

**CITY OF MARIANNA**  
**COMMISSION AGENDA MEMO**  
**DATE: 06/05/2018**

**ADMINISTRATIVE STAFF REPORT**

- Subject:** Approval of Major Development Order Request for Jackson County School District – K-8 School
- Subject Background:** The Planning & Zoning Board met in regular session on May 21, 2018, reviewed the proposed development order and recommended approval with the conditions addressed in the revised staff report dated May 21, 2018.
- The applicant is proposing a 336,950 square foot K-8 educational facility on an 80 acre site within the City. The school facility and related infrastructure cover approximately 754,584 square feet which is 21% of the site. The four proposed buildings include: 1) an administration/media center; 2) a cafeteria; 3) an elementary school building; and 4) a middle school/ gymnasium. The elementary school and middle school sections of the plans are separated by an amphitheater and concrete gathering area. There are nine stormwater facilities, two parking areas, a separate bus loading area and an approximate 3,600 linear foot long 2-lane drive. The average sports utility vehicle is approximately 17 feet long. The drives allow approximately 3300 linear feet between Industrial Park Drive and the middle school building with 32 loading spaces, which allows for the stacking of approximately 194 vehicles.
- Recommendation:** Approval of major development order for Jackson County School District K-8 School with the conditions in the revised staff report dated May 21, 2018.
- Potential Motion:** I move to approve the major development order for Jackson County School District K-8 School with the conditions in the revised staff report dated May 21, 2018.

Prepared by: Kay Dennis



## MEMORANDUM

TO: City of Marianna Planning & Zoning Board  
FROM: Kay Dennis, Director  
DATE: May 21, 2018  
SUBJECT: Request Approval of a Major Development Order to Construct a K-8 Educational Facility

### **Project Description**

Owner: Jackson County School District  
P.O. Box 5958  
Marianna, FL 32447

Applicant: Donofro Architects  
P.O. Box 861  
Marianna, FL 32447

General Location: **3807 Caverns Road (New Address)**  
Parcel Identification Number: 19-5N-09-0000-0050-00A0  
Latitude/Longitude: 30.812776/ -85.175972

Parcel Size: The parcel total approximately 80.28 acres.

Existing Use: The property owned by the Jackson County School District is currently vacant and was purchased with the intentions of constructing a K-8 educational facility. The State of Florida approved the land use of Public/Institutional on March 6, 2017 and the zoning designation was approved on March 7, 2017.

Existing Zoning: Public/Institutional (P/U)

Future Land Use Designation: Public/Institutional (P/U)

Public Hearing Requirements: A display ad appeared in the Jackson County Times on May 17, 2018 and the site was posted with change of use notification on April 26, 2018.

New Address: **3807 Caverns Road**

**SYNOPSIS:** The applicant is proposing a 336,950 square foot K-8 educational facility on an 80 acre site within the City. The school facility and related infrastructure cover approximately 754,584 square feet which is 21% of the site. The four proposed buildings include: 1) an administration/media center; 2) a cafeteria; 3) an elementary school building; and 4) a middle school/ gymnasium. The elementary school and middle school sections of the plans is separated by an amphitheater and concrete gathering area.

There are nine stormwater facilities, two parking areas, a separate bus loading area and an approximate 3,600 linear foot long 2-lane drive. The average sports utility vehicle is approximately 17 feet long. The drives allow approximately 3300 linear feet between Industrial Park Drive and the middle school building with 32 loading spaces, which allows for the stacking of approximately 194 vehicles.

**Executive Summary**

Compatibility with Adjacent Land Uses: The developer is requesting a major development order to construct a K-8 educational facility. The character and nature of the surrounding area is a mix of residential, agricultural, office, light manufacturing and public/institutional. The proposed development is compatible with adjacent land uses. (See Figure 1 for information on adjacent properties)

**FIGURE 1. ADJACENT LAND USE/ZONING**

	Existing Use	Existing FLUM Designation	Existing Zoning Designation
<b>North</b>	Recycling Center, Vacant Day Care, Vacant Warehouses, Light Manufacturing, Document Storage Office, County Fire Station, State Assisted Residential Facility	Industrial, Public/Institutional and Industrial Special Treatment Area  Jackson County Public	Industrial, Public Institutional and Industrial Special Treatment Area
	<b>South</b>	Single-Family Residential and a Package Store	Jackson County Residential
<b>East</b>	Agricultural Land and Single Family Residential	Jackson County AG-2	n/a
<b>West</b>	Public Health Department	Jackson County Recreation and Public	n/a

Consistency with the Comprehensive Plan: *Marianna Comprehensive Plan, Future Land Use Element, Policy 1.1.4(d)* states the intent of the Public/Institutional Future Land Use district is to “provide areas for education facilities, public buildings and grounds, churches, institutions, cemeteries and other similar uses.” Development within the Public/Institutional land use district must provide a minimum of 10 percent open space and building heights must be no more than 70 feet tall. The plans for the proposed facility indicate 79% open space will be provided and the structure height will be approximately 45 feet tall, which is consistent with *Marianna Comprehensive Plan, Future Land Use Element, Policy 1.1.4(d)*.

