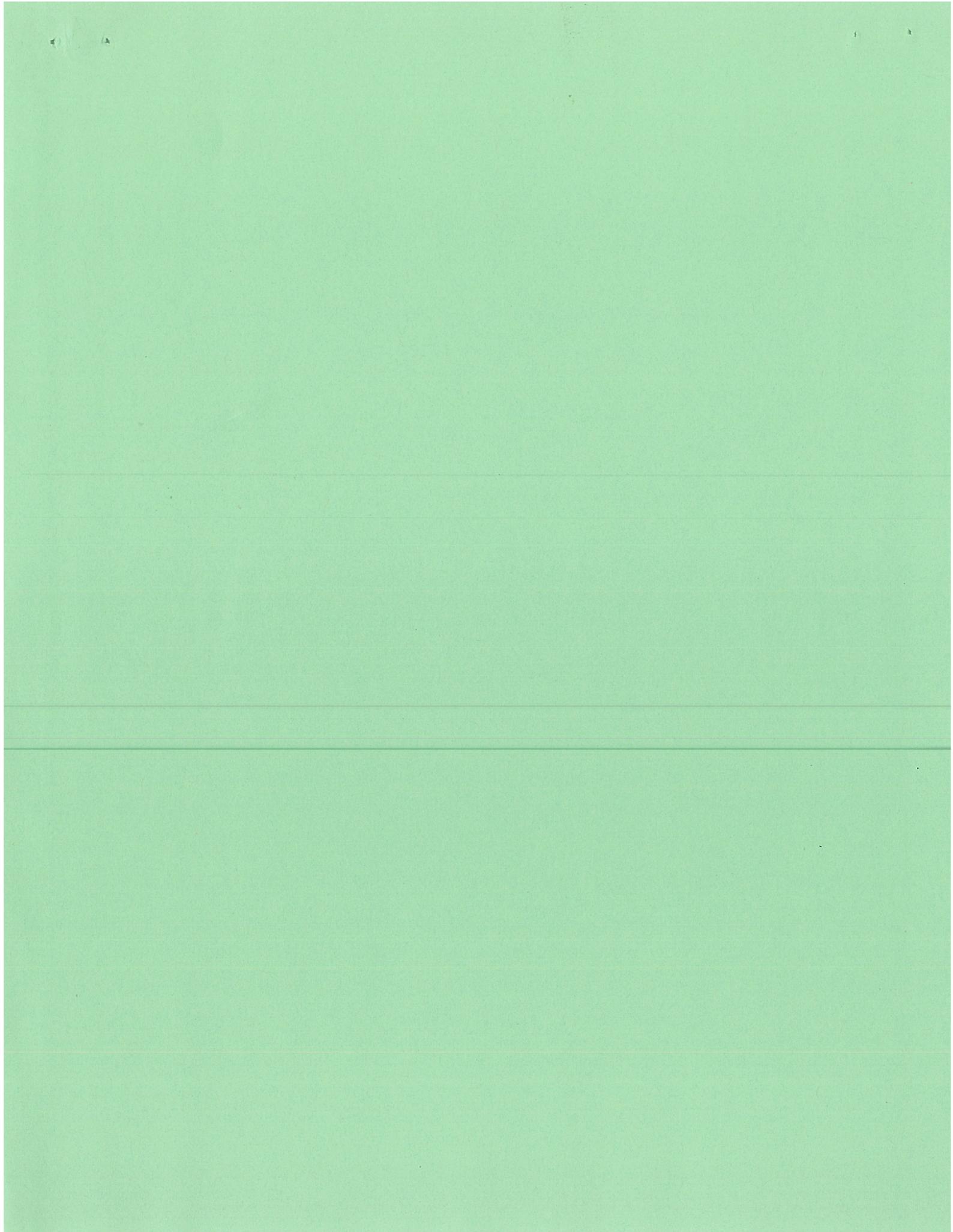
Case 12-14 Administrative request to amend the Future Land Use Map from RL (Residential Low-Density) to COM (Commercial).

Location: 320 Zeagler Dr.

Applicant: Building and Zoning Dept.

6. **OLD BUSINESS.** Election of Chairman & Vice-Chairman.
7. **OTHER BUSINESS**
8. **ADJOURNMENT**

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



STAFF REPORT

DATE: February 28, 2012

TO: Planning Board members

FROM: Thad Crowe, AICP
Planning Director

Staff held a neighborhood meeting on February 27 with neighborhood residents and representatives of the School District. Some progress was made on building a consensus for PUD conditions, but more work needs to be done. Staff will meet with School District staff next week to try to resolve outstanding issues and then reconvene the neighborhood group for a final meeting. Those involved supported the tabling of this issue until the Board's April meeting to allow for ongoing discussions and a possible resolution of issues.

Recommend tabling item until April 3, 2012 meeting.

