

**CITY OF PALMETTO
CITY COMMISSION WORKSHOP MEETING
September 22, 2014
4:30 PM-5:30 PM**

*PLEDGE OF PUBLIC CONDUCT
We may disagree, but we will be respectful to one another.
We will direct all comments to issues.
We will avoid personal attacks.*

516 8th Avenue West
Palmetto, Florida 34221

(941) 723-4570
<http://www.palmettofl.org>

Shirley Groover Bryant, Mayor

Commission Members

**Jonathan Davis, Vice Mayor, Commissioner-at-Large 1
Tamara Cornwell, Commissioner-at-Large 2
Charles Smith, Commissioner, Ward 1
Tambra Varnadore, Commissioner, Ward 2
Brian Williams, Commissioner, Ward 3**

1. ORDINANCE 2014-16 & 2014-17 COMPREHENSIVE PLAN AMENDMENTS (TAB 1)
Rachel Layton, Interim City Planner, will discuss the proposed map and text amendments to the current Comprehensive Plan.

If any person desires to appeal any decision of the City Commission, CRA Board, or of any other Board of the City, that person will need to ensure that a verbatim record of the proceedings is made, which record includes the testimony and evidence upon which the appeal is to be based (FS §286.0105).

The City of Palmetto does not discriminate on the basis of race, color, national origin, sex, religion, age, marital status or handicapped status in employment or in the provision of services. Handicapped individuals may receive special accommodation in services on forty-eight hours notice (FS §286.26). Anyone requiring reasonable accommodation for this meeting as provided for in the American with Disabilities Act should contact the City Clerk by telephone at 941-723-4570, fax 941-723-4576 or e-mail jfreeman@palmettofl.org or foley@palmettofl.org.

POSTED: September 17, 2014



City of Palmetto Agenda Item

Meeting Date
09/08/2014

Presenter: Rachel Layton **Department:** Interim City Planner

Title: ORDINANCE 2014-16 CITY OF PALMETTO COMPREHENSIVE PLAN MAP AMENDMENT

BACKGROUND:

Manatee County is seeking hotel entitlements to attract potential hotel management groups to develop on the Convention Center property located at 1 Haben Boulevard. Manatee County submitted an application to amend the Future Land Use Map of the City of Palmetto's Comprehensive Plan from PF – Public Service Facilities to PC – Planned Community. The map amendment would bring the entire property under one land use category.

DISCUSSION

This comprehensive plan map amendment application was requested by the property owner. The request is to bring the entire 24.61 acres under one land use category – Planned Community. This designation is currently on 11.1 acres of the site. The remaining 13.6 acres are designated PF – Public Service Facilities. The site is surrounded by the PC Future Land Use Category to the north, south, and east. The request for the Map Amendment is a logical expansion of the surrounding uses.

The Planning Department has reviewed the proposed ordinance and recommends approval of Ordinance 2014-16 to the Planning and Zoning Board at 5:30 p.m. The City Commission's public hearing is requested to be scheduled on September 29, 2014 at 5:30 p.m.

Budgeted Amount: \$0.00 **Budget Page No(s):** **Available Amount:** \$0.00 **Expenditure Amount:** \$0.00

Additional Budgetary Information:

Funding Source(s): **Sufficient Funds Available:** Yes No **Budget Amendment Required:** Yes No **Source:**

City Attorney Reviewed: Yes No N/A **Advisory Board Recommendation:** For Against N/A **Consistent With:** Yes No N/A

Potential Motion/Direction Requested: I move to schedule the public hearing on Ordinance 2014-16 for September 29, 2014 at 5:30 p.m. or as soon thereafter as same can be heard in these chambers.

Staff Contact: Interim City Planner

Attachments: Ordinance 2014-16

STAFF REPORT

COMPREHENSIVE PLAN MAP AMENDMENT (ORD 2014-16) 1 Haben Boulevard, Palmetto, Florida

OWNER/GENERAL LOCATION/PARCEL SIZE:

Owner: Manatee County Civic Center
Location: 1 Haben Boulevard (Northeast corner of US 41 N (US 301) & Haben Boulevard)
PID #: 2604500005

EXISTING LAND USE/ZONING CATEGORY:

Future Land Use: PF (Public Service Facility) and PC (Planned Community)
Zoning: P (Public)

REQUESTED LAND USE/ZONING CATEGORY:

Future Land Use: PC (Planned Community)
Zoning: Not included in this request. Planned Community land use requires a Planned Development Zoning and special City Commission approval under Policy 1.10.5.

SURROUNDING PROPERTY ZONING DISTRICT(S)/USES:

Future Land Use

North: PC (Planned Community) and RES-10 (Residential – 10)
South: PC (Planned Community)
East: PC (Planned Community)
West: PU (Public Use)

Zoning

North: PD-MU (Planned Development Multi-Use) and MHP-1 (Mobile Home Park)
South: PD-MU (Planned Development Multi-Use)
East: PD-MU (Planned Development Multi-Use)
West: P (Public)

HISTORY:

The Manatee County Convention Center was built in 1985 and is approximately 98,772 square feet in size. The applicant states that a hotel has always been envisioned with the development of the site as a convention center. Further, the applicant states that a 1980 Feasibility Study by Plantec Corporation demonstrated the need for a 250 room hotel to capture a significant share of the projected available market and generate room demand as a result of a strong in-house marketing program aimed at conventions, meetings, and other group-type activities.

SUMMARY:

Manatee County is seeking a Comprehensive Plan map amendment which could allow potential hotel management groups to develop on the site with proper zoning. While neither the current designation of Public Service Facility nor the proposed designation of Planned Communities allows lodging, this is one step in that process. Manatee County has applied for a Comprehensive Plan Map Amendment (this matter) and a Text Amendment which would allow lodging on this site.

Pursuant to Section 163.3174(4)(a), Florida Statutes, the property owner has requested an amendment to the Comprehensive Plan Large Scale Map Amendment and Text Amendment.

Each Comprehensive Plan Map Amendment and Text Amendment must meet the requirements pursuant to the Florida Statutes, the Comprehensive Plan, and the City of Palmetto Code of Ordinances.

ANALYSIS:

- (1) The need and justification for the change:

This comprehensive plan map amendment application was requested by the property owner. The request is to bring the entire 24.61 acres under one land use category – Planned Community. This designation is currently on 11.1 acres of the site. The remaining 13.6 acres are designated PF – Public Service Facilities. The site is surrounded by the PC FLUC on the north, south, and east sides of the property. The request for the Map Amendment is a logical expansion of the surrounding uses. The text amendment would allow for the inclusion of lodging and where deemed appropriate government owned facilities, such as cultural facilities (i.e. convention or civic center).

- (2) The effect of the change, if any, on the particular property and on surrounding properties:

There is no effect on the subject property or surrounding properties with this change. The proposed city future land use designation is consistent with the surrounding designations.

- (3) The amount of undeveloped land in the general area and in the City having the same classification as that requested:

There are several undeveloped Planned Community designated parcels in the vicinity. The city would like to expand Planned Community growth in this area.

