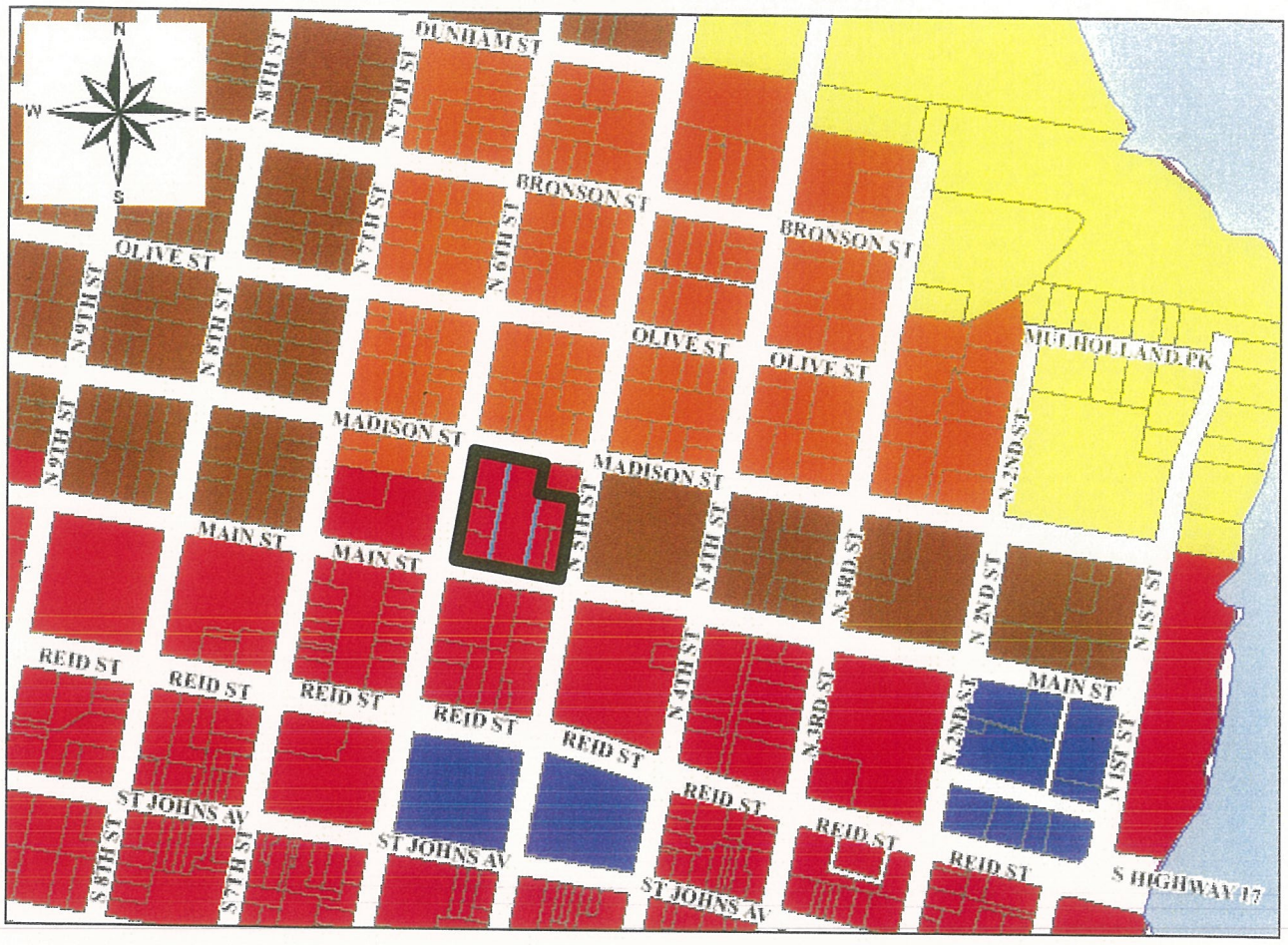
518 Main St FLUM



Legend

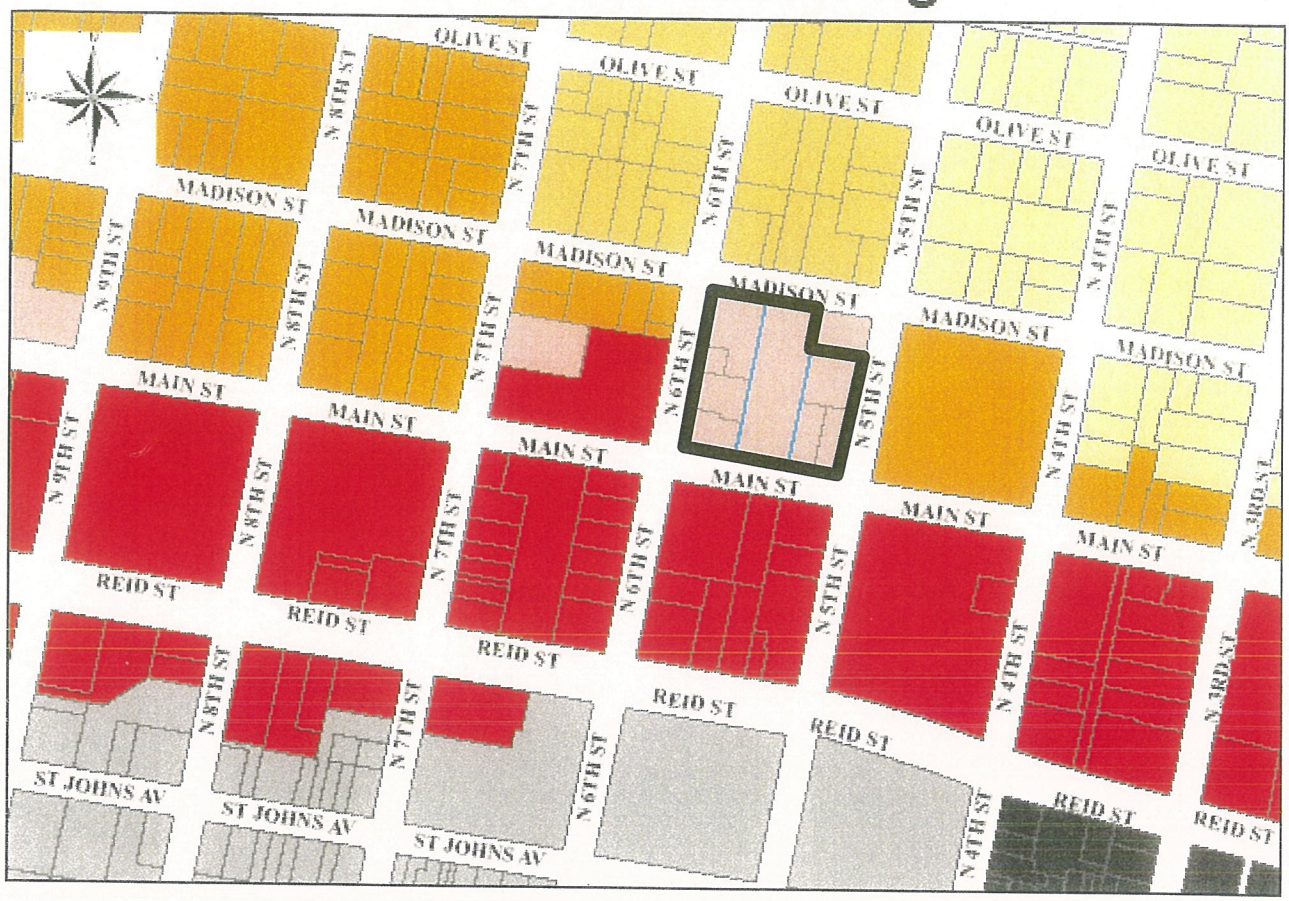
- City Limit
- Parcels
- Rivers, Lakes

Palatka FLUM

- Commercial
- Public Building
- High Density Residential
- Low Density Residential
- Medium Density Residential