STAFF REPORT

DATE: February 28, 2012

TO: Planning Board members

FROM: Thad Crowe, AICP
Planning Director

APPLICATION REQUEST

Conditional Use allowing for Bed & Breakfast in R-1 and historic zoning districts. Public notice included newspaper advertisement, property posting, and letters to nearby property owners (within 150 feet).

APPLICATION BACKGROUND

The Applicant has requested approval for a Bed and Breakfast facility at 116 Kirkland Street. The property, located in a single-family residential zoning district and also within the South Historic District, includes a main house fronting on Kirkland St. and a carriage house in the rear. The Zoning Code defines a Bed and Breakfast (B&B) accommodation as *“a private residential-type facility where there are one or more bedrooms for the accommodation only of those who are accepted as guests by the owner for definite periods of time, and where meals, primarily breakfast, are served to the guests by the owner family style in a common dining room. It shall not be a public place where persons may go and demand lodging as a matter of right and is to be distinguished from a roominghouse (where no meals are served) and a boardinghouse (where people stay for indefinite periods of time).”* Staff interprets this definition to mean that the homeowner must reside on site and manage the facility. While there are no specifics as to length-of-stay restrictions, Staff would note that the definition of hotel defines transient occupancy as less than a week.

B&Bs are allowed through the conditional use process in residential zoning districts, but only within local historic districts.

PROJECT ANALYSIS

The table below and accompanying maps show site and surrounding uses and land use/zoning designations.

Table 1: Site and Surrounding Properties Land Use

	Actual Use	Future Land Use Map	Zoning
Site	Single-family dwelling	Residential, Medium	R-1 (Single-family Resid.)
North	Single-family dwelling	Residential, Medium	R-1 (Single-family Resid.)
East	Single-family dwelling	Residential, Medium	R-1 (Single-family Resid.)
South	Single-family dwelling	Residential, Medium	R-1 (Single-family Resid.)
West	Single-family dwelling	Residential, Medium	R-1 (Single-family Resid.)



Figure 1: Location Map (note carriage house in rear)

Criteria for consideration follow (*italicized*) and include a general finding that the conditional use will not adversely affect the public interest.

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

Staff Comment: The application is not in conflict with applicable elements of the Comprehensive Plan. The following Future Land Use Element objective and policy (in shaded text) support the application.

Objective A.1.5 9J-5.006(3)(b)4; F.S. 187.201(16)(a)(b)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.



Figure 2 (above): Property from Kirkland St./west – note driveway to left of house and carriage house in rear
Figure 3 (below) Property from Kirkland St./southwest



Policy A.1.5.2 9J-5.006(3)(c)8

Neither the owner of, nor the person in charge of, a structure within a historic district, or a structure that has been designated a national, State or local historical landmark shall permit such structure 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.

Adaptive reuse of historic structures shall be given priority over actions that would harm or destroy the historic value of such resources. Adaptive reuse shall include the permitting of historic structures to be remodeled or rehabilitated for a use that would be non-conforming to adjacent properties so long as the remodeling/rehabilitation does not affect the historical significance of the structure and the proposed use is or can be made compatible with adjacent land uses.

- 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.*
- 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: Vehicular Access, Traffic Flow, and Parking.

The property has a driveway leading to the area behind the main house, which would be utilized for parking and allow up to six spaces. There are also two garage parking spaces in the carriage house. This parking is more than sufficient for the proposed use – at 1.1 spaces per bedroom as required by Code for lodging, five spaces would be required (the house has four bedrooms). It is also common for overflow parking to utilize parallel on-street parking on this and other nearby streets in the South Historic District.

Pedestrian Safety

There is currently a sidewalk along Kirkland Street with a front sidewalk connecting to the house.

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

Staff Comment: Refuse will be collected curbside as a residential use. As a requirement of the Zoning Code, a fenced enclosure area must screen the garbage containers.

- 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: For the purposes of the Landscape Code this use is considered to be a residential use, therefore no buffering and planting is required.

- 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 proposes two signs: one being a small wall sign on the front porch near the mailbox, not to exceed six square feet, and the other a ground sign not to exceed 15 square feet and located in the front yard area. The signs will not be internally lit but may have external lighting that does not cause any glare to occur toward the street or neighboring properties. Such signs must also be approved by the Historic Preservation Board.

h. Required yards and other open space.

Staff Comment: No new construction is planned for the site and existing buildings conform to their historic building pattern.

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

Staff Comment: Staff does not believe that the proposed limited lodging use will be incompatible with the surrounding residential neighborhood. The four bedrooms will not result in a large number of guests, and there is adequate parking on site for guests. The Code requirement that the owner live on site will provide for continuous monitoring of activities on the site.

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

Staff Comment: As noted, the definition of the B&B use sets forth the requirements that the owner must live on site and operate the business, and that length of stays may not exceed one week.

