

**Case 12-18**  
**Request for Conditional Use**  
**Wall Graphics: 706 & 900 St. Johns Ave.**  
**Applicant: John Alexander, on behalf of the Conlee-Snyder Mural Committee**

## STAFF REPORT

**DATE:** March 24, 2012

**TO:** Planning Board Members

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

### APPLICATION REQUEST

To consider a request for a Conditional Use for wall graphics, in this case murals, on building walls at 706 and 900 St. Johns Avenue. Public notice included newspaper advertisement, letters to nearby property owners (within 150 feet), and property posting.

### APPLICATION BACKGROUND

The two buildings to host the murals are in the downtown area. The building at 706 St. Johns Ave. is occupied by a gun range, and the building at 900 St. Johns Avenue is the Downtown Palatka Visitors' Center. Both murals will be on east-facing walls.



*Figure 1 (above): 900 St. Johns Ave.  
Figure 2 (below): 706 St. Johns Ave.*

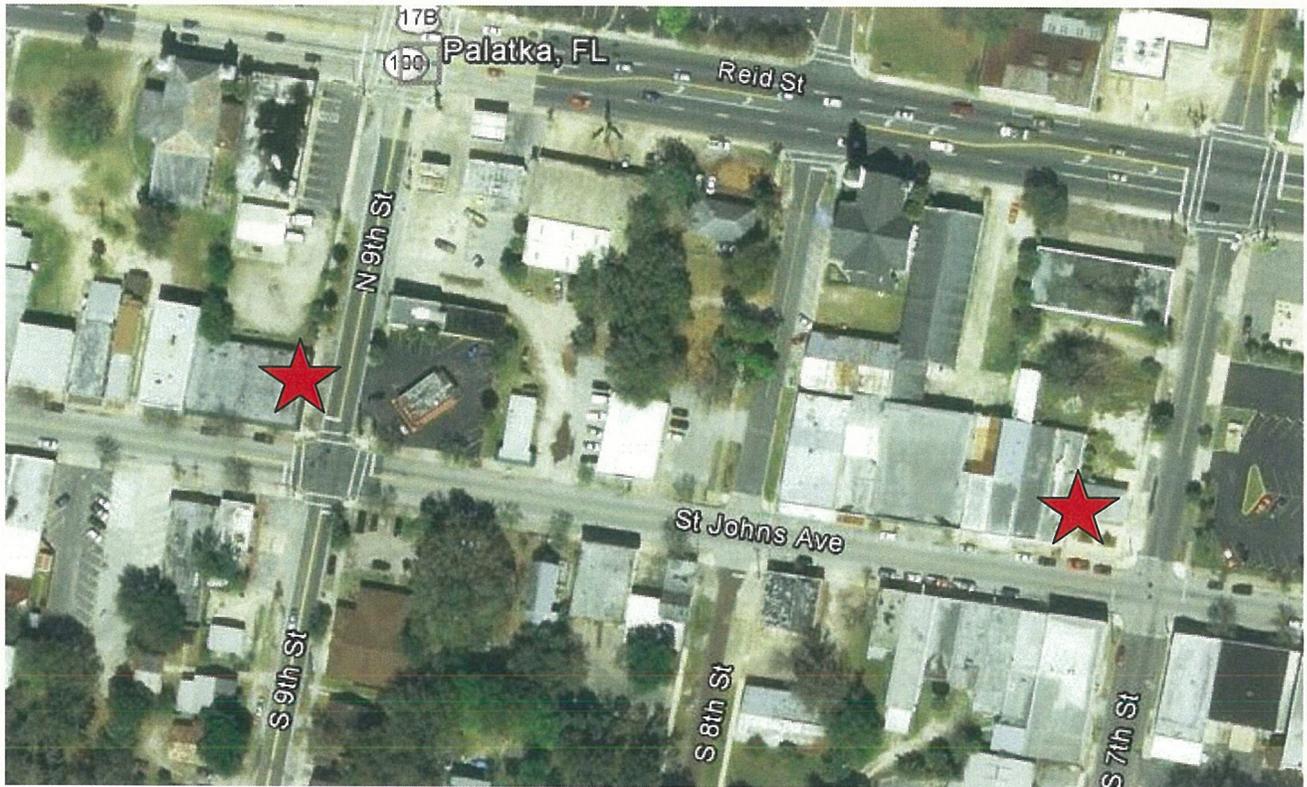


Figure 3: 900 St. Johns Ave. (left) and 706 St. Johns Ave. (right)

The DB (Downtown Business) zoning district allows for wall graphics 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 criteria are used for evaluation of Conditional Uses.

*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.*

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

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

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

Staff Comment: these criteria are not applicable

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 Planning Board in the past have approved similar murals and have not found that there are negative issues pertaining to such wall graphics. The murals depict events or people that are associated with the City's past and help to foster a sense of community pride and interest in local history.

h. *Required yards and other open space.*

Staff Comment: not applicable.

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

Staff Comment: see g. above.

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 wall graphics in the DB 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: it is Staff's opinion that the Mural Committee has located murals in a way that does not saturate the downtown area, and installation of these murals will not change this assessment.

*Appropriate conditions and safeguards in conformity with the Zoning Code.*

Staff Comment: no conditions are required.

### **STAFF RECOMMENDATION**

Staff recommends approval of the request for a Conditional Use for the murals, as presented, at these locations.

ATTACHMENTS:        APPLICANT NARRATIVE & JUSTIFICATION AND SKETCHES

*The Conlee-Snyder Mural Committee, Inc.*

*Post Office Box 1901*

*Palatka, Florida 32178-1901*

*Thank  
you  
Thanks for taking  
care of this  
Woody*

*3-12-12*

Officers:

John Alexander  
Chairman

Dr. Judith Rothschild  
Vice Chairman

Regina Lynn  
Secretary

Don Gooding  
Treasurer

*Elwin C. "Woody" Boynton  
City Manager  
Palatka, Fla.*

*Dear Sir!*

Board of Directors:

Gwen Alexander  
Roberta Correa  
Linda Little Crabill  
Sam Deputy  
Judy Gooding  
Mary Lee Maraji  
Clint Snyder  
Gwendolyn White

*The Conlee-Snyder Mural Committee is in the process of making plans for two murals. "The Annie Oakley Mural" - Size 13x 39 and "The 1909 Opening of the Palatka Union Depot" mural - Size 9.5x 36.8 of which we have submitted applications for their approval by the Planning Board since they exceed the acceptable size.*

Associates:

Robert Beaton  
Kathy Brogden  
Allegra Kitchens  
Bill Snyder  
Frank Walker

*We are in hopes that you will waive the fee of \$130.00 for each mural for a total of \$260.00, dollars that would be paid by our committee.*