- (4) The relationship of the proposed amendment to the purposes of the City Comprehensive Plan with appropriate consideration as to whether the proposed change will further the purposes of this code and the comprehensive plan.

The map amendment proposed furthers the purposes of the Comprehensive Plan and the City of Palmetto Code of Ordinances.

1.0 FUTURE LAND USE

Topography, Soil Conditions and the Availability of Facilities and Services

Policy 1.1.3: Availability of public facilities and services shall be concurrent with the impacts of new development and shall meet established level of service standards. In redevelopment areas, local government shall assist in correcting deficiencies.

A detailed analysis will not be done as for all services and facilities until a more detailed rezoning or site plan is submitted. At this point, it appears likely that adequate public facilities exist as to mass transit, parks, and utilities.

Policy 1.1.4: New development shall be permitted only where adequate drainage and storm water management, open space and traffic flow and parking are provided. In redevelopment areas, local government shall assist in correcting deficiencies.

Future development of the subject property will be required to obtain all applicable permits and adhere to the zoning code requirements relative to these matters.

Community Redevelopment Area

Policy 1.2.3: The City shall discourage duplication of the functions of the Commercial Core by avoiding rezoning which permits commercial development or high-density residential development outside the Community Redevelopment Area.

This site is located within the CRA.

Discourage the Proliferation of Urban Sprawl

Policy 1.8.3: The City shall encourage private-public cooperation and assistance in accelerating development of in-fill sites.

This site is located within a developed area. The proposed Map Amendment would allow for infill development on the site.

2.0 TRANSPORTATION ELEMENT

Level of Service

Policy 2.1.1: The level of service standard for collector and arterial roadways in the City shall be LOS "D", peak hour.

A traffic study may be required with the submittal of the rezoning application.

Policy 2.1.3: Pursuant to Section 163.3180(5), F.S., the City of Palmetto is a Transportation Exception Area, and therefore, development is exempt from maintaining transportation.

The site is currently within the City Limits.

4.0 SANITARY SEWER ELEMENT

Policy 4.1.3: The City shall require all development to be reviewed for sanitary sewer concurrency standards.

Sewer service is provided to the property and concurrency will be reviewed with construction plans.

6.0 STORM WATER MANAGEMENT

Surface Water

Objective 6.3: To ensure that the quality of surface water within the City is maintained.

- Appropriate on-site retention or detention in accordance with adopted local and state regulations including filtration, infiltration, establishment of littoral zones in wetland areas and the use of grassy areas for filtration;
- Protection of wetlands and environmentally sensitive areas; and
- Management and protection of the quantity, timing and quality of water releases and discharges.

Development must be in compliance with all SWFWMD permitting requirements and will be reviewed with construction plans.

7.0 POTABLE WATER

Maximize Existing Facilities

Objective 7.2: The City shall require that existing and new development maximizes the use of existing potable water facilities.

City water is currently provided to the subject property.

Policy 7.2.1: The City shall require the use of low-volume plumbing fixtures for all new construction in accordance with the requirements of the most recently adopted Standard Plumbing Code.

The developer shall demonstrate compliance with the building permit application(s).

Policy 7.3.1: Require the use of reclaimed water to irrigate recreational, agricultural and future development.

The applicant will be required to connect to the reclaimed water system for any new development.

Policy 7.3.2: Encourage the use of reclaimed water to irrigate lawns and landscaping in current urban areas.

The applicant will be required to connect to the reclaimed water system for any new development.

STAFF RECOMMENDATION:

Staff recommends **APPROVAL** of the comprehensive plan map amendment. As previously mentioned, the proposed future land use designation is consistent with the surrounding future land use designations.

PLANNING AND ZONING BOARD RECOMMENDATION:

The Planning and Zoning Board shall recommend **APPROVAL, APPROVAL WITH CONDITIONS or DENIAL** of the proposed comprehensive plan amendment and change of zoning to the City Commission.

CITY COMMISSION

The City Commission shall **APPROVE, APPROVE WITH CONDITIONS or DENY** the proposed comprehensive plan amendment and change of zoning.

DRAFT

EXHIBIT A
Future Land Use Map (Existing)

