



CITY OF OKEECHOBEE
PLANNING BOARD WORKSHOP MEETING
55 SOUTHEAST THIRD AVENUE, OKEECHOBEE, FL 34974
APRIL 15, 2021
LIST OF EXHIBITS

Exhibit 1

Planning Staff Report Topic



Staff Report

To: Okeechobee Planning Board
From: Ben Smith, AICP
Meeting Date: April 15, 2021
Subject: Commercial Corridor Workshop

In May of 2013, the Planning Board recommended to the City Council adoption of an amendment to the City's Comprehensive Plan to create a Commercial Corridor Overlay with restrictions on rezonings that may be approved within that Overlay. That amendment was never adopted by the City Council. Staff has now had an opportunity to review that previously proposed amendment and is now recommending that the City consider revisiting the original proposal as well as some other options for corridor planning.

Original Commercial Corridor Comprehensive Plan Amendment

See attached for the originally proposed amendment, which designated the boundaries of a Commercial Corridor as well as the boundaries of a Transitional Commercial Overlay Future Land Use Subcategory. Also, see attached Okeechobee Future Land Use Map and Zoning Map which have been revised for the purposes of this workshop to include the originally proposed boundaries of the Commercial Corridor (CC) and the Transitional Commercial Overlay (TCO). The CC boundaries are depicted as a solid line and the TCO areas are shown as shaded on the maps.

It appears that the language in the Commercial Corridor portion of the amendment did not include any new regulation and was mainly intended for planning purposes as a guide for development and redevelopment along the City's major corridors. However, the language proposed in the Transitional Commercial Overlay portion of the amendment would have limited rezonings in the designated areas to RMF, CLT, CPO, CBD and PUB. Presumably, these zoning districts were selected to provide transitional buffers between the more intensive commercial uses located adjacent to the corridor roadways and the residential neighborhoods, lighter commercial areas, and public use areas.

If the City would like to proceed with this amendment as it was originally proposed, staff can begin preparing the materials for public hearings. However, there are some additional options that should be considered as well.

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Potential negative effects of TCO regulatory restrictions

Compatibility with adjacent uses is already a required consideration for all rezoning requests and future land use map amendment requests. Amending the City's Comprehensive Plan to limit rezonings within an overlay area to only certain zoning districts (as proposed in the original amendment) creates a more rigid level of protection for those residential areas, lighter commercial areas, and public use areas. It will also reduce the City's ability to accommodate projects which may be compatible with those areas, but would only be allowable in other zoning districts. Specifically, there may be locations within the TCO which could be deemed appropriate for the CHV and PUD-M zoning districts; if not now, then conceivably sometime in the future as development intensifies along the corridors. Hotels are one example of a use that would be effectively prohibited in the TCO, as hotels are only permitted in the CHV and PUD-M districts. It is also possible that operators of existing CHV uses along the corridors may seek to expand their operations into the TCO areas. If the City can conceive of the possibility of allowing rezoning to CHV and PUD-M within the TCO, then staff recommends against adoption of the previously proposed TCO and the associated regulatory components.

Potential adoption of only aspirational guidelines and objectives for commercial corridor

As previously mentioned, compatibility with adjacent uses is already a required consideration for all rezoning requests and future land use map amendment requests. Another required consideration is consistency with the goals, objectives and policies of the Comprehensive Plan. To that end, if the City were to adopt language similar to the non-regulatory components of the previously proposed amendment it would provide additional policy guidelines that would assist the Planning Board and Council when making determinations on requests for rezoning and amending the future land use map. Though it would still allow for flexibility in that decision making process as needed. Additionally, as the City continues to pursue the initiative of correcting the existing map inconsistencies between the future land use map and the zoning map, an amendment such as this would provide another tool to help guide the City's efforts in identifying appropriate map changes.