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

Staff Comment: The Historic Preservation Board will also consider the use and signage at their April meeting. It is unusual for two boards to provide final decisions for the same application. Staff proposes that the Historic Preservation Board's approval of the use should be a condition of approval for this Conditional Use, and that a decision for stricter sign standards by either Board shall prevail.

Impact on Public Interest

Staff Comment: 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. Staff believes that B&Bs often have a positive impact on historic neighborhoods and would allow for visitors to experience the exceptional architecture and other qualities of the South Historic District.

STAFF RECOMMENDATION

As demonstrated in this report, this application generally meets the conditional use criteria. Staff recommends approval with the following conditions.

1. Uses on the property shall be limited to a single-family residence and Bed and Breakfast accommodations for guests with stays not to exceed one week.
2. Property owner must live on site and oversee and manage the business.
3. Parking shall occur behind the main house, accessed by the driveway north of the house.
4. The refuse area shall be screened on three sides with a six-foot tall privacy or stockade fence.
5. Two signs shall be allowed: a wall sign on the front porch near the mailbox, not to exceed six square feet, and a ground sign in the front yard not to exceed 15 square feet. The signs will not be internally lit but

may have external lighting that does not cause any glare to occur toward the street or neighboring properties. Such signs must be approved by the Historic Preservation Board. If the Historic Preservation Board approves smaller and/or more specific signage standards, these latter standards shall be applicable.

6. Conditional Use approval is contingent on Historic Preservation Board approval of the use.
7. All other applicable standards of the Municipal Code must be met.

ATTACHMENTS: APPLICANT NARRATIVE AND SITE PLAN
 FLUM AND ZONING MAPS

JUSTIFICATION STATEMENT FOR CONDITIONAL USE PERMIT



Submitted to : Palatka Plan Board

Submitted by: Linda B. Crider, resident, Palatka South Historic District

For: Conversion from Single Family R1 zoning to "Bed & Breakfast" use

Date: March 8, 2012

BY: _____

I am requesting a conditional use be issued for my home at 116 Kirkland Street Palatka, Florida in the South Historic District. Justification is as follows:

- 1- The home is presently in excellent shape having been completely renovated in 2006 by Guy & Michelle Van Doren, up to and exceeding required code. It has sufficient utilities, water, garbage, fully functioning kitchen, 4 bedrooms and 3 full bathrooms, smoke detectors in all rooms, complete & elegant furnishings, and a garage efficiency apartment in the back, as service building for manager.
- 2- There is sufficient area behind the house for 4-6 vehicles to park plus 2 car garage, and on street parking in front for overnight.
- 3- To my knowledge, there presently are NO other B&B's in Palatka, as the Azalea House is currently not operating and is up for sale. It is important for historic towns to have B & Bs.
- 4- My neighbors are appraised of my interest in setting up a B & B and have no objection (see consent of neighbors attachment).
- 5- I have been a "good neighbor" to the South Historic District, fully participating in the neighborhood association meetings, helping to work with the city and county to get bike lanes on River Street, attending and hosting various functions, and participating annually in the "Christmas Parade of Historic Homes."
- 6- I am retired and have the time and interest to run the B&B (thus owner living on premises) maintaining it to quality standards. I will hire a part time manager for the summer months when I will be traveling to Alaska.
- 7- This is a beautiful turn of the century home that has been lovingly restored with plenty of southern charm to share with visitors to our town. Because it is so convenient to downtown and to the riverfront, it will be a compliment to our motels for those seeking something a little different. The home once filled with the chatter of my growing children, now seeks the laughter and enjoyment of people wanting such an environment. It is too lovely not to be shared with appreciative people, who might just decide Palatka is a great place to live.

Attachments: survey/parking availability, Photos of home, neighbors consent

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 be June 4, 1980

ements have been located

ements, rights of way and
 survey except as shown.

author: ()