According to *Soil Survey of Jackson County, Florida*, the proposed site appears to be comprised of Fuqua Course Sand, Troup Sand and Wicksburg-Esto Complex (*United States Department of Agriculture Soil Conservation Service & University of Florida Institute of Food and Agricultural Sciences and Agricultural Experiment Stations Soil Science Department*). Fuqua Course Sand with 0-5 percent slopes has rapid permeability and moderately slow surface runoff. Troup Sand with 0-5 percent slope has rapid surface permeability. However, subsoil permeability is moderate. Wicksburg-Esto Complex with 2-5 percent slopes has a water table below six feet. Permeability is rapid and runoff is slow. In some areas of the site, stabilization may be required. The proposed site is consistent with the provisions of the *Marianna Comprehensive Plan, Future Land Use Element, Policy 1.1.5.*

In accordance with *Marianna Comprehensive Plan, Future Land Use Element, Policy 1.9.2*, the proposed development will not cause facilities or services to fall below the adopted level of service standards. Public facilities necessary to service the development are available.

Pursuant to *Marianna Comprehensive Plan, Future Land Use Element, Policy 1.9.3*, the proposed development rendering and plans appear to be compatible and complementary to the surrounding land uses. Existing buffering between the school and SR71 North will be maintained for the life of the development, which is consistent with City requirements.

The proposed development is consistent with the *City of Marianna Comprehensive Plan.*

Zoning Requirements: The developer is requesting a major development order to a K-8 educational facility and related infrastructure. Proposed development meets lot area, lot width, building height, density and intensity requirements as set forth in *City of Marianna Code, Land Development Code, Section 4-1.7 (8)* (see Figure 2).

<b>FIGURE 2. ZONING CONSISTENCY</b>			
	<b>Zoning Provision</b>	<b>Required</b>	<b>Proposed</b>
<b>Min. Lot Size</b>	LDC 4-1.7(8)(d)(i)	4,000 square feet	Approximately 3,496,996.8 square feet
<b>Front Building Setback</b>	LDC 4-1.7(8)(d)(iv)	20 feet from road right-of-way	Approximately 416 feet from Caverns Road
<b>Side Building Setbacks</b>	LDC 4-1.7(5)(d)(iv)	10 feet from side lot lines when abutting a Residential or Mixed Use Zoning Districts	Approximately 16 feet from Russell Road; Approximately 236 feet from SR71
<b>Rear Building Setback</b>	LDC 4-1.7(5)(d)(iv)	10 feet from rear property line when abutting Commercial or Public/Institutional Zoning Districts and 20 feet when abutting a Residential or Mixed Use Zoning District	Approximately 937 feet from the northern property line
<b>Parking Setbacks</b>	LDC 4-3.4(1)(a)	10 feet from front and 4 feet from side and rear property lines	Approximately 300 feet from the front, approximately 75 feet at the closest point from the west side, approximately 300 feet from the east side and more than 1000 feet from the rear.
<b>Maximum Building Height</b>	LDC 4-1.7(5)(d)(ii)	70 feet	Approximately 45 feet
<b>Maximum Intensity</b>	LDC 4-1.7(5)(d)(v)	No more than 90%	21%

Site Access/Traffic Impacts: Pursuant to *Marianna City Code, Land Development Code, Section 4-6.3(2) & 4-6.5(1)*, Caverns Road (SR166) is a “Urban Minor Arterial” roadway, with a

right-of-way width of 100'. Developments located on "Urban Minor Arterial" roadways will be evaluated for future land use impacts by a peak hour Level of Service (LOS) D (*Marianna Comprehensive Plan, Traffic Circulation Element, Policy 2.2.3*). According to *Transportation Planning Handbook, 2<sup>nd</sup> Edition*, Level of Service is determined by estimating the traffic delay for motor vehicles attributed to entering intersections (*Institute of Transportation Engineers, 1999, 215*). Developments reaching average daily traffic volumes 90 percent of peak operating conditions will be considered as having a level of service deficiency (*Marianna Comprehensive Plan, Traffic Circulation Element, Policy 2.10(b)*). The development was submitted for FDOT review. Also, Panhandle Engineering reviewed the site traffic circulation.