Potential addition of CHV and PUD-M to allowable districts in TCO and entire CC

Instead of entirely discounting the regulatory components of the previously proposed amendment, the City may also consider allowing an expanded list of zoning districts within the entire Commercial Corridor. In this scenario, there would be no TCO, and within the boundaries of a Commercial Corridor Overlay, only rezonings to RMF, CLT, CPO, CBD, CHV, PUB, and PUD-M would be permitted. Low intensity residential districts (i.e. RSF-1, RSF-2, RMH, RH, and PUD-R) and the Industrial district would be prohibited. This would ensure that only commercial, higher density residential, public, and mixed uses (highest and best uses) would be possible for development and redevelopment within a Commercial Corridor Overlay. Below is the existing description of the Commercial future land use designation from the Future Land Use Element of the City's Comprehensive Plan and staff's proposed amendment language which would implement this potential planning option:

Policy 2.1: The following land use designations are established for the purpose of managing future growth:

* * * * *

d) **Commercial.** Permitted uses include the full range of offices, retail, personal and business services, automotive, wholesale, warehousing, related commercial activities, and accessory uses customary to permissible uses. Other uses related to and consistent with commercial development such as houses of worship, public facilities, public utilities, communications facilities, hospitals, group homes, adult family care homes, assisted living facilities, and limited residential use associated with a commercial building, may be permissible under certain circumstances.

1. Commercial development shall not exceed a floor area ratio of 3.00 and the maximum impervious surface for development within this category shall not exceed 85 percent of the site.
2. Zoning districts considered appropriate within this future land use category include Commercial Professional Office (CPO), Light Commercial (CLT), Heavy Commercial (CHV), and Central Business District (CBD).

* * * * *

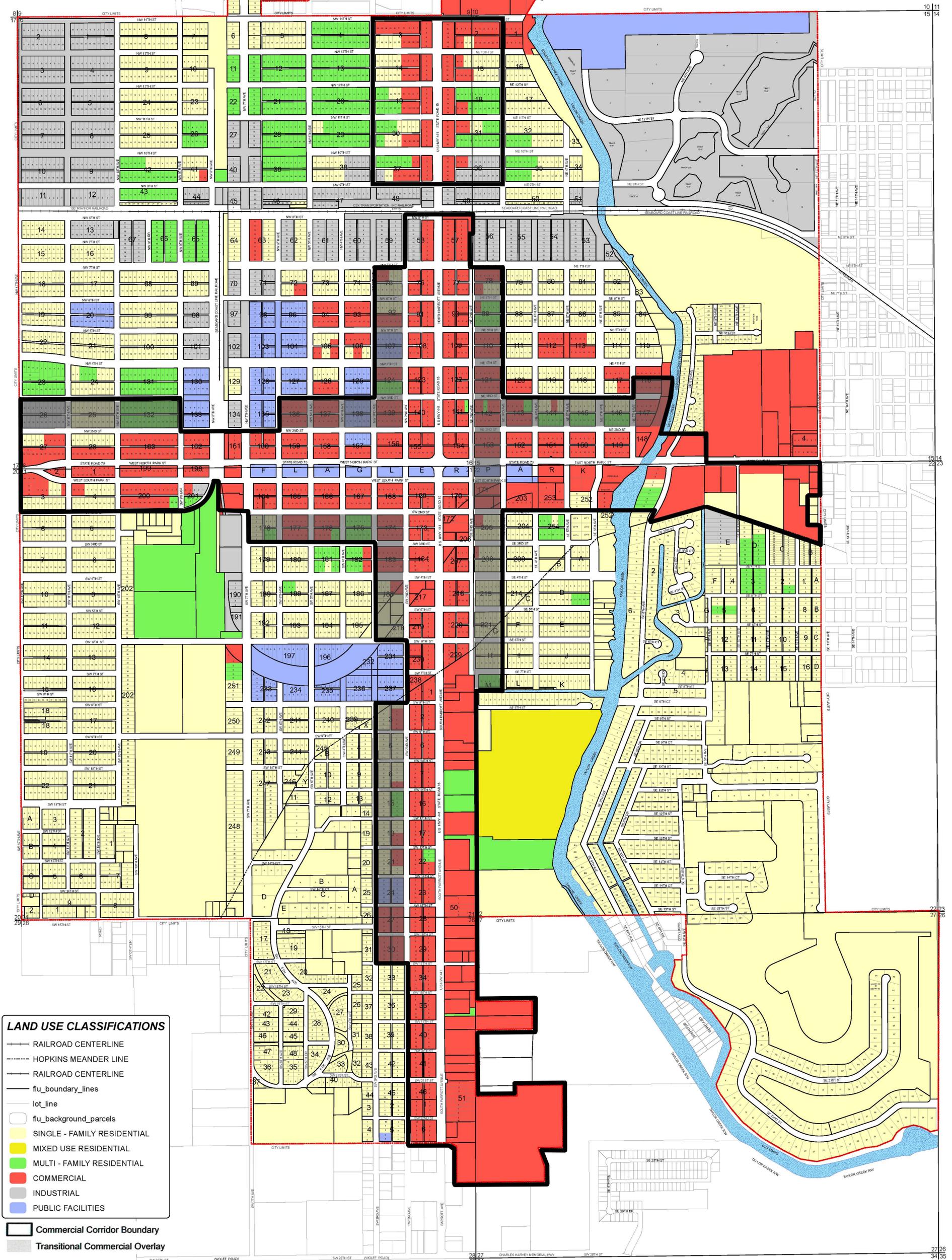
g) **Commercial Corridor Overlay.** The City recognizes the importance of SR-70 and US-441 as the City's primary commercial corridor roadways and desires to follow a considered, limited, and consistent approach to encourage development and expansion of commercial and mixed-use opportunities in close proximity to the commercial corridor roadways to eliminate uncertainty and foster infill and compatibility with existing development. To this end, the City has identified the Commercial Corridor as being that area generally within one to two blocks of each of these roadways, but as more specifically delineated as the Commercial Corridor Overlay (CCO) on Map 1.2 in the Future Land Use Map Series.