protected by Professional

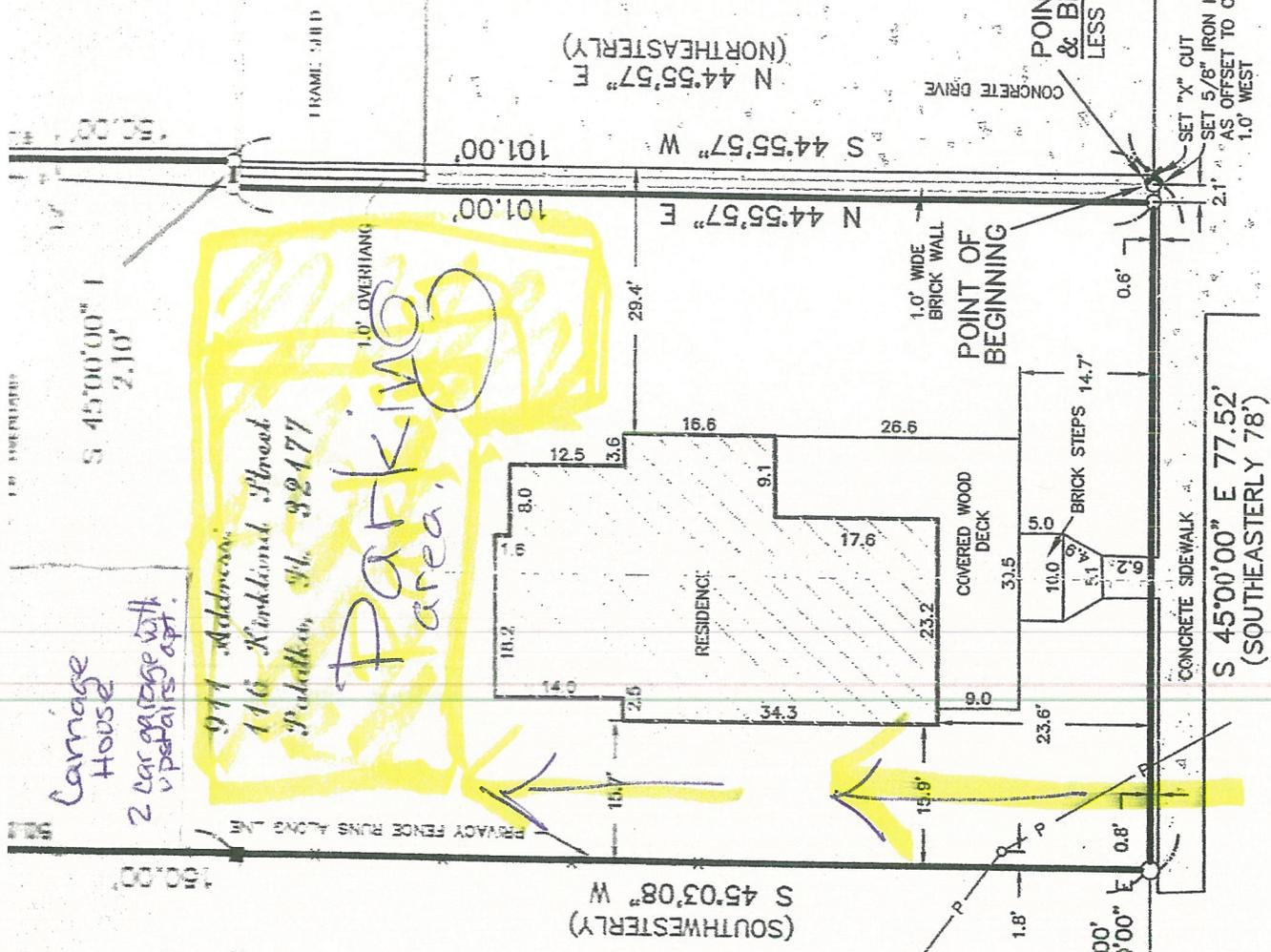
EMMETT STREET



RANCE COMPANY

LEGEND:

- Found 4" x 4" Concrete Monument (No I.D.)
- Found 5/8" Rebar & Cap (No I.D.)



Northwesterly from the Southern
 of said Block Forty Seven, and
 thence Northeasterly and parallel
 given Street One Hundred and
 (150 ft.) feet, thence Northwesterly
 and parallel with Kirkland Street
 Seventy Eight (78 ft.) feet, thence
 southwesterly and parallel with
 Street One Hundred and Fifty
 thence southeasterly and about
 Northern line of Kirkland Street
 Seventy Eight (78 ft.) feet to
 Beginning.
 LESS & EXCEPT the following:
 Commence at the Southeast
 the above described property at
 Point of Beginning, and run the
 degrees 00 minutes 00 second
 along the right-of-way of Kirk
 Street, a distance of 2.10 feet,
 set iron rod; thence run North
 degrees 55 minutes 57 second
 parallel with the Northeasterly
 of said property, a distance of
 feet to a set iron rod; thence
 South 45 degrees 00 minutes
 seconds East, parallel with the
 right-of-way of Kirkland Street
 distance of 2.10 feet to a set
 thence run South 44 degrees
 minutes 57 seconds West, about
 Northeasterly boundary of said
 a distance of 101.00 feet to the
 of Beginning and to close.