Pursuant to *Marianna City Code, Land Development Code, Section 4-6.7*, the applicant has proposed sidewalks along the east side of Russell Road. Sidewalks also exist along the west side of Russell Road, which meet City requirements.

Parking and Traffic Circulation: Pursuant to *Marianna City Code, Land Development Code, Section 4-6.8(2)*, a school is required to provide one parking space for every each classroom plus one space for every four seats in the assembly area. The applicant's plans indicate that the development will have approximately 126 classrooms and there are no numbers available for general assembly. The applicant is proposing 250 regular and 10 program accessible spaces, which meets City requirements. The program accessible spaces must be a minimum of 20' long x 12' wide with 5' wide aisle "conspicuously outlined in blue paint and ... posted and maintained with a permanent, above grade sign bearing the international symbol of handicap accessibility and the caption 'Parking by Disabled Permit Only'" (*Marianna City Code, Land Development Code, Sections 4-6.8(4) and 4-6.11*). The remaining regular parking spaces are 10' wide by 20' long, which meets City requirements. The proposed size and quantity of parking spaces meet City requirements. All accessible parking spaces must to be close to a sidewalk ramp. In accordance with *Marianna City Code, Land Development Code, Section 4-3.4(3)*, plans indicate that parking shall be provided in a manner where vehicles will not overhang into landscaped areas.

Pursuant to *Marianna City Code, Land Development Code, Section 4-6.8(3)(f)* the proposed parking area must be constructed and maintained to control dust from continuous use, "eliminate surface water, or be constructed of pervious, dustless material so as to allow for percolation." The applicant plans to utilize asphalt/concrete in the paved curb and gutter parking area, which meets City requirements for parking area surfaces.

In accordance with *City of Marianna Code, Land Development Code, Section 4-6.8(4)(d)*, the developer will provide 12' and 24' wide connections. The bus pickup area has a 30' wide connection to allow for turning. Staff finds proposed driveway width meets City requirements.

Pursuant to *Marianna Comprehensive Plan, Traffic Circulation Element, Policy 2.2.1*, proposed parking area must utilize "directional striping; fire and safety lanes; medians to separate vehicular and pedestrian traffic; minimum number of parking spaces; acceptable

drainage of parking lots; access between commercial parking lots to reduce vehicles from unnecessary roadway access, and prohibiting site obstructions at all access points to parking lots.” Plans must be revised to indicate additional directional signage and pavement markings for staff review and approval before presentation to the City Commission.

Landscaping & Buffering: The site has 279,240 square feet of vehicular use area. Pursuant to *Marianna City Code, Land Development Code, Section 4-3.4* any vehicular use or parking area over 10,000 square feet must have one large (over 600 square foot) interior landscape island for every 10,000 square feet of area. In addition, *Marianna City Code, Land Development Code, Section 4-3.4* requires planting islands a minimum of nine feet wide with at least one shade tree between every ten to fifteen spaces to avoid long rows of parked cars. The site has approximately 8,362.5 linear feet of frontage. *Marianna City Code, Land Development Code, Section 4-3.4* requires one tree on the site for every 50 feet of street frontage. Pursuant to *Marianna City Code, Land Development Code, Sec. 4-3.4(2)*, visual buffers around parking areas must be included 70 percent solid materials and have a minimum height of 24 inches at the time of final inspection and 42 inches within a year. Finally, the plans need to indicate seeding/sodding of disturbed areas. Prior to issuance of the certificate of occupancy, a landscaping plan meeting City requirements must be submitted for staff review and approval. All landscaping, including seeding/sodding must be completed prior to final inspection.

Pursuant to *Marianna City Code, Land Development Code, Sec. 4-3.5*, the applicant must provide regular maintenance of the facility to include, mowing, pruning, replacement of dead plant material and proper fertilizing. Landscaping must be maintained for the life of the development and shall not interfere with on- or off-site driver vision (which must be indicated on the plans). The applicant has submitted an irrigation plan, which meets City of Marianna requirements.

Utilities: Proposed development will utilize City water, sewer and natural gas services, thereby meeting requirements of *Marianna Code, Land Development Code, Sec. 4-4.4(7) and 4-5.1(2)*, & *Marianna Comprehensive Plan, Future Land Use Element, Policies 1.1.3, 1.3.4, 1.4.2 and 1.11*. The Public Works Director has reviewed the development and is working with the Alday Howell Engineering to resolve issues. All issues must be resolved to meet the Public Works Director’s satisfaction.