1. The intent of the CCO is to provide additional and varied commercial opportunities in locations in close proximity to the City's major arterials and adjacent residential areas.
2. Within the CCO, the continuation of existing uses will be permitted.
3. Rezoning of lands within the CCO will be limited only to the RMF, CLT, CPO, CBD, CHV, PUB, or PUD-M zoning districts, and only within the future land use designations appropriate for those districts.

Review and Confirmation of Boundaries

Whatever planning direction the City decides to go for the commercial corridors, the boundaries of any overlay or planning area should be carefully considered in the context of the current Future Land Use Map, Zoning Map and existing uses.

City of Okeechobee Future Land Use

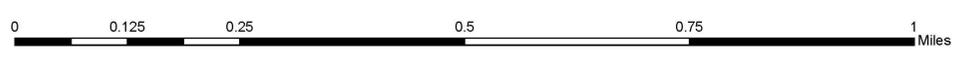


LAND USE CLASSIFICATIONS

- RAILROAD CENTERLINE
- HOPKINS MEANDER LINE
- RAILROAD CENTERLINE
- flu_boundary_lines
- lot_line
- flu_background_parcel
- SINGLE - FAMILY RESIDENTIAL
- MIXED USE RESIDENTIAL
- MULTI - FAMILY RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PUBLIC FACILITIES

Commercial Corridor Boundary
 Transitional Commercial Overlay

On December 31, 2020 changes were made to the Official Comprehensive Plan Future Land Use Map. Land Use Changes, Alley/Street Closings thru Petition #20-002-SC, Ord #1220 are reflected herein.
 City of Okeechobee, FL
 City Clerk Lane Garnitoea



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General Notes:
 Alleys shown hereon are 15 or 20 feet in width. See appropriate subdivision plat for specific alley widths. This map has been compiled from the most current data available. The City of Okeechobee is not responsible for any errors or omissions contained herein.



II. Changes to the Future Land Use Element relating to the Commercial Corridor and Transitional Commercial Overlay

Policy 2.1: The following land use designations are established for the purpose of managing future growth:

d) **Commercial.**

...