Site(s)	Current FLUM
518 Main St	COM (Commercial)

518 Main St Zoning



Legend

- Parcels

Palatka Zoning

- General Commercial
- Intensive Commercial
- Downtown Business
- Downtown Riverfront
- Single Family
- Two Family
- Multi-Family

Site(s)	Current Zoning
518 Main St	C-1(General Commercial)

Case 12-12
Request for Conditional Use
Expansion of Existing Nursing Home
Applicant: Jim Whittaker, Progressive Housing of Putnam Co., Inc.

STAFF REPORT

DATE: February 25, 2012

TO: Planning Board Members

FROM: Thad Crowe, AICP, Planning Director

APPLICATION REQUEST

To consider a request for a Conditional Use for the expansion of an existing nursing home. Public notice included newspaper advertisement, property posting, and letters to property owners within 150 feet.

APPLICATION BACKGROUND

The site is on the south side of Kennedy Street, approximately 900 feet east of South Palm Avenue. The Putnam County Health Department is immediately to the east. This nursing home currently provides 12 beds and is requesting to expand to 14 beds.

The R-3 zoning district allows for nursing or convalescent homes through the Conditional Use process. A Conditional Use is a use that would not be appropriate generally or without restriction throughout a zoning district, but which, if controlled as to number, area, location or relation to the neighborhood, would promote the public health, safety, welfare, morals, order, comfort, convenience, appearance, prosperity or general welfare.

PROJECT ANALYSIS

The following table provides a land use description for the site and surrounding properties. Kennedy Street serves as a boundary of sorts, with institutional uses on the south side and a single-family residential neighborhood north of this street.

Table 1: Land Uses

	Actual Use	FLUM	Zoning
Site	Institutional (Nursing Home)	PB (Public Buildings & Facilities)	R-3 (Residential, Multi-Family)
East	Office (Co. Health Dept.)	PB (Public Buildings & Facilities)	R-3 (Residential, Multi-Family)
West	Behavioral Serv., Youth Shelter	PB (Public Buildings & Facilities)	R-3 (Residential, Multi-Family)
North	Single-Family Residences	RL (Residential, Low)	R-1A (Residential, Single-Family)
South	Office (Co. Health Dept.)	PB (Public Buildings & Facilities)	R-3 (Residential, Multi-Family)

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

Figure 1: Property Location

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. The application is in keeping with the following Housing Element Objective and Policy, shown in shaded text below.

Objective C.1.2. The City shall ensure the provision of adequate housing for special needs households (housing for the homeless, handicapped, elderly).

Policy C.1.2.1. The City shall continue to evaluate special needs housing, housing for the homeless, temporary shelters and transitional housing, and target available funding to the areas of greatest need.

Figure 2: Site, from Kennedy St.

Figure 3: County Health Dept to the East of Site (from Westover Dr.)

Figure 4: Residential Neighborhood to the North of Site

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: A loop driveway from Kennedy Street with off-street parking serves the site. Access and parking is sufficient for the use – ten spaces facing the building and an additional six parallel spaces on the wide loop driveway. Kennedy Street has no sidewalks, but the relative lack of traffic on this street does not present problems for pedestrians.

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

Staff Comment: There is an existing garbage cart that is stored facing Kennedy Street. It is unscreened, which is a Code requirement. The Applicant has indicated that they are in the process of replacing the refuse screening fences.

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: This institutional use functions much like a residential use and is immediately adjacent to more intense institutional uses, therefore buffering is not necessary. This is confirmed by the Landscape Code, which does not require buffers between institutional uses.

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: no signage is present or proposed.

h. Required yards and other open space.

Staff Comment: the building complies with relevant required yards (setbacks) of the R-3 zoning district.