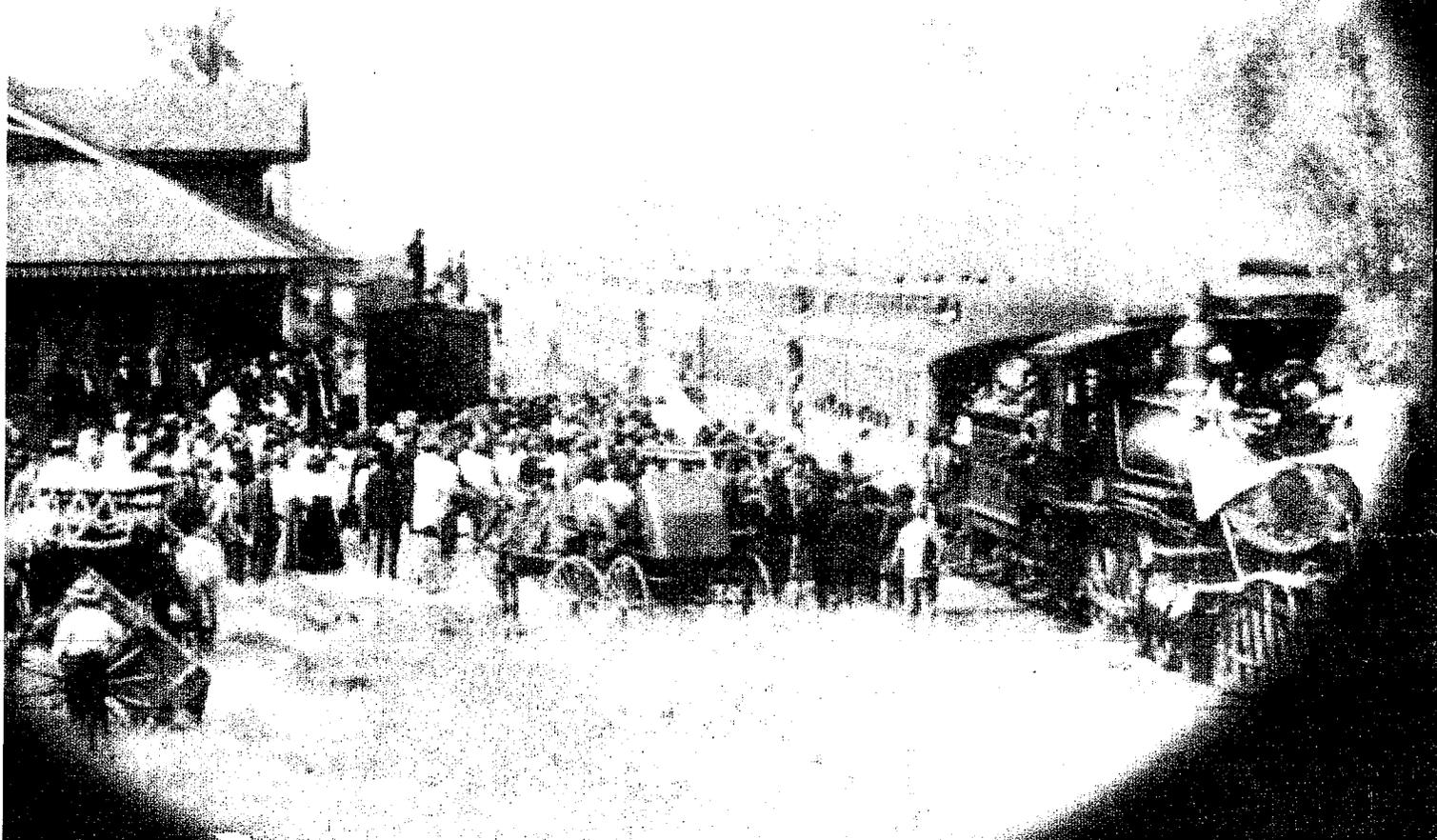
*Thank you for your cooperation*

*Sincerely*

*John Alexander - Chairman  
Conlee-Snyder Mural Committee*

smart

# Train A' Coming!



by Marcia Lane

*Putnam's Union Depot in 1909 was cause for a major turnout of area residents. The passenger train was headed north. The depot located off Reid and is listed on the National Register of Historic Places. Photos courtesy of Putnam County Archives, Putnam Library System.*

*The Conlee-Snyder Mural Committee, Inc.*

*Post Office Box 1901*

*Palatka, Florida 32178-1901*



The mural to be painted on the building known as the Gun Shop at 706 St. Johns Ave. whose size is 13 feet high by 39 feet long and titled "The Annie Oakley mural".

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Chairman

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Vice Chairman

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Secretary

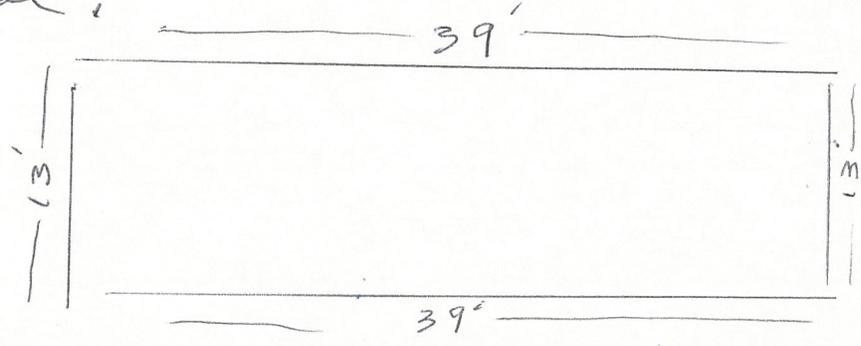
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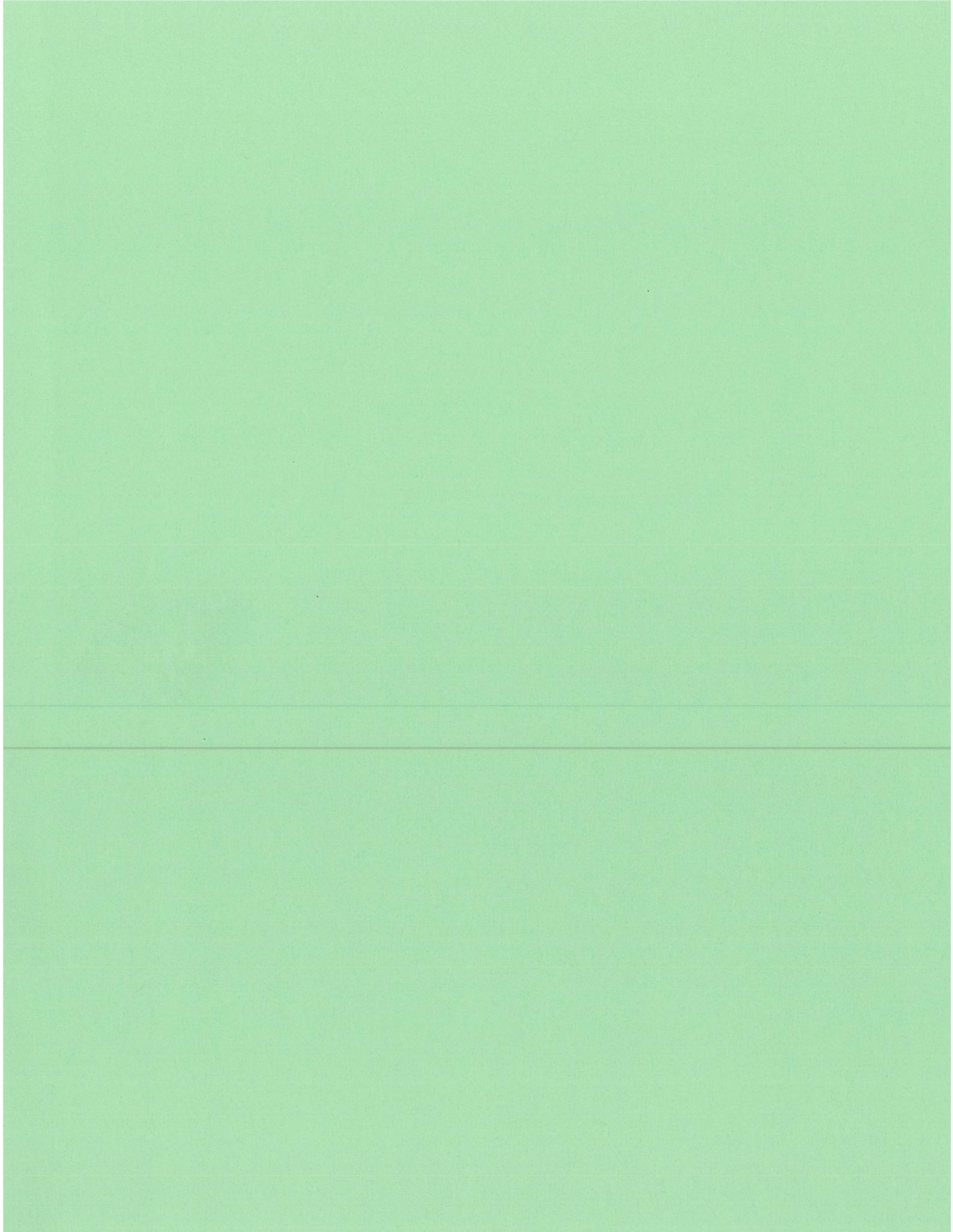


BY: \_\_\_\_\_

# THE OAKLE







**Case 12-19**  
**Request for Conditional Use**  
**Indoor Recreation Use at 702 N. 19<sup>th</sup> St., Units G & H**  
**Applicant: George E. Moore**

**STAFF REPORT**

**DATE:** March 25, 2012

**TO:** Planning Board Members

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

**APPLICATION REQUEST**

To consider a request for a Conditional Use for an indoor recreation use 702 N. 19<sup>th</sup> St. Public notice included newspaper advertisement, letters to nearby property owners (within 150 feet), and property posting.

**APPLICATION BACKGROUND**

The C-2 zoning district allows by Conditional Use indoor commercial recreational facilities “such as motion picture theaters, billiard parlors, swimming pools, bowling alleys and similar uses, provided such uses shall be in soundproof buildings.”

**PROJECT ANALYSIS**

The subject property is occupied by two commercial buildings: one east-west oriented building that is approximately 7,300 SF in size and one north-south oriented building that is approximately 1,225 SF in size. The larger building is split up into 11 storefronts, each fifteen feet in width. The property is almost entirely paved for parking and loading, but no spaces are striped or otherwise identified. The table below and accompanying maps show site and surrounding uses and land use/zoning designations.

***Table 1: Site and Surrounding Properties Land Use***

	<b>Actual Use</b>	<b>Future Land Use Map</b>	<b>Zoning</b>
Site	Retail buildings	COM (Commercial)	C-1 (General Commercial)
North	Single-family residence	RL (Residential, Low Density)	R-1 (Single-family Residential)
East	Church	RM (Residential, Medium Density)	R-2 (Two-family Residential)
South	Single-family residence Undeveloped lot	RH (Residential, High Density)	R-3 (Multi-family Residential)
West	Single-family residence Undeveloped lot	RL (Residential, Low Density)	R-1 (Single-family Residential)



Figure 1 (above): Location Map

Figure 2 (below): Site from N. 19<sup>th</sup> St.



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 application is not in conflict with applicable elements 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.*

Vehicular Access and Traffic Flow.

The property has a single vehicle access point to N. 19<sup>th</sup> St. On the site there is no identification of driveways and parking spaces, which could potentially create problems with traffic movement and obstruction.

Pedestrian Safety

There is an existing sidewalk along the east side of N. 19<sup>th</sup> St. The property is reasonably safe in regard to pedestrian movement and access.

*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.*

Minimum required parking for retail uses are one space for every 200 square feet of nonstorage space. The 10,000 SF of retail space on the site would require fifty parking spaces. The parking lot allows for around 40 parking places. Given that this use predates the Code parking requirements, Staff considers the parking arrangement a legal non-conforming characteristic of use. However for safety reasons Staff is recommending a condition that the lot be striped for parking spaces.

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

The dumpster will require 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.*

Applicable sections of the City's landscape ordinance include the provision of roadway buffers on the east, west, and south sides, a commercial-residential buffer to the north, and interior parking lot landscaping. The property does not comply with the Landscape Code as there is no on-site landscaping. The following buffers are required by code.

- north buffer (adjacent to single-family zoning) - the Code requires several options ranging from a 30-foot wide to a 75-foot wide buffer – the existing buffer appears to be around 25 feet and includes only a dilapidated fence.
- East, west, and south roadway buffers: seven-foot width minimum and two trees per 100 linear feet standard and continuous hedge. Some of these areas have available planting areas that now do not include any plantings.

Staff has confirmed with the City Attorney that Zoning Code Section 94-302(b)(3) requires that a Conditional Use conform with applicable sections of the landscape code. Staff is currently revising the landscape ordinance and under the advice of the City Attorney recommends postponing compliance with the landscape code pending the completion of code revisions.



Figure 3: Lack of buffering to north (picture taken from parking lot)

*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.*

The only signs on the site are wall or window signs associated with individual storefronts.

*h. Required yards and other open space.*

See f. above.

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

The property is an isolated zoning district located within a residential neighborhood. Typically compatibility would be assured through buffering, but as stated there is no buffering to speak of.

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

There are no special requirements set forth in the Zoning Code for this type of use.

*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*

Please note that the Police Chief recommended denial of the request due to a disproportional amount of crime associated with this property, particularly shootings, open air drug dealing, and fights (see attached PPD report). It is important to note that the concerns about the property are not related to the concerns about

this particular indoor recreation use, except where one impacts the other. Any recommendation of denial would require specific findings pertaining to the indoor recreation use and how it would affect public safety. The Planning Board must focus on this application and not what is around it. That being said, Staff is concerned about the safety of children, many of whom will be walking to this establishment without parental supervision. The Chief has provided some specific recommendations in his report, some of which Staff believes are applicable to this request. Other recommendations do not apply to the specific use requested or pertain to Staff's identified concern of safety for young patrons, and are therefore not included as recommended conditions.

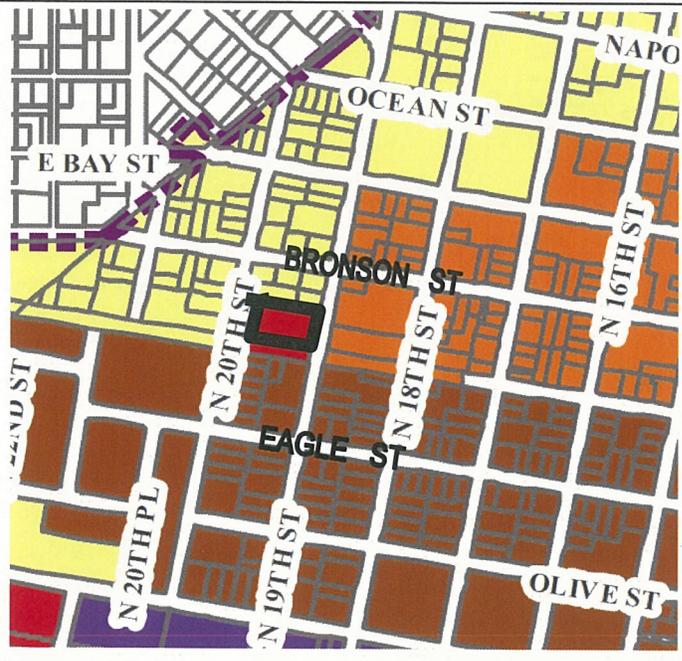
### **STAFF RECOMMENDATION**

Staff recommends approval of the request for a Conditional Use for an indoor recreation facility at 702 N. 19<sup>th</sup> St., Units G and H with the following conditions.

- Applicant shall comply with Landscape Code provisions upon their adoption.
- New lighting shall be installed on the site to provide for better visibility on the east and west side of the property while being shielded and downcast to minimize off-site glare.
- Parking spaces shall be designated with clearly marked striping.
- Per recommendation from the Police Chief due to concern for the safety of children given crime incidence on the property, facility shall not be open later than 9 PM.
- Dumpster shall be screened.

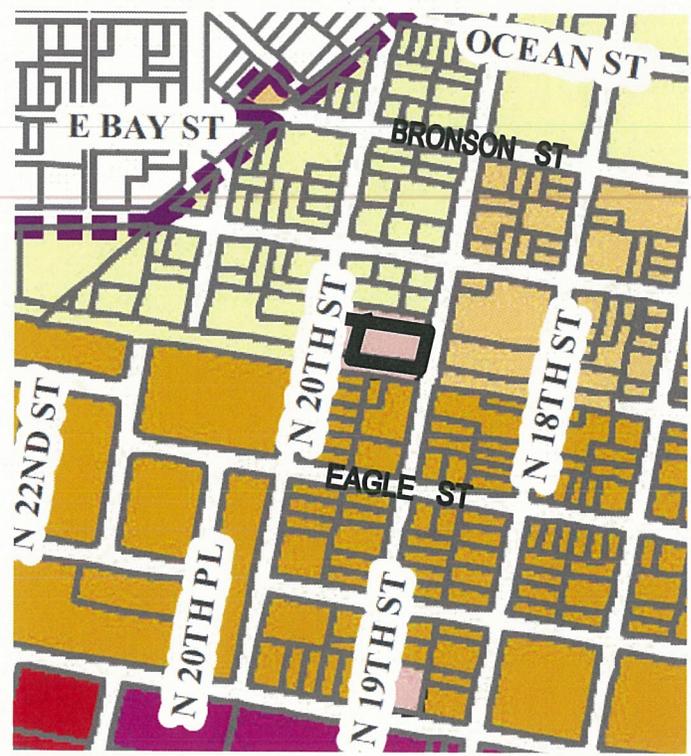
ATTACHMENTS:        FUTURE LAND USE AND ZONING MAPS  
                             PALATKA POLICE DEPT. REPORT

# FUTURE LAND USE MAP



- COM
- PB
- REC
- RH
- RL
- RM

# ZONING MAP



- C-1
- C-2
- M-1
- R-1
- R-2
- R-3

# PALATKA POLICE DEPARTMENT

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## LAW ENFORCEMENT IMPACT REVIEW



911 ADDRESS:  
702 N. 19<sup>TH</sup> STREET  
(MARTIN LUTHER KING PLAZA)  
PARCEL # 37-10-26-6850-3500-0000  
(SPECIAL USE PERMIT)

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## CONCEPTUAL REVIEW 03/21/12

OWNER/APPLICANT: MAKHOUF WASIM &  
GEORGE E. MOORE

PARCEL # 37-10-26-6850-3500-0000

702 N. 19<sup>TH</sup> STREET

SPECIAL USE - INDOOR RECREATION

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### PURPOSE

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The Police Department's review of the proposed development/annexation is designed to provide City staff, planners, reviewers, elected officials, and citizens with projected impacts to municipal law enforcement services. This review is designed to promote the City's strategic public safety goals, which include crime prevention and reduction, call-for-service management, and timely response to the needs of citizens.

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### IMPACTS TO POLICE DEPARTMENT STAFFING

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#### ❖ Sworn officer (Police)

- Police Department (PPD) service standard = 469.20<sup>1</sup> calls-for-service (CFS) per year per officer.
- On average, every citizen generates 1.60<sup>2</sup> CFS per year.
- Every 1,000 new residents generate 1,600 additional CFS per year.
- Every 1,600 additional citizen generated CFS would equate to 3.41 additional police officer positions.
- The owner has applied for a special use permit to operate indoor entertainment. Currently, this property is not zoned for this type of use.
- **Police Impacts:**
  - **Review Based on Similar Businesses/Uses:**
    - N/A
  - **Review Based on City of Palatka Impact Fee Study**

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<sup>1</sup> Source: City of Palatka Police Department Staffing Standards; 2003

<sup>2</sup> Source: City of Palatka Police Department Staffing Average CFS; 2003

- This property has a structure footprint of 8,540 sq. ft., while the Special Use Permit request is for a total of 900 sq. ft., Special Use variance. Since this application is for a "Special Use Permit" for the entire property and not just one or several units located with this property, then we assume the entire property will/can be used for indoor recreation.
- Based on the City of Palatka Impact Fee Study, published in March of 2007, the "Annual Law Enforcement Incidents per Unit of Development" factor is .0055 incidents per square foot for Resturauant/Bar/Entertainment land use.
- A review conducted by the Police Department suggests if the Special Use Permit is granted, this property has the potential of generating 47 police related calls for service.
- Although these impacts to law enforcement resources may not appear to be significant, this property already generates a high volume of police calls-for-service, to include, crimes of violence (shootings), open air drug sales, fights, loitering, and generally nuisances. Neighbors adjacent to this property are continually complaining to the City pertaining to the above issues, not to mention, these calls-for-service are a drain on police resources. In the past, the Police Department has filed a nuisance abatement case (see attached nuisance abatement case) against this property & police calls-for-service from 1/2007 thru current.
- Based on the data and profound concern for public safety and generally health and welfare of the neighborhood and citizens, the Police Department strongly recommends this "Special Use Permit" not be granted.

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OTHER IMPACTS/ISSUES

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❖ N/A

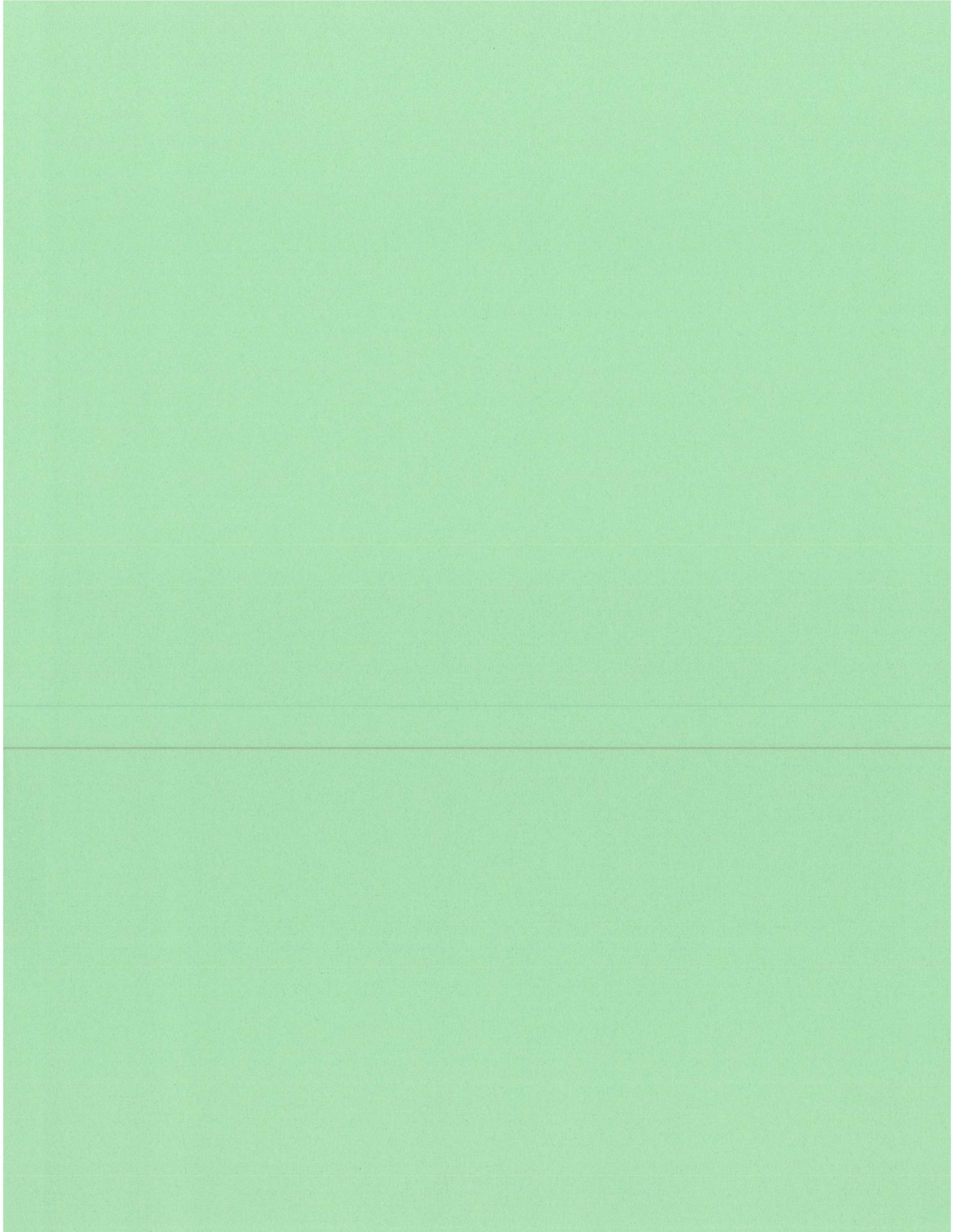
**STRATEGIES FOR REDUCING IMPACTS TO LAW ENFORCEMENT**

If the City does grant the Special Use Permit, then the Police Department would provide provisions/stipulations for special use.

**CONCEPTUAL REVIEW 03/21/12**  
**OWNER/APPLICANT: MAKHOUF WASIM &**  
**GEORGE E. MOORE**  
**PARCEL # 37-10-26-6850-3500-0000**  
**702N. 19TH STREET**  
**SPECIAL USE - INDOOR RECREATION**

Property Category	Annual Law Enforcement Incidents Per Unit of development	Projected growth by Sq Ft or Units	Annual CFS
<i>Residential</i>	2.9549	0	0.00
<i>Bank</i>	0.0073	0	0.00
<i>General Commercial</i>	0.0182	0	0.00
<i>General Office</i>	0.0018	0	0.00
<i>General Retail</i>	0.0018	0	0
<i>Hotel/Motel</i>	0.0052	0	0.00
<i>Rest/Bar/Entertainment</i>	0.0055	900	4.95
<i>Industrial/Warehouse</i>	0.0004	0	0
<i>Institutional</i>	0.0028	0	0.00
			5
<b>Average CFS Per Officer Per year</b>			<b>469.2</b>
<b>Officers needed to manage increased CFS</b>			<b>0.01</b>





# Case 12-20

## 3205 & 3209 Crill Ave: Request to Annex, Amend FLUM from County CR & UR to COM, & Rezone from County C-2 to C-2

## 1108 S. Palm Ave: Request to Annex, Amend FLUM from County CR to COM & Rezone from County R-1A to C-1A

Applicant: Guy Parola

### STAFF REPORT

**DATE:** March 27, 2012

**TO:** Planning Board members

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

#### APPLICATION REQUEST

To annex and make land use and zoning changes as follow:

Property	Current FLUM	Requested FLUM	Current Zoning	Requested Zoning
3205 Crill Ave.	Co. CR (Commercial)	COM (Commercial)	Co. C-2 (Commercial, Light)	C-2 (Intensive Commercial)
3209 Crill Ave.	Co. UR (Urban Reserve)	COM (Commercial)	Co. C-2 (Commercial, Light)	C-2 (Intensive Commercial)
1108 S. Palm Ave.	Co. CR (Commercial)	COM (Commercial)	Co. R-1A (Resid. Single Family)	C-1A (Neighborhood Commercial)

#### APPLICATION BACKGROUND

Two of these parcels are located on the south side of Crill Ave., approximately 450 feet west of S. Palm Ave., and the other S. Palm Ave. parcel backs up to the larger Crill Ave. parcel and is located approximately 450 feet south of Crill Ave. The larger parcel (3209 Crill Ave.) is undeveloped and the other two parcels have single-family homes.

The maps attached with this report shows site and surrounding property use classifications.

#### PROJECT ANALYSIS

##### **Annexation Analysis**

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

Contiguity. F.S. 171.031 provides a definition for contiguous and requires that the boundary of the property proposed for annexation must be coterminous with a part of the municipality's boundary. The Crill Ave. parcels are contiguous to the city limits, which are located immediately to the north, and the larger Crill Ave. parcel is contiguous to the S. Palm Ave. parcel.

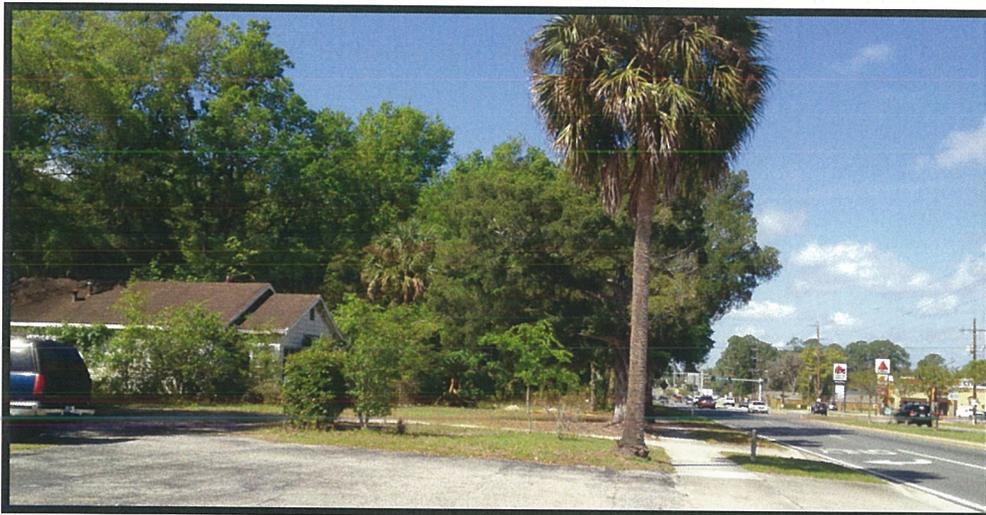


**Compactness.** The statute also provides a definition for compactness that requires an annexation to be for a piece of property in a single area, and also precludes any action which would create enclaves, pockets, or finger areas in serpentine patterns. Annexing this property meets the standard of compactness as the annexed area does not create an enclave, pocket or serpentine pattern finger area.

