

**CITY OF PALATKA
PLANNING BOARD AGENDA
September 4, 2012**



1. Call to Order.
2. Roll Call.
3. Approval of Minutes of the August 7, 2012 meeting.
4. Appeal procedures and ex parte communication.
5. **OLD BUSINESS**

Case 12-31: Administrative request to amend Comprehensive Plan Public Facilities Element Policy D.1.2.1 to provide for exceptions, based on economic development and system efficiency considerations, to the requirement that properties receiving City water or sewer that are contiguous to the city limits be annexed, and the requirement that properties receiving City sewer service be within the City limits (tabled from August meeting).

Case 12-38: Administrative request to amend Zoning Code Sec. 94-145, 94-146, 94-148, 94-149, 94-150, 94-152, 94-154, 94-155, to provide for height limits in various zoning districts, and to revise height limit for Planned Industrial Development District (Sec. 94-163) (tabled from August meeting).

Case 12-42: Administrative request to amend the Future Land Use Map from RL (Residential, Low Density) to PB (Public Buildings and Grounds) for 301 River Street (Riverfront Park) (tabled from August meeting).

6. **NEW BUSINESS**

Case 12-43: Request for a conditional use to allow an outdoor shooting range in an M-1 (Industrial) zoning district.

Location: 404 N. Moody Rd.

Owner: City of Palatka

Applicant: Sgt. Matt Newcomb, Palatka Police Dept.

Case 12-44: Request for a conditional use for wall graphics (murals).

Location(s): 1005 St. Johns Ave.

Owner(s): Alex Sharp

Applicant: John Alexander, Conlee-Snyder Mural Committee

Case 12-46: Administrative request to amend Zoning Code Sec. 94-2, Definitions and rules of construction, to eliminate specific uses from list of uses prohibited as home occupations.

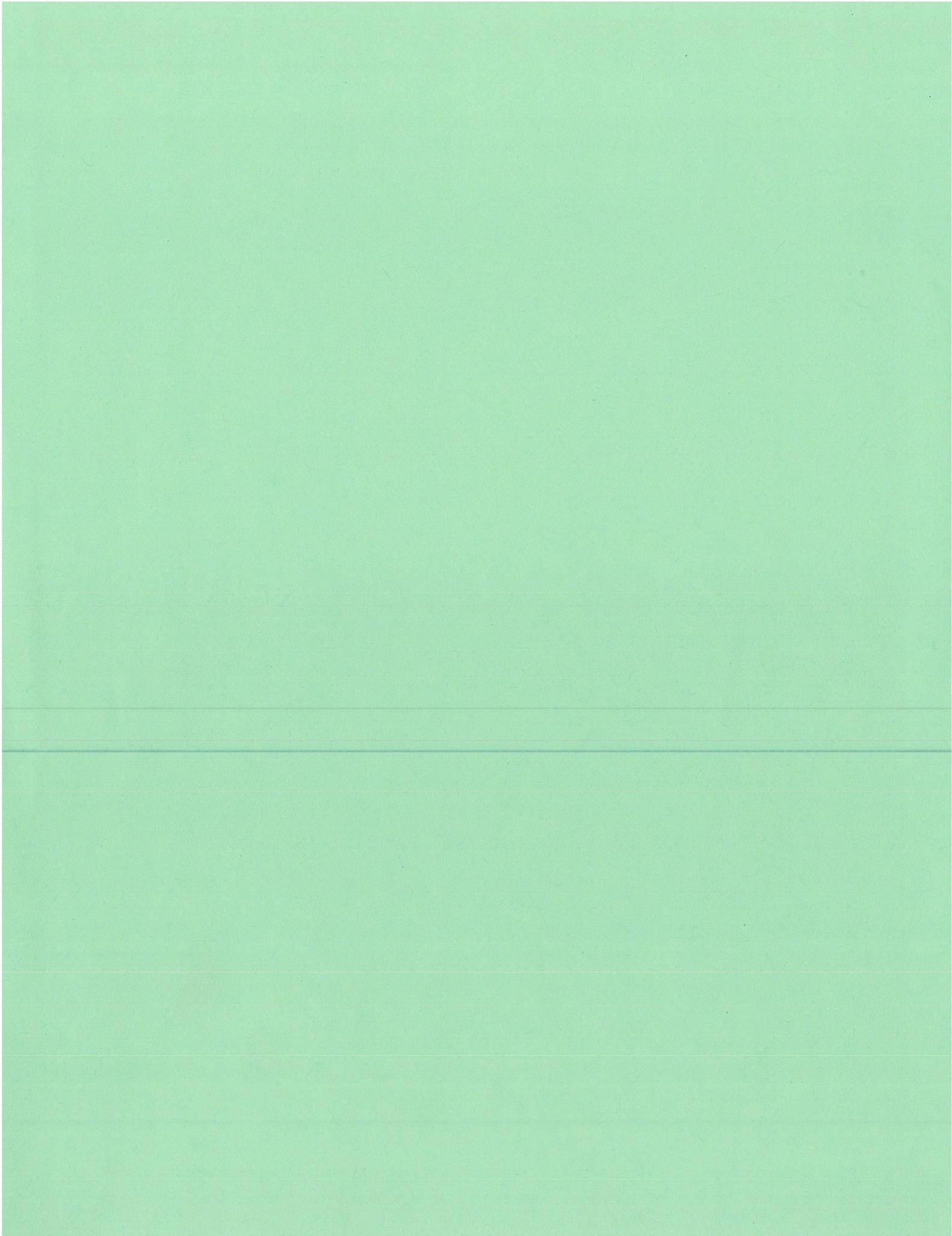
Case 12-47: Administrative request to amend the Future Land Use Map from RH (Residential, High Density) to Com (commercial) and rezone portions of properties from R-3 (Multi-family Residential) to C-1 (General Commercial).

Location(s): properties adjacent to Zeagler Drive, north of Crill Ave.

Owner(s): Multiple owners

7. **Other Business:** Discussion of PUD for Riverfront Park.
Nomination for Vice-Chair

8. **ADJOURNMENT**





CITY OF PALATKA
PLANNING BOARD MEETING MINUTES
August 7, 2012

The meeting was called to order by Chairman Carl Stewart at 4:00 pm. **Other members present:** Earl Wallace, George DeLoach, Anthony Harwell, Daniel Sheffield, Lavinia Moody and Judith Gooding. Joseph Petrucci came in late. **Members absent:** Joe Pickens. **Also present:** Planning Director Thad Crowe and Recording Secretary Deena McCamey.

Mr. Crowe welcomed Ms. Moody and Ms. Gooding as new board members.

Motion made by Mr. DeLoach and seconded by Mr. Sheffield to approve the minutes as submitted for the June 5, 2012 meeting. All present voted affirmative, motion carried.

Chairman Stewart read the appeal procedures and requested that disclosure of any ex parte communication be made prior to each case.

OLD BUSINESS

Case 11-31 Administrative request to amend Comprehensive Plan Public Facilities Element Policy D.1.2.1 to provide for exceptions, based on economic development and system efficiency considerations, to the requirement that properties receiving City water or sewer that are contiguous to the city limits be annexed, and the requirement that properties receiving City sewer service be within the City limits (tabled from the June meeting).

Mr. Crowe asked the board to table this for another month until the City Manager has been able to review this and make his comments.

Motion made by Mr. Sheffield and seconded by Ms. Moody, to table until the September meeting. All present voted affirmative, motion carried.

NEW BUSINESS

Case 12-37 Request to annex, amend the Future Land Use Map from County CR (Commercial) to COM (Commercial) and to rezone from County C-2 (Commercial, Light) to C-1 (General Commercial)
Location: 102 Phillips Dairy Rd.
Owner: Kenneth W. & Diane M. Schwing
Applicant: Eddie Stovall

Mr. Crowe told the board this is a combination of annexation, amendment of the future land use map, and rezoning. The applicant wants the ability to connect to the City's utilities and plans to open a combination take-out restaurant and barbershop at this location. This building is currently being renovated and has been permitted through Putnam County's building department. Once the property is annexed, the City will allow the County to finish the permitting process but our inspectors will be closely involved making sure the renovations conform to the City's codes. Parking will be required and the property must be buffered from the neighboring single-family residence. He said this property is contiguous to the City limits because when the Sheriff's Department annexed into the city in 1987 the city then annexed the right of way of SR 19 from Reid Street to N Hwy 17.

Since the request met relevant criteria, he recommended approval of the request to annex, rezone the property to C-1 (General Commercial), and amend the Future Land Use Map to COM (Commercial).

Mr. Stewart closed the public hearing.

Motion made by Mr. Sheffield to approve staff recommendation, seconded by Mr. DeLoach. All members present voted affirmative, motion carried.

Case 12-38 Administrative request to amend Zoning Code Sec. 94-145, 94-146, 94-148, 94-149, 94-150, 94-152, 94-154, 94-155, to provide for height limits in various zoning districts, and to revise height limit for Planned Industrial Development District (Sec. 94-163).

Mr. Crowe said currently the Comprehensive Plan and Zoning Code height limits contradict each other, but reiterated the Comprehensive Plan takes precedence. He said staff wanted to provide uniform height limits in the zoning code and not have them in the comp plan. During agency review of the companion Comprehensive Plan amendment to eliminate height limits in Future Land Use Map categories, the Florida Department of Transportation (FDOT) raised a concern about potential impacts of the amendment to state roads; they believe that the Comprehensive Plan should include measurable development standards so that FDOT and other agencies can determine potential development and traffic impacts on state roads. He recommended tabling until the next meeting so staff can work out these issues with FDOT.

Motion made by Ms. Gooding to table until the next meeting, seconded by Mr. Petrucci. All members present voted affirmative, motion carried.

Case 12-39 Administrative request to amend Zoning Code Sec. 94-159 to allow for aviation-related manufacturing in AP-2 (airport related zoning district) as permitted principal use, and non-aviation-related manufacturing as permitted additional use when approved by airport advisory committee and airport manager.