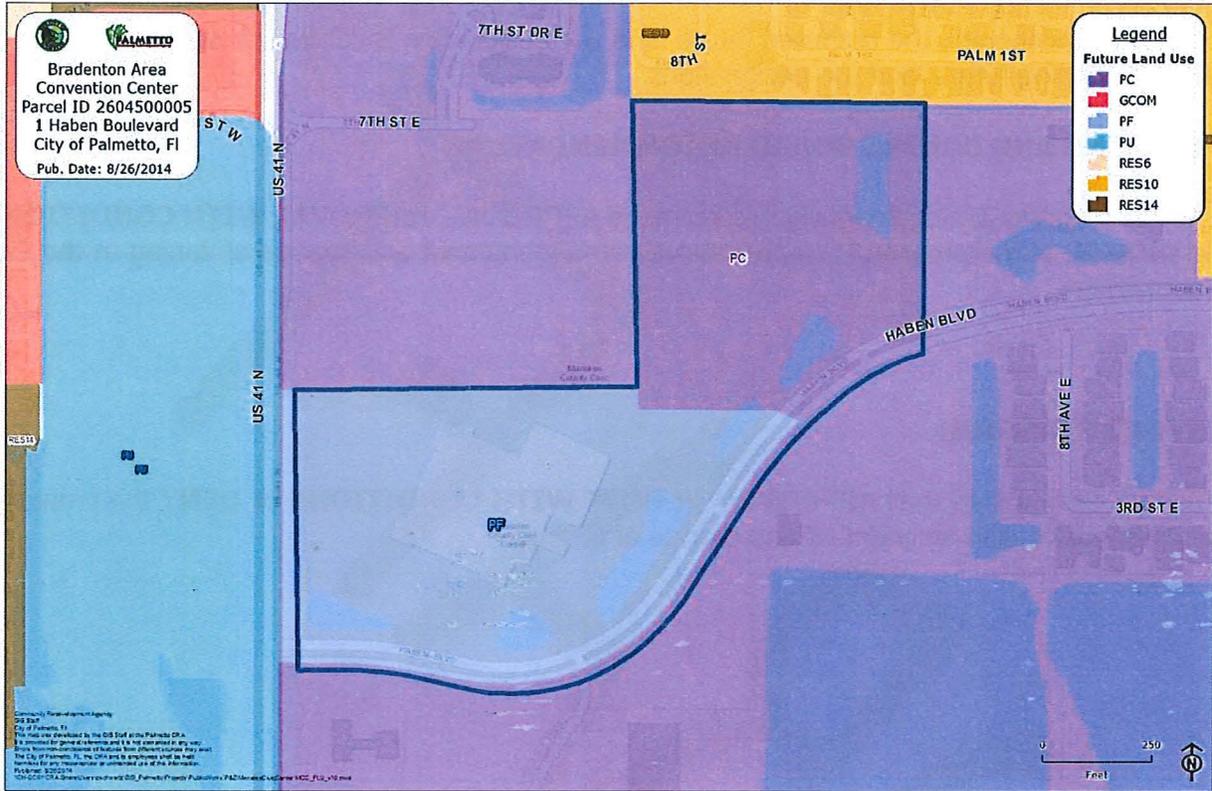
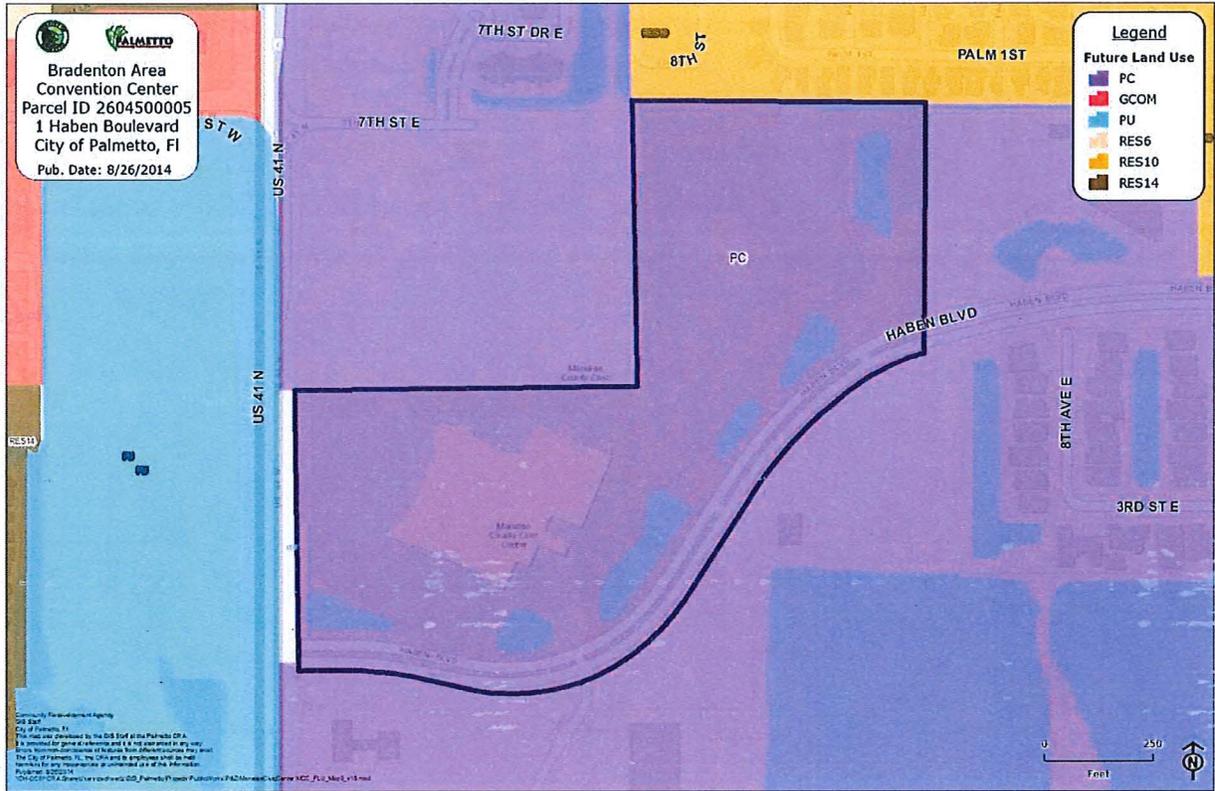


EXHIBIT B Future Land Use (Proposed)



Future Land Use Map and Text Amendment – Need and Justification with Impact Analysis – Exhibit “D”

Requested Amendments

The request is for:

1. An amendment to the Future Land Use Map to designate specific real property (± 13.6 acres of ± 24.61 acre site) from the PF (Public Service Facility) to the PC (Planned Community), and
2. A text amendment to clarify that hotel/motel (lodging) and the existing convention center (government owned facilities) are permitted uses within the PC Future Land Use Category (FLUC). Lodging is currently used throughout the Palmetto Comprehensive Plan, but is not defined. Hotel/motel is defined in the City's Land Development Code. Therefore, with this request, we propose to add a definition for “lodging” to the Comprehensive Plan.

The following text amendment is shown in ~~strike thru~~/underline format, with ~~strike thru~~ language proposed to be deleted and underlined language to be added:

Future Land Uses Categories

Objective 1.3 Establish and define the following land use categories included and incorporated into this Section and illustrated on the Future Land Use Map to guide the location and range of land uses and provide limits on densities and intensities.

PLANNED COMMUNITY LAND USE CATEGORY

Purpose: To designate areas where unique environmental conditions require conservation of coastal areas and other environmentally sensitive areas. It is also used to designate those areas where mixed or multi-use projects are proposed. Designated areas are determined to be appropriate for such uses due to existing development patterns, the availability of adequate public facilities, and market demands. The Planned Community land use category requires a planned development zoning.

Permitted Uses: Single family detached, semi-detached, attached and multi-family residential; neighborhood and general commercial; lodging; and low to medium intensity office uses; cultural facilities, and government owned facilities such as convention or civic centers.

Density/Intensity:

The base density permitted in this land use category is 16 du/ac as provided in the City's Land Development Regulations. For those portions of this land use category located within the CHHA, the maximum density shall be an average of the existing and future density of adjacent and surrounding properties pursuant to Policy 8.5.7. of this Plan.

The maximum density of the PC category is 45 du/ac with applicable density bonus; however, existing densities and FLUE plan category densities of adjacent and surrounding development shall be considered when determining the density permitted for a specific project. For purposes of this document, adjacent property shall include those properties an equal dimensional distance to the north, south, east and west of the subject property. For example, if the subject property is 250 feet wide by 287 feet deep with the width running east-west and the depth running north-south, all properties 250 feet east and west of the subject property shall be included in the averaging formula.

The averaging formula shall be done as follows:

1. If the adjacent property is developed or is controlled by an approved site plan, the existing density or approved site plan shall be used to determine the maximum density;
2. If the adjacent property is vacant, the average density shall be calculated from the adjacent property land use categories using the base density of 16 du/acre for the PC category;
3. If the subject property is located within the CRA district, application of the averaging formula may be modified to permit densities exceeding the calculated average so long as compatibility and concurrency requirements are met.

This information shall be provided by the applicant for staff review and approval by the appropriate governing bodies.

Base intensity of 3.0 FAR with a maximum of 10.0 FAR; however, existing intensities and FLUE plan category intensities of adjacent and surrounding development including a base FAR of 3.0 for the PC category shall be considered when determining the intensity permitted for a specific non-residential project in the same manner as for residential projects described above.

Area Character: Planned Community areas should be designed to provide for integration of uses, compatible scale, residential diversity, internal relationship of uses and linkages as well as provide shopping and job opportunities. The City should

encourage new developments fronting on collector or arterial roadways to provide internal access, an efficient system of internal circulation and street stub-outs to connect adjacent developments and projects together.