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

Staff Comment: The institutional/residential use is compatible with surrounding institutional and residential uses. The limited number of residents and their general lack of vehicles results in a low traffic impact on the neighborhood.

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 nursing homes in the R-3 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: Nursing homes play an important role in housing the elderly and those who cannot care for themselves. The location of this facility, amongst both institutional and residential uses, provides residents with a positive neighborhood feel as well as nearby health care services. There is a larger nursing home located on Kennedy St. and S. Palm Ave, west of the site, but Staff does not believe that the presence of the two similar uses in close proximity presents a detriment to the neighborhood.

Appropriate conditions and safeguards in conformity with the Zoning Code.
Staff Comment: limiting the number of persons will ensure the small-scale nature of the facility and maintain the modest impact on the neighborhood.

STAFF RECOMMENDATION

Staff recommends approval of the request for a Conditional Use for the nursing home and its expansion with the following conditions.

1. The nursing home use associated with this Conditional Use shall be limited to personal care or nursing for up to 14 persons.
2. The refuse cart must be screened on three sides per the requirements of the Zoning Code.
3. All other applicable standards of the Municipal Code must be met.

ATTACHMENTS: APPLICANT JUSTIFICATION
FUTURE LAND USE AND ZONING MAPS

Progressive Housing of Putnam County, Inc.

1209 Westover Drive Palatka, Florida 32177 Phone: 904/325-2249 Fax: 904/328-9410

JUSTIFICATION NARRATIVE

Progressive Housing of Putnam County, Inc. is a subsidiary corporation of The Arc of Putnam County, Inc. The home which is located at 2901 Kennedy Street was constructed in 1983 to provide housing to individuals with intellectual and developmental disabilities and continues to serve this population.

The home has approximately 6,000 sq ft of interior space and now provides single bedroom occupancy to 12 individuals in a spacious well maintained home-like environment.

The Arc of Putnam County is recognized as a leader in the field of developmental disabilities for its innovative programs, quality services and outstanding residential homes. During the past few years The Arc has been forced to close some of its smaller homes due to drastic reductions in state funding. With regret our Lundy Road Home with now serves four (4) individuals has been the latest victim of these budget cuts and will close this Spring.

Two of the four residents living at Lundy Road will move to current vacancies in other Arc group homes.

In order to accommodate the other two individuals an expansion of the bed capacity at our Kennedy Group Home (2901 Kennedy Street) is necessary from the current 12 to 14. This expansion can be accomplished without any construction modifications to the building. The home was originally built with a live-in staff apartment, which will provide bedroom and bathroom space for an additional two residents, everyone will continue to enjoy a private bedroom.

The expansion of the bed capacity will not have a negative impact on the neighborhood and will continue to be compatible with adjacent properties. There will be no additional impact on; ingress/egress, safety, parking, refuse, utilities, buffering, yards or open space.