Mr. Crowe said the airport zoning categories are peculiar since they were developed by a consultant who made these zoning categories specific and detailed. The AP-1 district is exclusively for runway and taxiways and AP-2 includes everything else at the airport including public and private lands. The airport manager has met with a business owner who manufactures and repairs airplanes, and this individual would like to locate his business at the municipal airport. Staff proposes allowing manufacturing in the AP-2 zoning as it is compatible with the intensive activities at the airport and the change would attract new businesses to the city. He recommended amending the Zoning Code to allow aviation-related manufacturing as a permitted use and to allow non-aviation-related manufacturing with the approval of the Airport Advisory Committee and the airport manager. An additional recommendation was to also adopt standards to require exterior lighting be shielded downwards and prohibit blinking, flashing or distracting lights, intended to enhance pilot safety.

Mr. Petrucci asked what would be considered to be non-aviation manufacturing.

Mr. Crowe said anything that processes or any kind of light processing of assembly of products not related to airplanes.

Mr. Petrucci said he was concerned about encroachment of non-aviation-related businesses at the airport.

Mr. Crowe said the Airport Advisory Committee and airport manager will approve such uses and they will look out for the Airport's best interests.

Mr. Harwell asked who the airport committee is made up of.

Mr. Crowe said mostly airport or aviation-people and one city commissioner. This committee is appointed by the city commission.

The board discussed requiring conditional use approval for non-aviation-related manufacturing.

Mr. Sheffield said he had a problem with requiring applicants go to an extra committee, having an extra expense and slowing down potential businesses wanting to come in. He said since there is an airport committee already established let them make the decisions.

Motion made by Mr. Petrucci to approve aviation-related manufacturing as a permitted use in the AP-2 zoning district, and non-aviation-related manufacturing as a conditional use, seconded by Mr. Harwell. Motion carried with five Yeas and one Nay.

Case 12-40 Administrative request to amend Zoning Code Sec. 94-261(c)(2) to allow for exceptions to the requirement that all parking and loading areas be paved.

Mr. Crowe said this came up with a permit application for Jerry's Drive-In's renovation. The unpaved parking lot for this business is "pre-Water Management District" and does not have any functional stormwater retention areas. The Zoning Code "grandfathers" businesses from a parking lot paving requirement for a six month period, but after that paving is required. The new owner's of Jerry's did not apply for permits within that six month period and were thus subject to the paving requirement. The parking lot is a low area and has historically held water from rain events. Staff made the determination, based on past flooding incidents in the area, that if the parking lot was paved stormwater would flow onto neighboring properties, Crill Avenue, Geary Avenue and other properties and flooding would worsen. Staff believes that amending the zoning code, to relax the paving requirement, would help with other properties with similar circumstances and would help small businesses that have minimum resources for expensive site improvement. Mr. Crowe added that there would be a tradeoff for not paving parking lots, as properties receiving this exemption would have to meet the landscape code, not normally required of new businesses coming into existing buildings. Landscape areas would provide for some stormwater retention and also beautify the site. He said that the amendment met the Comprehensive Plan's Future Land Use Element policies encouraging infill development, encouraging the use of existing commercial areas, encouraging flexibility of site design, and the standard requiring that stormwater runoff not exceed what was there before. He recommended approval of changing the code to an exemption to the paving requirement with a building or parking area increase of less than ten percent, with an engineer's certification that paving would negatively impact adjoining properties, and requiring an engineer to provide recommendations for mitigating flooding, and meeting the landscape code.

Mr. Harwell asked why there is a code requirement for paving parking lots.

Mr. Crowe said it's basically because the city does not want to have wood chips or that type of material causing erosion or clogging up the city's drainage system.

Motion made by Mr. DeLoach to approve staff's recommendation, seconded by Mr. Sheffield. All members present voted affirmative, motion carried.

Case 12-42 Administrative request amend the Future Land Use Map from RL (Residential, Low Density) to PB (Public Buildings and Grounds)
Location: 301 River St. (Riverfront Park)
Owner: City of Palatka
Applicant: Building & Zoning Dept.

Mr. Crowe said this was a housekeeping Future Land Use Map amendment. The single-family land use on the property does not allow any other uses in the park except single family homes there. This needs to be amended to the Public Building and Grounds (PB) category.

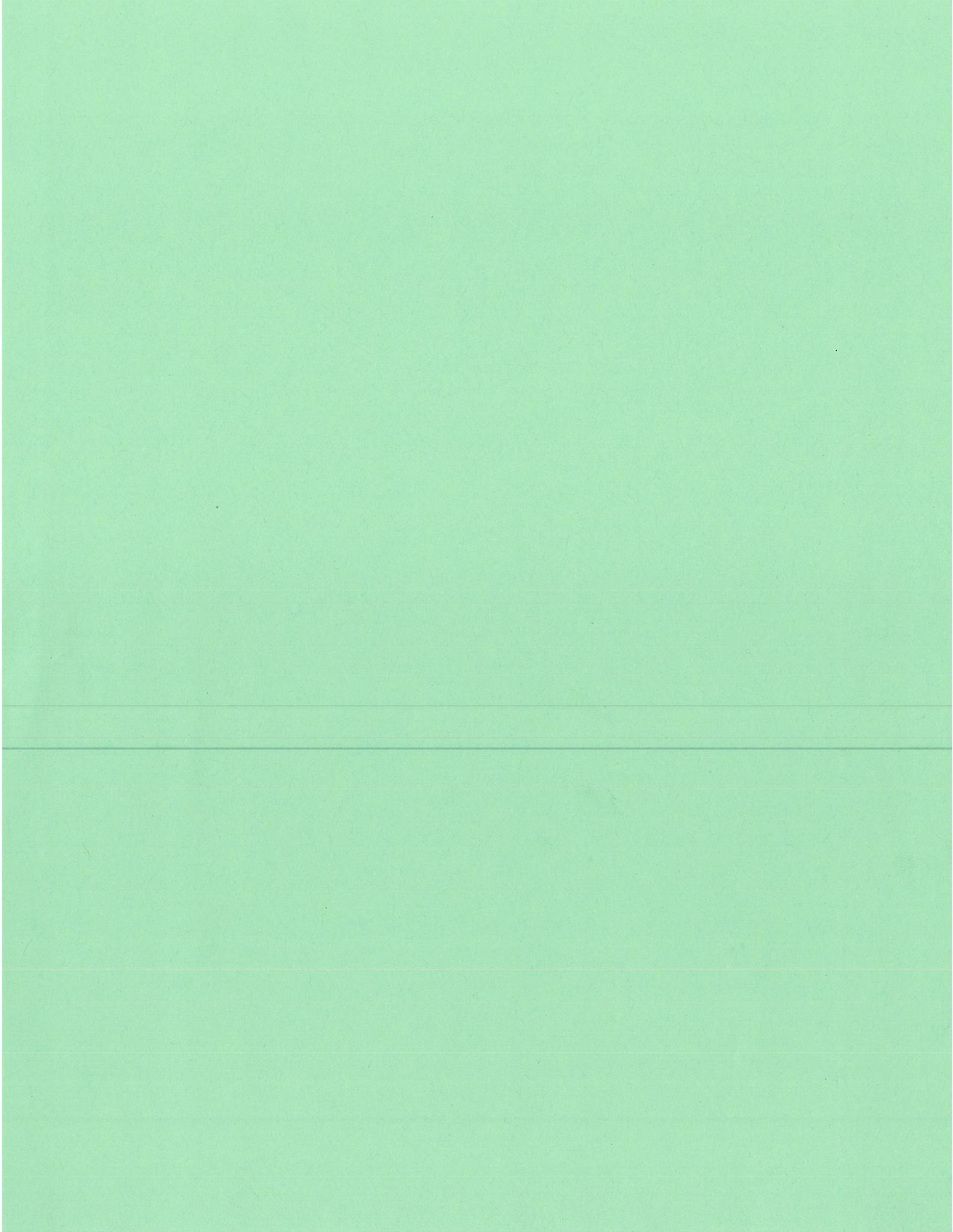
The board members discussed what is and what is not allowed in the PB category. They discussed whether they should require the park be a Planned Unit Development (PUD) zoning so the board can have some input on what uses and improvements would be allowed. By consensus the Board recommended that staff come back with suggestions for a possible PUD.

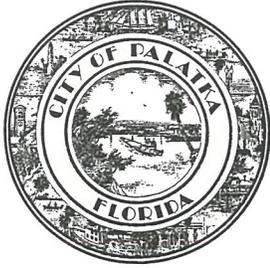
Mr. Crowe said he planned to bring the other lot located at 100 N 1st Street currently designated Commercial to the board for the same amendment to the PB. He recommended that the Board table this item until the next meeting.

Motion made by Mr. Sheffield to table the item until further research can be done, seconded by Ms. Moody. All members present voted affirmative, motion carried.

OTHER BUSINESS – Mr. Crowe reminded the board there is need of a new vice chairman as the current vice chairman had rejected his appointment and recommended they think about who to nominate for the next meeting.

ADJOURNMENT- With no further business, meeting adjourned.