3. In recognition of the importance of the SR 70 and US 441 as the city's primary commercial corridor roadways, the City has identified the **Commercial Corridor** as being that area generally within two blocks of each of these roadways as delineated on Map 1.2 in the Future Land Use Map Series.

4. The City is interested in following a considered, limited, and consistent approach to allow expansion of commercial and mixed-use opportunities gradually outward from established commercial corridor roadways to eliminate uncertainty and foster infill and compatibility with existing development. To this end, the City has delineated the **Transitional Commercial Overlay Future Land Use Subcategory** on Map 1.2 in the Future Land Use Map Series. This category is intended to:

a. Provide additional and varied commercial opportunities in locations in close proximity to the City's major arterials and adjacent to residential areas.

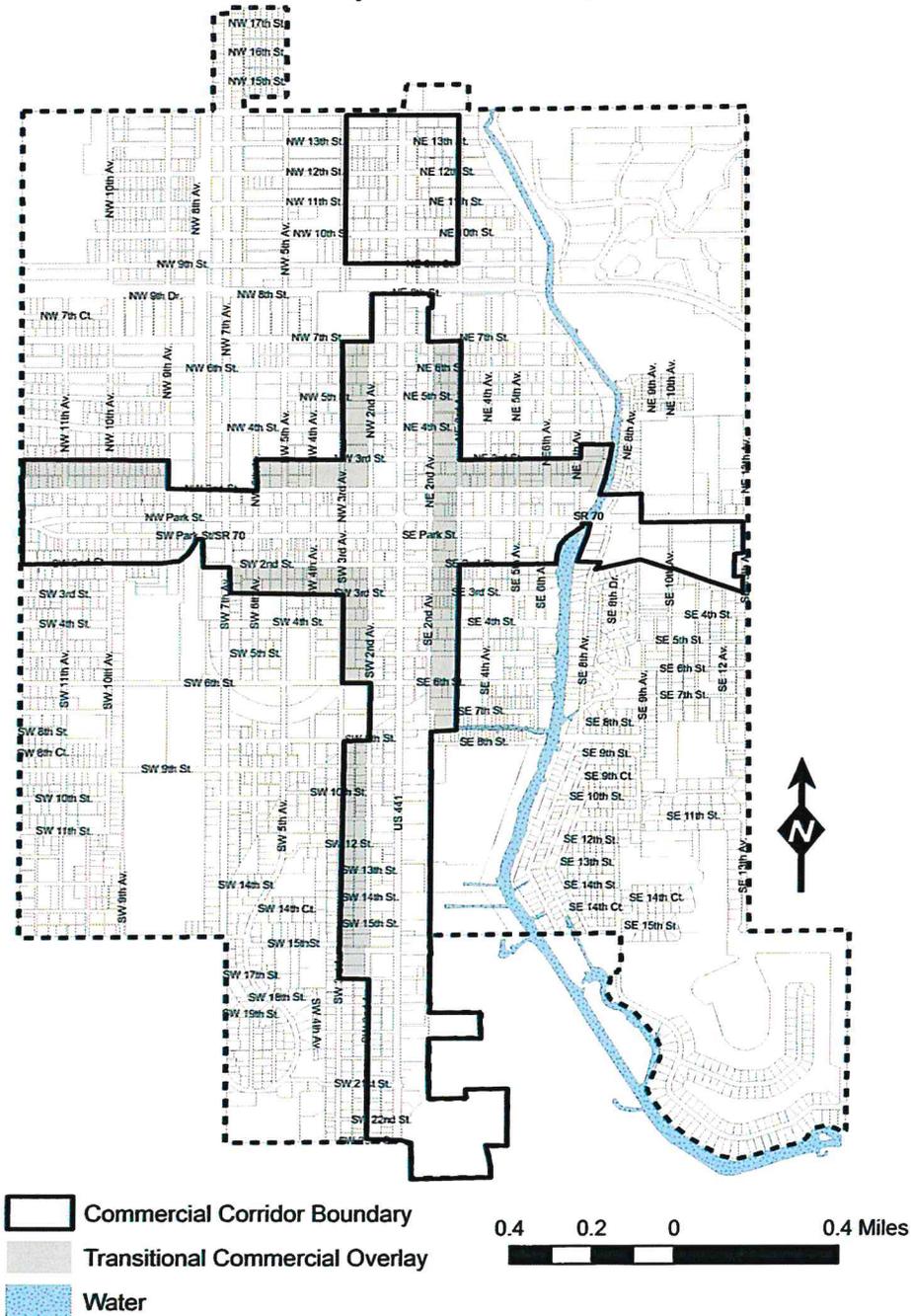
b. Permit the continuation of a wide variety of existing residential, commercial, industrial and public and semi-public uses as allowed within the RSF1, RMF, CPO, CLT, CHV CBD, IND and PUB zoning districts.