RECEIVED
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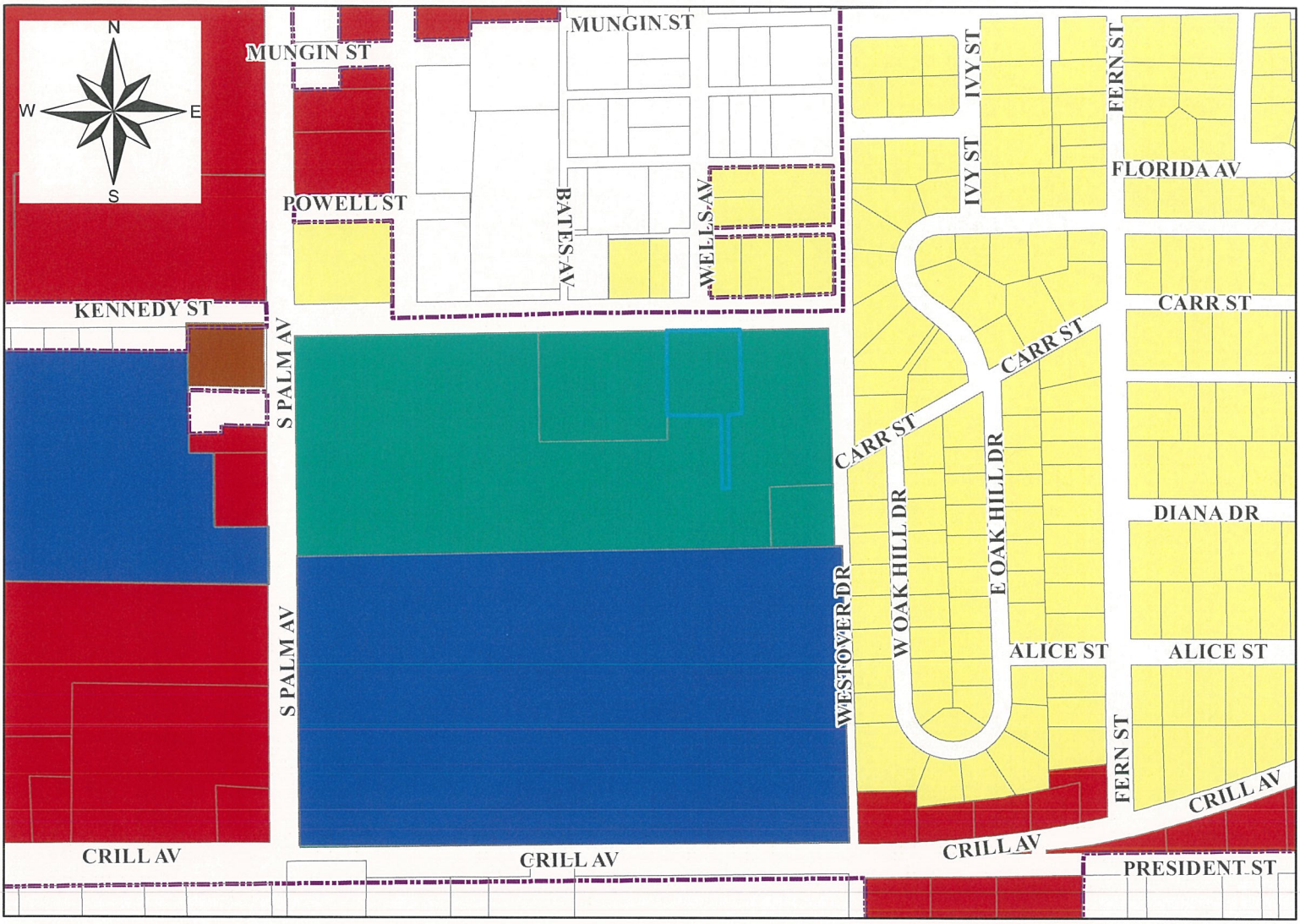
BY:

2901 Kennedy St FLUM



Legend

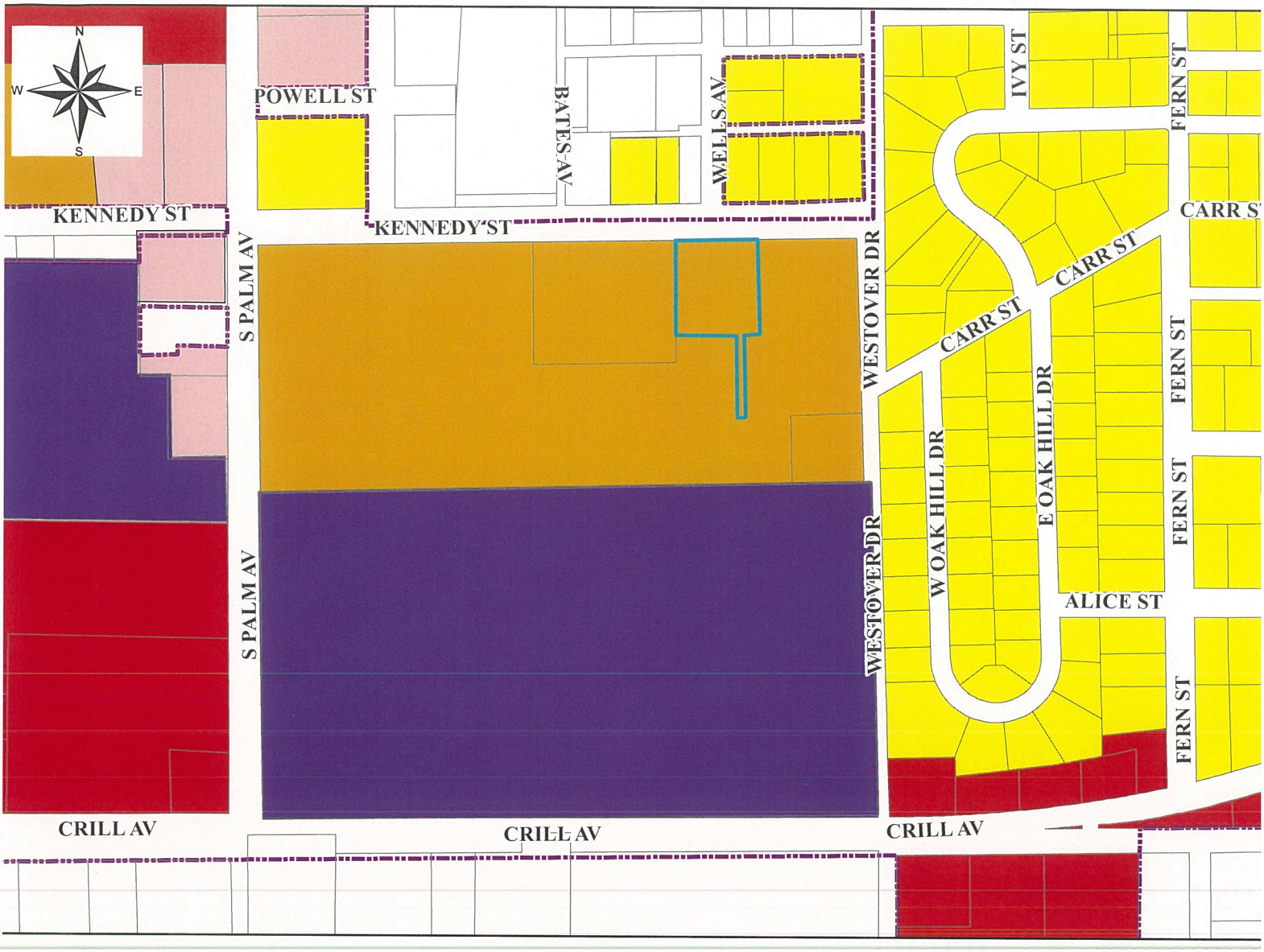
- City Limit
- Parcels

Palatka FLUM

- Commercial
- Other Public Facilities
- Public Building
- High Density Residential
- Low Density Residential

Site(s)	Current FLUM
2901 Kennedy St	OPF (Other Public Facilities)

2901 Kennedy St Zoning



Legend

- City Limit
- Parcels

Palatka Zoning

- General Commercial
- Intensive Commercial
- Public Building and Ground
- Single Family Residential
- Multi-Family Residential

Site(s)	Current Zoning
2901 Kennedy St	R-3 (Multi-Family Residential)

Cases 12-13 & 12-14
Amend FLUM from RL to COM
320 Zeagler Dr. and property to the south
Applicant: Building & Zoning Dept.

STAFF REPORT

DATE: February 28, 2012

TO: Planning Board members

FROM: Thad Crowe, AICP, Planning Director

APPLICATION REQUEST

To amend FLUM from RL (Residential, Low) to COM (Commercial). Public notice included newspaper advertisement, property posting, and letters to nearby property owners (within 150 feet).