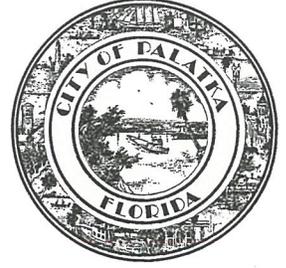
City of Palatka

Building & Zoning

201 N. 2nd Street

Palatka, Florida 32177

386-329-0103 • Fax 386-329-0172



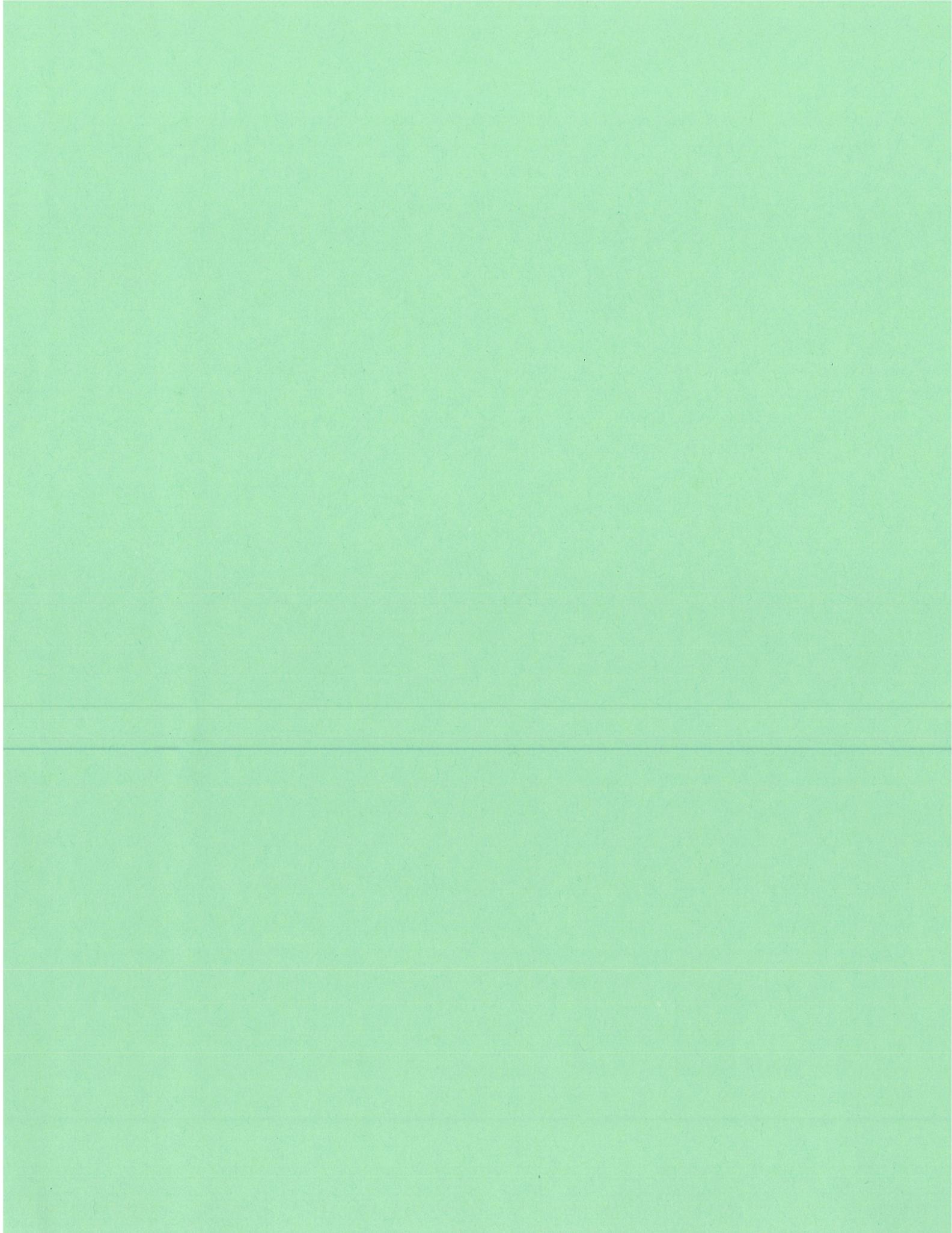
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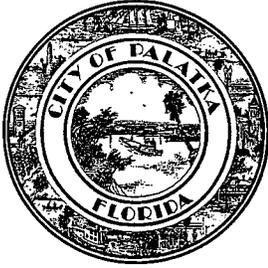
TO: Planning Board Members

FROM: Thad Crowe, AICP
Planning Director

RE: Case 12-31: Administrative Comprehensive Plan Text Amendment to Public Facilities Policy D.1.2.1, Allowing for Exceptions for 1) Required Annexation for Contiguous Properties with Water Service; and 2) Required Sewer Service within City

The Board voted to table this item at the August meeting. Staff is still researching and discussing this item internally and requests a final continuance until the October 2nd meeting.





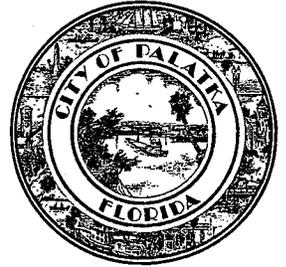
City of Palatka

Building & Zoning

201 N. 2nd Street

Palatka, Florida 32177

386-329-0103 • Fax 386-329-0172



DATE: August 28, 2012

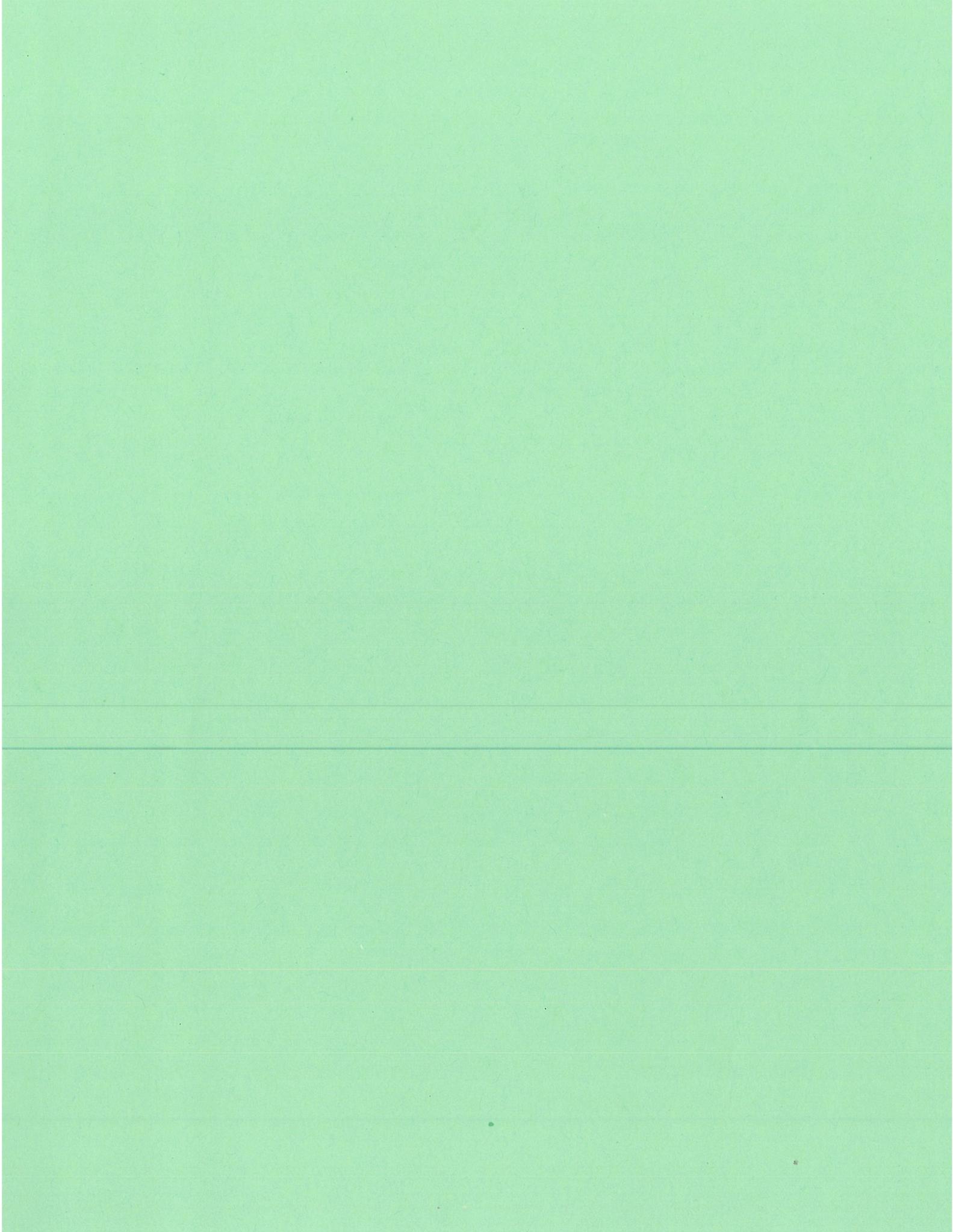
TO: Planning Board Members

FROM: Thad Crowe, AICP
Planning Director

TC

RE: Case # 12-38 – Height Limit Revisions in Zoning Districts

The Board considered a companion amendment to eliminate height limits in Future Land Use Map categories, which was transmitted by the City Commission on July 12th to the Florida Department of Economic Opportunity, Division of Community Planning and Development, and also to state agencies. The City has received a response from the Florida Dept. of Transportation raising a concern that removing this measure could present difficulties in determining impacts to transportation facilities of state importance due to a lack of a “meaningful, predictable or measurable standard for the determination of development intensities through the comprehensive plan.” Staff is still working with FDOT and DEO staff to develop a compromise on FLUM height limits. Therefore we request that the Board table this item to their October 2nd meeting.





City of Palatka
Building & Zoning
201 N. 2nd Street
Palatka, Florida 32177
386-329-0103 • Fax 386-329-0172



DATE: August 28, 2012

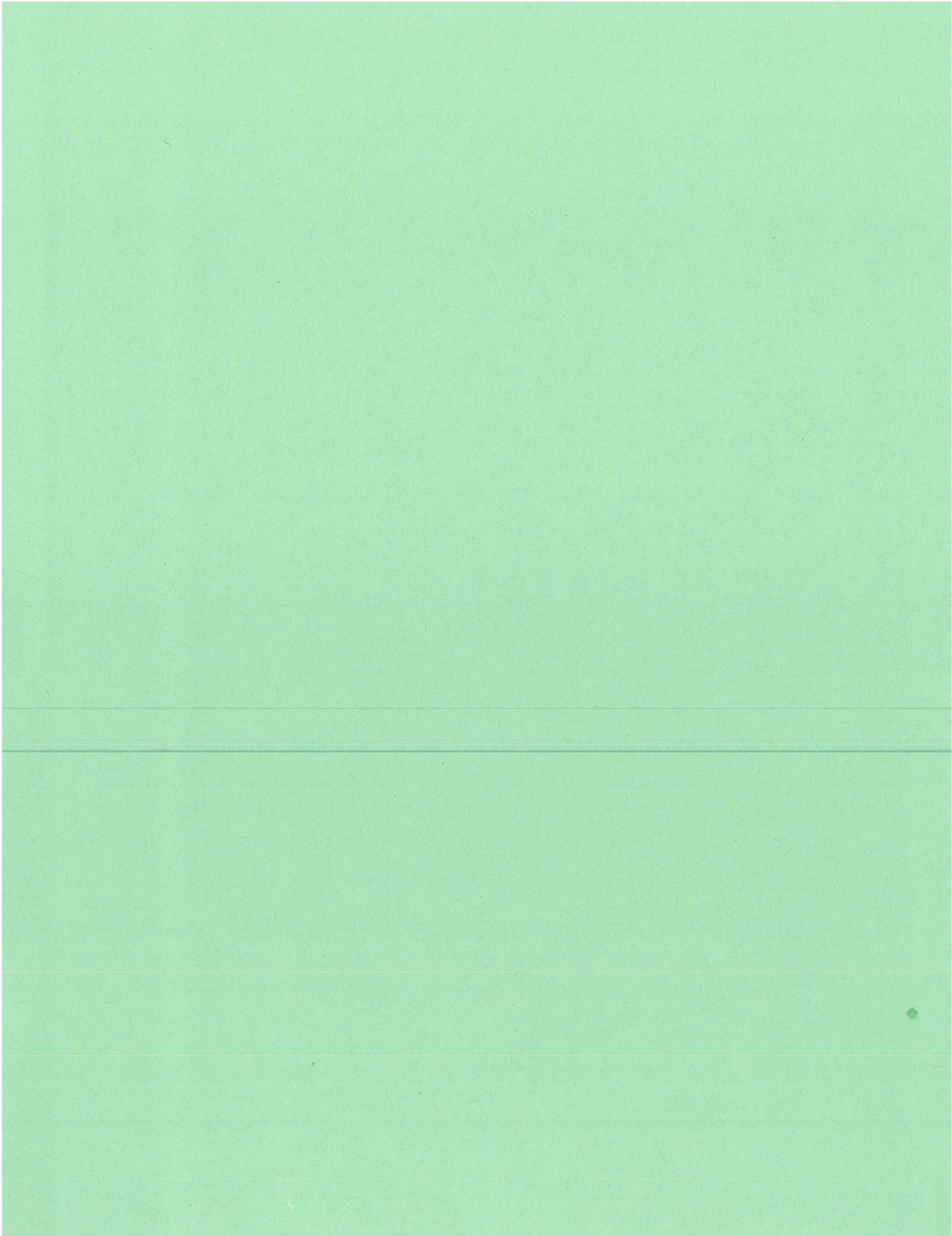
TO: Planning Board Members

FROM: Thad Crowe, AICP
Planning Director

TC

RE: Case # 12-42 – Future Land Use Map Change from RL (Residential Low Density) to PB (Public Building and Facilities) for Riverfront Park

At their August meeting the Board tabled this administrative request to allow for the consideration of a possible “companion” Planned Unit Development rezoning for the Riverfront Park. Staff has not had time to conduct the research for the potential PUD. Therefore we request that the Board table this item to their October 2nd meeting.



Case 12-43

Request for Conditional Use
Outdoor Shooting Range in an M-1 (Industrial) Zoning District
Applicant: Sgt. Matt Newcombé, Palatka Police Dept.

STAFF REPORT

DATE: August 27, 2012

TO: Planning Board Members

FROM: Thad Crowe, AICP
 Planning Director

APPLICATION REQUEST

To consider a request for a conditional use for an outdoor shooting range to be located on the grounds of the water plant at 404 N. Moody Rd. Public notice included newspaper advertisement, letters to nearby property owners (within 150 feet), and property posting.

APPLICATION BACKGROUND

Per Zoning Code Section 94-149(e)(1), the M-1 zoning district allows warehouses by conditional use.

PROJECT ANALYSIS

The site is a 24-acre, city-owned property located on the west side of North Moody Road, north of St. Johns Avenue and just southeast of the Municipal Airport. The property includes the City’s water plant, located in the rear, a City fire station, located on the northeast corner of the property, and the shooting range, located in the central northern part of the property. The City recently amended the Zoning Code to allow such outdoor shooting ranges as conditional uses in the M-1 zoning district. The shooting range is in need of upgrading due to ongoing use by the Palatka Police Dept. and Putnam County Sheriff’s Dept. 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	Water plant, shooting range	OPF (Other Public Facilities)	M-1 (Light Industrial)
North	Airport	PB (Public Buildings & Facilities)	AP-2 (Airport related)
East	Single-family homes Undeveloped land	COM (Commercial) County US (Urban Service)	C-1 (General commercial) County R-1A (Single-family residential)
South	Two-family homes (Ragsdale)	RH (Residential, High)	R-3 (Multi-family residential)
West	Airport	OPF (Other Public Facilities)	AP-2 (Airport related)

* Two privately owned, undeveloped small parcels are located within this tract of land with IN (Industrial) land use and M-1 (Light Industrial) zoning.



Figure 1: Site Location



Figure 2: Range from water plant access road. Shooting berm is in background left and center, tower in foreground left, and pavilion in foreground right



Figure 3: Single-family homes across N. Moody Rd. from range



Figure 4: Ragsdale neighborhood to south



Figure 5: Buffer along south property line adjacent to Ragsdale neighborhood

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 following Future Land Use Element policy addresses this request.

Policy A.1.3.2 9J-5.006(3)(c)2, 7

By June 2008, the Building Official shall review the City's Zoning Code and Subdivision Regulation to ensure that current buffering and separation standards between land uses of different densities or intensities of use remain sufficient to ensure compatibility between uses, or mitigate the effects of more dense / intense uses on less dense / intense uses.

Issues of compatibility shall include considerations for noise, sight, and level of traffic generation. The primary tool of ensuring capability between land uses shall be the Future Land Use Map and the elimination of non-conforming land uses. Other techniques shall include:

Noise and sight incompatibility -- screening by either a 6' solid physical wall or landscape plantings to reach, within 18 months, a height of at least 5 feet and an opacity of 80 percent.

An existing buffer adjacent to the south boundary line provides more than 100 feet of trees and other vegetation that effectively buffers the range from the adjacent Ragsdale subdivision. This meets the standard above as well as the Landscape Code required "D" buffer width of 75' for industrial uses adjacent to residential uses. While part of this buffer is taken up by a privately owned and undeveloped parcel, this parcel itself will have to provide buffering to the Ragsdale subdivision if and when it is developed. While the buffer along N. Moody Rd. includes a green space that is between approximately 50 and 100 feet in width, the tree cover is sparse and the range is not screened from single-family homes on the east side of this road. This can be mitigated by supplementing this buffer with vegetation or a fence.

In general terms 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 site has an existing paved driveway serving it.

Pedestrian Safety

Not applicable as access to the facility is by vehicle.

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.

Patrons of the shooting range use the unpaved area north of the driveway for parking. The Zoning Code requires that paved parking be provided for additional building areas, although there is an amendment that received a recommendation of approval from the Board and that is scheduled for consideration by the City Commission that would allow an exemption from the paving requirement when such paving could negatively impact surrounding properties in terms of flooding and when additional building space does not exceed 10%

of existing building space. At such time as the structures are permitted, the determination will be made as to whether paved parking is required.

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

The range has a small dumpster located near the pavilion that will require screening on three sides per Zoning Code requirement.

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.

See response to a. above. The Applicant will be required to meet applicable standards of the Landscape Code.

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

No new signage is proposed.

h. Required yards and other open space.

See a. above.

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

The main concern for a shooting range is noise impacts on nearby residential areas. The nearest residences are several single-family homes due east of the range on the east side of N. Moody Rd., around 350' from where shooting will occur; and the Ragsdale neighborhood, approximately 440 feet south of the shooting area. The Applicant has indicated that the range will be utilized generally during daytime hours, with some limited night-time activities, and has indicated that 9 AM to 9 PM would be an appropriate condition of approval. It is important to note that the range predates the Ragsdale community and other nearby residences, and the Applicant has stated that they have never received complaints about gunshot noise. It is also relevant that there is another shooting range (Skeet Club) that is approximately the same distance from the Ragsdale community.

Studies have found that gunshot noise is around 100 dB (decibels) to 110 dB at a distance of 100 feet, with this noise dissipating at the rate of 6 dB per doubling of distance. Given that the nearest residences from the firing area are between 350 and 440 feet away, the noise levels at the Ragsdale boundary would be around 100 dB, diminishing to around 86 dB at the Ragsdale southern boundary. With an additional 25 to 30 dB noise reduction provided within residences (with windows closed), the interior noise level for the closest residences would be 70 to 75 dB, dropping to 56 to 61 dB at the southern boundary of Ragsdale.¹ For purpose of comparison, a normal conversation occurs at 60-65 dB, telephone dial tone is at 80 dB, train whistle or truck traffic 500 feet away is 90 dB, and a hand drill is at 98 dB.

¹ Data from Nov. 11, 2008 preliminary assessment of Issaquah Gun Club noise impacts, Issaquah, Washington, by Jerry G. Lilly, P.E., President of JGL Acoustics Inc.

The Applicant has indicated that their preliminary plans would be to open the range by appointment. Current use of the range is sporadic – not more than once a week typically for the City’s 40 officers - but once the range is renovated the potential additional users include Sheriff’s deputies, officers from municipalities within the County, and possibly the general public. This will clearly increase noise impacts beyond what the residents in the vicinity have grown accustomed to. Staff has discussed with the Applicant the possibility of limiting operation of the range to specific days to limit impacts to residents in the vicinity.

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

While not a land use or zoning issue, it should be pointed out that the purpose of the shooting range is to train law enforcement personnel, which provides a positive impact on the public interest.

STAFF RECOMMENDATION

Staff recommends approval of the request for a Conditional Use for an outdoor shooting range at 404 N. Moody Road with the following conditions.

1. The development shall conform generally with approved site plan as submitted with application, allowing for shifting proposed buildings around within the range area;
2. range hours will be limited to between 9 AM to 9 PM, three set days during the work week and Saturday;
3. the dumpster shall be screened on three sides with a privacy fence with the open side not facing N. Moody Rd.;
4. the debris (timbers, etc.) shall be removed from the site;
5. per Landscape Code, the buffer between the range and the single-family homes across Moody will require either shrubs and trees or an 8’ privacy fence across the front part of the property adjacent to those homes;
6. the project will meet other applicable standards of the Landscape and Zoning Codes.

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

Palatka Police Department
110 North 11th Street

Memorandum

Date: 07-30-12

To: City of Palatka Planning and Zoning

From: Sgt. Matt Newcomb C/O Palatka Police Department

Subject: Justification Statement for 404 North Moody Road Police
Gun Range.

The Palatka Police Department is seeking approval for Conditional Use of 404 North Moody Road the Police Gun Range for the purpose of expansion and improvement of the facility. It has been determined the property was not zoned for use as a gun range when the range was built some 30+ years ago. The Palatka Police Department intends to expand and improve the facility by expanding the overall length of the property that is currently fenced in, adding new lighting equipment, a new storage building, constructing an ADA compliant restroom facility and replacing the current training pavilion with a larger pavilion with electrical outlets. See the attached master plan for additional information.

RECEIVED
AUG 14 2012
BY: _____

NORTH ↑

INDICATES PROPOSED IMPROVEMENTS

Site Plan for 404 North Moody Road 'Police Gun Range' Proposal

BACKSTOP 20' HIGH 300 FT LONG

BACKSTOP 20' HIGH 300 FT LONG

EAST SIDE BACK STOP

CHAIN FENCE

OPEN RANGE

16 BAY TURNING TARGET SYSTEM

3'40 LINE SIDEWALK

7'10 LINE SIDE WALK

25'70 LINE SIDE WALK

75 YARD LONG CONCRETE WALL (2.25 x 8') ↓

SIDE WALK →

SIDE WALK →

OLD TRAINING PAULION PROP. FOR DEMO

20' X 62' TRAINING PAV.

16' X 16' TOWER

PROP. TOWER 16' X 16'

24' X 62' STORAGE BUILD. 4-BAYS

COVERED STORAGE 30' X 36'

PARKING - 12 UNPAVED

12' GATE.

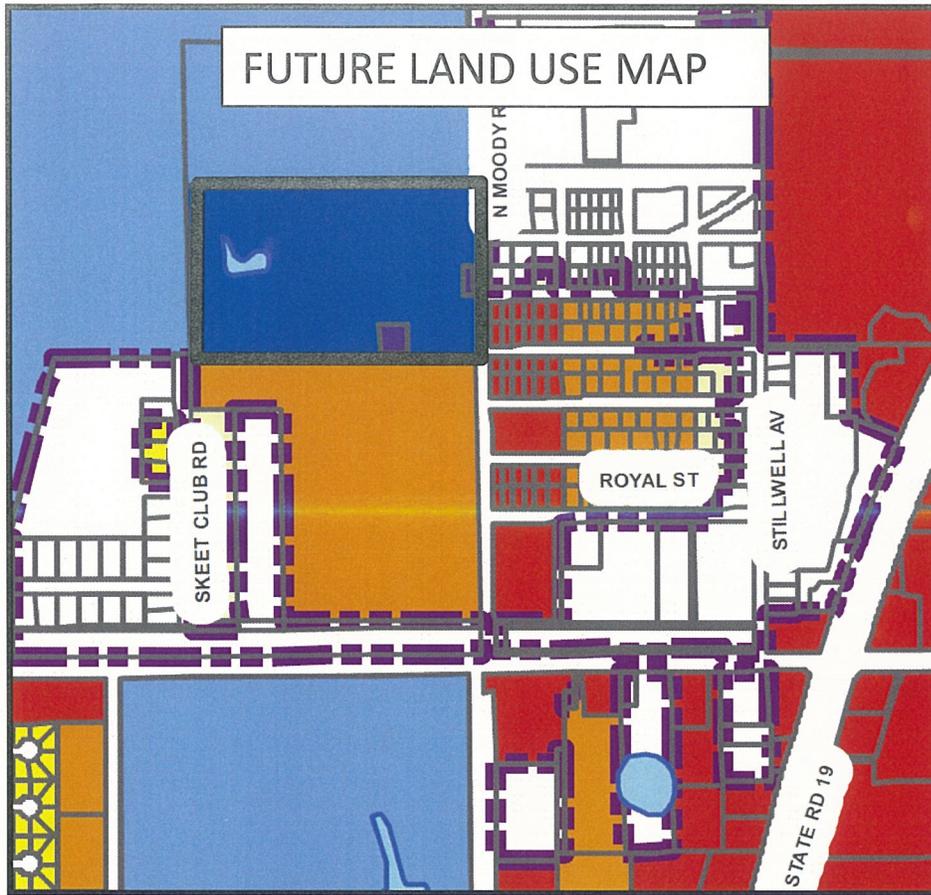
CHAIN LINK FENCE

FUTURE CANINE TRAINING

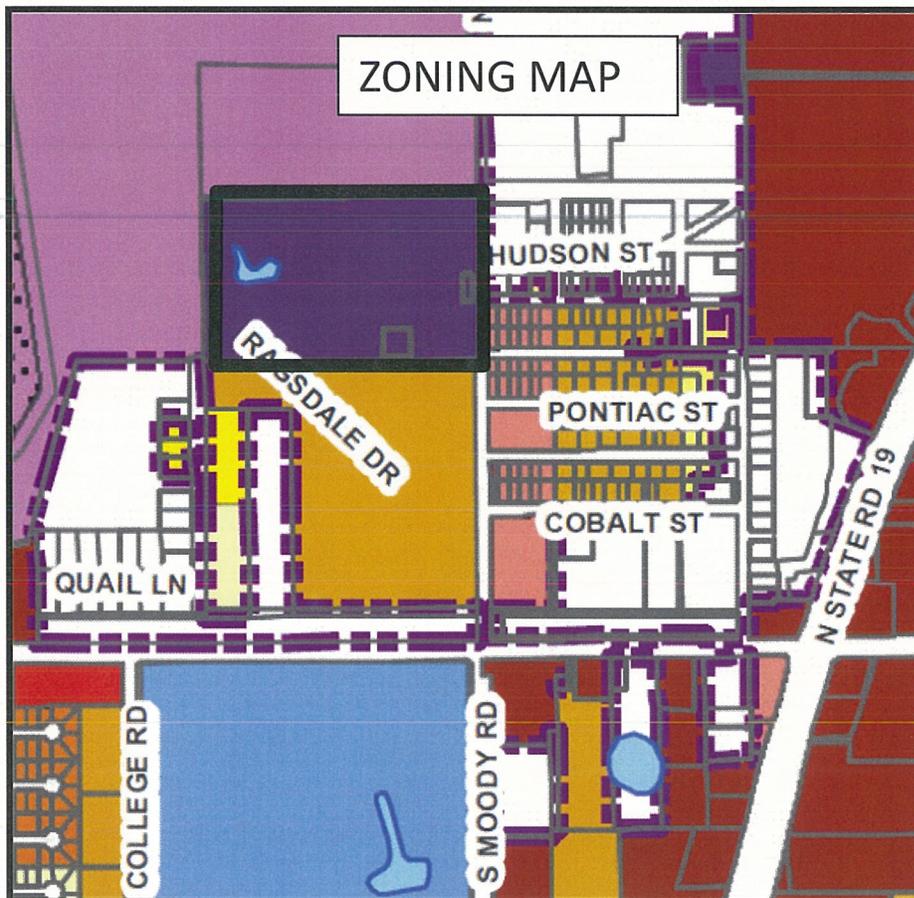
CHAIN FENCE →

WEST SIDE BACK STOP

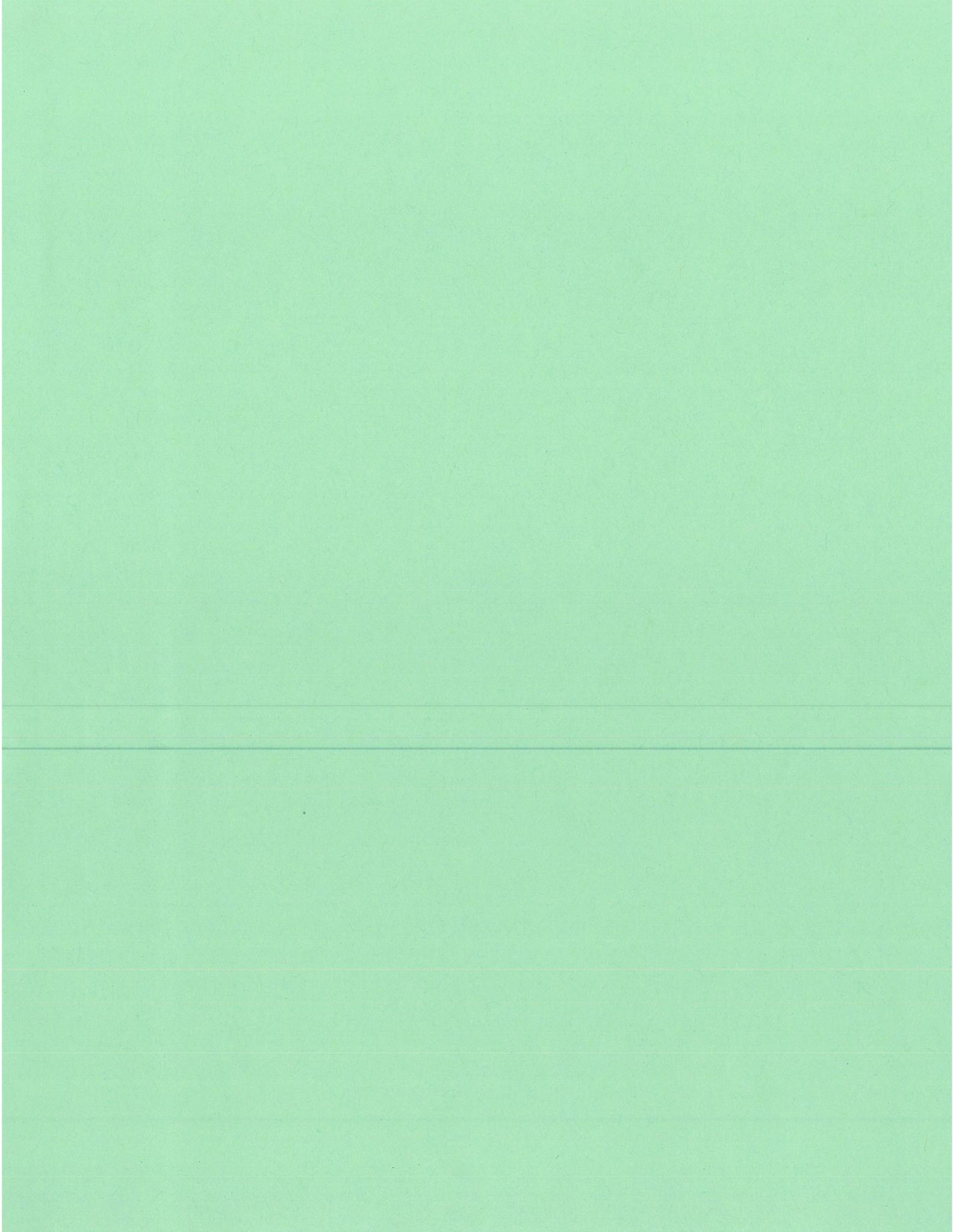
CHAIN FENCE →



- RH
- PB
- OPF
- COM
- IN



- R-2
- R-3
- R-4
- PBG-1
- PBG-2
- C-1
- C-1A
- C-2
- C-3
- DB
- DR
- AP-1
- AP-2
- M-1



Request for Conditional Use

**Wall Graphics: 300, 520, 727, 926, and 1005 St. Johns Ave.
Applicant: John Alexander, on behalf of the Conlee-Snyder Mural Committee**