POINT OF COMMENCEMENT
 Southerly corner of
 Block Forty-Seven

KIRKLAND STREET

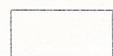
BOUNDARY SURVEY	JOB NO.
MORRIS SURVEYING & C.	DAY 1978

LB# 4734

116 Kirkland St FLUM



Legend

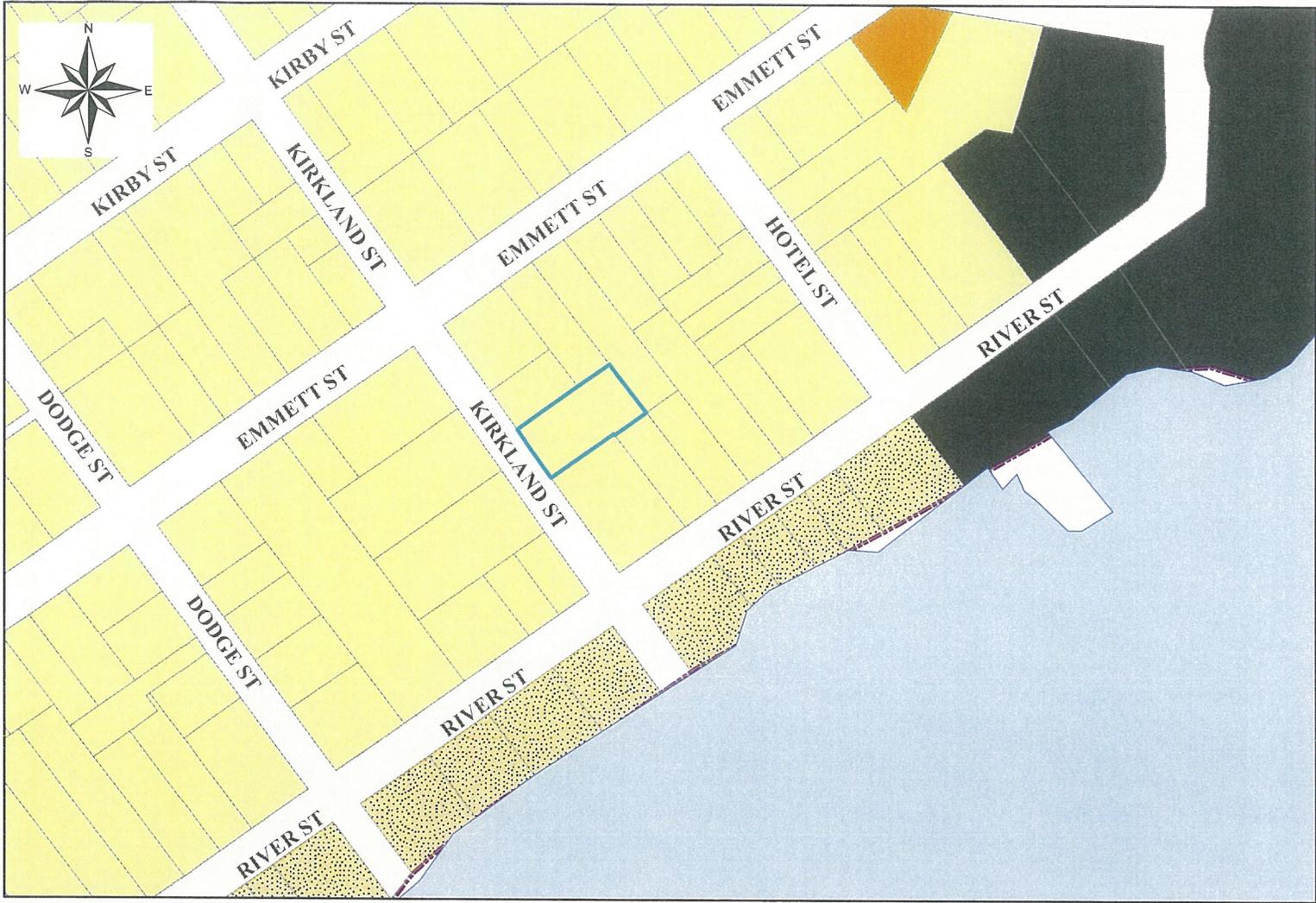
-  City Limit
-  Parcels
-  Rivers, Lakes

Palatka FLUM

-  High Density Residential
-  Low Density Residential
-  Medium Density Residential

Site(s)	Current FLUM
116 Kirkland St	RM (Medium Density Residential)