**Table 1-1
 Future Land Use Category Summary***

Map Symbol	Category	Maximum Density / Intensity	Summary of Uses
PC	Planned Community	Base FAR 3.0 Base Density 16 du/ac Max. FAR: 10.00 Max. Density: 45 Dwelling Units/Gross Acre (Except in CHHA)	Mixed Uses including a range of housing types & <u>light and neighborhood and general Commercial Uses, Office & Open Space, lodging; and low to medium intensity office uses; cultural facilities, and government owned facilities, such as convention or civic centers.</u>
PF	Public Service Facility	3.0 FAR Specific Approval by City Commission	Government Owned Facilities, Schools, Libraries, and Fairgrounds
PU	Public Use	3.0 FAR Specific Approval by City Commission	Parks, Marinas, and Other Recreational and Open Space Uses
CON	Conservation	0	Open Space, Passive Recreation

SOURCE: City of Palmetto Planning Department, 2010

* Refer to proceeding policies for specific details. Development located within the CHHA is subject to Policy 8.5.7
 FAR: Floor Area Ratio; CHHA: Coastal High Hazard Area; PD: Planned Development

II. DEFINITIONS

Lodging – The use of land, structure or buildings for the provision of lodging, including, but not limited to, boarding, camps, dormitories, and hotels/motels.

Discussion

The site is owned by Manatee County, but in the City of Palmetto, at 1 Haben Boulevard. The overall site is approximately 24.61 acres and has two existing future land use categories. The north portion is within the PC FLUC and the southern portion is within the PF FLUC and is approximately 13.6 acres. The request is to bring the entire 24.61 acres under one land use category – Planned Community.

In addition to the existing convention center, Manatee County would like the ability to market the site to a hotel developer. A hotel, which has been envisioned since the inception of the convention center, has never been built to date. At this time, the exact location is not known, but the County would like the ability to utilize the entire 24.61 acres. The existing future land use category on the southern portion of the site, as well as the current zoning district does not permit a hotel/motel use.

History

The Manatee County Convention Center (fka the civic center) was built in 1985 and is approximately 98,722 square feet.

Below is a brief history:

- **January 1978:** The Bradenton Kiwanis Club pledges \$500,000 in “seed money” for a civic center.
- **Early 1978:** The Civic Center Authority forms.
- **January 1980:** A site in the City of Bradenton is considered, but then efforts focused north of the river, in Palmetto.
- **April 1980:** The Civic Center Authority and Manatee-Gateway, a joint venture of Nord Southern Dolomite and Istria, N.V, a Netherlands-Antiles corporation, agree to work toward construction of a civic center and an adjacent luxury hotel.
- **Early 1980:** Former House Speaker Ralph Haben, a Palmetto native, persuades legislators to approve an \$8 million state grant for a civic center. The state Department of Veterans Affairs appropriates \$579,000 for architectural work.
- **December 1982:** The Manatee Chamber of Commerce endorses the Civic Center and the Manatee County Commission, charged by the state legislature to give final approval for the project, votes 4-1 to allow it.
- **July 8, 1983:** Ground breaking ceremony for the civic center is held 23 days ahead of a state-mandated deadline for construction.
- **January 1985:** Grand-opening of the Civic Center.

Although a hotel has not been built to-date, one has always been envisioned with development of the site. A Feasibility Study was conducted in 1980 by Plantec Corporation, Economic/Management Consultants, demonstrating the need for a 250 room hotel. It was indicated that a major convention hotel facility could be expected to capture a significant share of the projected available market and generate room demand as a result of a strong in-house marketing program aimed at conventions, meetings, and other group-type activities. At the time, Manatee Gateway had an option on developing a hotel during the early months of the contract. Documentation shows that several hotel management firms were interested in constructing a 250 room hotel adjacent to the center. In fact, plans show various locations of the then planned hotel, to the northeast of the center and even south, across Haben Blvd.

Unfortunately, for various reasons a hotel was never constructed, but the need still exists within both Manatee County and the City of Palmetto. Over the years, the existing future land use and zoning districts were applied to the property and do not clearly allow a hotel on-site as originally envisioned. Although a particular developer is not known today, Manatee County would like to secure the hotel entitlements in order to attract potential hotel management groups to develop on the site. Thus, the requested Plan Amendment to the Planned Development Community Future Land Use Category to allow for the potential to have a hotel/motel (lodging) use on-site.

Map and Text Amendment Need and Justification Analysis

Site and Surrounding Uses

<i>Category/Zoning/Land Use Summary Table</i>			
	Existing FLUC	Zoning	Present Land Use
Site	PC and PF	P	Convention Center and associated parking
North	PC	PD-MU and MHP-1	Vacant, Mobile Home Park
South	PC	PD-MU	Across Haben Blvd., Residential, Marina, and Commercial
East	PC	PD-MU	Vacant Commercial
West	PU	P	Across US 301, City Park (Palmetto Estuary Preserve)

The site is surrounded by the PC-FLUC and will be a logical expansion of the surrounding uses. The site is already developed with a convention center, associated parking and storm water facilities. Amending the future land use category from PF to PC will allow for a wider range of uses, specifically a hotel, in addition to the existing convention center.

The site is surrounded by a mix of residential (including mobile homes, condos, multi-family), commercial uses (marina, retail, convenience store with gas pumps, restaurants). A hotel within the area will help support the use of the convention center as well as the community at large. A hotel will provide a needed service to this area of the City.

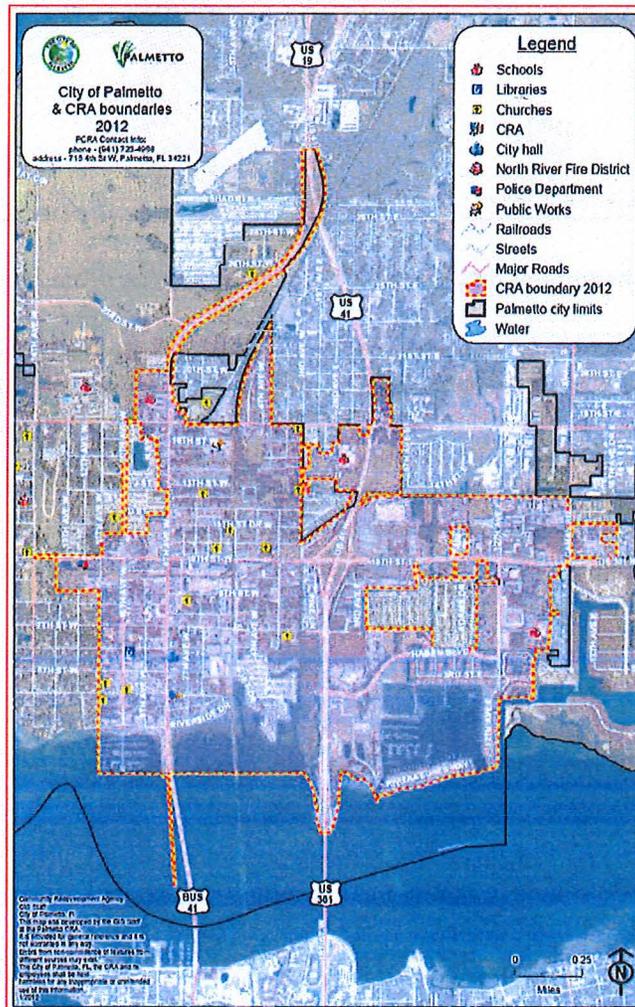
Potential compatibility concerns, such as increased noise and traffic, will be further reviewed with a future General Development Plan. A traffic impact analysis of the potential impact is provided further below in this report.