c. Limit rezoning of lands within this Future Land Use category only to the RMF, CLT, CPO, CBD or PUB zoning districts, thereby providing a transition from more intense development along the major arterials to lessen intensity closer to residential areas.

d. Allow mixed residential and commercial uses on the same parcel.

Map 1.2 (proposed)

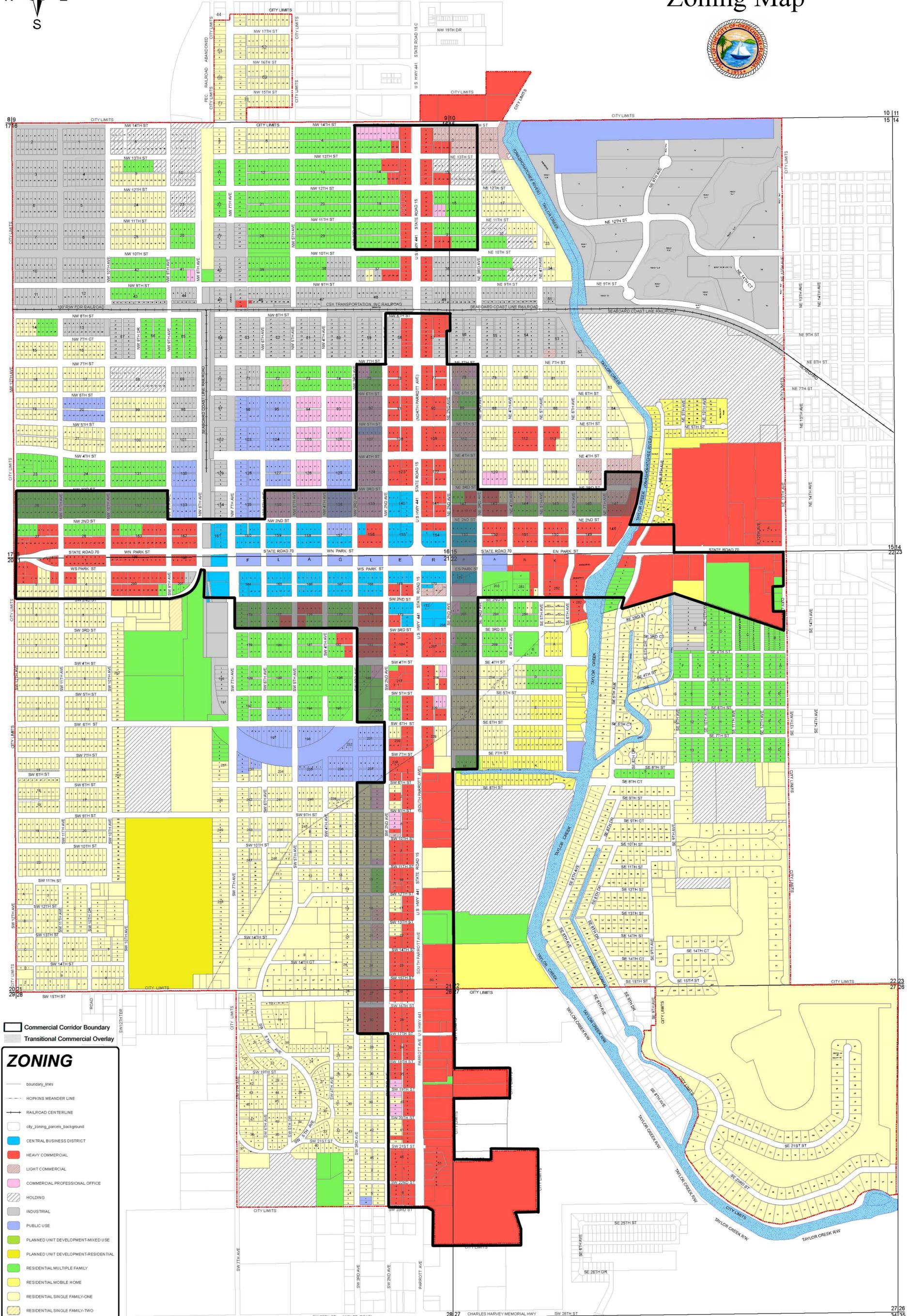
COMMERCIAL CORRIDOR AND TRANSITIONAL COMMERCIAL OVERLAY AREAS City of Okeechobee, Florida