116 Kirkland St Zoning



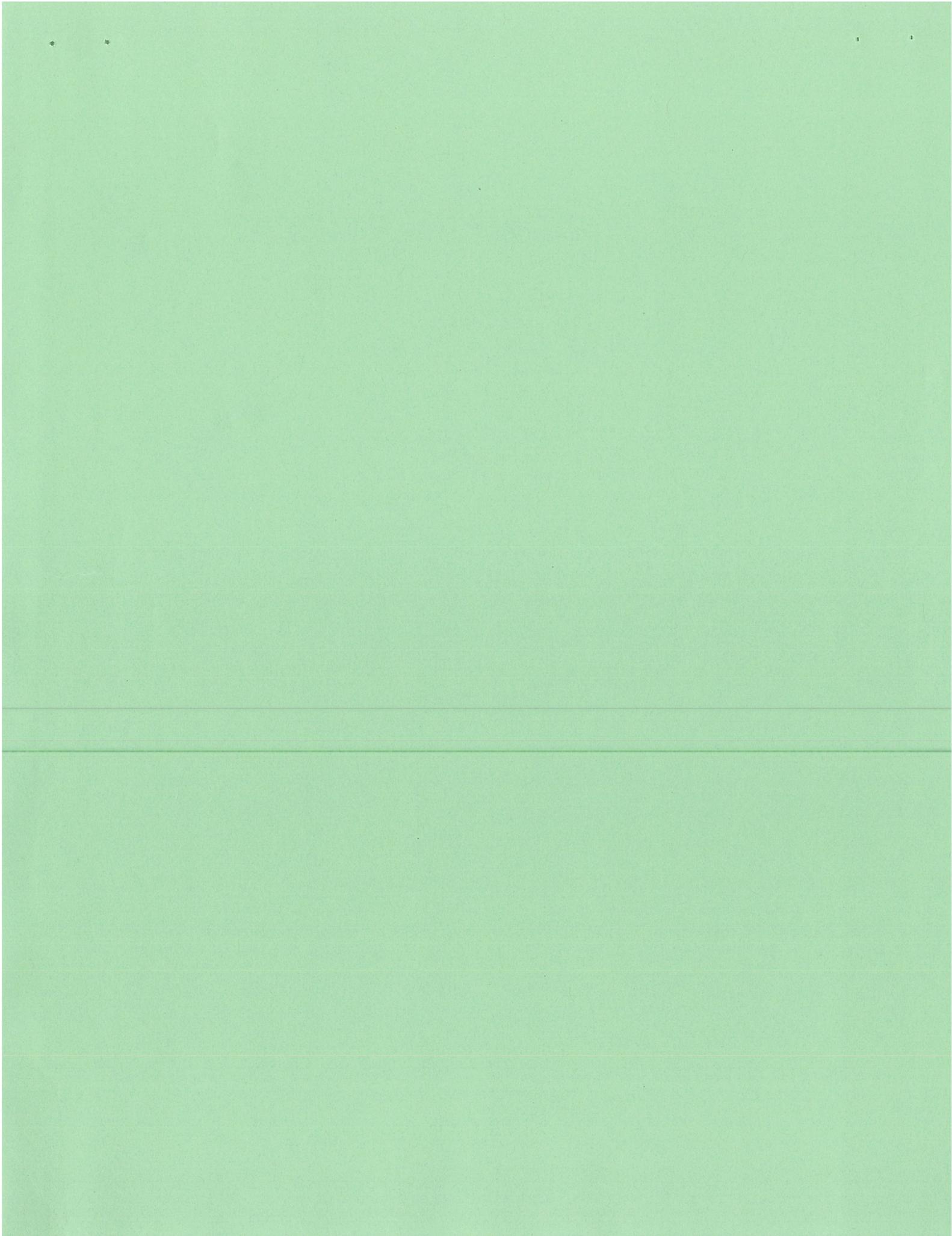
Legend

-  City Limit
-  Parcels
-  Rivers, Lakes

Palatka Zoning

-  Downtown Riverfront
-  Single Family
-  Single Family Residential District
-  Two Family Cluster & Patio Housing

Site(s)	Current Zoning
116 Kirkland St	R-1 (Single Family)



Request for Conditional Use
Outdoor Activities Incidental to Principal Office Use in C-1 Zoning District
Applicant: Donald Kintner, Palatka Gas Authority

STAFF REPORT

DATE: February 28, 2012

TO: Planning Board Members

FROM: Thad Crowe, AICP, Planning Director

APPLICATION REQUEST

To consider a request for a Conditional Use for outdoor activities incidental to principal office use in a C-1 (General Commercial) zoning district (Palatka Gas Authority). Public notice included newspaper advertisement, property posting, and letters to adjacent property owners (within 150 feet).

APPLICATION BACKGROUND

The site includes multiple parcels that comprise most of the block between N 5th St., N. 6th St., Main St., and Madison St. excepting one parcel located at the northeast corner of this block owned and occupied by the Bread of Life social services center. The Gas Authority parcels are owned by either the City of Palatka or the Authority. Operations on the properties include the main office building, fronting on Main Street, and the warehouse which faces N. 5th Street but is located along the N. 6th St. frontage. Parking and loading activities occur in the interior of the site. The property is fenced along all frontages.

The main office use is allowable by right in the C-1 zoning district. This zoning district requires that any outdoor activities be approved through the Conditional Use process by the Planning Board. The Gas Authority has requested the ability to install a natural gas vehicle fueling station in the interior of the site, and also requests to be able to occasionally store materials such as pipes and fittings. The compressed natural gas (CNG) compressor and outdoor storage area will be located in a single parking row adjacent to the northeast property line shared by the Bread of Life property (see attached site plan). Vehicles will fuel at the metering dispenser located adjacent to the rear driveway.

PROJECT ANALYSIS

The following table provides a land use description for the site and surrounding properties. The site is located within a transitional area that is bounded by industrial and commercial uses to the west and south (ServPro warehouse, Williams Body Shop) and residential uses to the north (a city park is immediately east of the site).