STAFF REPORT

DATE: August 27, 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 300, 520, 727, 926, and 1005 St. Johns Ave. Public notice included newspaper advertisement and property posting.

APPLICATION BACKGROUND

This application is for eight murals to be painted on the exterior walls of various buildings in the downtown area along St. Johns Ave. The applicant represents the Conlee-Snyder Mural Committee, which has historically planned and managed the mural program.

The Sign Code allows for wall graphics through the conditional use process when mural space exceeds 25% of a building wall. 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.

One specific mural sketch has been submitted, to be located on the west wall of the “T-Shirt Building” at 1005 St. Johns Avenue. This mural is titled “Annie Oakley” (see Figure 9) and would cover all of the 13’4” wall height and 56’ of the length of the 91’ foot wall. Future murals that would require Planning Board approval for specific content include:

- Harlem Nights in Palatka – featuring an orchestra and located at 726 St. Johns Ave.;
- A baseball mural at 300 St. Johns Ave., featuring Babe Ruth (played in the Azalea Bowl), James “Lefty” Turner (Negro League player), Pop Lloyd (well known African-American baseball player), and Mary Wisham, (local baseball player of Negro League times);
- They Touched Our Lives – historic figures who made significant contributions to the City, located at 927 St. Johns Ave; and
- Veterans – located at 520 St. Johns Ave.

Existing and proposed mural locations are shown on Figure 1, and Figure 2 includes descriptions of existing murals.

FIGURE 1: EXISTING AND PROPOSED MURALS



FIGURE 2: DESCRIPTIONS OF EXISTING MURALS

- 1 Putnam County Jail, Circa 1880**
City Hall, Reid Street at North Second Street.
 Who says crime doesn't pay? A cat with a river view, a lovely Victorian home with a lawn, and three meals home-cooked by the Sheriff's wife every day!
- 2 Putnam County Courthouse, Circa 1909**
City Hall, Reid Street at North Second Street
 Sitting on land donated to the county by Judge Isaac Bronson in 1855, this courthouse building has been in continuous use since 1909.
- 3 Bronson-Mulholland House, Circa 1854**
City Hall, Reid Street at North Second Street
 Listed on the National Register of Historic Places and located on Madison Street between Second and Third Streets, this home is now owned by the City of Palatka and maintained by the Putnam County Historical Society. Guided tours are conducted several days each week.
- 4 Palatka City Hall, Circa 1905**
City Hall, Reid Street at North Second Street
 This municipal building not only provided space for the conduct of city business but also housed Palatka's only fire station and the small public library. The library, located upstairs, was reached by climbing squeaky wooden stairs.
- 5 Old JT&K Railway Station, Circa 1886**
City Hall, Reid Street at North Second Street
 This Victorian two-and-a-half-story frame building was located approximately where the present CSX Railway Station is today. The cupola at the top was used as a water tower for the station manager.
- 6 Old Palatka Waterworks, Circa 1896-87**
City Hall, Reid Street at North Second Street
 These spring-fed waterworks were operated by steam-driven pumps heated by a wood furnace. They provided all the water for Palatka and were in operation until 1986.
- 7 Heartbeat of Palatka, Circa 1890, 1909, 1916**
205 North Second Street
 This mural combines the Old City Hall (left) and the Federal Building (or Old Post Office (right), the present City Hall at Reid Street and North Second Street. Torn down in 1983, the Old City Hall also housed the fire station. Be sure to look for the corks in the fountain.
- 8 Mug Race**
Reid Street at North Third Street
 Celebrated the first weekend of May every year, the longest inland-waterway sailboat race in the country begins here in Palatka and runs north to the Rudder Club in Jacksonville.
- 9 The Putnam House, Circa 1891**
North Second Street at St. Johns Avenue
 This mural is painted on the site of the original building. The elegant, prestigious hotel once encompassed the entire city block.
- 10 Battle at Horse Landing, May 23, 1864**
South Third Street at St. Johns Avenue
 Commemorating the Civil War battle between a Union gunboat and a force of disarmed Confederate cavalry, this mural hosts several "moving" features. Most notable is the dock, which changes perspective as you walk by.
- 11 Putnam County Wildflowers**
South Third Street at St. Johns Avenue
 This mural, a collaboration between the Corbett-Snyder Mural Committee and the Palatka Art League, showcases the wildflowers of Putnam County. A walk in progress, the background is being added and the mural is being extended the whole length of the building.
- 12 Night Passage, Circa 1884**
North Fourth Street at St. Johns Avenue
 Traveling up the Oklawaha River at night on the way to Silver Springs, the captain navigated his steamboat by the light of a bonfire on the upper deck. A lively sport was shooting at the birds, alligators, and other animals along the river.
- 13 To God Be the Glory, 1937-38**
South Fourth Street at St. Johns Avenue
 The Billy Graham story starts here in Putnam County with his baptism in Silver Lake and his first pupit at Peniel Baptist Church.
- 14 Bygone Days, Circa 1880**
South Fifth Street at St. Johns Avenue
 An excellent example of faux painting, the only real architectural elements in this mural are the windows and the doorway on the left covered by an awning.
- 15 Putnam Treasures**
South Seventh Street at St. Johns Avenue
 These vignettes depict birds (turkeys, sand hill cranes, and swallow-tail kite) and animals (Florida panther, whitetail deer, and black bear) native to Putnam County.
- 16 High Time in Palatka, Circa 1872**
South Seventh Street at St. Johns Avenue
 Flamingoing such entertainment as the circus, graced pig wrestling, and other amusements, this mural of the circus high-wire act shows one of many activities enjoyed by our residents.
- 17 Cattle Drive to Paynes Prairie, Circa 1930**
North Tenth Street at St. Johns Avenue
 Until 1910, cattlemen swam their cattle from Hart's Point in East Palatka across the river into Palatka then drove them on to Paynes Prairie (near Gainesville) in the winter to fatten them for market.
- 18 Senator B. C. Pearce - Agricultural Mural**
St. Johns Avenue between North Tenth and Eleventh Streets
 Representing Putnam County, Sen. B. C. Pearce was instrumental in passing legislation which helped local farmers. Cabbages and potatoes are primary crops of this area.
- 19 Seats of Learning, Circa 1923**
Reid Street at North Eleventh Street
(Price-Martin Community Center)
 Segregation was evidenced by the first two high schools in Palatka, Central Academy and Putnam High School. In 1923 Central Academy became the first fully accredited black high school in Florida. The black and white high schools integrated in 1989.
- 20 Mary Lawson Hospital**
North and St. Johns
 The hospital opened in 1918, first as a facility for African-Americans. Owned and operated by an African-American family, the Lawsons, this hospital was soon integrated. Both black and white patients were cared for by doctors and nurses of both races.
- 21 Harlem Nights in Palatka - Is Progress**
 The Baton Society Syncopators, comprised of Putnam County musicians, made it big in Harlem at the height of the Jazz Age. They often returned to Palatka on tour and brought with them many other big names of the age.