Prepared by: LaRue Planning & Management Services, Inc.
March 13, 2012



City of Okeechobee Zoning Map



 Commercial Corridor Boundary
 Transitional Commercial Overlay

ZONING

- boundary_lines
- HOPKINS MEANDER LINE
- RAILROAD CENTERLINE
- city_zoning_parcels_background
- CENTRAL BUSINESS DISTRICT
- HEAVY COMMERCIAL
- LIGHT COMMERCIAL
- COMMERCIAL PROFESSIONAL OFFICE
- HOLDING
- INDUSTRIAL
- PUBLIC USE
- PLANNED UNIT DEVELOPMENT-MIXED USE
- PLANNED UNIT DEVELOPMENT-RESIDENTIAL
- RESIDENTIAL MULTIPLE FAMILY
- RESIDENTIAL MOBILE HOME
- RESIDENTIAL SINGLE FAMILY-ONE
- RESIDENTIAL SINGLE FAMILY-TWO

On December 1, 2020 changes were made to the Official Zoning Map. Rezoning, Alley/Street Closings thru Petition #20-002-SC, Ord #1220 are reflected herein.
 City of Okeechobee, FL
 City Clerk: Lane Gamiotoka
 Zoning Administrator: Marcos Montes De Oca



General Notes:
 Alleys shown hereon are 15 or 20 feet in width. See appropriate subdivision plat for specific alley widths. This map has been compiled from the most current data available. The City of Okeechobee is not responsible for any errors or omissions contained herein.