Table 1: Land Uses

	Actual Use	FLUM	Zoning
Site	Office and ancillary warehouse	COM (Commercial)	C-1 (General Commercial)
East	City park	RH (Residential, High Density)	R-3 (Residential, Multi-Family)
West	Warehouse (ServePro)	COM (Commercial) RM (Residential, Medium Density)	C-2 (Intensive Commercial) R-2 (Residential, Two Family)
North	Single-Family Residences	RL (Residential, Medium Density)	R-2 (Residential, Two Family)
South	Auto Body Shop (Williams)	COM (Commercial)	C-2 (Intensive Commercial)



Figure 1 (above): Site Location (aerial predates interior parking lot construction, approximate footprint of office building has been added to photo)

Figure 2 (below): Office building from Main St:





Figure 3: Warehouse Building from N. 5th St (Office Building is to left)

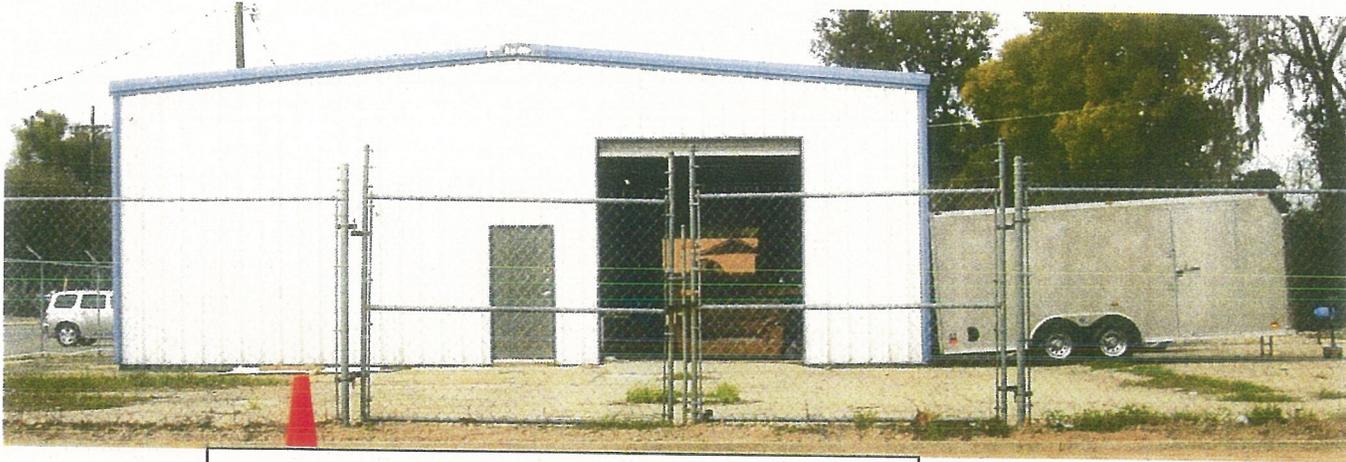


Figure 4: Adjacent Industrial Use (ServPro Warehouse)

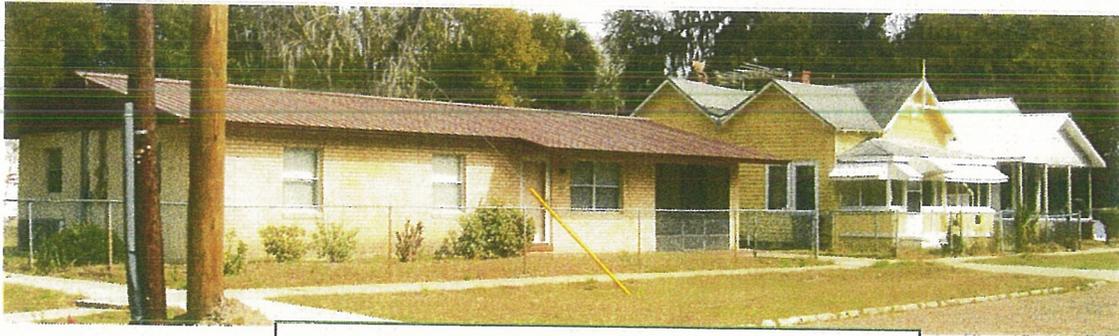


Figure 5: Adjacent Residences from Madison St



Figure 6: Rear/North Side of Warehouse Building from Madison St.

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

Staff Comment: the application is not in conflict with goals, objectives, and policies of the Comprehensive Plan.

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.*

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: The main entrance for the complex is from N. 5th St. (east), where vehicles can also enter a drive-through attached to the rear of the office building. There are two exit-only driveways into the site, one on Madison St. and the other on N. 6th St. Loading areas are located outside the warehouse, and parking is provided in the interior area. The table below shows required parking per Zoning Code.