Case 12-2-  
3205 & 3209 Crill Ave: Request to Annex,  
Amend FLUM from County CR & UR to COM, &  
Rezone from County C-2 to C-2  
1108 S. Palm Ave: Request to Annex, Amend FLUM from County CR to COM & Rezone from County R-1A to C-1A



*Figure 2: Property from Westgate Shopping Center/North*



*Figure 3: Property from Crill & Palm Vet Ctr./East*



*Figure 4: 1108 S. Palm Ave*

### **Future Land Use Analysis**

Criteria for consideration of comprehensive plan amendments under F.S. 163-3187 are 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 application 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

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. The intensity of commercial use, as measured by impervious surface, should not exceed 70 percent of the parcel. The maximum height should not exceed 40 feet. 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 Response: given that the property fronts on a state highway with multiple commercial uses and general commercial land use and zoning along the road corridor, it is suited for the Commercial FLUM category.

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

Staff Response: the property is in close proximity to urban services and infrastructure including city water and sewer lines.

*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 Response: City FLUM designation carries with it the eventual connection to City sewer and water, which is not an option for County FLUMs.

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

Staff Response: 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 Response: the location of these properties immediately adjacent to 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 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.*

Staff Response: as previously noted, the application is in keeping with the Comprehensive Plan.

*b. The existing land use pattern.*

Staff Response: The property is located adjacent to an established commercial node that centers on the intersection of Crill Ave. and S. Palm Ave. Existing commercial uses are located to the north, east, and west.

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

As part of the larger commercial node around the Crill & Palm intersection, this property will not be an isolated district. It should be noted that the properties along the west side of S. Palm Ave. south of Crill Ave. are in County Commercial land use, which "trumps" the County residential zoning on these residential properties.

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

Not applicable as the property will be utilized for nonresidential purposes.

*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.

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

Staff Response: The single-family use of the Crill Ave. properties is less viable given its location on a major state road. The property will be required to provide buffering for adjacent residential development to the east. The S. Palm Ave. parcel is in commercial land use, but being aware of the existing residential uses north and south of it, Staff recommends the least intensive commercial zoning of C-1A (Neighborhood Commercial) for this parcel. It is likely that this property will only be utilized for a secondary driveway for commercial use on the main Crill parcels. If properly applied, the City's Tree Preservation standards will help to preserve some of the outstanding tree canopy on the overall site, and the size of the properties (5+ acres) lends itself well toward good buffering for adjacent properties.

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

Staff Response: in terms of concurrency, this roadway is not considered a failing roadway and has capacity for future development. Traffic sometimes backs up along Crill Ave. from the S. Palm Ave stop light, therefore it would be in the best interests of a future developer and the City for the S. Palm Ave. lot to serve as a secondary driveway and alternate route.

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

Staff Response: all development must meet City and water management district stormwater retention requirements.

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

Staff Response: the size of these properties allows for a full measure of required buffering and screening from adjacent properties and general open space and tree preservation.

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

Staff Response: 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 Response: based on the previous responses, the change 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 Response: providing a FLUM and zoning designation to a property that is similar to surrounding properties and 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 Response: Not applicable as the City commercial land use and zoning will be similar as the current County classification.

*o. Whether the change suggested is out of scale with the needs of the neighborhood or the city.*  
 Staff Response: the property is well-located to serve the neighborhood and the city with a general or neighborhood commercial use.

*p. Whether it is impossible to find other adequate sites in the city for the proposed use in districts already permitting such use.*  
 Staff Response: while it is not impossible to find other sites for commercial use in the City, it is appropriate for this property to have commercial FLUM and zoning.

*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 annexation, future land use amendment, and rezoning criteria. Staff recommends approval of Case 12-2: annexation, land use amendment, and rezoning of the following properties as shown below.

Property	Current FLUM	Requested FLUM	Current Zoning	Requested Zoning
3205 Crill Ave.	Co. CR (Commercial)	COM (Commercial)	Co. C-2 (Commercial, Light)	C-2 (Intensive Commercial)
3209 Crill Ave.	Co. UR (Urban Reserve)	COM (Commercial)	Co. C-2 (Commercial, Light)	C-2 (Intensive Commercial)
1108 S. Palm Ave.	Co. CR (Commercial)	COM (Commercial)	Co. R-1A (Resid. Single Family)	C-1A (Neighborhood Commercial)

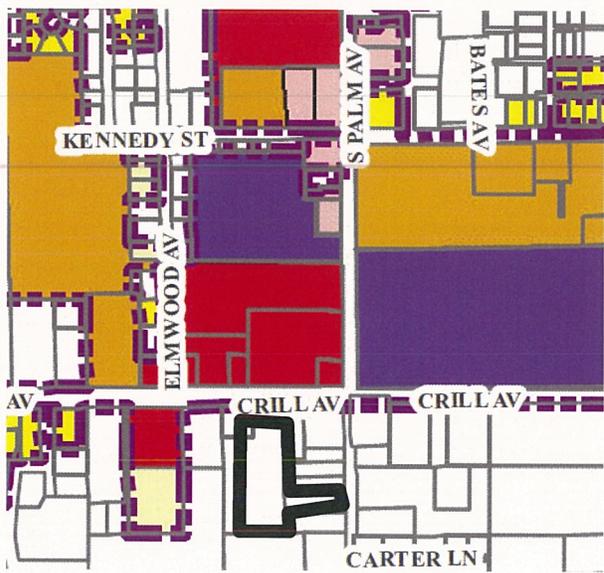
ATTACHMENTS:                      FLUM & ZONING MAPS  
    APPLICANT’S NARRATIVE & JUSTIFICATION

# FUTURE LAND USE MAP

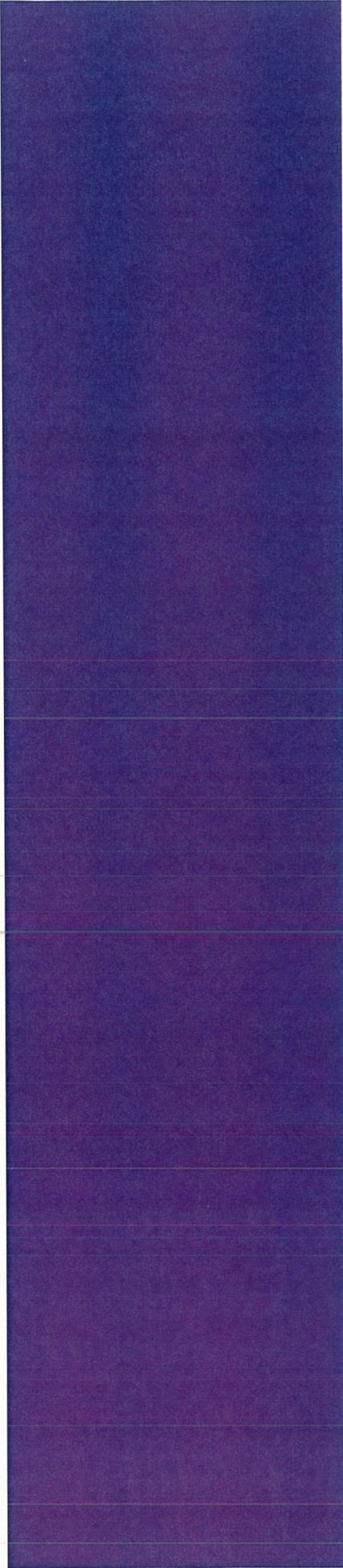


- COM
- PB
- REC
- RH
- RL
- RM

# ZONING MAP



- C-1
- C-2
- PBG
- R-1A
- R-3



**PROJECT NARRATIVE  
(JUSTIFICATION REPORT)**

**Crill Avenue and South Palm Avenue  
Annexation, Small-scale Comprehensive Plan  
Amendment, and Rezoning Justification  
Report**

***Prepared for Submittal to:***  
The City of Palatka, Florida

***Prepared on Behalf of:***  
Blue Current Development

***Prepared by:***



**Causseaux, Hewett, & Walpole, Inc.**  
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**March 05, 2012**  
**PN# 11-0225**

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# 1. Executive Summary

# Causseaux, Hewett, & Walpole, Inc.

Engineering • Surveying • Planning

**To:** Mr. Thad Crowe, AICP, City of Palatka, Planning Director #11-0225  
**From:** Gerry Dedenbach, AICP, LEED® AP, Director of Planning and GIS Services  
**Date:** March 5, 2012  
**Re:** City of Palatka Annexation, Small-scale Comprehensive Plan Amendment (Ss-CPA), and Rezoning Justification Report

<b>Jurisdiction:</b> City of Palatka	<b>Intent of Development:</b> General Commercial
<b>Description of Location:</b> South side of Crill Avenue, west of South Palm Avenue	
<b>Parcel Numbers:</b> 11-10-26-0000-1160-0000, 11-10-26-0000-1110-0000, & 11-10-26-0000-1100-0000	<b>Acres:</b> ± 5.0  <i>(Source: Putnam County Property Appraiser)</i>
<b>Current Land Use Classification:</b> 11-10-26-0000-1160-0000 and 11-10-26-0000-1110-0000:  Commercial (County)  11-10-26-0000-1100-0000:  Commercial (County)	<b>Proposed Land Use Classification:</b> 11-10-26-0000-1160-0000 and 11-10-26-0000-1110-0000:  Commercial The purpose of the C-2 zoning district is to provide a commercial zoning district for light commercial land use in the Rural Center, Urban Service, Urban Reserve and Commercial future land use classifications shown on the Putnam County Future Land Use Map.  11-10-26-0000-1100-0000:  Residential Low Density R-1A Intended for dwellings or structures intended for housekeeping for a single family unit as defined by the Florida Building Code
<b>Current Land Use Classification:</b> 11-10-26-0000-1160-0000 and 11-10-26-0000-1110-0000:  Intensive Commercial C-2 (County)  11-10-26-0000-1100-0000:  Residential R-1A (County)	<b>Proposed Land Use Classification:</b> 11-10-26-0000-1160-0000 and 11-10-26-0000-1110-0000:  Intensive Commercial C-2  11-10-26-0000-1100-0000:  Residential R-1A
<b>Current Land Use Acreage</b> <i>Commercial (County) = ±5.0</i>	<b>Proposed Land Use Acreage</b> <i>Commercial = ±4.33 acres</i>  <i>Residential Low Density = ±0.68</i>
<b>Current Zoning Acreage</b> <i>Intensive Commercial C-2 (County) = ±4.33</i>  <i>Residential R-1A (County) = ±0.68</i>	<b>Proposed Zoning Acreage</b> <i>Intensive Commercial C-2 (County) = ±4.33</i>  <i>Residential R-1A (County) = ±0.68</i>

# 1. Executive Summary

Causseaux, Hewett, & Walpole, Inc.

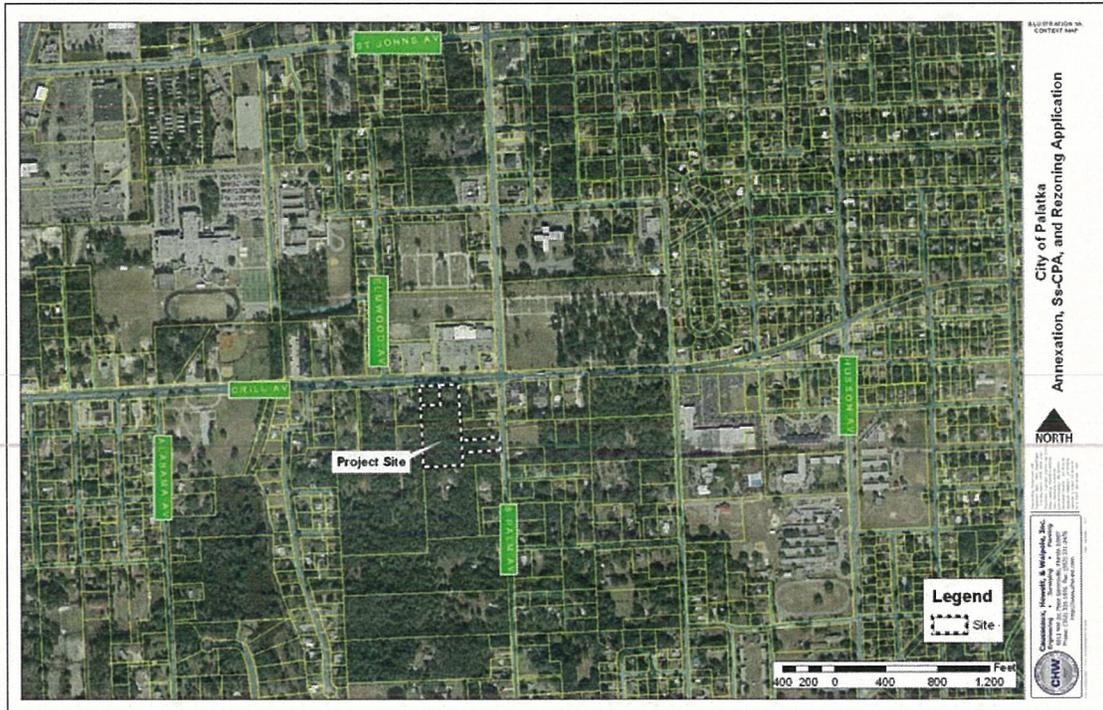
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<b>Evaluation Summary</b>	<b>Positives</b>	<b>Negatives</b>
Extent (Relative to existing land uses)	+	
Location (Relative to existing urban core)	+	
Distribution (Vehicular & Pedestrian)	+	
Density (Maximum allowable units)	+	
Intensity (Impact of development)	+	
Compatibility (To surrounding land use)	+	
Suitability (Land characteristics)	+	
Functional Relationship (Relation to area)	+	
Land Use Combination (Promotion of mixes)	+	
<b>Evaluation Summary Total</b>	<b>+ 9</b>	<b>0</b>

## 2. STATEMENT OF PROPOSED CHANGE

The properties consist of approximately 5.0 acres located on the south side of Crill Avenue, just west of South Palm Avenue. Currently, the properties have the County's Commercial Future Land Use Map (FLUM) designation. The properties fronting Crill Avenue have the County's Intensive Commercial C-2 Zoning Map designation, and the property fronting South Palm Avenue has the County's Residential R-1A Zoning Map designation. Consequently, there is an inconsistency between the South Palm Avenue property's FLUM and Zoning District designations. The requested Ss-CPA and Rezoning will rectify this inconsistency.

The Small-scale Comprehensive Plan Amendment (Ss-CPA) requests to change the subject properties' FLUM designations to Commercial (COMM) and Residential Low Density (RLD). Companion with the Ss-CPA, a request for Rezoning seeks to change the Zoning Map designation to Commercial Intensive (C-2) and Residential (R-1A).



**Figure 1: General Location Map**

Figure 1 above identifies the site's general location. Figure 2 on page 4 is an aerial of the site.



**Figure 2: Aerial Map**

The site has approximately 300 linear feet of frontage along Crill Avenue and 100 linear feet of frontage on South Palm Avenue. Crill Avenue is generally commercial, while Palm Avenue transitions from commercial to residential from Crill Avenue.

**Table 1: Surrounding Future Land Use and Zoning Designations**

<b>Direction</b>	<b>Future Land Use Map Designation</b>	<b>Zoning Map Designation</b>
North	Commercial	Commercial C-2
East	County Commercial	County Commercial C-2 and County Residential R-1A
South	County Commercial	County Residential R-1A
West	County Commercial	County Commercial C-2 and County Residential R-1A

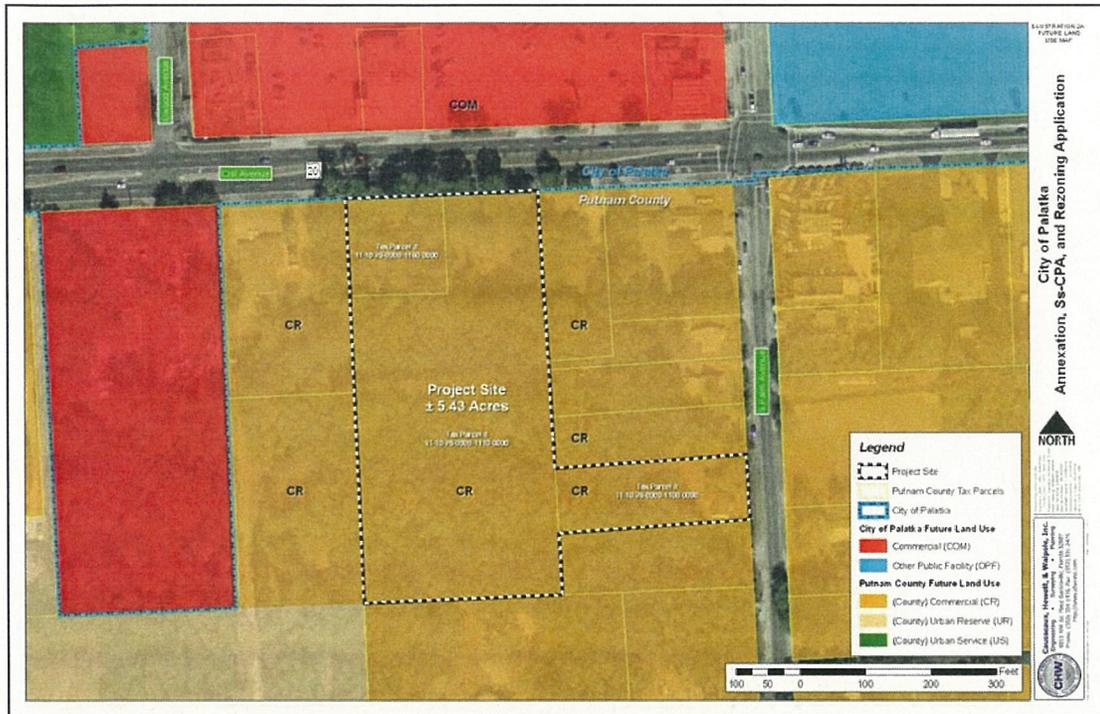


Figure 3: Existing Future Land Use Map



Figure 4: Proposed Future Land Use Map

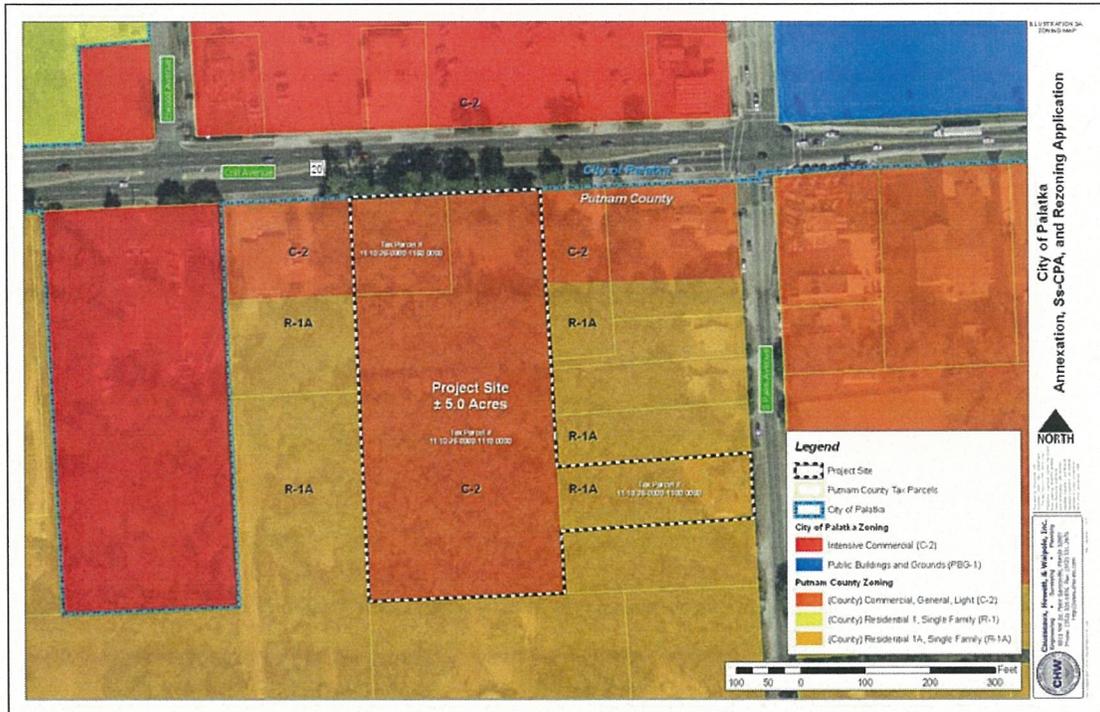


Figure 5: Existing Zoning Map



Figure 6: Proposed Zoning Map

The annexation is being sought in order to acquire potable water and sanitary sewer. The Ss-CPA and Rezoning are being sought because annexed property must be incorporated into the City's FLUM and Zoning Map.

As illustrated by the preceding Figures 3 through 6, the request does not seek more intense entitlements than are currently afforded by the County's FLUM and Zoning Map. Rather, the request substitutes the County's current entitlements with similar City entitlements.



**Figure 7: Topography, Wetlands, & FEMA Floodplain Map**

The site is essentially flat with very gentle sloping, located outside of the 100 year Floodplain (Zone A, AX), and does not contain identified wetlands.



**Figure 8: Natural Resources Conservation Service (NRCS) Soils Map**

The site is comprised of centenary fine sand, as illustrated by Figure 8 above. Centenary fine sand is well drained with sloping between 0 and 5 percent. Centenary fine sand is suitable for dwellings, commercial buildings, and roads.

### 3. URBAN SPRAWL ANALYSIS

The development does not constitute urban sprawl as defined in Florida Statute. "Urban Sprawl" means "a development pattern characterized by low density, automobile-dependent development with either a single use or multiple uses that are not functionally related, requiring the extension of public facilities and services in an inefficient manner, and failing to provide a clear separation between urban and rural uses" (§ 163.3164(51)).

The thirteen (13) indicators of urban sprawl formerly identified in Rule 9J-5, Florida Administrative Code (FAC), now repealed, are incorporated into Chapter 163. Section 163.3177(6)(a)9.a states that, "The evaluation of the presence of these indicators shall consist of an analysis of the plan or plan amendment within the context of features and characteristics unique to each locality..." As demonstrated by the following analysis, the proposed amendment does not trigger any urban sprawl indicators, and adoption of this amendment will discourage the proliferation of urban sprawl with the City of Alachua and Alachua County.

1. Promotes, allows or designates for development in substantial areas of the jurisdiction to develop as low-intensity, low-density, or single-use development or uses.

**Response: Entitlement of these properties does not designate "substantial" areas of Palatka for single-use, low-intensity/density development. The site is comprised of three parcels that in total are only ±5.0 acres, of which approximately 4.33 acres will be commercial and the remaining residential.**

2. Promotes, allows or designates significant amounts of urban development to occur in rural areas at substantial distances from existing urban areas while not using undeveloped lands which are available and suitable for development.

**Response: The site is approximately 1.5 miles from the center of downtown Palatka. The site is located on the south side of Crill Avenue, an existing commercial corridor, between SR 19 and Mosely Avenue. The annexation, Ss-CPA, and Rezoning will allow for infill development of the Crill Avenue/Mosely Avenue and Crill Avenue/SR 19 intersections. Currently, development is denser at these intersections and becomes less dense towards the center of these two nodes.**

3. Promotes, allows or designates urban development in radial, strip, isolated or ribbon patterns generally emanating from existing urban developments.

**Response: With the exception of the Save A Lot shopping center, development along this portion of Crill Avenue occurs in a single-lot, single-use pattern. Combined, these uses form a commercial corridor.**

4. Fails adequately to protect and conserve natural resources, such as wetlands, floodplains, native vegetation, environmentally sensitive areas, natural groundwater aquifer recharge areas, lakes, rivers, shorelines, beaches, bays, estuarine systems, and other significant natural systems.

**Response: There were no natural resources identified. The site is comprised of centenary fine sand, which is well drained with sloping between 0 and 5 percent. Centenary fine sand is suitable for dwellings, commercial buildings, and roads.**

5. Fails to adequately protect adjacent agricultural areas and activities, including silviculture, including active agricultural and silvicultural activities, passive agricultural activities, and dormant, unique and prime farmlands and soils.

**Response: There are no adjacent agricultural areas and no active silviculture. The site is essentially an infill property within proximity to downtown Palatka.**

6. Fails to maximize use of existing public facilities and services.

**Response: The site will utilize existing public facilities and services supplied by the City of Palatka.**

7. Fails to maximize use of future public facilities and services.

**Response: The site will utilize existing public facilities and services supplied by the City of Palatka. The infrastructure for these facilities and services (e.g. potable water and sanitary sewer) abut the site. Development will not require extension of these services.**

8. Allows for land use patterns or timing which disproportionately increase the cost in time, money and energy, of providing and maintaining facilities and services, including roads, potable water, sanitary sewer, stormwater management, law enforcement, education, health care, fire and emergency response, and general government.

**Response: The infrastructure necessary to service the site are in place. The site is not isolated from existing development, and development of the site does not leapfrog large areas of undeveloped lands. Rather, granting of the annexation, Ss-CPA, and rezoning will allow for infill development within an existing commercial corridor.**

9. Fails to provide a clear separation between rural and urban uses.

**Response: The site is not located in an area that transitions from urban to rural. Rather, the site is comprised of infill properties situated between existing commercial and residential development.**

10. Discourages or inhibits infill development or the redevelopment of existing neighborhoods and communities.

**Response: Crill Avenue is an existing commercial corridor, and development of the site constitutes infill development. Figure 1 on page 3 illustrates the existing development.**

11. Fails to encourage a functional mix of uses.

**Response: Commercial development is oriented along Crill Avenue, while less intense institutional and residential uses are generally located adjacent to nonresidential. The commercial development along Crill Avenue generally serves the adjacent residential areas, and the requested entitlements continue the established development pattern.**

12. Results in poor accessibility among linked or related land uses.

**Response: The site is situated between existing commercial and nonresidential development. The site's commercial portion is accessed via Crill Avenue, while the residential is accessed by South Palm Avenue. Pedestrian accessibility is provided by sidewalks along Crill Avenue.**

13. Results in the loss of significant amounts of functional open space.

**Response: The site is not functional open space in the sense that it abuts public lands or serves an environmental purpose. The site is only ±5.0 acres in area, a portion of which is developed with a single-family home.**

As substantiated by the preceding questions and responses, the request does not constitute any of the 13 indicators of urban sprawl. In addition to the thirteen (13) indicators of urban sprawl section 163.3177(6)(a)9.b identifies eight (8) development pattern or urban form criteria. If four (4) or more of those criteria are met, the presumption is that the amendment actually discourages urban sprawl. A request does not have to prove that it meets these additional criteria if it does not, based on the aforementioned 13 indicators, constitute urban sprawl. Nonetheless, in order to demonstrate that the request discourages urban sprawl, additional analysis was performed.

The requested FLUM change is found to meet the following four (4) criteria as identified in §163.3177(6)(a)9.b.(I), (II), (VI), and (VII).