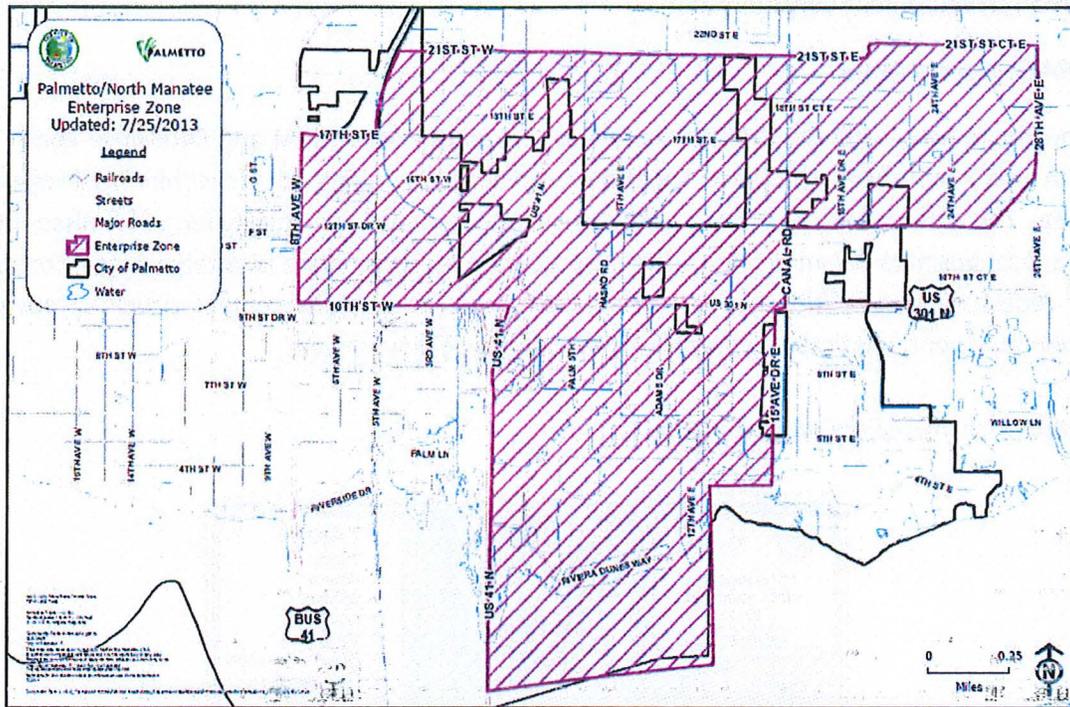
Urban Development Consideration

CRA/Enterprise Zone

The site is within the City's Community Redevelopment Area (CRA) and Enterprise Zone. The CRA was established to increase: aesthetics, tax base, and quality of life within the designated area. The Enterprise Zone is a defined area where businesses may qualify for a 50% discount on the local business tax annual fee. The purpose the Enterprise Zone is to rehabilitate, conserve or redevelop areas within the City that exhibit extreme and unacceptable levels of poverty, unemployment, physical deterioration, and economic disinvestment.

Maps of each area are provided below:





The proposed plan amendment may have the impact of reducing urban sprawl by:

- discouraging “leap frog” development by concentrating urban development at locations adjacent to existing urban development, within the CRA and Enterprise Zone,
- maximizing the use of existing adjacent infrastructure, and future infrastructure relating to other development – existing and proposed,
- timing of potential development and compatibility to adjacent uses, and
- the proposed plan amendment may have the impact of reducing urban sprawl because it increases intensity where public facilities are existing and adequate.

Natural Features

Soils

There are several soil types on this site. The soil types, based on the 1983 Soil Survey of Manatee County, on the plan amendment site consist of:

Type 5 – **Bradenton fine sand, limestone** is a nearly level, poorly drained soil on low lying ridges and hammocks.

Type 13 – **Chobee loamy fine sand** consists of very poorly drained soils that formed in thick beds of moderately fine textured marine sediment.

Type 14 – **Chobee Variant sandy clay loam** are very poorly drained, slowly permeable soils that formed in thick beds of alkaline loamy marine sediment.

Flood Zone/Coastal High Hazard Area

The site is located in an AE7 Flood Zone based on the North American Vertical Datum of 1988 (NAVD88). The Flood Protection Elevation for any new or substantially improved structures at this location are required to have the lowest Finished Floor at 8' minimum based on the NAVD88.

The site is not within the Coastal High Hazard Area. Therefore, the proposed Plan Amendment should have no impact to Hurricane Evacuation times. See attached Zoning, FLUC, and aerial maps for location of CHHA.

Stormwater/Drainage

Future development on-site shall comply with the State and City of Palmetto's stormwater management requirements, including appropriate attenuation and treatment pursuant to Objectives 6.1, 6.2, and 6.3 of the Palmetto Comprehensive Plan.

SERVICES

Traffic – Traffic Impact Statement (TIS)

Transportation Planning staff reviewed the potential transportation impacts for the land use amendment at the Bradenton Area Convention Center site on Haben Boulevard. For purposes of the analysis, staff assumed the increased traffic impacts would be those associated with a 300 room hotel. The analysis was conducted to demonstrate consistency of the land use amendment with Facilities Standards Objective 13.5 of the City's Capital Improvement Element. Based on Policy 13.5.2, plan amendments are reviewed for impacts on adopted levels of service.

While the City is a Transportation Concurrency Exception Area, the City has a Level of Service D standard for thoroughfares and has retained transportation concurrency management regulations. For purposes of evaluating consistency with the facilities standards policy, staff established a study area as if the impacts were being evaluated under the City's transportation concurrency code. The code identifies the impact area as being roads carrying project traffic

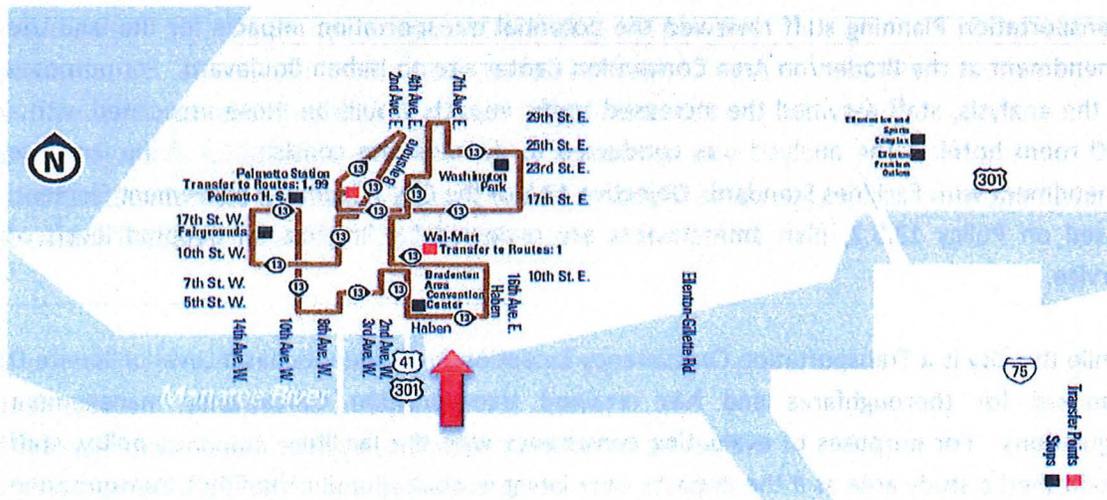
equal to or greater than 4.5 percent of the service volume at Level of Service D (Section 14.6(b), City Code). Applying this criterion, the adjacent segment of Haben Boulevard is the only thoroughfare within the impact area.

An analysis was conducted as a general assessment of the ability to achieve and maintain adopted levels of service on Haben Boulevard. A 300 room hotel is expected to generate 2,451 trips per day. County staff estimated that 95 percent of all hotel traffic will use Haben to access the site, with 25 percent having origins and destinations east of the site and 70 percent from west of the site.

The 2013 traffic counts on Haben Boulevard are approximately 9,400 vehicles per day, and the road operates at Level of Service (LOS) "C." Based on a one percent annual growth rate and including traffic from the hotel, the total 2018 traffic is projected to be approximately 11,600 vehicles per day and operate at LOS "C." Based on the Metropolitan Planning Organization's 2035 travel demand model estimates and including additional traffic from the hotel, the 2035 total traffic is projected to be 23,700 vehicles per day and operate at LOS "D." Therefore, and including additional traffic that could be generated under the proposed amendment, staff expect Haben Boulevard to operate at or above adopted levels of service under existing conditions and through the long range planning horizon.

Transit

Transit is available to the site. The Convention Center site, as shown in the map below, is a bus stop on Route 13 of the Manatee County Area Transit System.



Utilities

Water/Sewer/Reclaimed Water

Sewer, water, and reclaimed water services are available and are anticipated to service the future use of the site. See attached letter from the Deputy Director of Public Works dated April 14, 2014.

Gas/Electric/Phone

Gas, electric, and phone services are available to the site and are anticipated to service the site with the expanded future use of a hotel. See attached letters.

Fire

Fire services are available to the site and are anticipated to be available to service a future hotel on the site. The closest fire hydrant is at the corner of Haben Blvd. and US 301. The North River Fire Department wrote a letter, dated April 1, 2014, stating, "At the present time, our service to the community would not be hampered by the additional proposed hotel planning project, and we will be able to provide adequate service to the new hotel as well." A copy of letter is attached.

Schools

The existing and proposed uses are non-residential and will not have an impact on school services in the area. The closest school is Manatee School of the Arts and Sciences, which is approximately 1,500 feet to the east on Haben Blvd.

Parks

Directly to the west, across US 301, is the Palmetto Estuary Preserve, on ± 38.5 acres. To the north, is Lincoln Community Park, ±3,300 feet, on ±17.3 acres.

Although not residential, the proposed hotel may increase the use of these available parks. These parks are in close walking proximity and will be an ideal amenity to further enhance the marketability of the hotel and convention center.

Comparison of Future Land Use Designations

Existing Future Land Use Category:

Public Service Facility (PF)

Purpose: The Public Service Facility category identifies existing and proposed major government-owned facilities, such as schools, libraries, fairgrounds, and government buildings.

Density/Intensity: Up to 3.0 FAR. Public Service Facility uses shall be reviewed by the City Commission on a case-by-case basis to ensure compatibility.

Proposed Future Land Use Category w/proposed text changes shown in ~~strike-thru~~/underline:

PLANNED COMMUNITY LAND USE CATEGORY

Purpose: To designate areas where unique environmental conditions require conservation of coastal areas and other environmentally sensitive areas. It is also used to designate those areas where mixed or multi-use projects are proposed. Designated areas are determined to be appropriate for such uses due to existing development patterns, the availability of adequate public facilities, and market demands. The Planned Community land use category requires a planned development zoning.

Permitted Uses: Single family detached, semi-detached, attached and multi-family residential; neighborhood and general commercial; lodging; and low to medium intensity office uses; cultural facilities, and where deemed appropriate, government owned facilities, such as convention or civic centers.

Density/Intensity:

The base density permitted in this land use category is 16 du/ac as provided in the City's Land Development Regulations. For those portions of this land use category located within the CHHA, the maximum density shall be an average of the existing and future density of adjacent and surrounding properties pursuant to Policy 8.5.7 of this Plan.

The maximum density of the PC category is 45 du/ac with applicable density bonus; however, existing densities and FLUE plan category densities of adjacent and surrounding development shall be considered when determining the density permitted for a specific project. For purposes of this document, adjacent property shall include those properties an equal dimensional distance to the north, south, east and west of the subject property. For example, if the subject property is 250 feet wide by 287 feet deep with the width running east-west and the depth running north-south, all properties 250 feet east and west of the subject property shall be included in the averaging formula.

The averaging formula shall be done as follows:

1. If the adjacent property is developed or is controlled by an approved site plan, the existing density or approved site plan shall be used to determine the maximum density;
2. If the adjacent property is vacant, the average density shall be calculated from the adjacent property land use categories using the base density of 16 du/acre for the PC category;
3. If the subject property is located within the CRA district, application of the averaging formula may be modified to permit densities exceeding the calculated average so long as compatibility and concurrency requirements are met.

This information shall be provided by the applicant for staff review and approval by the appropriate governing bodies.

Base intensity of 3.0 FAR with a maximum of 10.0 FAR; however, existing intensities and FLUE plan category intensities of adjacent and surrounding development including a base FAR of 3.0 for the PC category shall be considered when determining the intensity permitted for a specific non-residential project in the same manner as for residential projects described above.

Area Character: Planned Community areas should be designed to provide for integration of uses, compatible scale, residential diversity, internal relationship of uses and linkages as well as provide shopping and job opportunities. The City should encourage new developments fronting on collector or arterial roadways to provide internal access, an efficient system of internal circulation and street stub-outs to connect adjacent developments and projects together.

Consistency with Palmetto 2030 Comprehensive Plan

The proposed plan amendment is anticipated to assist in attaining the following cited goals and objectives, and appears to be consistent with the following cited policies of the Comprehensive Plan.

Community Redevelopment Area

Objective 1.2: To encourage the redevelopment and renewal of the City's Community Redevelopment Area.

Policy 1.2.1: The City shall use the powers of the Community Redevelopment Act to encourage development, including assemblage of parcels of land for buildings and parking.

Utility Facilities

Objective 1.7: Ensure concurrency and adequate provision of utilities to meet the needs of the area.

Policy 1.7.1: During the development review process, the City shall continue to coordinate with all applicable utility companies.

Policy 1.7.2: The Development Review Committee shall be responsible for assessing future impacts on utilities and review for concurrency purposes.

Discourage the Proliferation of Urban Sprawl

Objective 1.8: Discourage the proliferation of urban sprawl by encouraging active redevelopment of the City's Downtown Commercial Core and the in-fill development of vacant enclaves within the City's service area.

Policy 1.8.1: Incentives to invest in the redevelopment area shall be offered to the extent necessary to correct existing blight.

Policy 1.8.3: The City shall encourage private-public cooperation and assistance in accelerating development of in-fill sites.

Policy 1.9.2: Planned Community (PC) land use category requires a Planned Development Zoning. The maximum density of the PC category is 45 dwelling units/acre with applicable density bonus; however, existing densities and future land use plan category densities of adjacent and surrounding development shall be considered when determining the density permitted for a specific project. For purposes of this document, adjacent property shall include those properties an equal dimensional distance to the north, south, east and west of the subject property. For example, if the subject property is 250-feet wide by 287-feet deep with the width running east/west and the depth running north/south, all properties 250-feet east and west of the subject property shall be included in the averaging formula.

The averaging formula shall be done as follows:

- a) If the adjacent property is developed or is controlled by an approved site plan the existing density or approved site plan shall be used to determine the maximum density.
- b) If the adjacent property is vacant, the average density shall be calculated from the adjacent property land use categories using the base density of 16 du/acre for the PC category;
- c) If the subject property is located within the CRA district, application of the averaging formula may be modified to permit densities exceeding the calculated average so long as compatibility and concurrency requirements are met.

This information shall be provided by the applicant for staff review and approval by the appropriate governing bodies.

Encourage Planned Development

Objective 1.10: Encourage the use of planned development and mixed use developments when such techniques improve the City's ability to meet its land use goal.

Policy 1.10.1: Any development in excess of 14 dwelling units per gross acre or with a Floor Area Ratio in excess of 1.00 will require approval of a planned development zoning.

Policy 1.10.2: The administration of land use development regulations shall be carried out in a manner designed to ensure that all development meets standards consistent with the comprehensive plan in drainage and stormwater management, open space, and convenient on-site traffic flow, and parking.

Policy 1.10.4: New development and infill development may provide a mix of shops, offices, apartments and homes on site and provide mixed-use within neighborhoods, within blocks and within buildings in the Community Redevelopment Area and in planned unit developments throughout the City to promote a variety of housing types and compact development to reduce greenhouse gas emissions.

Policy 1.10.5: The Planned Community land use category requires a planned development zoning and specific City Commission approval. If planned development zoning is proposed, appropriate density shall take into consideration visual compatibility and design standards as defined in the zoning regulations and may not exceed 45 dwellings units per gross acre. A determination of compatibility between the existing and proposed development shall be based on the design standards. Planned Community in the Coastal High Hazard Area is subject to the same considerations of visual compatibility, but must guarantee that hurricane evacuation times are maintained or reduced. (see Policy 8.5.7).

Compatibility

Objective 1.14: In order to provide orderly development throughout the City and to maintain a high quality urban environment for residents and business, the City shall implement compatibility provisions.

Policy 1.14.4: In adopting zoning land development regulations and in the review of planned development project applications, the City shall ensure compatibility of possible development with nearby properties through consideration of height, mass, design, and buffering of potential buildings and sites. Potential, adverse impacts on nearby properties shall be reviewed and mitigated, as necessary and appropriate.

Level of Service

Objective 2.1: Maintain and update as necessary roadway Level of Service standards for review of development proposals and issuance of development orders with respect to concurrency requirements, for use in capital improvement programming, and for establishing the long-range traffic operation goals for major roadways.

Policy 2.1.1: The Level of Service standards for collector and arterial roadways in the City shall be Level of Service “D”, peak hour. Level of Service “D” is characterized by moderate congestion in which the ability to maneuver is severely restricted. Signalized intersections will exhibit some delays throughout the day, with significant delays at peak traffic periods.

Policy 2.1.2: The City shall utilize the Level of Service standards adopted by Manatee County for all County roadways and state roadways not on the Florida Intrastate Highway System as defined by Section 338.001, FS.

Policy 2.1.3: Pursuant to Section 163.3180(5), F.S., the City of Palmetto is a Transportation Exception Area, and therefore, development is exempt from maintaining transportation.

Traffic Circulation

Objective 2.2: The traffic circulation system shall emphasize efficiency, safety, and aesthetics.

Policy 2.2.1: The City shall minimize through traffic movement within residential neighborhoods through signage and police enforcement.

Policy 2.2.2: Access to and from arterial streets shall be minimized consistent with Florida Department of Transportation specifications and City regulations.

Policy 2.2.3: The City shall limit access through the proper location and spacing of curb cuts, thereby improving roadway capacity and Level of Service.

Policy 2.2.4: The City shall continue to require all development to meet City regulations adopted for parking lots for both motorized and non-motorized vehicles.

Policy 2.2.5: The City shall coordinate with the Florida Department of Transportation to improve safety on state roads that traverse Palmetto.

Mass Transit

Objective 2.7: Coordinate with the Manatee County Area Transit System for the provision of efficient transit services based upon existing and proposed major trip generators, existing and proposed major trip attractors, safe and convenient public transit terminals; land uses, and accommodation of the special needs of the disadvantaged. **Policy 2.7.1:** The City shall encourage the use of existing mass transit to relieve pressure on the existing roadway system by providing transit service information at public buildings.

Policy 2.7.2: The City shall utilize the route performance standards adopted by the Manatee County Area Transit System as an indicator of the fixed route transit system that serves Palmetto.

Consistency with the Florida Statutes and State Comprehensive Plan

The proposed amendment is consistent with
Florida Statutes 163 Part II

163.3184 Process for adoption of comprehensive plan or plan amendment states “in compliance” means consistent with the requirements of ss. 163.3177, 163.3178, 163.3180, 163.3191, 163.3245 and 163.3248

163.3177 Required and optional elements of comprehensive plan; studies and surveys
This plan amendment request maintains the structure of the Comprehensive Plan.

163.3178 Coastal Management
This plan amendment request maintains the structure of the Comprehensive Plan.

163.3180 Concurrency
This plan amendment request maintains the structure of the Comprehensive Plan.

163.3245 Sector plans
There are no sector plans established at this time.

163.3248 Rural Land Stewardship areas
There are no Rural Land Stewardship areas established at this time.

All State goals and policies taken from Chapter 187.201, Florida Statutes.