Table 2: Required Parking

	Standard	SF or Vehicle	Required Parking
Office	7 spaces per 1,000 SF	2,500	17
Warehouse	1 space per 1,000 SF	8,100	9
Warehouse	1 space per company vehicle	8	8
Total			34

The parking lot includes 34 spaces, and with the removal of six spaces there will be 28 remaining spaces. Staff has discussed the resulting shortage with the Applicant, and further examination reveals that there are areas within the site that can be restriped for the six spaces, either by the warehouse or parallel spaces along the exit driveways. While not counting for Code, on-street parking is also available on Main Street. Pedestrian access to the office is from N. 5th St.

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

Staff Comment: An unscreened garbage cart is located in the site interior adjacent to the warehouse building. The Applicant is in the process of constructing a screened area for the cart.

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

Staff Comment: The site is served by a full range of utilities.

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

Staff Comment: The site meets the planting requirements of a "C" type buffer, required when adjacent to single-family residences. Staff has requested specific buffering for the rear part of the site that is adjacent to residences, and also screening of the fueling and outdoor storage area. The Applicant has agreed to provide such improvements.

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: There is a single monument sign located near the intersection of Main St. and N. 6th St., and there are some directional signs at driveway entrances and exits. No other signs are proposed.

h. Required yards and other open space.

Staff Comment: the building complies with relevant required yards (setbacks) of the C-1 zoning district.

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

Staff Comment: The warehouse use is similar to adjacent uses south and west of the properties.

Incompatibility with the adjacent single-family homes to the north and northwest is mitigated through a buffer with planted and preserved trees, along with a white aluminum fence. There are some gaps in the tree plantings between the warehouse and the Madison St. residences, but it should also be noted that the warehouse does not have entrances or open areas of the building facing these adjacent residences. In any case as previously noted the Applicant has agreed to provide some additional trees in this buffer area.

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

Staff Comment: No special requirements are set forth in the Zoning Code for outdoor activities in the C-1 zoning district or elsewhere in the Code.

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

Staff Comment: Not applicable.

Relevance of application to number of similar uses in regard to the area, location or relation to the neighborhood, and how the use would promote the public health, safety, welfare, morals, order, comfort, convenience, appearance, prosperity or general welfare.

Staff Comment: The Gas Authority provides a good example of compatible development within a mixed residential-business area. The office building has a residential "feel" with the wide porch, dormers, and other elements. A perimeter with planted and preserved trees provides an attractive appearance and a buffer for adjacent residences. The proposed limited outside activities will not negatively affect the neighborhood or the public welfare in general.

Appropriate conditions and safeguards in conformity with the Zoning Code.

Staff Comment: It is appropriate to limit the outside activities to ensure that they do not reach a level that exceeds the limited commercial activities and impacts of the C-1 district. The recommendations include limitations on space devoted to outside activities and buffering of such activities from adjacent uses.

STAFF RECOMMENDATION

Staff recommends approval of the request for a Conditional Use for outside activities associated with a principal office use in the C-1 zoning district with the following conditions.

1. Outside activities shall be limited to natural gas fuel dispensing and limited outside storage, with the location of such activities denoted on the approved site plan.

2. Fueling stations shall be limited to one metering dispenser, located as shown on the approved site plan.
3. Outside storage area shall be located within the three parking spaces located immediately east of the CNG compressor area, as noted on the approved site plan.
4. Fueling stations and outside storage areas shall be buffered either with an opaque fence that is compatible with the exterior fence, or with a hedge located facing N. 5th St.
5. At least three shade trees, or six understory trees, or equivalent combination of both tree types shall be planted along Madison Street between the sidewalk and fence to provide for buffering for the adjacent residences across this street.
6. Six additional off-street parking spaces shall be provided.
7. All other applicable standards of the Municipal Code must be met.

ATTACHMENTS: APPLICANT NARRATIVE AND SITE PLAN
 FUTURE LAND USE AND ZONING MAPS

City of Palatka

Palatka Gas Authority

518 Main Street,
Palatka, Florida 32177
PO Box 978
Palatka, Florida 32178
Telephone (386) 328-1591

January 23, 2012

City of Palatka
Planning and Zoning
201 N 2nd Street
Palatka, FL 32177

RE: Application for Conditional Use

To City of Palatka Planning Board:

Palatka Gas Authority (PGA) is requesting this conditional use application for the installation of a Compressed Natural (CNG) Gas Fueling Station. This station will be used to fuel PGA vehicles with CNG and possibly a select number of City vehicles. It will not be open as a public access fueling station. The conditional use will be incidental and subordinate to the operations of the Gas Authority and occupy a very small portion of the property.

This installation will further the City's initiative for Energy Efficiency and Conservation, presently underway. Natural gas, as a vehicle fuel, will reduce operating costs and reduce emissions tied to Greenhouse Gasses.

Please let me know if you need additional information.

Sincerely,

Donald E. Kitner

Donald E. Kitner
General Manager