1. Directs or locates economic growth and associated land development to geographic areas of the community in a manner that does not have an adverse impact on and protects natural resources and ecosystems. (163.3177(6)(a)9.b(I))

**Response: The request maintains the existing commercial and residential entitlements. Site development will not adversely affect or impact natural resources and ecosystems because:**

1. Environmentally sensitive lands, wetlands, and floodplains were not identified;
  2. The site is located on Crill Avenue, a corridor where commercial development is anticipated to occur; and
  3. The site is not adjacent to large, open areas.
2. Promotes the efficient and cost-effective provision or extension of public infrastructure and services. (163.3177(6)(a)9.b(II))

**Response: Site development does not require extension of public services. The site will utilize the public infrastructure and services already in existence.**

3. Preserves agricultural areas and activities, including silviculture, and dormant, unique, and prime farmlands and soils.

**Response: As previously stated, this is an infill site within an existing commercial corridor. The public infrastructure necessary for the site are already in place. The site is no located within proximity to active agriculture, and as an infill site focuses development away from these areas.**

4. Creates a balance of uses based upon demands of the residential population for the nonresidential needs of an area. (163.3177(6)(a)9.b(VII))

**Response: The property's current commercial entitlements will be maintained. The commercial development along Crill Avenue generally serves the adjacent residential areas, and the requested entitlements continue the established development pattern.**

#### 4. CONCURRENCY IMPACT ANALYSIS

The following concurrency analysis is based upon:

1. The maximum development potential currently afforded by the existing FLUM and Zoning Atlas designations; and
2. The maximum development potential afforded under the requested Commercial FLUM and Commercial Intensive Zoning Atlas designations;

Based on the following analysis, there are sufficient existing capacities to service the site at maximum development potential.

**Table 2: Existing and Proposed Entitlements**

Future Land Use Designation	Maximum Allowable Density (du/acre)	Maximum Allowable Intensity (FAR)	Number of Stories	Acres	Maximum Residential Development (du)	Maximum Commercial Development (sq. ft.)
<b>Existing:</b>						
County C-2	-	1	-	4.74	-	206,474
County R-1A	5	-	-	0.69	3.45	-
<i>Existing Total</i>	-	-	-	5.43	3.45	206,474
<b>Proposed:</b>						
City C-2	-	0.7	-	4.74	-	144,532
City R-1A	4	-	-	0.69	2.76	-
<i>Existing Total</i>	-	-	-	5.43	2.76	144,532
<b>Net Change</b>	-	-	-	-	(0.69)	(61,942)

**Note:** The following analysis is based on maximum development potential and should not be construed as the intent to develop to the maximum allowable per the Comprehensive Plan and Land Development Regulations. Further, maximum development potential does not factor in the financial and market realities that limit actual development. Realistically, development of the site will be less than maximum development potential. In any case, development will be required to undergo further concurrency analysis.

The proposed Future Land Use and Zoning changes result in a net decrease in both residential density and nonresidential intensity entitlements. Currently, the project site is permitted 5 dwelling units and 206,474 square feet of nonresidential space. Since this proposal will permit 4 dwelling units and 144,532 square feet nonresidential space, the net difference results in a reduction of one (1) dwelling unit and 61,942 square feet of nonresidential space.

**TRANSPORTATION IMPACT ANALYSIS**

**Table 3a: Impacted Roadway Segments**

Road	Segment	Lanes	Functional Classification	LOS	Adopted AADT <sup>1</sup>	2010 AADT <sup>2</sup>
SR 20 / Crill Avenue	SR 19 to Palm Avenue	4 lanes / Divided	Principal Arterial	C	25,500	12,918
	Palm Avenue to Mosly Avenue	4 lanes / Divided	Principal Arterial	C	25,500	15,857

1. Level of Service (LOS) for developed areas less than 5,000 population on a four-lane divided interrupted flow arterial. City of Palatka Comprehensive Plan. Adopted July 2008.
2. Putnam County

**Table 3b: Existing Trip Generation**

Category	Density/ Intensity		AADT		A.M. Peak Hour		P.M. Peak Hour	
			Rate	Trips	Rate	Trips	Rate	Trips
Single Family (ITE 210)	3	du	9.57	28	0.77	2	1.02	3
Retail (ITE 820)	206	sq. ft.	42.94	8,846	1	206	3.73	768
<b>Total</b>			-	<b>8,874</b>	-	<b>208</b>	-	<b>771</b>

**Table 3c: Proposed Trip Generation**

Category	Density/ Intensity		AADT		A.M. Peak Hour		P.M. Peak Hour	
			Rate	Trips	Rate	Trips	Rate	Trips
Single Family (ITE 210)	2	du	9.57	19	0.77	2	1.02	2
Retail (ITE 820)	145	sq. ft.	42.94	6,226	1	145	3.73	541
<b>Total</b>			-	<b>6,245</b>	-	<b>147</b>	-	<b>543</b>

**Table 3d: Net Difference Trip Generation**

Category	Density/ Intensity		AADT		A.M. Peak Hour		P.M. Peak Hour	
			Rate	Trips	Rate	Trips	Rate	Trips
Single Family (ITE 210)	(1)	du	9.57	(10)	0.77	(1)	1.02	(1)
Retail (ITE 820)	(61)	sq. ft.	42.94	(2,619)	1	(61)	3.73	(228)
<b>Total</b>			-	<b>(2,629)</b>	-	<b>(62)</b>	-	<b>(229)</b>

The decrease in both density and intensity result in an overall reduction in vehicle trip generation. As seen in Tables 3A through 3D, Average Annual Daily Trips (AADT) will decrease from 8,874 AADT to 6,245 AADT, which is a net reduction of 2,629 AADT. Similarly, the roadway capacity will increase as a result of approving this Future Land Use and Zoning change request. Table 3F shows the calculation for project impacts on roadway segments.

**Table 3e: Projected Impacts on Roadway Segments**

Road	Segment	Adopted AADT <sup>1</sup>	2011 AADT <sup>2</sup>	Remaining Trips	Development Impact <sup>3</sup>	Trips after Impact <sup>4</sup>
SR 20 / Crill Avenue	SR 19 to Palm Avenue	25,500	12,918	12,582	-1333	13,915
	Palm Avenue to Mosely Avenue	25,500	15,857	9,643	-1333	10,976

1. Level of Service (LOS) for developed areas less than 5,000 population on a four-lane divided interrupted flow arterial. City of Palatka Comprehensive Plan. Adopted July 2008.
2. Putnam County Planning Department. February 2012.
3. Project trip generation is calculated based on the net difference between the existing and the proposed development potential, which is projected to be a net reduction of 62,000 square foot of retail.
4. Capacity will not be reserved at this point since this is a preliminary development order.

The site currently has a potable water main and sanitary sewer force main that end at the Burger King, which is located approximately 200 feet to the site's west on Crill Avenue.

**\*\*It is anticipated that this Future Land Use and Zoning change request will reduce potential impacts on all public services, including transportation systems, as well as, potable water, sanitary sewer, recreation, and public schools. Approval of this Future Land Use and Zoning change request will not adversely impact public infrastructure beyond acceptable Levels of Service.**

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## 5. CONSISTENCY WITH COMPREHENSIVE PLAN

The Ss-CPA is generally consistent with the City of Palatka's Comprehensive Plan, and furthers its goals, objectives, and policies as they apply to the request. Specifically, the Ss-CPA and Rezoning further the following Comprehensive Plan goals, objectives, and policies.

### *FUTURE LAND USE ELEMENT (FLUE)*

*Objective A.1.1:* Upon Plan adoption, the City shall coordinate future land uses with the appropriate topography, adjacent land uses, soil conditions, and the availability of facilities and services.

The site is comprised of centenary fine sand, which is suitable for dwellings, commercial buildings, and roads. The site is relatively flat, sloping very gently to the west. The site will be serviced by existing public facilities. Therefore, the site's attributes make it suitable for commercial and residential development.

*Policy A.1.1.3:* The City shall, as a condition of issuing a building permit or other development order, require proposed developments to hook up to the City central sewer systems in accordance with the revised City zoning code and subdivision regulations based upon Chapter 381, Florida Statutes, and Division 64E, Florida Administrative Code.

The annexation, Ss-CPA, and Rezoning are being sought so that the site can utilize the City's public facilities.

### *TRAFFIC CIRCULATION ELEMENT*

*Policy B.1.1.1:* The State-wide minimum acceptable operating Level of Service (LOS) standards for the State Highway System and City Street System shall be the base LOS standards listed herein, except for those conditions provided in the Policy B.1.1.1.A.

The City hereby adopts the following LOS standards for each listed facility type:

- principal arterials - LOS C
- collectors and minor arterials -LOS D
- local City streets – LOS D
- Florida Intrastate Highway System
  - LOS B – Rural
  - LOS C – Urban and transition urban

Any modification to the LOS standards shall be submitted as a Comprehensive Plan amendment. The LOS standard for the FIHS shall not be different than the standards adopted by FDOT. Crill Avenue operates at a LOS C, which is below the adopted LOS standard of "D." As previously stated in the preceding Concurrency section, the Ss-CPA and Rezoning will result in less of an impact than if it were developed under its current Putnam County entitlements.