In accordance with *Marianna City Code, Sec. 70-102*, all new structures must be constructed with a finished floor elevation a minimum of 6” above the street or manhole cover. Proposed site elevations indicate the roadway elevation in front of the school to be 111 feet above mean sea level and the adjusted manholes appear to be at 110 feet. The lowest proposed finished floor elevation is 112 feet, which appears to meet this requirement. Prior to installation of foundation, an inspection of elevation must be conducted and passed by City of Marianna staff. Fill should be layered in 6-8” layers and compacted with a pneumatic or mechanical tamp to meet proctor requirements. A compaction test may be required at the discretion of the Building Official or

Public Works Director to ensure proctor requirements are met. Fill should be leveled over the site to avoid slopes and ditches around the proximity of building under construction and side parcel boundaries.

Solid Waste: The dumpster pad is located on the east side of the cafeteria accessed by a 40 foot wide driveway and is enclosed with a six-foot-tall opaque fence with gate (*Marianna City Code, Land Development Code, Section 4.5.1(5)*).

Drainage: Any time the amount of impervious surface area is increased, development plans submitted for review must address stormwater quality and quantity standards set forth in *Marianna City code, Land Development Code, Sec. 4-5.1(4) & Marianna Comprehensive Plan, Infrastructure Element, Policies, Section C and Intergovernmental Coordination Element, Policy 7.6.2*. In addition, all developments must obtain a stormwater permit from FDEP and/or Northwest Florida Water Management District for proposed stormwater drainage system (*Marianna Comprehensive Plan, Intergovernmental Coordination Element, Policy 7.6.2*). Pursuant to *Marianna Comprehensive Plan, Concurrency Management System*, the City shall require all developers submitting applications for development permits to provide as part of the overall development site plan a drainage and grading plan, which provides a minimum of a drainage/grading plan, with finished topographic contours, existing and proposed drainage structures, impervious surface, and proposed treatment facilities. The applicant has submitted stormwater plans and calculations signed and sealed by a Florida licensed engineer, which have been reviewed and approved by the City's consultant engineer. The proposed development has multiple stormwater facilities. The applicant has applied for permits with the State of Florida. A copy of all related permits must be submitted to the City of Marianna for placement in the file. All sodding in and around the stormwater facility must be in place prior to issuance of the certificate of occupancy.

The developer will be utilizing silt fencing during the construction process to address erosion control meeting the requirements of *Marianna City Code, Land Development Code, Section 4-5.1(4)(c)*.

Fire Fighting Issues: Pursuant to *N.F.P.A. 101; Florida Building Code; Life Safety Code, Chapter 16 & 17*; and *Marianna City Code, Fire Code, Sec. 26*, the Marianna Fire Department has reviewed the project and recommends issuance of a development order contingent upon the applicant providing additional information regarding smoke detectors in the restrooms, and heat detectors in Science labs/lab storage rooms.

Environmental Concerns: Pursuant to *Marianna City Code, Land Development Code, Sec. 4-4.4(3)*, "development in the floodplain shall be restricted to conservation, recreation, residential or public purposes only." Ninety percent of the proposed site is located in Zone "X", which is defined as "[a]n area determined to be outside the 100- and 500-year flood plain", and ten percent is in Zone "A", which is defined as "[a]n area inundated by 100-year flooding, for which BFEs have been determined" (*Federal Emergency Management Agency (FEMA) Federal*



***Insurance Rate Map (FIRM) Panel 12063C325D***). Designated wetlands are located on the site, but the site is not located on the Chipola River (***City of Marianna Wetlands Map, Florida Game and Fresh Water Fish Commission, 1985-89 Landsat thematic mapper imagery***). Sink holes positioned near the bus loading area and middle school building, will be filled. Base Flood elevation is 108 feet above mean sea level. The middle school building will be constructed at 112 feet above the base flood elevation, which appears to meet City requirements (***Marianna City Code, Chapter 30***). The Building Official has reviewed the plans and will ensure final grade will meet City and State requirements. No issues are anticipated.

Signage: Staff is not in receipt of any sign applications at this time. Any proposed freestanding or building signs, require submission of a separate development order application for review and approval by the City of Marianna prior to installation.

Lighting: All proposed lighting “shall be located and installed so that no direct or indirect light falls upon adjacent residential properties” or roadways (***Marianna City Code, Land Development Code, Sec. 4-1.8(2)(b)***). The applicant has provided a site lighting plan, which appears to meet this requirement. Site lighting must be designed and oriented to prevent glare impacts on drivers utilizing Caverns Road, Russell Road, SR 71, as well as nearby residential developments.