Figure 3: 300 St. Johns Ave. (James Hotel) – Baseball mural

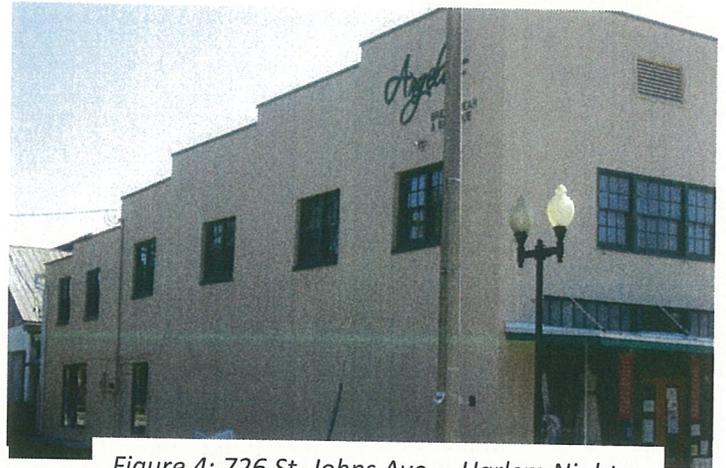


Figure 4: 726 St. Johns Ave. – Harlem Nights

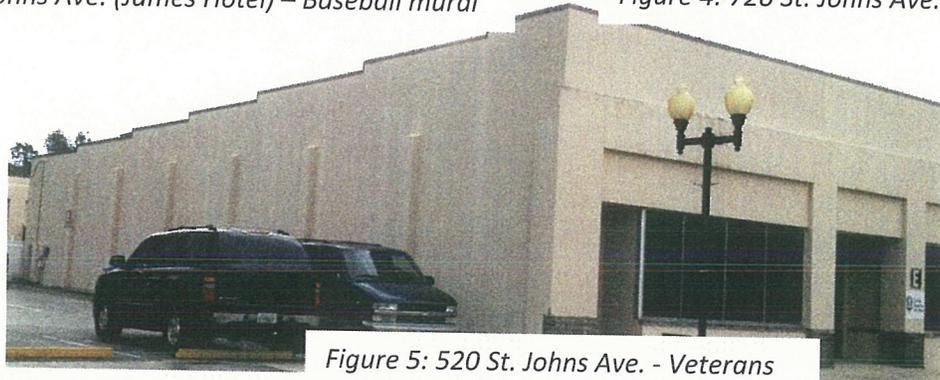


Figure 5: 520 St. Johns Ave. - Veterans



Figure 6: 926 St. Johns Ave. – They Touched Our Lives

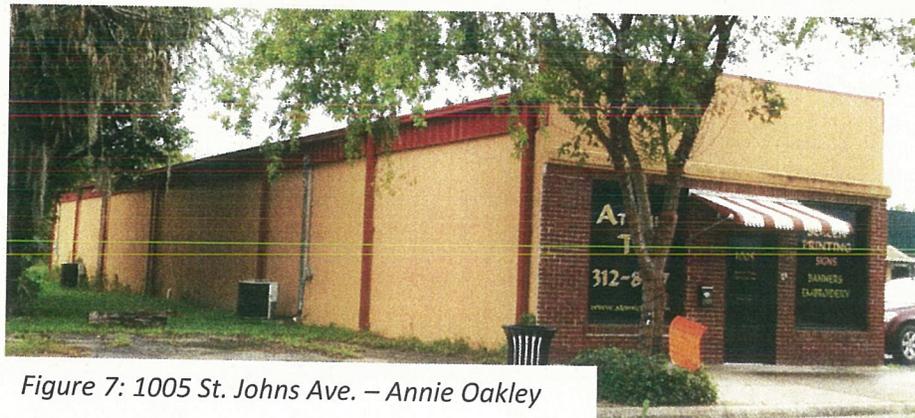


Figure 7: 1005 St. Johns Ave. – Annie Oakley



Figure 8: Proposed design for "Annie Oakley" mural

Applicant's intent is to receive approval of the Annie Oakley Mural and approval of the location and theme of the future murals at this meeting. Specific designs for the additional murals would come to the Planning Board for approval in the future.

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 downtown 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.

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

Staff Comment: While the downtown area is not part of a local or National Register historic district, it should be pointed out that the Hotel James (300 St. Johns Ave.) is a landmark historic building. The Florida Master Site File for the building notes that it is one of the few remaining historic hotels left in the City and a rare local example of the Sullivanesque architectural style (popularized by the Chicago School of Architecture after the 1893 World's Fair). The Site File notes that the building is eligible for the National Register of Historic Places both as part of a potential downtown historic district and individually. While the north façade of the building is not the primary façade, it does exhibit original windows, distinctive brick exterior, and a strong cornice and roofline. Staff believes that a mural would detract from the historic architecture of this building. Staff does not support this location for a mural.

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: Staff believes that these locations are relatively close to, can benefit from, and contribute to other downtown murals. The increasing collection of murals will help to tell the City's story and increase resident and visitor interest in local history as well as the downtown.

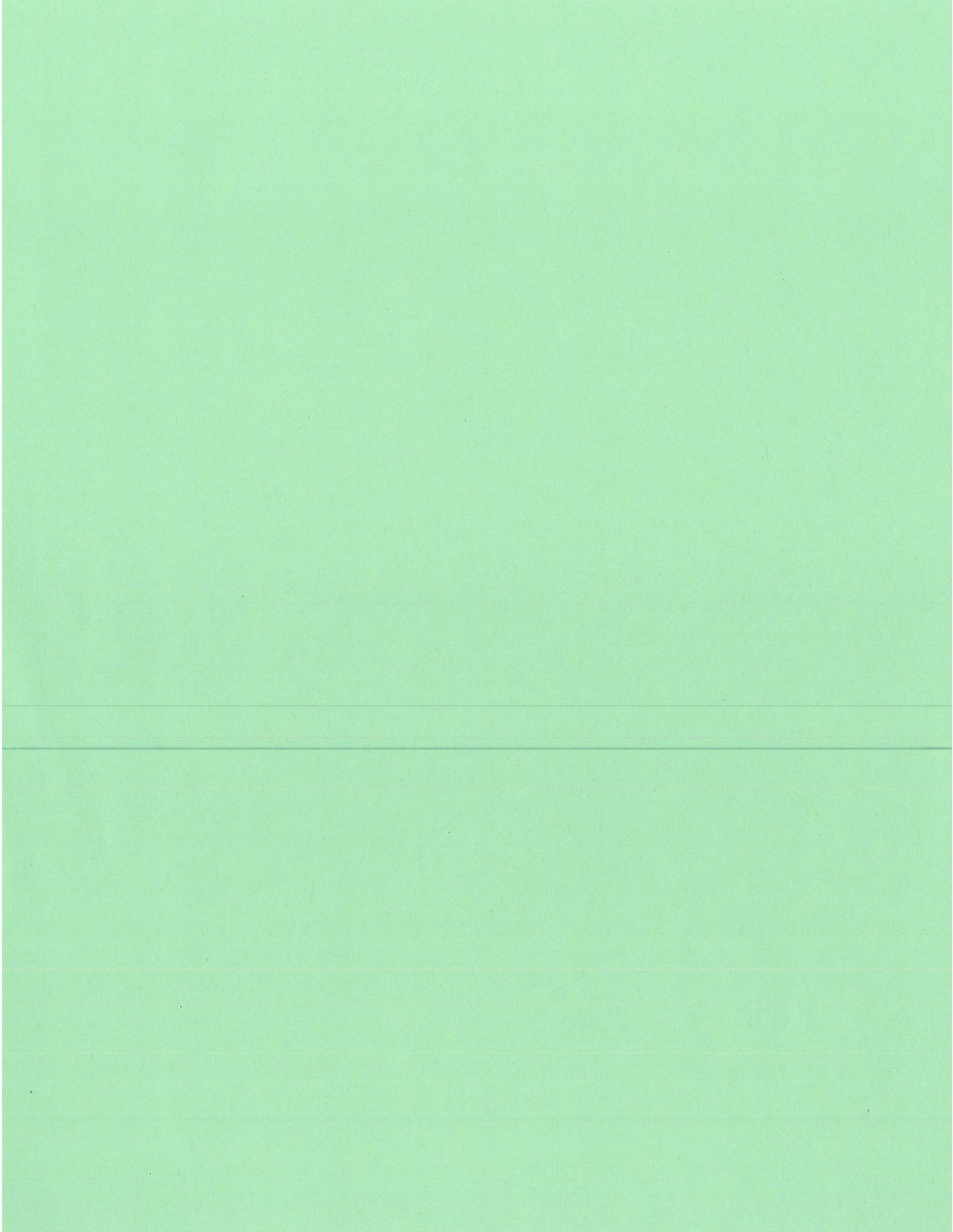
Appropriate conditions and safeguards in conformity with the Zoning Code.

Staff Comment: no conditions are required.

STAFF RECOMMENDATION

Staff recommends approval of the request for a Conditional Use for the Annie Oakley mural at 1005 St. Johns Ave. and approval for the location and concept of the following other murals: Harlem Nights in Palatka (726 St. Johns Ave.), "They Touched Our Lives" (926 St. Johns Ave.), and Veterans, located at 520 St. Johns Ave., with the requirement that these specific designs be approved at a later date by the Board.

While Staff completely supports the concept of the baseball mural at 300 St. Johns Ave. featuring Babe Ruth, James "Lefty" Turner, Pop Lloyd, and Mary Wisham, Staff does not support the location for this mural on the façade of the historically and architecturally significant Hotel James.



Request to Amend Zoning Code Text

Eliminate specific uses from list of uses prohibited as home occupations

Applicant: Building and Zoning Dept.

STAFF REPORT

DATE: August 28, 2012

TO: Planning Board Members

FROM: Thad Crowe, AICP
Planning Director

APPLICATION REQUEST

To consider administrative request to amend Zoning Code Sec. 94-2 to eliminate certain uses from list of prohibited home occupation uses, therefore allowing such uses as home occupations. Public notice included legal advertisement.

APPLICATION BACKGROUND

The following standards for home occupation are found in the definitions section of the Zoning Code.

Home occupation means an occupation conducted entirely in a dwelling unit, provided that:

- (1) No person other than members of the family residing on the premises shall be engaged in such occupation.*
- (2) The use of the dwelling unit for the home occupation shall be clearly incidental and subordinate to its use for residential purposes by its occupants, and shall under no circumstances change the residential character thereof.*
- (3) There shall be no change in the outside appearance of the building or premises, or other visible evidence of the conduct of such home occupation, other than one sign, not exceeding one square foot in area, nonilluminated, mounted flat against the wall of the principal building at a position not more than two feet distant from the main entrance to the residence.*
- (4) No home occupation shall be conducted in any accessory building.*
- (5) No home occupation shall occupy more than 20 percent of the first-floor area of the residence, exclusive of the area of any open porch or attached garage or similar space not suited or intended for occupancy as living quarters. No rooms which have been constructed as an addition to the residence, nor any attached porch or garage which has been converted into living quarters, shall be considered as floor area for the purpose of this definition until two years after the date of completion thereof, as shown by the records of the city building department.*
- (6) No traffic shall be generated by such home occupation in greater volumes than would normally be expected in a residential neighborhood, and any need for parking generated by the conduct of such home occupation shall be met off the street and other than in the required front yard.*
- (7) No equipment or process shall be used in such home occupation which creates noise, vibration, glare, fumes, odors or electrical interference detectable to the normal senses off the lot, if the occupation is conducted in a single-family residence, or outside the dwelling unit if conducted in other than a single-family residence. In the case of electrical interference, no equipment or process shall be used which creates visual or audible interference in any radio or television receivers off the premises.*

(8) The following shall not be considered home occupations: beauty shops, barbershops, band instrument or dance instructors, swimming instructors, studios for group instruction, public dining facilities or tearooms, antique or gift shops, massage parlors, photographic studios, fortunetelling or similar activities, outdoor repair, food processing, retail sales, nursery schools, medical or dental laboratories, or kindergartens.