APPLICATION BACKGROUND

The application includes two adjacent properties, one being a developed property (medical clinic/320 Zeagler Dr.) located on the west side of Zeagler Dr., just south of the entrance to Cherry Tree Apartments, and the other an undeveloped lot just south of 320. As the table below shows, the properties have C-1A (Neighborhood Commercial) zoning, but the Future Land Use Map designation is RL (Residential, Low). This is an inconsistent pairing of land use and zoning. The Comprehensive Plan notes under the residential FLUM descriptions that "residential land use is intended to be used primarily for housing and shall be protected from intrusion by land uses that are incompatible with residential density."

The table below shows subject sites and surrounding property use classifications (see also attached maps). It is not clear why properties along the west side of Zeagler Drive (including Cherry Tree Apartments) are in the RL land use category. Zeagler Road is a collector road serving the County's principal hospital, and is not appropriate for single-family residential land use. It is also unclear why the hospital and other nearby developed properties are in the Residential High category – these inconsistencies will require FLUM amendments as well in the future.

Table 1: Use Classifications

	Actual Use	FLUM	Zoning
Sites	Undeveloped	RH (Residential, Low)	C-1A (Neighborhood Commercial)
North	Medical clinic	RL (Residential, Low)	R-3 (Multi-family Residential)
South	Medical Clinic	RH (Residential, High)	C-1A (Neighborhood Commercial)
West	Apartments (Cherry Tree)	RL (Residential, Low)	R-3 (Multi-family Residential)
East	Undeveloped	COM (Commercial)	C-2 (Intensive Commercial)

Figure 1 (top): Properties location
Figure 2 (middle): 320 Zeagler Dr.
Figure 3 (bottom): Property south of 320 Zeagler

PROJECT ANALYSIS

Future Land Use Analysis

Florida House Bill 7129 provides amended criteria for consideration of comprehensive plan amendments under F.S. 163-3187, shown in italics below (staff response follows each criterion).

List Goals, Objectives, and Policies of the Comprehensive Plan that support the proposed amendment.
Staff comment: the application is not in conflict with goals, objectives, and policies of the Comprehensive Plan.

Provide analysis of the availability of facilities and services.
Staff comment: The subject properties are in close proximity to a range of urban services and infrastructure, including water and sewer.

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: One property is already developed (320 Zeagler) and the other is suitable for development. The properties are not in a floodplain, and in fact are well-drained with sandy soils. On the undeveloped parcel there are a number of scrub oaks and evergreen trees on the site that will have to be preserved or mitigated.

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.*

Staff comment: Development along Zeagler Dr. includes a wide array of land uses including single-family residential, multi-family residential, and medical offices and clinics.

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

Staff comment: The location is not a rural area and is within the Palatka urban area.

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

Staff comment: These lots and the two lots across the street already in the Commercial FLUM category form a distinct commercial node. This node is not isolated from the hospital and other medical-related uses to the south, despite much of this area being incorrectly placed in the RH (Residential, High) FLUM category.

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

Staff comment: The area is urbanized and not agricultural, and the City's tree preservation ordinance will assist in preserving and/or mitigating for the loss of trees on the property.

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

Staff comment: These properties are well-situated to utilize 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.*

Staff comment: Given their location with an urban service area, these properties can be efficiently served.

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

Staff comment: The properties are within an urban area.

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

Staff comment: the proposed commercial designation will in fact encourage infill development.

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

Staff comment: the proposed commercial designation allows for a wide variety of uses.

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

Staff comment: The proposed amendment would not result in poor accessibility between vicinity land uses.

STAFF RECOMMENDATION

As demonstrated in this report, this application meets applicable future land use amendment criteria. Staff recommends approval of Case 12-13 and 12-14: amendment of future land use map category to COM for 320 Zeagler Drive and the property to its south.

Staff comment: These properties are well-situated to utilize 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.*

Staff comment: Given their location with an urban service area, these properties can be efficiently served.

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

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

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STAFF RECOMMENDATION

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ATTACHMENTS: APPLICANT NARRATIVE
FLUM AND ZONING MAPS