### **Staff Determination**

Approval is conditioned upon the following:

1. Development shall remain consistent with approved specific plans, drawings, renderings and documentation submitted. Any modifications will require approval by the City.
2. Developer must obtain all necessary permits from the City of Marianna (EPCI).
3. Construction and other debris must be cleaned up prior to final inspection and issuance of certificate of occupancy.
4. Developer shall not block or utilize the SR 71, Caverns Road or Russel Road rights-of-way for construction purposes.
5. Site lighting must be designed and oriented to prevent glare impacts on drivers utilizing SR 71, Caverns Road, Russel Road and nearby residential units (***Marianna City Code, Land Development Code, Sec. 4-1.8(2)(b)***).
6. Developer shall call 811 to schedule line locates at least two days in advance of beginning demolition/construction. Also, contact City of Marianna Public Works at 850-482-4129 two days (48 hours) following the call to 811 to ensure all City Utility locates have been completed.

7. The owner will be responsible for all damages, if any, to any street, or any City owned infrastructure resulting from the demolition.
8. In accordance with *Marianna City Code, Sec. 70-102*, all new structures must be constructed with a finished floor elevation a minimum of 6” above the street or manhole cover. Prior to installation of foundation, an inspection of elevation must be conducted and passed by City of Marianna staff. Fill should be layered in 6-8” layers and compacted with a pneumatic or mechanical tamp to meet proctor requirements. A compaction test may be required at the discretion of the Building Official or Public Works Director to ensure proctor requirements are met. Fill should be leveled over the site to avoid slopes and ditches around the proximity of the building under construction and side parcel boundaries.
9. Pursuant to *Marianna City Code, Land Development Code, Sec. 4-3.5*, the applicant must provide regular maintenance of the facility to include, mowing, pruning, replacement of dead plant material and proper fertilizing. Landscaping and fencing (for buffering purposes) must be maintained for the life of the development and shall not interfere with on- or off-site driver vision (which is indicated on the plans).
10. Any proposed freestanding or building signs require separate review and approval by the City of Marianna prior to installation.
11. The proposed dumpster enclosure must be installed with a gate that obscures the dumpster area prior to final inspection and issuance of certificate of occupancy.
12. The applicant must provide a revised landscaping plan for review and approval by City Planning staff prior to issuance of the certificate of occupancy.
13. All landscaping must be completed prior to final inspection and issuance of certificate of occupancy.
14. All disturbed areas must be seeded or sodded. Grass must be established prior to issuance of certificate of occupancy.
15. All sodding in and around the stormwater facility must be in place prior to issuance of the certificate of occupancy.
16. E911 address must be placed on structure where clearly visible from the right-of-way prior to final inspection. The numbers must be in Arabic and must be at least 6” in height by 1.5” in length and in a contrasting color from the structure (*Marianna City Code, Sec. 18-230*).

17. Parking shall be provided in a manner where vehicles will not overhang into landscaped areas (*Marianna City Code, Land Development Code, Section 4-3.4(3)*).
18. Prior to final inspection the Developer will provide at least ten program accessible parking spaces near the building entrance a minimum of 20' long x 12' wide with a 5' wide aisle "conspicuously outlined in blue paint and ...posted and maintained with a permanent, above grade sign bearing the international symbol of handicap accessibility and the caption 'Parking by Disabled Permit Only'" and 250 regular parking spaces (10' wide x 20' long) (*Marianna City Code, Land Development Code, Sec. 4-6.8(4) and 4-6.11*).
19. Traffic plans must be revised with more directional pavement markings and signage (*Marianna Comprehensive Plan, Traffic Circulation Element, Policy 2.2.1*).
20. All Marianna Fire Department and Public Works concerns must be addressed prior to issuance of the certificate of occupancy.
21. Development must pass an inspection by the EPCI, the City of Marianna Municipal Development, Fire and Public Works Departments before issuance of certificate of occupancy. All site improvements must be completed prior to final inspection for issuance of certificate of occupancy.
22. Applicant will sign a Development Order in a form provided by the City of Marianna Municipal Development Department, which will include all approval conditions. The Development Order will expire twelve months after the date of issuance.

### **Recommended Motions in Order of Staff Preference:**

1. I move to recommend approval of the Major Development Order for Jackson County School District (K-8 School) subject to the conditions addressed in the revised staff report dated May 21, 2018.
2. I move to table the development for further study.
3. I move to recommend approval to the City Commission without conditions addressed in revised staff report dated May 21, 2018.

4. I move to recommend denial of the Major Development Order for the Major Development Order for Jackson County School District (K-8 School) to the City Commission.