(9) Fabrication of articles such as are commonly classified under the terms of arts and handicrafts may be deemed a home occupation, subject to the other terms and conditions of this definition, and providing no retail sales are made at the home.

(10) A home occupation shall be subject to all applicable city occupational license and other business taxes.

Home occupations are allowed in all residential zoning districts as conditional uses, which require approval by the Planning Board. Contradictory language in the Zoning Code now allows beauty salons in the R-2 and R-3 districts as conditional uses despite the prohibition of the use established in the definitions section as shown above.

Staff was contacted by a homeowner who was considering a home occupation to cut and style hair. Number (8) above prohibits this and other uses that staff believe are appropriate for home occupations due to their minimal neighborhood impact. Specifically, staff believes that beauty shops, barbershops, band instrument or dance instructors (including piano and other instrument lessons), swimming instructors, and massage therapy are uses that can be carried out in a home setting without a noticeable increase in traffic, noise, or other impacts. Beauty salons and barber shops are uses that most resemble a standard retail business that could negatively impact neighborhoods, but in a review of 33 comparable Florida municipalities, staff found that 10 municipalities allowed home occupation barbershops and beauty salon in some fashion. Two municipalities (Dunedin and Ocala) allowed barbers and beauticians by right, and the other eight municipalities allowed the use through a public hearing process similar to Palatka's conditional use procedure. Two municipalities (Hometown and Ocala) restricted this use to one chair and Pensacola limited the use to two chairs.

Staff believes that these uses are appropriate home occupations when limited to a single client. Staff also believes also that the prohibition on utilizing accessory buildings for home occupations (Number 4 above) is not necessary. In older parts of the City it is not uncommon for homes to have outbuildings such as garage apartments or cottages that can only be used as non-rental "mother-in-law suites." Allowing home occupation in such accessory buildings can use non-utilized buildings and while allowing for property owner oversight of such activities. Staff does not see the distinction between activities occurring in the principal residence and in an outbuilding.

PROJECT ANALYSIS

Per Section 94-38(f)(2) of the Zoning Code, the Planning Board must study and consider proposed zoning text amendments in relation to the following criteria (if applicable), shown in underlined text (staff response follows each criterion).

The planning board shall consider and study:

a. The need and justification for the change.

Staff comments: The amendment would provide opportunities for business development and would help small businesses, while not negatively impacting the quiet residential character of neighborhoods. It is important to note that the other nine criteria listed in the home occupation definition will continue to protect residential neighborhoods from incompatible uses by the stated limitations on signage, traffic, noise, and other impacts as well as requiring the principal residential use to remain dominant.

b. The relationship of the proposed amendment to the purposes and objectives of the city's comprehensive planning program and to the comprehensive plan, with appropriate consideration as to whether the proposed change will further the purposes of this chapter and other city ordinances, regulations and actions designed to implement the comprehensive plan.

The following Comprehensive Plan policies (shown in *italics*) are applicable to this amendment.

FUTURE LAND USE ELEMENT

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

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

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

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

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

Staff Comments: This amendment is in keeping with the goals, objectives, and policies of the Comprehensive Plan. In regard to the policies listed above, the amendment is in line with stated purposes of allowing limited development in areas served by city services and to provide a mix of land uses that promotes convenience and reduces traffic congestion and cost.

STAFF RECOMMENDATION

Staff recommends the following revisions to the definition of home occupations, with new text indicated by underlining and deleted text indicated by ~~strike-through~~.

Section 94-2 – Definitions and rules of construction

(b) Definitions

Home occupation means an occupation conducted entirely in a dwelling unit, provided that:

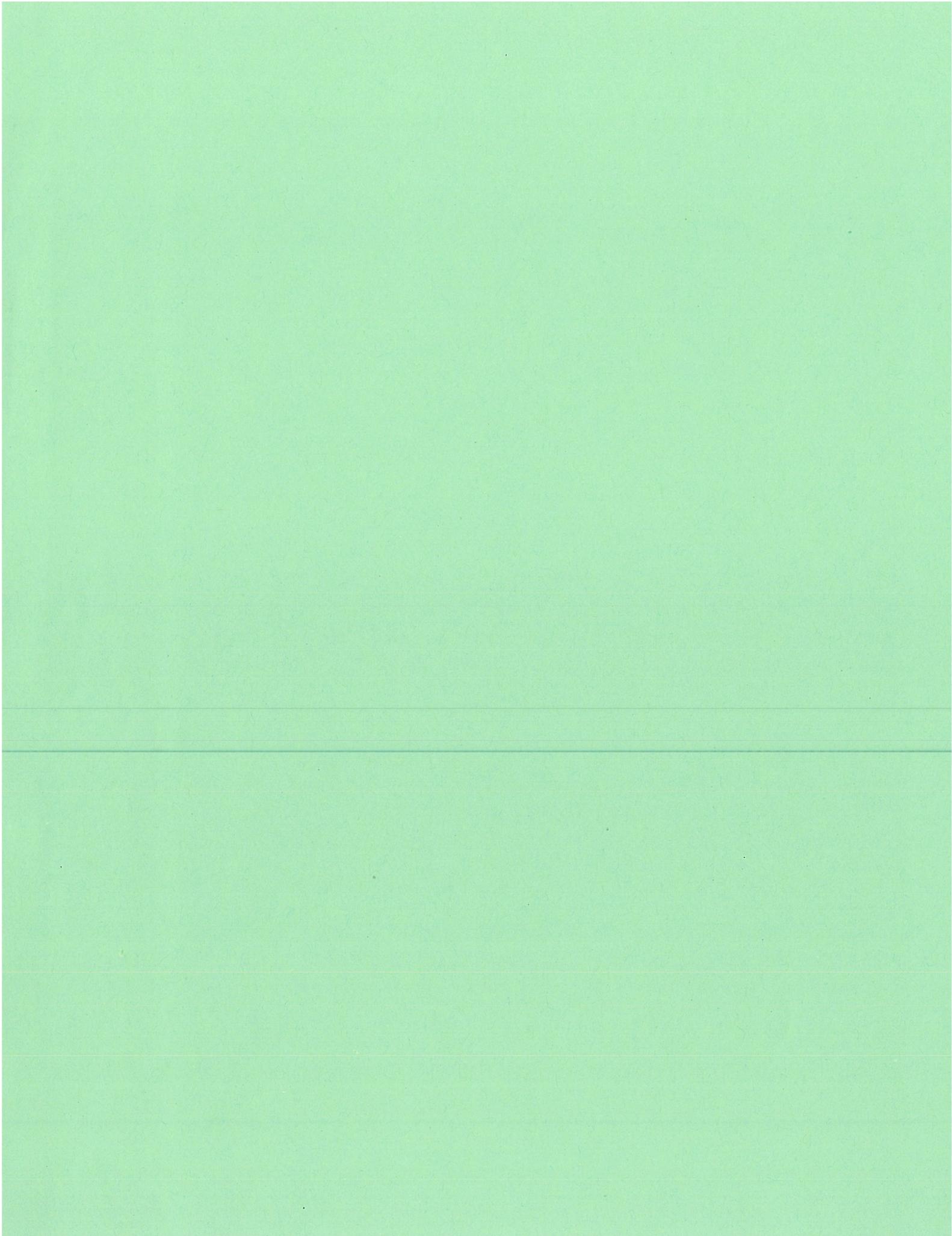
(1) through (3) – no change

~~(4) No home occupation shall be conducted in any accessory building.~~

(5) through (7) – no change

(8) ~~The following shall not be considered home occupations: beauty shops, and barbershops with more than one chair, single-student band instrument or dance instructioners, single-student swimming instructioners, studios for group instruction, public dining facilities or tearooms, antique or gift shops, single-client massage therapy parlors, photographic studios, fortunetelling or similar activities, outdoor repair, food processing, retail sales, nursery schools, medical or dental laboratories, or kindergartens.~~

(9) through (10) – no change



Cases 12-47

Amend FLUM from RH to COM
Rezone from R-3 to C-1
Properties adjacent to Zeagler Drive, north of Crill Avenue
Applicant: Building & Zoning Dept.

STAFF REPORT

DATE: August 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 multiple properties on Zeagler Drive, including the Putnam Community Medical Center and other already-developed medical-related properties. For unknown reasons and many years ago, these properties were assigned residential land use map and zoning categories. While it is true that medical clinics and offices are allowed in the R-3 zoning district as conditional uses, these properties do not have approved conditional uses and in any case, nonresidential uses are not allowed in the RH land use category, as noted by the statement 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).

Table 1: Use Classifications

	Actual Use	FLUM	Zoning
Sites	Medical clinics and offices	RH (Residential, High)	R-3 (Multi-family Residential)
North	Undeveloped Medical clinics and offices	COM (Commercial) RH (Residential, High)	R-3 (Multi-family Residential) C-1A (Neighborhood Commercial)
South	Undeveloped Medical clinics and offices	COM (Commercial)	C-1A (Neighborhood Commercial) C-2 (Intensive Commercial)
West	Undeveloped Single-family subdivision	RL (Residential, Low) RH (Residential, High)	R-1 (Single-family Residential) R-3 (Multi-family Residential)
East	Undeveloped Apartments	COM (Commercial) RH (Residential, High) County US (Urban Service)	R-3 (Multi-family Residential) C-1A (Neighborhood Commercial)



Figure 1: Location of Subject Properties



Figure 2: 530 Zeagler Dr.



Figure 3: 610 & 600 Zeagler Dr.



Figure 4: Putnam Community Medical Center

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: All properties are already developed. The properties are not in a floodplain, and in fact are well-drained with sandy soils.

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. The predominant activity is medical-related uses.

-
- *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: The Zeagler Drive properties form a distinct medical hub and do not represent isolated or strip development.

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

Staff comment: The area is urbanized and not agricultural.

- *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 are 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 12-47: amendment of future land use map category from RH to COM for 414, 520, 524, 530, 610 and parcel behind it, 611, and 613 Zeagler Drive and also 6541 St. Johns Avenue.; and rezoning from R-3 to C-1 for 414, 520, 524, and 530 Zeagler Drive.

ATTACHMENTS: FLUM AND ZONING MAPS