The proposed amendment is consistent with the following goals and policies
of the State Comprehensive Plan:

- 187.201 (15) (a) and (b)
- 187.201(16) (a) and (b)
- 187.201 (17) (a) and (b)
- 187.201(21) (a) and (b)
- 187.201(23) (a) and (b)



City of Palmetto Agenda Item

Meeting Date

09/08/2014

Presenter: Rachel Layton

Department: Interim City Planner

Title:
 ORDINANCE 2014-17 CITY OF PALMETTO COMPREHENSIVE PLAN AMENDMENT

BACKGROUND:

Manatee County is seeking hotel entitlements to attract potential hotel management groups to develop on the Convention Center property at 1 Haben Boulevard. Manatee County submitted an application to amend the text of the Future Land Use Element of the City of Palmetto's Comprehensive Plan to allow for the inclusion of lodging and cultural facilities, and government owned facilities such as convention or civic centers in the Planned Community Future Land Use Category. The amendment also provides a clarification of Table 1-1 Future Land Use Category Summary under the Planned Community category to replace Light Commercial Uses with Neighborhood and General Commercial Uses and adds in lodging, cultural facilities, and government owned facilities, such as convention or civic centers.

DISCUSSION

The Planning Department has reviewed the proposed ordinance and recommends approval of Ordinance 2014-17 to the Planning and Zoning Board at 5:30 p.m. The City Commission's public hearing is requested to be scheduled on September 29, 2014 at 5:30 p.m.

Budgeted Amount: \$0.00 **Budget Page No(s):** **Available Amount:** \$0.00 **Expenditure Amount:** \$0.00

Additional Budgetary Information:

Funding Source(s): **Sufficient Funds Available:** Yes No **Budget Amendment Required:** Yes No **Source:**

City Attorney Reviewed: Yes No N/A **Advisory Board Recommendation:** For Against N/A **Consistent With:** Yes No N/A

Potential Motion/Direction Requested:
 I move to close the 1st public hearing and announce the second public hearing will be held at 5:30 p.m. on September 29, 2014 or as soon thereafter as same may be heard in these chambers.

Staff Contact: Interim City Planner

STAFF REPORT

COMPREHENSIVE PLAN AMENDMENT (ORD 2014-17)

HISTORY:

The Manatee County Convention Center was built in 1985 and is approximately 98,772 square feet in size. The applicant states that a hotel has always been envisioned with the development of the site as a convention center. Further, the applicant states that a 1980 Feasibility Study by Plantec Corporation demonstrated the need for a 250 room hotel to capture a significant share of the projected available market and generate room demand as a result of a strong in-house marketing program aimed at conventions, meetings, and other group-type activities.

SUMMARY:

Manatee County is seeking hotel entitlements to attract potential hotel management groups to develop on the Convention Center property at 1 Haben Boulevard. Manatee County submitted an application to amend the text of the Future Land Use Element of the City of Palmetto's Comprehensive Plan to allow for the inclusion of lodging and cultural facilities, and government owned facilities such as convention or civic centers in the Planned Community Future Land Use Category. The amendment also provides a clarification of Table 1-1 Future Land Use Category Summary under the Planned Community category to replace Light Commercial Uses with Neighborhood and General Commercial Uses and adds in lodging, cultural facilities, and government owned facilities, such as convention or civic centers.

Pursuant to Section 163.3174(4)(a), Florida Statutes, the property owner has requested an amendment to the Comprehensive Plan for a Text Amendment.

Each Comprehensive Plan Text Amendment must meet the requirements pursuant to the Florida Statutes, the Comprehensive Plan, and the City of Palmetto Code of Ordinances.

PROPOSED TEXT AMENDMENT:

The requested text amendment is shown in strike-thru/underline format, with strike-thru language proposed to be deleted and underlined language to be added.

Future Land Use Categories

Objective 1.3 Establish and define the following land use categories included and incorporated into this Section and illustrated on the Future Land Use Map to guide the location and range of land uses and provide limits on densities and intensities.

PLANNED COMMUNITY LAND USE CATEGORY

Purpose: To designate areas where unique environmental conditions require conservation of coastal areas and other environmentally sensitive areas. It is also used to designate those areas where mixed or multi-use projects are proposed. Designated areas are determined to be appropriate for such uses due to existing development patterns, the availability of adequate public facilities, and market demands. The Planned Community land use category requires a planned development zoning.

Permitted Uses: Single family detached, semi-detached, attached and multi-family residential; neighborhood and general commercial; lodging; and low to medium intensity office uses; cultural facilities, and government owned facilities such as convention or civic centers.

Table 1-1
Future Land Use Category Summary*

Map Symbol	Category	Maximum Density / Intensity	Summary of Uses
PC	Planned Community	Base FAR 3.0 Base Density 16 du/ac Max. FAR: 10.00 Max. Density: 45 Dwelling Units/Gross Acre (Except in CHHA)	Mixed Uses including a range of housing types & <u>Light and neighborhood and general Commercial Uses, Office & Open Space, lodging; and low to medium intensity office uses; cultural facilities, and government owned facilities, such as convention or civic centers.</u>
PF	Public Service Facility	3.0 FAR Specific Approval by City Commission	Government Owned Facilities, Schools, Libraries, and Fairgrounds
PU	Public Use	3.0 FAR Specific Approval by City Commission	Parks, Marinas, and Other Recreational and Open Space Uses
CON	Conservation	0	Open Space, Passive Recreation

SOURCE: City of Palmetto Planning Department, 2013

ANALYSIS:

- (1) The need and justification for the change:

This comprehensive plan text amendment application was requested by Manatee County. The text amendment would allow for the inclusion of lodging and cultural facilities, and government owned facilities such as convention or civic centers in the Planned Community Future Land Use Category. The amendment also provides a clarification of Table 1-1 Future Land Use Category Summary under the Planned Community category to replace Light Commercial Uses with Neighborhood and General Commercial Uses and adds in lodging, cultural facilities, and government owned facilities, such as convention or civic centers. This text amendment would allow for the development of a hotel on the Convention Center property with the approval of the Map Amendment proposed in Ordinance 2014-16 to change the Future Land Use Category from PF – Public Service Facilities to PC – Planned Community and provide a unified Future Land Use Category for the property.

- (2) The effect of the change, if any, on the particular property and on surrounding properties:

The effect of the proposed change would allow lodging, cultural facilities, and government owned facilities such as convention and civic centers within the Planned Community Future Land Use Category within the City of Palmetto.

- (3) The amount of undeveloped land in the general area and in the City having the same classification as that requested:

There are several undeveloped Planned Community designated parcels in the City. The City would like to expand Planned Community growth in this area. The addition of the uses would increase development opportunities in the City.

- (4) The relationship of the proposed amendment to the purposes of the City Comprehensive Plan with appropriate consideration as to whether the proposed change will further the purposes of this code and the comprehensive plan.

The text amendment proposed furthers the purposes of the Comprehensive Plan and the City of Palmetto Code of Ordinances.

STAFF RECOMMENDATION:

Staff recommends **APPROVAL** of the comprehensive plan text amendment. As previously mentioned, the proposed text amendment is consistent with the surrounding future land use designations.

PLANNING AND ZONING BOARD RECOMMENDATION:

The Planning and Zoning Board shall recommend **TRANSMITTAL, TRANSMITTAL WITH CHANGES, OR NO TRANSMITTAL** of the proposed comprehensive plan text amendment to the City Commission.

CITY COMMISSION

The City Commission shall **TRANSMIT, TRANSMIT WITH CHANGES, OR NOT TRANSMIT** the proposed comprehensive plan text amendment as requested.