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AGENDA	ACTION - DISCUSSION - VOTE
<p>V. PUBLIC HEARING CONTINUED.</p> <p>D. Consider Comprehensive Plan Text Amendments to the Future Land Use Element to (1) Accommodate adding Map 1.2 "Commercial Corridor and Transitional Commercial Overlay Areas"; (2) Provide the purpose of Map 1.2 is to recognize the importance of Parrott Avenue, North Park Street, and the area generally within two blocks of each of these roadways; and (3) List provisions of the Transitional Commercial Overlay which explains the City's consistent approach to allow expansion of Commercial and Mixed-Use opportunities to eliminate uncertainty, foster infill, and compatibility with existing development - Senior Planner (Exhibit 3, Attachment A, Page A-8 through Page A-9).</p> <p>1. Hear from Planning Staff.</p> <p>2. Public comments or questions from those in attendance, or submitted to the Board Secretary.</p>	<p>Consider Comprehensive Plan Text Amendments to the Future Land Use Element to (1) Accommodate adding Map 1.2 "Commercial Corridor and Transitional Commercial Overlay Areas;" (2) Provide the purpose of Map 1.2 is to recognize the importance of Parrott Avenue, North Park Street, and the area generally within two blocks of each of these roadways; and (3) List provisions of the Transitional Commercial Overlay which explains the City's consistent approach to allow expansion of Commercial and Mixed-Use opportunities to eliminate uncertainty, foster infill, and compatibility with existing development.</p> <p>Planner Brisson explained the Commercial Corridor has been identified as that area generally within two blocks of North Park Street (SR70) and Parrott Avenue (US Hwy 441). The Transitional Commercial Overlay area is identified as the second block out from the major arterial roadway. These are less intensive uses as this area is adjacent to residential areas and less intrusive. Any Zoning designation or use that exists now will continue and is only affected should a property owner wish to rezone. This would give owners better knowledge of what they will be able to do. Future Rezoning's would be limited to Residential Multiple Family, Light Commercial, Commercial Professional Office, Central Business District, or Public Use districts.</p> <p>Chairperson Pro-Tem Brass asked whether there were any comments or questions from those in attendance. Mr Jason Tomlison, 212 Southwest 3rd Avenue addressed the Board with concerns that should this area that is being identified as the Transitional Commercial Overlay be established, he would not be able to petition for his property to be rezoned to Heavy Commercial (CHV). He purchased Lots 1 through 3, Block 175, City of Okeechobee, with the intention of rezoning to CHV sometime in the future. Currently the property is zoned Residential Multiple Family, with CHV zoning surrounding it.</p> <p>Mr. Thomas Hoover, 2473 Southwest 24th Avenue and business owner of Kahootz Draft House Inc., was also concerned with not being able to request CHV zoning. He had always thought that his property, Lots 4 through 6, Block 161, City of Okeechobee, was zoned CHV, though it is really Central Business District, and believes he should have the option to petition a rezoning. Additionally, the establishment of the Overlay would limit how owners market their property.</p> <p>Ms. Glenda Fulwider, 908 Southwest 2nd Avenue, added an individual should have the opportunity to ask for a certain zoning even though that might not be granted. They would at least be able to voice their opinion where as they would not all have that opportunity should this overlay be identified.</p>

AGENDA

ACTION - DISCUSSION - VOTE

V. PUBLIC HEARING CONTINUED.

D. 3. Disclosure of Ex-Parte communications by the Board.

Chairperson Pro-Tem Brass asked whether Board Members had ex-parte communications to disclose for the record. She then disclosed that her residence is located within this proposed Transitional Commercial Overlay area and will be abstaining from voting. Board Member Creasman asked Attorney Cook whether he needed to disclose anything as he rents from a property owner in this overlay area. Attorney Cook responded no.

4. a) Consideration of a motion to recommend the City Council approve or deny Text Amendment.

Board Member Baughman made a motion to recommend the City Council amend the Comprehensive Plan Future Land Use Element to (1) Accommodate adding Map 1.2 identifying the Commercial Corridor only, (2) Provide additional and varied commercial opportunities in locations in close proximity to the City's major arterials and adjacent to residential areas; and (3) Allow mixed residential and commercial uses on the same parcel; seconded by Board Member Ritter.

b) Board discussion.

Chairperson Pro-Tem Brass asked whether there was any further discussion. There was none.

c) Vote on motion

VOTE

HOOVER - ABSENT	BURROUGHS - ABSENT	BAUGHMAN - YEA	BRASS - ABSTAIN	KELLER - YEA
MCCOY - ABSENT	RITTER - YEA	CREASMAN - YEA	MCCREARY - YEA	MOTION CARRIED.

The recommendation will be forwarded to the City Council for consideration at a final Public Hearing on a date to be determined.

CLOSE PUBLIC HEARING - CHAIRPERSON.

CHAIRPERSON PRO TEM BRASS CLOSED THE PUBLIC HEARING AT 8:42 P.M.

VI. NEW BUSINESS.

A. Discuss proposed amendments to the Land Development Regulations - Chairperson.

Proposed LDR amendments were added for consideration below: