Agenda Report



2725 Judge Fran Jamieson Way Viera, FL 32940

Public Hearing

G.7.

12/7/2023

Subject:

Sundev Inc. of FL (Kim Rezanka) requests a change of zoning classification from TU-2 to BU-1. (23Z00071) (Tax Account 2800709) (District 5)

Fiscal Impact:

None

Dept/Office:

Planning & Development

Requested Action:

It is requested that the Board of County Commissioners conduct a public hearing to consider a change of zoning classification from TU-2 (Transient Tourist Commercial) to BU-1 (General Retail Commercial).

Summary Explanation and Background:

The applicant is requesting to change the zoning classification from TU-2 to BU-1 on 0.92 acres to redevelop an outdated and closed convenience store with gas pumps for use as a drug and sundry store.

The current TU-2 classification is devoted to tourist facilities located within one-half mile from interstate 95 or an expressway interchange rights-of-way. Uses are limited to retail shopping and personal services in conjunction with and accessory to a hotel or motel.

The proposed BU-1 zoning encompasses land devoted to general retail shopping, offices, and personal services to serve the needs of the community and allows for retail commercial land uses on minimum 7,500 square-foot lots. The BU-1 zoning allows for the outdoor storage of retail items that may include, but are not limited to, motor vehicles, utility sheds, nursery items such as plants and trees, and boats; BU-1 does not permit warehousing or wholesaling.

The developed character of the surrounding area is primarily commercial along the W. New Haven Avenue corridor, which is a commercial corridor that serves local and regional markets. It transitions to multi-family residential use to the north along coastal Lane. Commercial uses adjacent to the west, east, and south of the subject property were established over 40 years ago. The proposed commercial use of the subject property may be considered compatible with the existing pattern of commercial development along W. New Haven Avenue.

The Board may wish to consider if the request is consistent and compatible with the surrounding area.

On November 3, 2023, the Planning and Zoning Board considered the request and voted 8:1 to recommend

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approval.

Clerk to the Board Instructions:

Once resolution is received, please execute and return a copy to Planning and Development.

On motion by Commissioner Pritchett, seconded by Commissioner Tobia, the following resolution was adopted by a unanimous vote:

WHEREAS, Sundev Inc. of FL (Kim Rezanka) requests a change of zoning classification from TU-2 (Transient Tourist Commercial) to BU-1 (Retail, Warehousing, and Wholesale Commercial), on property described as Tax Parcel 267.2, as recorded in ORB 9593, Pages 2628 – 2629, of the Public Records of Brevard County, Florida. Section 02, Township 28, Range 36. (0.92 acres) Located on the north side of W. New Haven Ave., approx. 0.22 mile east of I-95. (4520 W. New Haven Ave., Melbourne); and

WHEREAS, a public hearing of the Brevard County Planning and Zoning Board was advertised and held, as required by law, and after hearing all interested parties and considering the adjacent areas, the Brevard County Planning and Zoning Board recommended that the application be approved; and

WHEREAS, the Board, after considering said application and the Planning and Zoning Board's recommendation, and hearing all interested parties, and after due and proper consideration having been given to the matter, find that the application should be approved as recommended; now therefore,

BE IT RESOLVED by the Board of County Commissioners of Brevard County, Florida, that the requested change of zoning classification from TU-2 to BU-1, be approved. The Planning and Development Director, or designee, is hereby directed to make this change on the official zoning maps of Brevard County, Florida.

BE IT FURTHER RESOLVED that this resolution shall become effective as of December 7, 2023.

BOARD OF COUNTY COMMISSIONERS

Brevard County, Florida

Jason Steele, Chair

Brevard County Commission

As approved by the Board on December 7, 2023.

ATTEST:

RACHEL SADOFF CLERK

(SEAL)

P&Z Board Hearing - November 13, 2023

Please note: A CUP (Conditional Use Permit) will generally expire on the three-year anniversary of its approval if the use is not established prior to that date. CUPs for Towers and Antennas shall expire if a site plan for the tower is not submitted within one year of approval or if construction does not commence within two years of approval. A Planned Unit Development Preliminary Development Plan expires if a final development plan is not filed within three years. The granting of this zoning does not guarantee physical development of the property. At the time of development, said development must be in accordance with the criteria of the Brevard County Comprehensive Plan and other applicable laws and ordinances.

ADMINISTRATIVE POLICIES OF THE FUTURE LAND USE ELEMENT

Administrative Policies in the Future Land Use Element establish the expertise of staff with regard to zoning land use issues and set forth criteria when considering a rezoning action or request for Conditional Use Permit, as follows:

Administrative Policy 1

The Brevard County zoning official, planners and the Director of the Planning and Development, however designated, are recognized as expert witnesses for the purposes of Comprehensive Plan amendments as well as zoning, conditional use, special exception, and variance applications.

Administrative Policy 2

Upon Board request, members of the Brevard County planning and zoning staff shall be required to present written analysis and a recommendation, which shall constitute an expert opinion, on all applications for zoning, conditional uses, comprehensive plan amendments, vested rights, or other applications for development approval that come before the Board of County Commissioners for quasi-judicial review and action. The Board may table an item if additional time is required to obtain the analysis requested or to hire an expert witness if the Board deems such action appropriate. Staff input may include the following:

Criteria:

- A. Staff shall analyze an application for consistency or compliance with comprehensive plan policies, zoning approval criteria and other applicable written standards.
- B. Staff shall conduct site visits of property which are the subject of analysis and recommendation. As part of the site visit, the staff shall take a videotape or photographs where helpful to the analysis and conduct an inventory of surrounding existing uses. Aerial photographs shall also be used where they would aid in an understanding of the issues of the case.
- C. In cases where staff analysis is required, both the applicant and the staff shall present proposed findings of fact for consideration by the Board.
- D. For development applications where a specific use has not been proposed, the worst case adverse impacts of potential uses available under the applicable land use classification shall be evaluated by the staff.

Administrative Policy 3

Compatibility with existing or proposed land uses shall be a factor in determining where a rezoning or any application involving a specific proposed use is being considered. Compatibility shall be evaluated by considering the following factors, at a minimum:

Criteria:

A. Whether the proposed use(s) would have hours of operation, lighting, odor, noise levels, traffic, or site activity that would significantly diminish the enjoyment of, safety or quality of life in existing neighborhoods within the area which could foreseeably be affected by the proposed use.

- B. Whether the proposed use(s) would cause a material reduction (five percent or more) in the value of existing abutting lands or approved development.
- C. Whether the proposed use(s) is/are consistent with an emerging or existing pattern of surrounding development as determined through analysis of:
 - 1. historical land use patterns:
 - 2. actual development over the immediately preceding three years; and
 - 3. development approved within the past three years but not yet constructed.
- D. Whether the proposed use(s) would result in a material violation of relevant policies in any elements of the Comprehensive Plan.

Administrative Policy 4

Character of a neighborhood or area shall be a factor for consideration whenever a rezoning or any application involving a specific proposed use is reviewed. The character of the area must not be materially or adversely affected by the proposed rezoning or land use application. In evaluating the character of an area, the following factors shall be considered:

Criteria:

- A. The proposed use must not materially and adversely impact an established residential neighborhood by introducing types of intensity of traffic (including but not limited to volume, time of day of traffic activity, type of vehicles, et cetera), parking, trip generation, commercial activity or industrial activity that is not already present within the identified boundaries of the neighborhood.
- B. In determining whether an established residential neighborhood exists, the following factors must be present:
 - 1. The area must have clearly established boundaries, such as roads, open spaces, rivers, lakes, lagoons, or similar features.
 - 2. Sporadic or occasional neighborhood commercial uses shall not preclude the existence of an existing residential neighborhood, particularly if the commercial use is non-conforming or pre-dates the surrounding residential use.
 - 3. An area shall be presumed not to be primarily residential but shall be deemed transitional where multiple commercial, industrial or other non-residential uses have been applied for and approved during the previous five (5) years.

Administrative Policy 5

In addition to the factors specified in Administrative Policies 2, 3, and 4, in reviewing a rezoning, conditional use permit or other application for development approval, the impact of the proposed use or uses on transportation facilities either serving the site or impacted by the

use(s) shall be considered. In evaluating whether substantial and adverse transportation impacts are likely to result if an application is approved, the staff shall consider the following:

Criteria:

- A. Whether adopted levels of services will be compromised;
- B. Whether the physical quality of the existing road system that will serve the proposed use(s) is sufficient to support the use(s) without significant deterioration;
- C. Whether the surrounding existing road system is of sufficient width and construction quality to serve the proposed use(s) without the need for substantial public improvements;
- D. Whether the surrounding existing road system is of such width and construction quality that the proposed use(s) would realistically pose a potential for material danger to public safety in the surrounding area;
- E. Whether the proposed use(s) would be likely to result in such a material and adverse change in traffic capacity of a road or roads in the surrounding area such that either design capacities would be significantly exceeded or a de facto change in functional classification would result;
- F. Whether the proposed use(s) would cause such material and adverse changes in the types of traffic that would be generated on the surrounding road system, that physical deterioration of the surrounding road system would be likely;
- G. Whether projected traffic impacts of the proposed use(s) would materially and adversely impact the safety or welfare of residents in existing residential neighborhoods.

Administrative Policy 6

The use(s) proposed under the rezoning, conditional use or other application for development approval must be consistent with, (a), all written land development policies set forth in these administrative policies; and (b), the future land use element, coastal management element, conservation element, potable water element, sanitary sewer element, solid waste management element, capital improvements element, recreation and open space element, surface water element, and transportation elements of the comprehensive plan.

Administrative Policy 7

Proposed use(s) shall not cause or substantially aggravate any, (a), substantial drainage problem on surrounding properties; or (b), significant, adverse and unmitigatable impact on significant natural wetlands, water bodies or habitat for listed species.

Administrative Policy 8

These policies, the staff analysis based upon these policies, and the applicant's written analysis, if any, shall be incorporated into the record of every quasi-judicial review application for development approval presented to the Board including rezoning, conditional use permits, and vested rights determinations.

Section 62-1151(c) of the Code of Ordinances of Brevard County directs, "The planning and zoning board shall recommend to the board of county commissioners the denial or approval of each application for amendment to the official zoning maps based upon a consideration of the following factors:

- (1) The character of the land use of the property surrounding the property being considered.
- (2) The change in conditions of the land use of the property being considered and the surrounding property since the establishment of the current applicable zoning classification, special use or conditional use.
- (3) The impact of the proposed zoning classification or conditional use on available and projected traffic patterns, water and sewer systems, other public facilities and utilities and the established character of the surrounding property.
- (4) The compatibility of the proposed zoning classification or conditional use with existing land use plans for the affected area.
- (5) The appropriateness of the proposed zoning classification or conditional use based upon a consideration of the applicable provisions and conditions contained in this article and other applicable laws, ordinances and regulations relating to zoning and land use regulations and based upon a consideration of the public health, safety and welfare.

The minutes of the planning and zoning board shall specify the reasons for the recommendation of approval or denial of each application."

CONDITIONAL USE PERMITS (CUPs)

In addition to the specific requirements for each Conditional Use Permit (CUP), Section 62-1901 provides that the following approval procedure and general standards of review are to be applied to all CUP requests, as applicable.

(b) Approval procedure. An application for a specific conditional use within the applicable zoning classification shall be submitted and considered in the same manner and according to the same procedure as an amendment to the official zoning map as specified in Section 62-1151. The approval of a conditional use shall authorize an additional use for the affected parcel of real property in addition to those permitted in the applicable zoning classification. The initial burden is on the applicant to demonstrate that all applicable standards and criteria are met. Applications which do not satisfy this burden cannot be approved. If the applicant meets its initial burden, then the Board has the burden to show, by substantial and competent evidence, that the applicant has failed to meet such standards and the request is adverse to the public interest. As part of the approval of the conditional use permit, the Board may prescribe appropriate and reasonable conditions and safeguards to reduce the impact of the proposed use on adjacent and nearby properties or the neighborhood. A nearby property, for the purpose of this section, is defined as any property which, because of the character of the proposed use, lies within the area which may be substantially and adversely impacted by such use. In stating grounds in support of an application for a conditional use permit, it is necessary to show how the request fulfills both the general and specific standards for review. The applicant must show the effect the granting of the conditional use permit will have on adjacent and nearby properties, including, but not limited to traffic and pedestrian flow and safety, curb-cuts, off-street loading and parking, off-street pickup of passengers, odors, glare and noise, particulates, smoke, fumes, and other emissions, refuse and service areas, drainage, screening and buffering for protection of adjacent and nearby properties, and open space and economic impact on nearby properties. The applicant, at his discretion, may choose to present expert testimony where necessary to show the effect of granting the conditional use permit.

- (c) General Standards of Review.
 - (1) The planning and zoning board and the board of county commissioners shall base the denial or approval of each application for a conditional use based upon a consideration of the factors specified in Section 62-1151(c) plus a determination whether an application meets the intent of this section.
 - a. The proposed conditional use will not result in a substantial and adverse impact on adjacent and nearby properties due to: (1), the number of persons anticipated to be using, residing or working under the conditional use; (2), noise, odor, particulates, smoke, fumes and other emissions, or other nuisance activities generated by the conditional use; or (3), the increase of traffic within the vicinity caused by the proposed conditional use.
 - b. The proposed use will be compatible with the character of adjacent and nearby properties with regard to use, function, operation, hours of operation, type and amount of traffic generated, building size and setback, and parking availability.
 - c. The proposed use will not cause a substantial diminution in value of abutting residential property. A substantial diminution shall be irrebuttably presumed to have occurred if abutting property suffers a 15% reduction in value as a result of the proposed conditional use. A reduction of 10% of the value of abutting property shall create a rebuttable presumption that a substantial diminution has occurred. The Board of County Commissioners carries the burden to show, as evidenced by either testimony from or an appraisal conducted by an M A I certified appraiser, that a substantial diminution in value would occur. The applicant may rebut the findings with his own expert witnesses.
 - (2) The following specific standards shall be considered, when applicable, in making a determination that the general standards specified in subsection (1) of this section are satisfied:

- a. Ingress and egress to the property and proposed structures thereon, with particular reference to automotive and pedestrian safety and convenience, traffic flow and control, and access in case of fire and catastrophe, shall be: (1), adequate to serve the proposed use without burdening adjacent and nearby uses, and (2), built to applicable county standards, if any. Burdening adjacent and nearby uses means increasing existing traffic on the closest collector or arterial road by more than 20%, or 10% if the new traffic is primarily comprised of heavy vehicles, except where the affected road is at Level of Service A or B. New traffic generated by the proposed use shall not cause the adopted level of service for transportation on applicable roadways, as determined by applicable Brevard County standards, to be exceeded. Where the design of a public road to be used by the proposed use is physically inadequate to handle the numbers, types or weights of vehicles expected to be generated by the proposed use without damage to the road, the conditional use permit cannot be approved without a commitment to improve the road to a standard adequate to handle the proposed traffic, or to maintain the road through a maintenance bond or other means as required by the Board of County Commissioners.
- b. The noise, glare, odor, particulates, smoke, fumes or other emissions from the conditional use shall not substantially interfere with the use or enjoyment of the adjacent and nearby property.
- c. Noise levels for a conditional use are governed by Section 62-2271.
- d. The proposed conditional use shall not cause the adopted level of service for solid waste disposal applicable to the property or area covered by such level of service, to be exceeded.
- e. The proposed conditional use shall not cause the adopted level of service for potable water or wastewater applicable to the property or the area covered by such level of service, to be exceeded by the proposed use.
- f. The proposed conditional use must have existing or proposed screening or buffering, with reference to type, dimensions and character to eliminate or reduce substantial, adverse nuisance, sight, or noise impacts on adjacent and nearby properties containing less intensive uses.
- g. Proposed signs and exterior lighting shall not cause unreasonable glare or hazard to traffic safety, or interference with the use or enjoyment of adjacent and nearby properties.
- h. Hours of operation of the proposed use shall be consistent with the use and enjoyment of the properties in the surrounding residential community, if any. For commercial and industrial uses adjacent to or near residential uses, the hours of operation shall not adversely affect the use and enjoyment of the residential character of the area.
- i. The height of the proposed use shall be compatible with the character of the area, and the maximum height of any habitable structure shall be not more than 35 feet higher than the highest residence within 1,000 feet of the property line.

Administrative Policies Page 7

j. Off-street parking and loading areas, where required, shall not be created or maintained in a manner which adversely impacts or impairs the use and enjoyment of adjacent and nearby properties. For existing structures, the applicant shall provide competent, substantial evidence to demonstrate that actual or anticipated parking shall not be greater than that which is approved as part of the site pan under applicable county standards.

FACTORS TO CONSIDER FOR A REZONING REQUEST

Section 62-1151(c) sets forth factors to consider in connection with a rezoning request, as follows:

"The planning and zoning board shall recommend to the board of county commissioners the denial or approval of each application for amendment to the official zoning maps based upon a consideration of the following factors:

- (1) The character of the land use of the property surrounding the property being considered.
- (2) The change in conditions of the land use of the property being considered and the surrounding property since the establishment of the current applicable zoning classification, special use or conditional use.
- (3) The impact of the proposed zoning classification or conditional use on available and projected traffic patterns, water and sewer systems, other public facilities and utilities and the established character of the surrounding property.
- (4) The compatibility of the proposed zoning classification or conditional use with existing land use plans for the affected area.
- (5) The appropriateness of the proposed zoning classification or conditional use based upon a consideration of the applicable provisions and conditions contained in this article and other applicable laws, ordinances and regulations relating to zoning and land use regulations and based upon a consideration of the public health, safety and welfare."

These staff comments contain references to zoning classifications found in the Brevard County Zoning Regulations, Chapter 62, Article VI, Code of Ordinances of Brevard County. These references include brief summaries of some of the characteristics of that zoning classification. Reference to each zoning classification shall be deemed to incorporate the full text of the section or sections defining and regulating that classification into the Zoning file and Public Record for that item.

These staff comments contain references to sections of the Code of Ordinances of Brevard County. Reference to each code section shall be deemed to incorporate this section into the Zoning file and Public Record for that item.

These staff comments contain references to Policies of the Brevard County Comprehensive Plan. Reference to each Policy shall be deemed to incorporate the entire Policy into the Zoning file and Public Record for that item.

Administrative Policies Page 8

These staff comments refer to previous zoning actions which are part of the Public Records of Brevard County, Florida. These records will be referred to by reference to the file number. Reference to zoning files are intended to make the entire contents of the cited file a part of the Zoning file and Public Record for that item.

DEFINITIONS OF CONCURRENCY TERMS

Maximum Acceptable Volume (MAV): Maximum acceptable daily volume that a roadway can carry at the adopted Level of Service (LOS).

Current Volume: Building permit related trips added to the latest TPO (Transportation Planning Organization) traffic counts.

Volume with Development (VOL W/DEV): Equals Current Volume plus trip generation projected for the proposed development.

Volume/Maximum Acceptable Volume (VOL/MAV): Equals the ratio of current traffic volume to the maximum acceptable roadway volume.

Volume/Maximum Acceptable Volume with Development (VOL/MAV W/DEV): Ratio of volume with development to the Maximum Acceptable Volume.

Acceptable Level of Service (CURRENT LOS): The Level of Service at which a roadway is currently operating.

Level of Service with Development (LOS W/DEV): The Level of Service that a proposed development may generate on a roadway.



Planning and Development Department

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STAFF COMMENTS 23Z00071

SunDev Inc. of FL

TU-2 (Transient Tourist Commercial) to BU-1 (General Retail Commercial)

Tax Account Number: 2800709

Parcel I.D.: 28-36-02-00-267.2

Location: 4520 W. New Haven Ave., Melbourne, FL 32904; Approx. 285-feet east of

Coastal Ln. and approx. 555-feet west of S. John Rodes Blvd. (District 5)

Acreage: 0.92-acres

Planning & Zoning Board: 11/13/2023 Board of County Commissioners: 12/07/2023

Consistency with Land Use Regulations

Current zoning can be considered under the Future Land Use Designation, Section 62-1255.

The proposal can be considered under the Future Land Use Designation, Section 62-1255.

The proposal would maintain acceptable Levels of Service (LOS) (XIII 1.6.C)

	CURRENT	PROPOSED
Zoning	TU-2	BU-1
Potential*	FAR of 1.0	FAR of 1.0
Can be Considered under	YES	YES
the Future Land Use Map	CC	CC

^{*} Zoning potential for concurrency analysis purposes only, subject to applicable land development regulations.

Background and Purpose of Request

The applicant is requesting to change the zoning classification from TU-2 (Transient Tourist Commercial) to BU-1 (General Retail Commercial) on 0.92-acres to redevelop an outdated and closed convenience store with gas pumps for use as a drug and sundry retail store. The 0.92-acre subject property is located approx. 285-feet east of Coastal Lane and approx. 555-feet west of S. John Rodes Blvd.

The subject property was originally zoned BU-1 and was Administratively Rezoned from BU-1 to TU-2 on July 3, 1975, as zoning action **AZ-0065**. Per Resolution **Z-10817(20)** the Board approved the removal of Conditional Use Permit **Z-8601** for gasoline service station with accessory uses May 22, 2003. The site has access via W. New Haven Ave.

Surrounding Area

	Existing Use	Zoning	Future Land Use
North	Hotel	TU-2	СС
South	ROW retail\restaurant\gasoline sales	City of West Melbourne Commercial Parkway	City of West Melbourne Commercial
East	Hotel	TU-2	СС
West	Restaurant	TU-2	СС

To the north and east is a 3.4-acre parcel developed as a hotel with TU-2 zoning.

South, across W. New Haven Ave. are two commercial properties within the City of West Melbourne.

To the west is a 0.9-acre parcel with a restaurant and TU-2 zoning.

The current TU-2 classification is devoted to tourist facilities located within one-half mile from interstate 95 or an expressway interchange rights-of-way. All permitted uses allowed in the BU-1A zoning classification are allowed in the TU-2 zoning classification. Uses are limited to retail shopping and personal services in conjunction with and accessory to a hotel or motel which has a minimum of 25 units. BU-1-A allows for convenience stores without gasoline sales. This classification requires an area of not less than 15,000 sq. ft. having a width of 100-feet and depth of 150-feet. The property had been operating as a non-conforming use since 2003 when the Board removed the CUP for gas sales.

The proposed BU-1 classification encompasses land devoted to general retail shopping, offices and personal services to serve the needs of the community and allows for retail commercial land uses on minimum 7,500 square foot lots. The BU-1 classification does not permit warehousing or wholesaling. The BU-1 classification allows for the outdoor storage of retail items that may include but are not limited to motor vehicles, utility sheds, nursery items such as plants and trees, and boats.

There is one (1) pending zoning action within one-half mile of the subject property: **23Z00074** located 0.5-miles southeast of the subject property requesting to rezone from RU-1-9 to RU-1-11 for a single-family residence on 0.39-acres on Miami Ave.

The subject property is located within the West Melbourne Community Redevelopment Area (CRA) developed as a convenience store with gasoline sales.

Future Land Use

The subject property is currently designated as Community Commercial (CC) FLUM. The existing TU-2 zoning can be considered consistent with the existing CC FLU designation. The proposed BU-1 zoning classification can also be considered consistent with the existing CC FLUM designation.

Applicable Land Use Policies

FLUE Policy 2.2 - Role of Zoning Regulations in the Designation of Commercial Lands

The zoning process regulates the types and intensities of uses for a parcel of land. Criteria which aid in assessing zoning compatibility, shall include consideration of the following standards:

Criteria:

A. Permitted/prohibited uses;

The BU-1 classification encompasses land devoted to general retail shopping, offices, drug and sundry retail stores and personal services to serve the needs of the community and allows for retail commercial land uses. The BU-1 classification does not permit warehousing or wholesaling. BU-1 zoning classification allows for more intensive commercial uses such as gas sales and minor automotive repair. Also, there is no requirement that the commercial uses are limited to retail shopping and personal services in conjunction with and accessory to a hotel or motel which has a minimum of 25 units. The BU-1 classification allows for the outdoor storage of retail items of substantial size that may include, but not limited to motor vehicles, utility sheds, nursery items such as plants and trees, and boats.

B. Existing commercial zoning trends in the area;

There has been a retail commercial zoning trend in the immediate area, including a drug and sundry store to the east of the hotel, a large furniture retail store to the east along W. New Haven Ave, a movie theatre, and a large commercial retail store to the southeast along W. New Haven Ave.

C. Compatibility of the proposed use with the area, pursuant to Administrative Policy 3;

The requested zoning classification could be considered consistent within the immediate area. The subject property is located along a commercial corridor within 800 ft. of the I-95 on ramp. The primary zoning classification in the surrounding area is TU-2 (under the counties jurisdiction); however, BU-1 uses are located 860 feet east of the subject property on W. New Haven Ave. Commercial zoning also occurs within properties in the City of West Melbourne. Existing residential uses are located north of the subject property along Coastal Ln. within the City of West Melbourne.

D. Impact upon Level of Service (LOS) standards for roads, potable water service, sanitary sewer service and solid waste disposal;

The preliminary concurrency analysis did not indicate that the proposed development has the potential to cause a deficiency in the transportation adopted level of service; however, the maximum development potential from the proposed rezoning increases the percentage of MAV utilization by 0.23%. The corridor is anticipated to operate at 74.15% of capacity daily. During the Site Plan review process, staff will evaluate the proposed use and determine if there is sufficient roadway capacity.

The subject parcel is within the City of Melbourne utilities service area for potable water. The parcel would require access to the private lift station to the west which leads to the City of Melbourne's main. The proposed development is not anticipated to have an impact on the LOS for potable water service, sanitary sewer or solid waste disposal.

E. Impact upon natural resources, including wetlands, floodplains, and endangered species; and

No noteworthy land use issues were identified. Please refer to all comments provided by the Natural Resource Management Department at the end of this report.

F. Other issues which may emerge specific to a particular property which may be addressed through performance-based zoning criteria.

This property will need to comply with Brevard County Performance Standards noted within Section 62-1482 of Brevard County Code.

The Board should evaluate the compatibility of this application within the context of Administrative Policies 2 – 8 of the Future Land Use Element.

Analysis of Administrative Policy #3 - Compatibility between this site and the existing or proposed land uses in the area.

Compatibility shall be evaluated by considering the following factors, at a minimum:

Criteria:

A. Whether the proposed use(s) would have hours of operation, lighting, odor, noise levels, traffic, or site activity that would significantly diminish the enjoyment of, safety or quality of life in existing neighborhoods within the area which could foreseeably be affected by the proposed use;

The applicant is requesting to rezone 0.92 acres to BU-1 zoning for development of a drug and sundry retail store. The applicant has not provided hours of operation, a lighting plan, or a traffic analysis. Performance standards within Sections 62-2251 through 62-2272 will be reviewed at the site plan review stage should the zoning change be approved.

B. Whether the proposed use(s) would cause a material reduction (five per cent or more) in the value of existing abutting lands or approved development.

Only a certified MAI (Master Appraisal Institute) appraisal can determine if material reduction has or will occur due to the proposed request.

- C. Whether the proposed use(s) is/are consistent with an emerging or existing pattern of surrounding development as determined through an analysis of:
 - 1. historical land use patterns;

The developed character of the surrounding area is commercial to the north, west and east. To the south across ROW is a gas station and drive thru restaurant in the City of West Melbourne. It transitions to multi-family residential to the north along Coastal Ln. Commercial uses adjacent to the west, east and south of the subject property were established over 40 years ago.

There are two (2) FLU designations within 500 feet of the subject site: CC and NC. The predominant FLU designation along W New Haven Ave. is CC.

2. actual development over the immediately preceding three years; and

It appears no changes to the immediate area have occurred within the last three years.

3. development approved within the past three years but not yet constructed.

There has not been any development approved but not yet constructed within this area in the preceding three (3) years.

There is one (1) pending zoning action within one-half mile of the subject property changing the zoning from RU-1-9 to RU-1-11 approx. 0.5-miles southeast of the subject property.

D. Whether the proposed use(s) would result in a material violation of relevant policies in any elements of the Comprehensive Plan.

No material violation of relevant policies has been identified.

Analysis of Administrative Policy #4 - Character of a neighborhood or area.

Criteria:

A. The proposed use must not materially and adversely impact an established residential neighborhood by introducing types or intensity of traffic, parking, trip generation, commercial activity or industrial activity that is not already present within the identified boundaries of the neighborhood.

The developed character of the surrounding area is primarily commercial along the W New Haven Ave. corridor, a commercial corridor that serves local and regional markets. It transitions to multi-family residential use north along coastal Ln. Commercial uses adjacent to the west, east and south of the subject property were established over 40 years ago.

The proposed commercial use of the subject property may be considered compatible with the existing pattern of commercial development along W. New Haven Ave.

- B. In determining whether an established residential neighborhood exists, the following factors must be present:
 - 1) The area must have clearly established boundaries, such as roads, open spaces, rivers, lakes, lagoons, or similar features.
 - Staff analysis indicates the subject property is not located within an existing residential neighborhood.
 - 2) Sporadic or occasional neighborhood commercial uses shall not preclude the existence of an existing residential neighborhood, particularly if the commercial use is non-conforming or pre-dates the surrounding residential use.
 - Staff analysis indicates W. New Haven is a commercial corridor with most of the property's with frontage are commercially zoned.
 - 3) An area shall be presumed not to be primarily residential but shall be deemed transitional where multiple commercial, industrial or other non-residential uses have been applied for and approved during the previous five (5) years.
 - Staff analysis indicates the surrounding area is predominantly commercial in nature with residential uses further north.

Preliminary Concurrency

The closest concurrency management segment to the subject property is W. New Haven Ave. from I-95 to S. John Rodes Blvd., which has a Maximum Acceptable Volume (MAV) of 39,800 trips per day, a Level of Service (LOS) of D, and currently operates at 73.92% of capacity daily. The maximum development potential from the proposed rezoning increases the percentage of MAV utilization by 0.23%. The corridor is anticipated to operate at 74.15% of capacity daily. The maximum development potential of the proposal is not anticipated to create a deficiency in LOS. Specific concurrency issues will be address at the time of site plan review. This is only a preliminary review and is subject to change.

The concurrency analysis provided above is preliminary and represents an estimate of impacts resulting from the maximum permittable uses under the proposed Future Land Use designation. However, if a site plan for the property is submitted and the development proposal will cause a deficiency of the above mentioned levels of service, then the County reserves the right to exercise the following options: deny or defer the proposal; cause the proposal to be modified to achieve consistency with the minimum LOS; or process the proposal as a conditional development permit pursuant to Section 62-604 of the Brevard County Code of Ordinances.

No school concurrency information has been provided as the development proposal is for commercial and not residential use.

The subject parcel is within the City of Melbourne utilities service area for potable water. The parcel would require access to the private lift station to the west which leads to the City of Melbourne's main.

Environmental Constraints

Summary of Mapped Resources and Noteworthy Land Use Issues:

Protected and Specimen Trees

No noteworthy land use issues were identified. NRM reserves the right to assess consistency with environmental ordinances at all applicable future stages of development.

For Board Consideration

The Board may wish to consider if the request is consistent and compatible with the surrounding area.

NATURAL RESOURCES MANAGEMENT DEPARTMENT Zoning Review & Summary

Item No. 23Z00071

Applicant: Kimberly Rezanka (Owner: Sundev of FL, Inc.)

Zoning Request: TU-2 to BU-2

Note: For redevelopment of convenience store for use as a drug and sundry store.

Zoning Hearing: 11/13/2023; BCC Hearing: 12/07/2023

Tax ID No.: 2800709

➤ This is a preliminary review based on best available data maps reviewed by the Natural Resources Management Department (NRM) and does not include a site inspection to verify the accuracy of the mapped information.

- In that the rezoning process is not the appropriate venue for site plan review, specific site designs submitted with the rezoning request will be deemed conceptual. Board comments relative to specific site design do not provide vested rights or waivers from Federal, State or County regulations.
- ➤ This review does not guarantee whether or not the proposed use, specific site design, or development of the property can be permitted under current Federal, State, or County Regulations.

Summary of Mapped Resources and Noteworthy Land Use Issues:

Protected and Specimen Trees

No noteworthy land use issues were identified. NRM reserves the right to assess consistency with environmental ordinances at all applicable future stages of development.

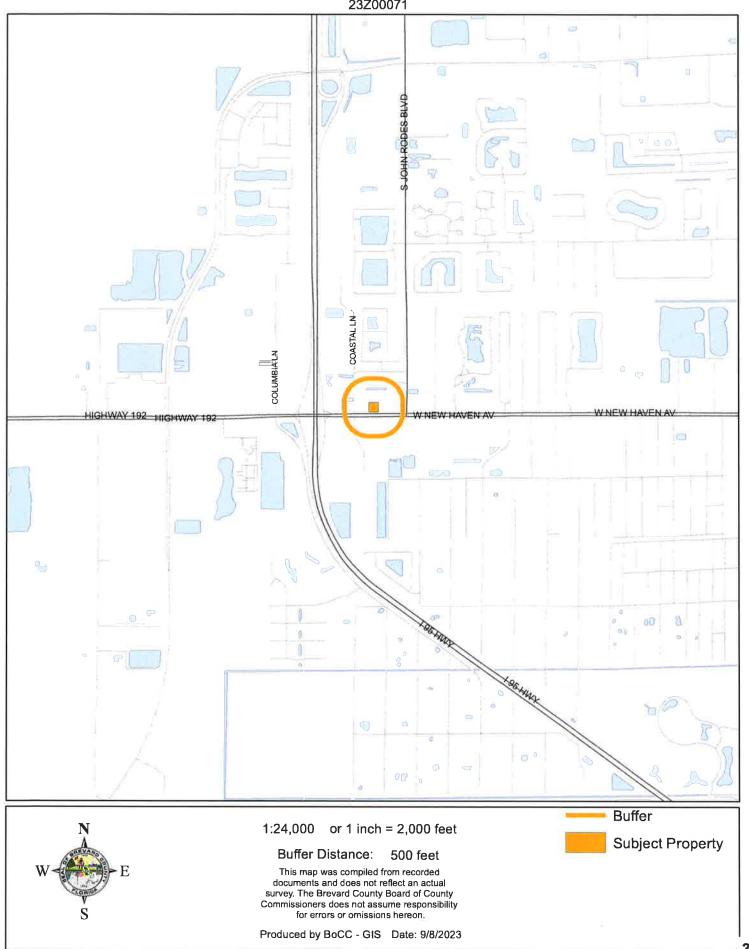
Land Use Comments:

Protected and Specimen Trees

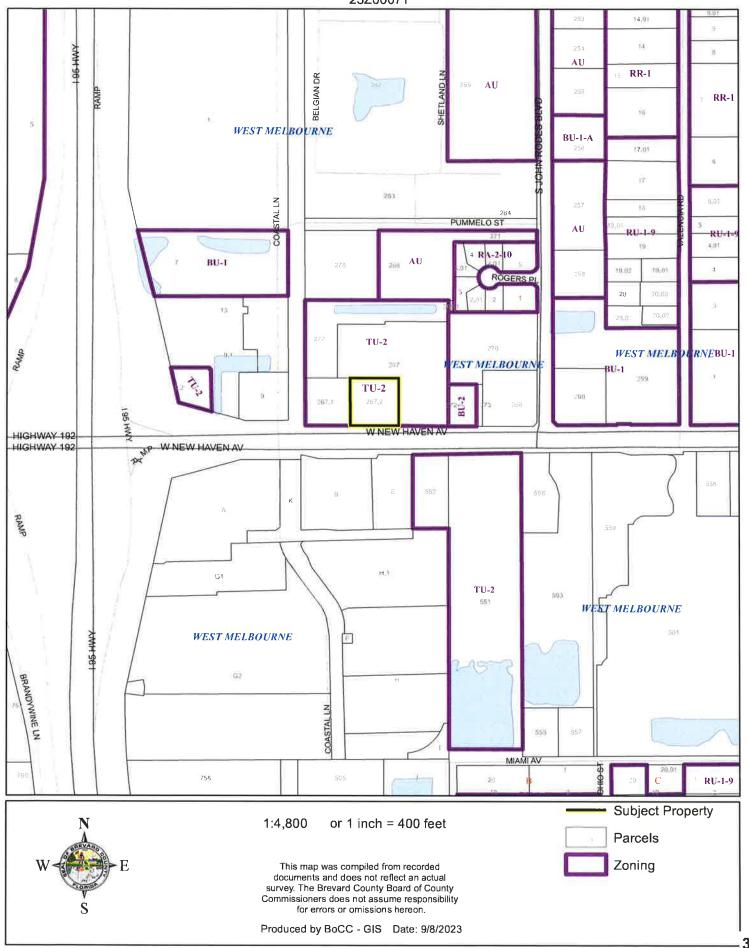
Protected (>= 10 inches in diameter) and Specimen (>= 24 inches in diameter) trees may exist on the parcel. The applicant shall perform a tree survey prior to any site plan design in order to incorporate valuable vegetative communities or robust trees into the design. Per Article XIII, Division 2, entitled Land Clearing, Landscaping, and Tree Protection, Section 62-4341(18), Specimen and Protected Trees shall be preserved or relocated on site to the Greatest Extent Feasible. Greatest Extent Feasible shall include, but not be limited to, relocation of roads, buildings, ponds, increasing building height to reduce building footprint or reducing Vehicular Use Areas. The applicant is advised to refer to Article XIII, Division 2, entitled Land Clearing, Landscaping, and Tree Protection, for specific requirements for preservation and canopy coverage requirements. **Applicant should contact NRM at 321-633-2016 prior to performing any land clearing activities.**

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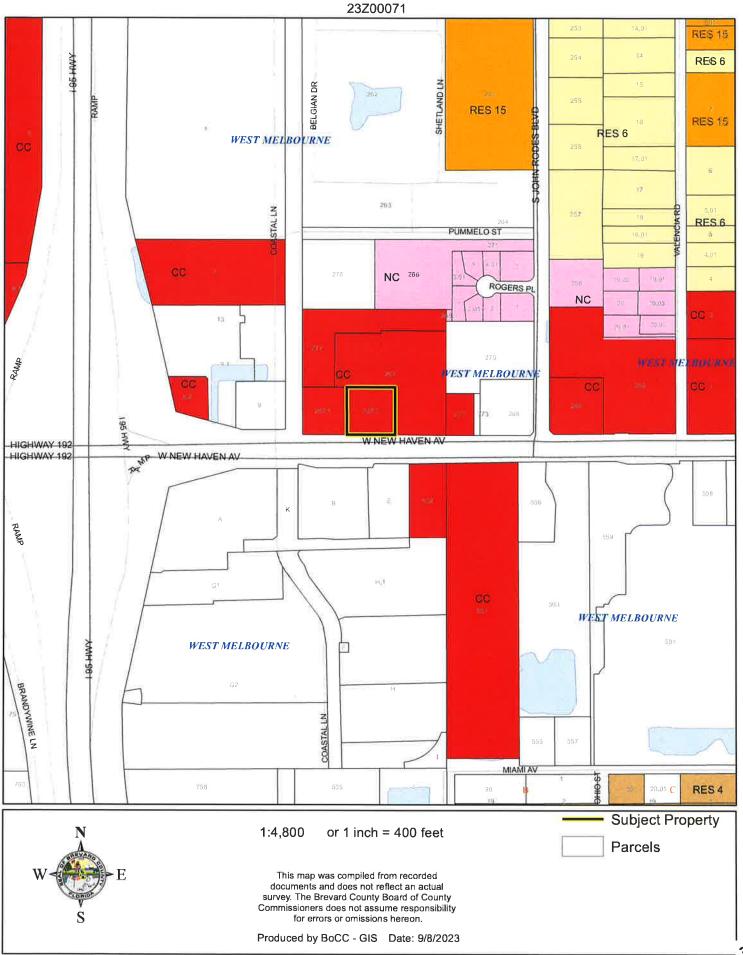
LOCATION MAP



ZONING MAP

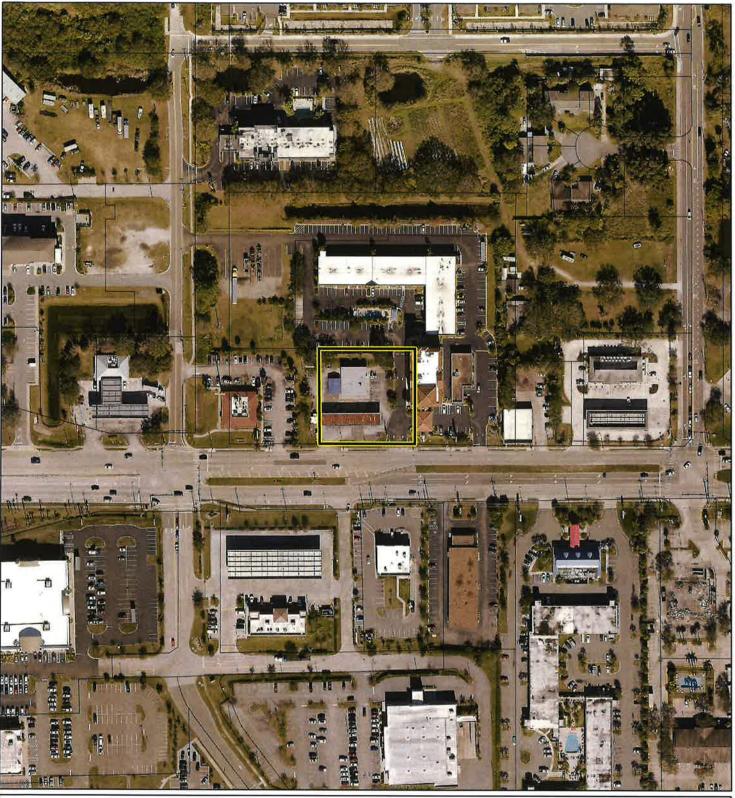


FUTURE LAND USE MAP



AERIAL MAP

Sundev Inc. of FL 23Z00071





1:2,400 or 1 inch = 200 feet

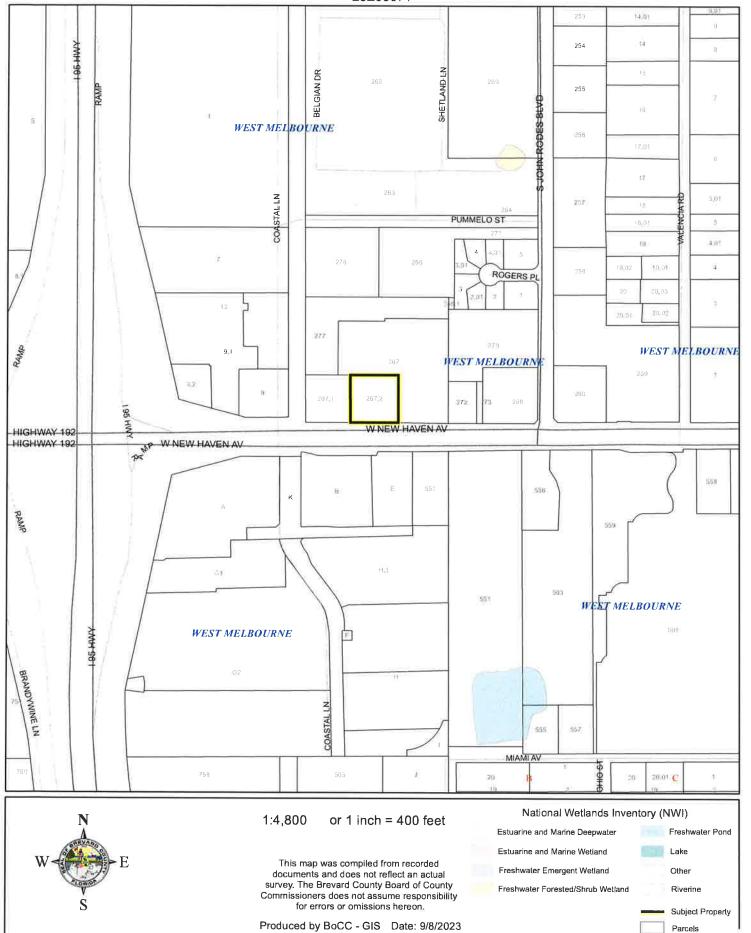
PHOTO YEAR: 2023

This map was compiled from recorded documents and does not reflect an actual survey. The Brevard County Board of County Commissioners does not assume responsibility for errors or omissions hereon.

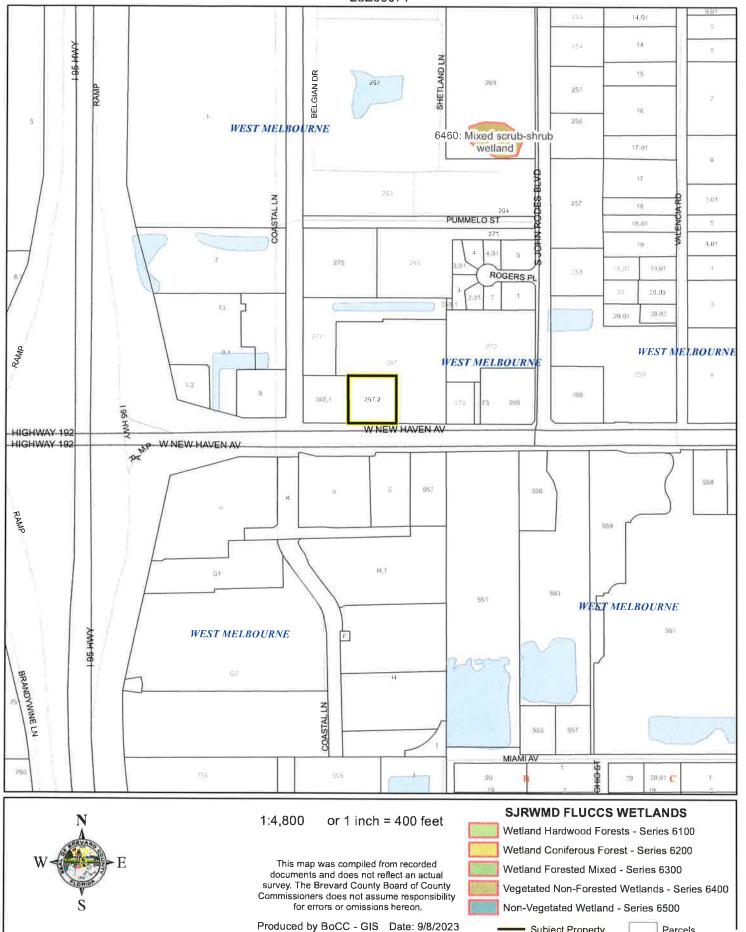
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Subject Property

Parcels



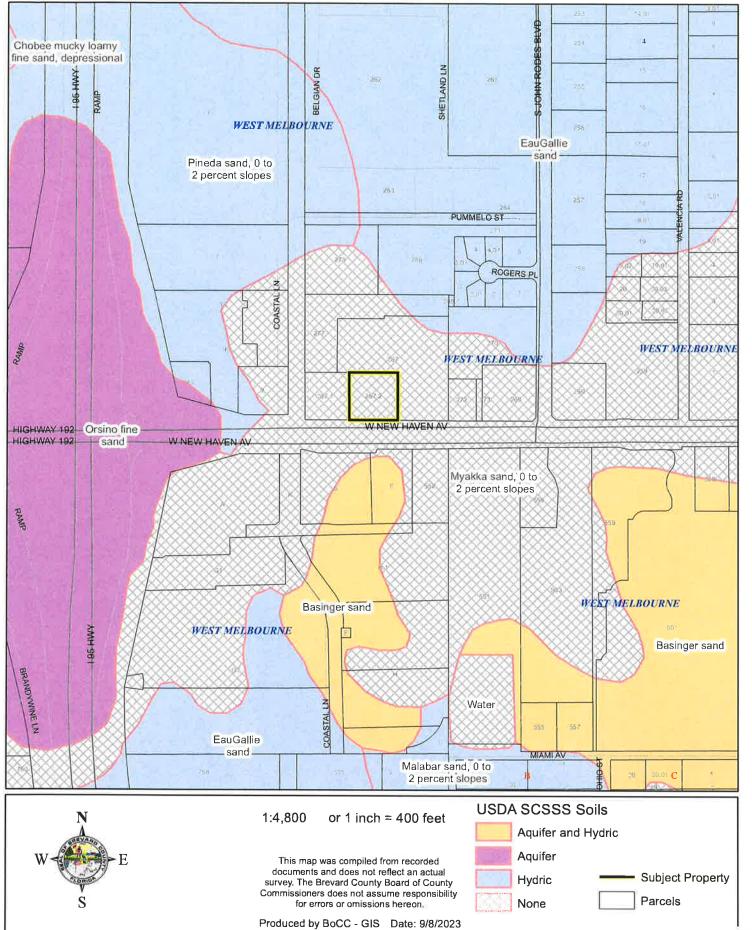
Sundev Inc. of FL 23Z00071



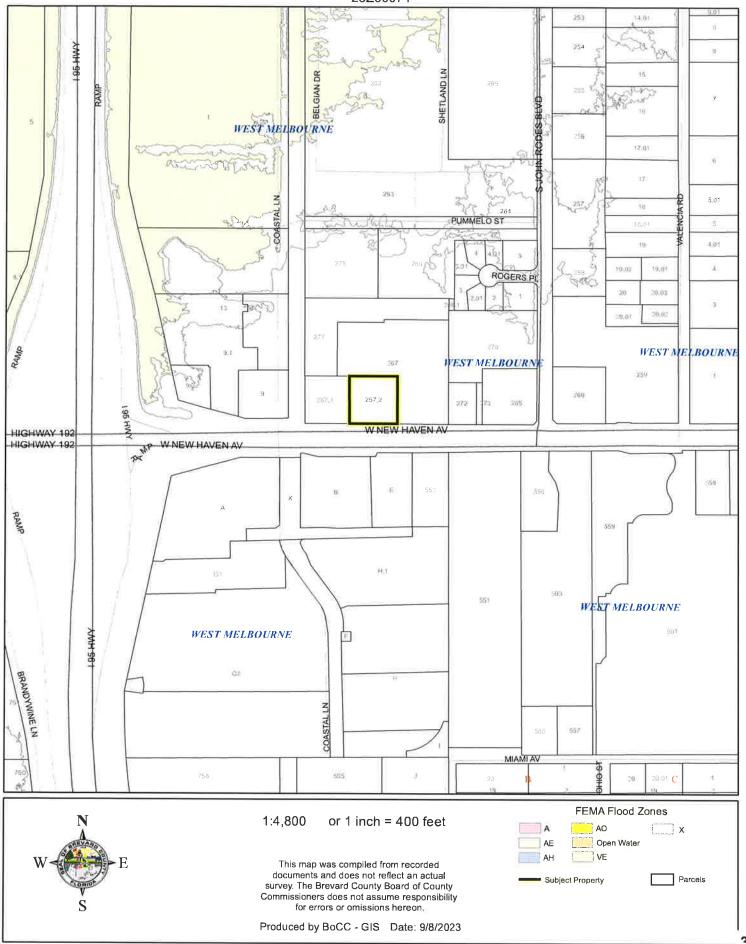
Parcels

Subject Property

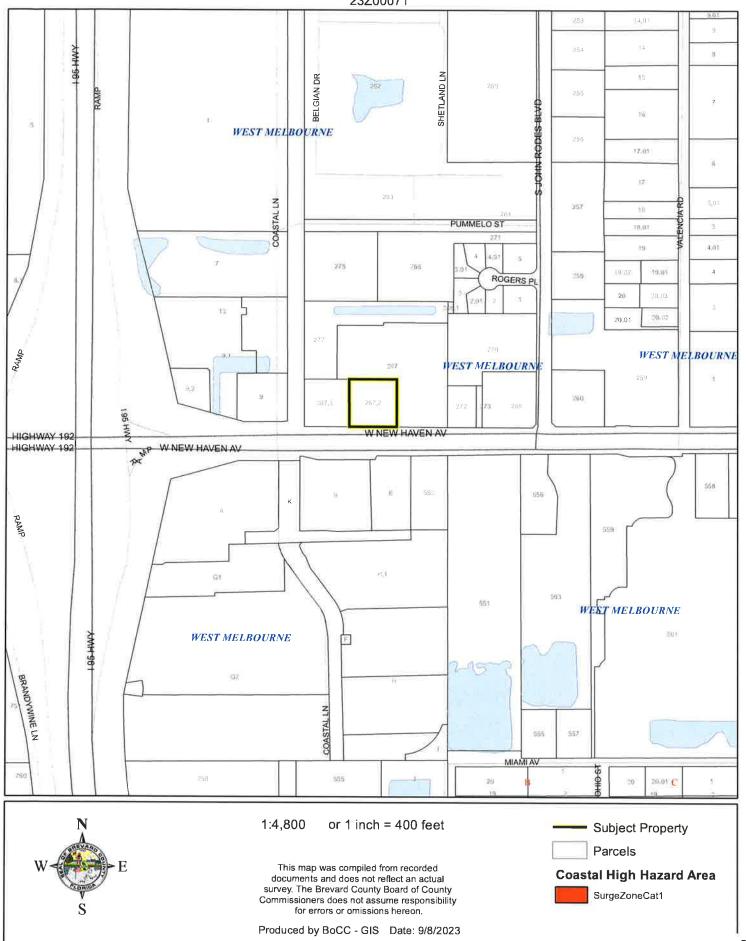
USDA SCSSS SOILS MAP



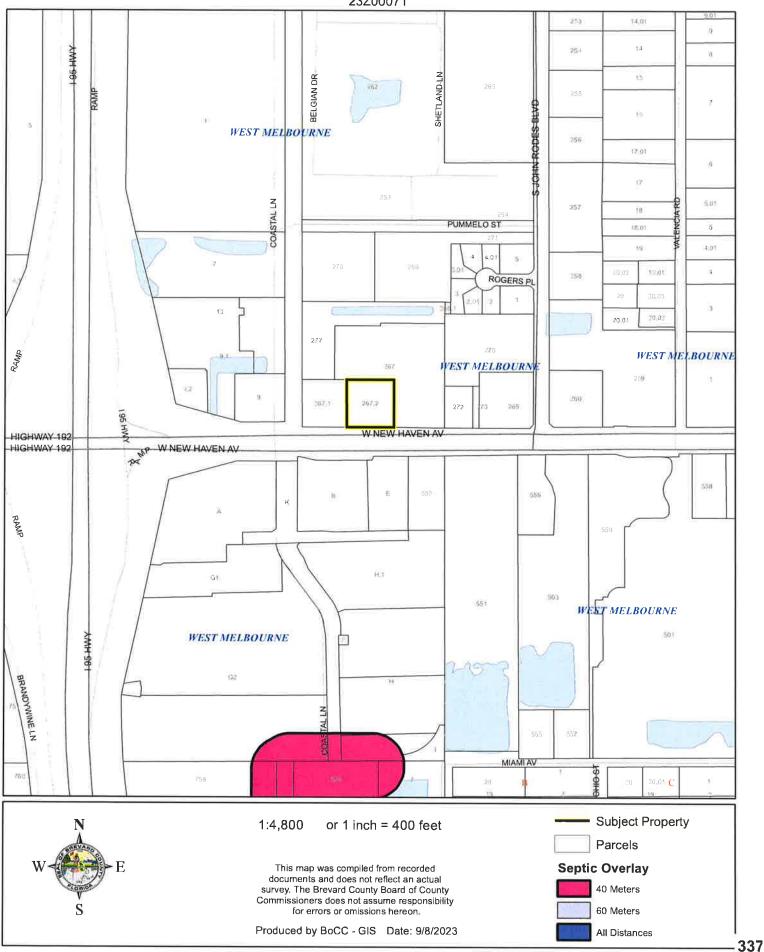
FEMA FLOOD ZONES MAP



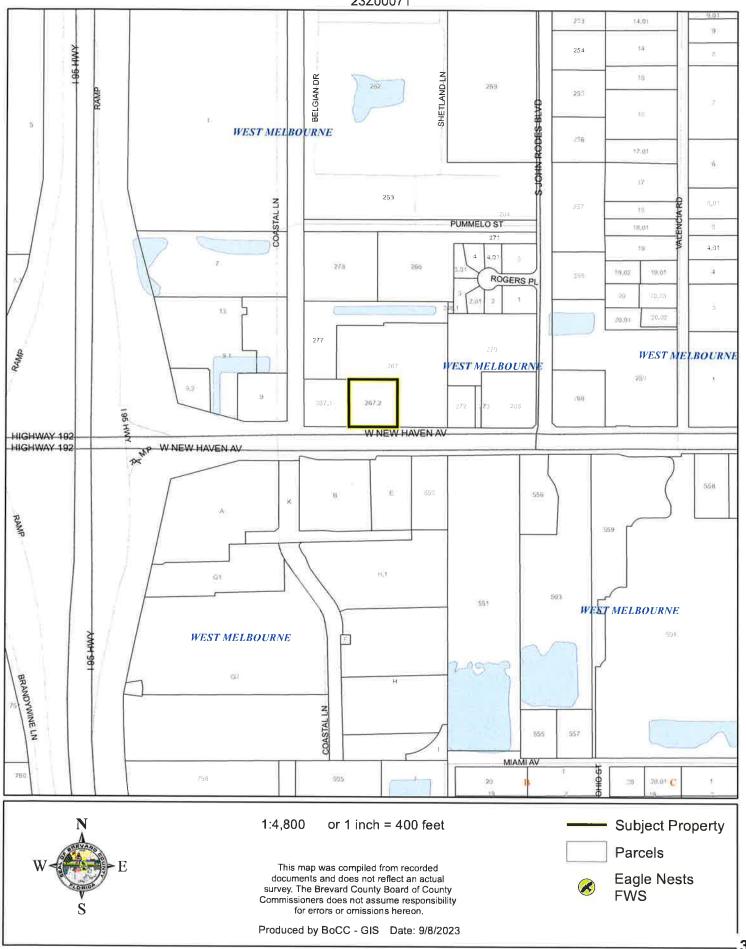
COASTAL HIGH HAZARD AREA MAP



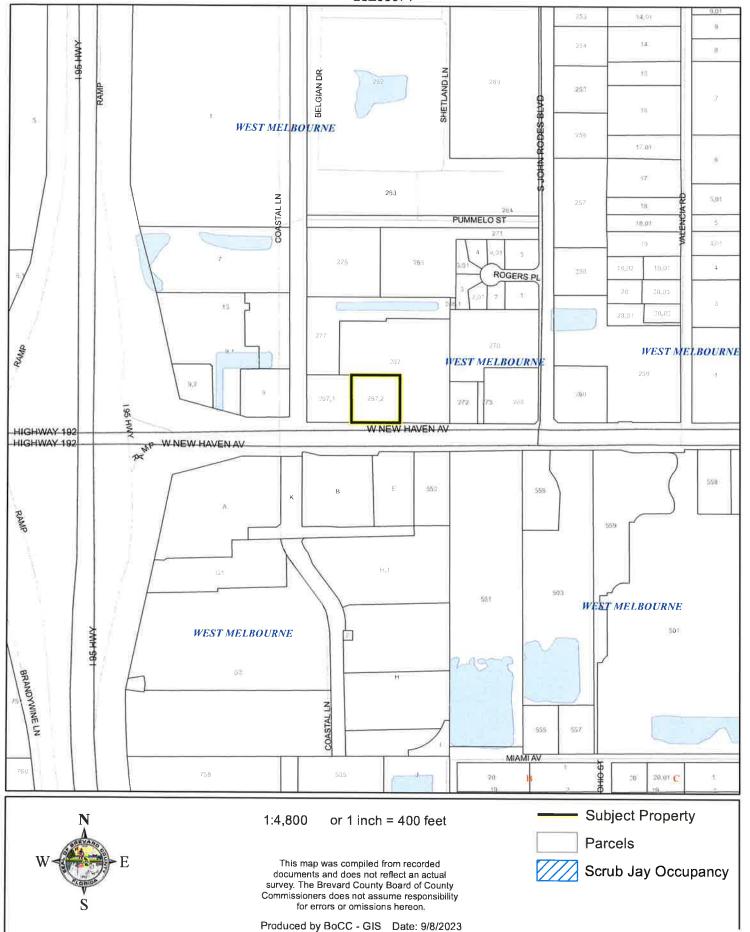
INDIAN RIVER LAGOON SEPTIC OVERLAY MAP

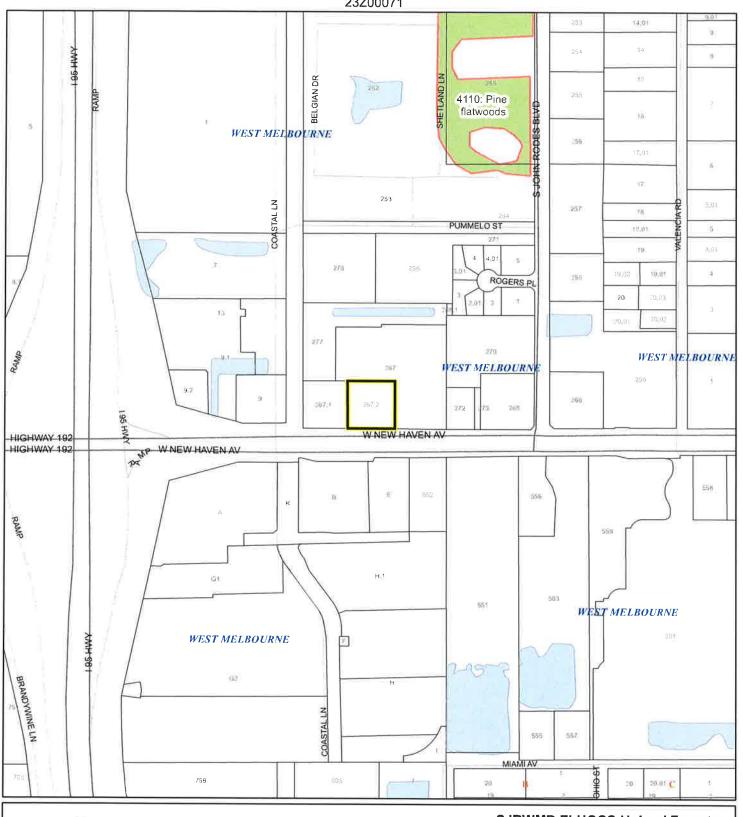


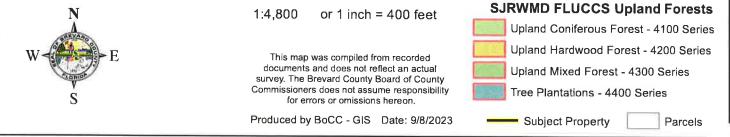
EAGLE NESTS MAP



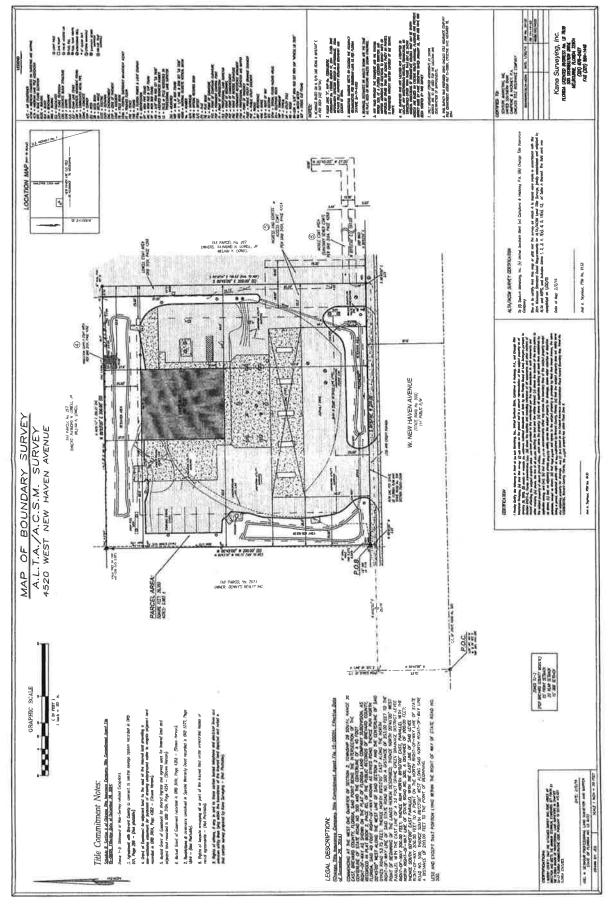
SCRUB JAY OCCUPANCY MAP

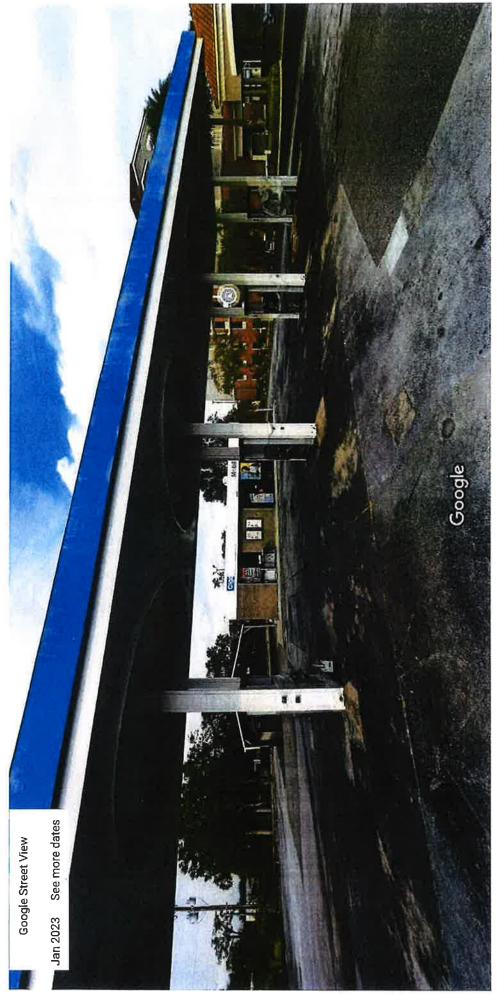






NBW











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Google Maps Melbourne, Florida







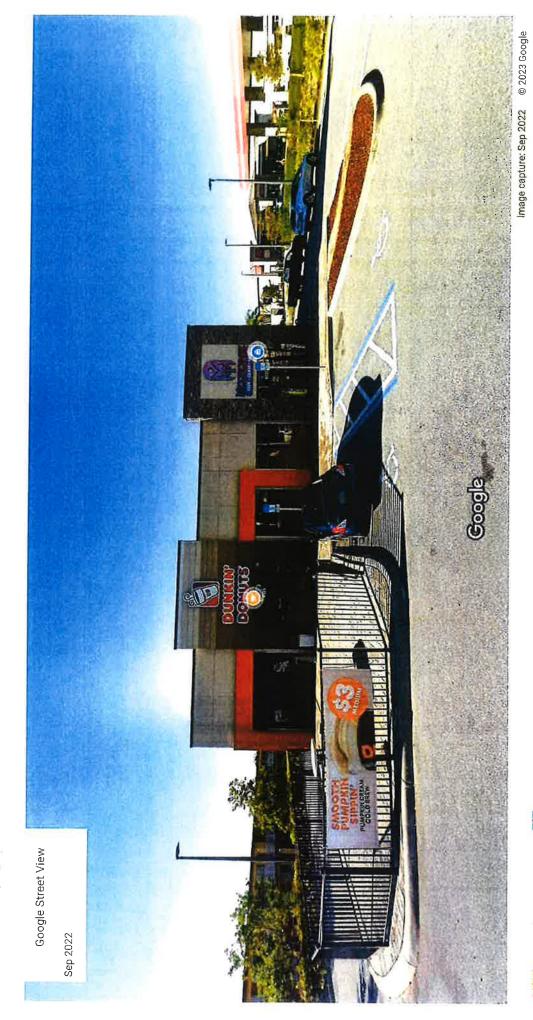
4448 US-192



Image capture: Sep 2023 @ 2023 Google



Melbourne, Florida









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1611 Co Rd 509

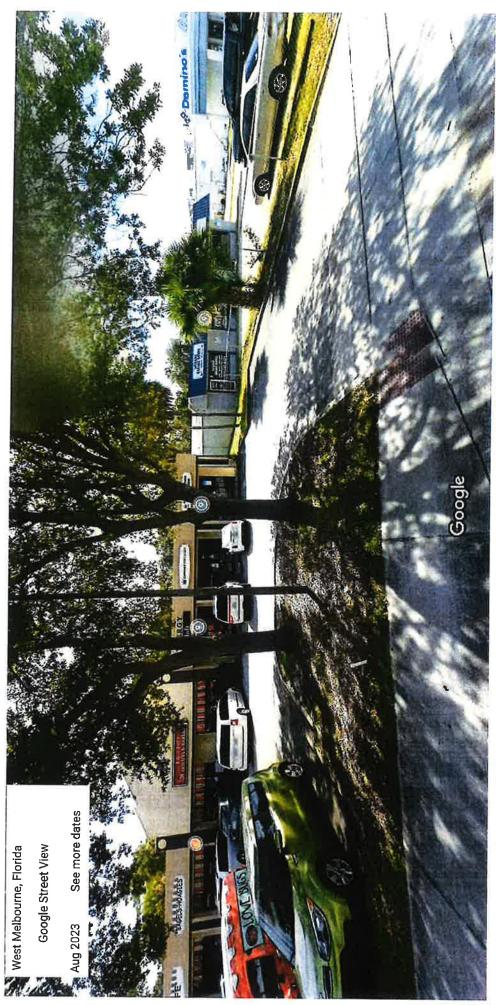


Image capture: Aug 2023 © 2023 Google





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SECTION 29. Medical marijuana production, possession and use.—

- (a) PUBLIC POLICY.
- (1) The medical use of marijuana by a qualifying patient or caregiver in compliance with this section is not subject to criminal or civil liability or sanctions under Florida law.
- (2) A physician shall not be subject to criminal or civil liability or sanctions under Florida law solely for issuing a physician certification with reasonable care to a person diagnosed with a debilitating medical condition in compliance with this section.
- (3) Actions and conduct by a Medical Marijuana Treatment Center registered with the Department, or its agents or employees, and in compliance with this section and Department regulations, shall not be subject to criminal or civil liability or sanctions under Florida law.
 - (b) DEFINITIONS. For purposes of this section, the following words and terms shall have the following meanings:
- (1) "Debilitating Medical Condition" means cancer, epilepsy, glaucoma, positive status for human immunodeficiency virus (HIV), acquired immune deficiency syndrome (AIDS), post-traumatic stress disorder (PTSD), amyotrophic lateral sclerosis (ALS), Crohn's disease, Parkinson's disease, multiple sclerosis, or other debilitating medical conditions of the same kind or class as or comparable to those enumerated, and for which a physician believes that the medical use of marijuana would likely outweigh the potential health risks for a patient.
 - (2) "Department" means the Department of Health or its successor agency.
 - (3) "Identification card" means a document issued by the Department that identifies a qualifying patient or a caregiver.
- (4) "Marijuana" has the meaning given cannabis in Section 893.02(3), Florida Statutes (2014), and, in addition, "Low-THC cannabis" as defined in Section 381.986(1)(b), Florida Statutes (2014), shall also be included in the meaning of the term "marijuana."
- (5) "Medical Marijuana Treatment Center" (MMTC) means an entity that acquires, cultivates, possesses, processes (including development of related products such as food, tinctures, aerosols, oils, or ointments), transfers, transports, sells, distributes, dispenses, or administers marijuana, products containing marijuana, related supplies, or educational materials to qualifying patients or their caregivers and is registered by the Department.
- (6) "Medical use" means the acquisition, possession, use, delivery, transfer, or administration of an amount of marijuana not in conflict with Department rules, or of related supplies by a qualifying patient or caregiver for use by the caregiver's designated qualifying patient for the treatment of a debilitating medical condition.
- (7) "Caregiver" means a person who is at least twenty-one (21) years old who has agreed to assist with a qualifying patient's medical use of marijuana and has qualified for and obtained a caregiver identification card issued by the Department. The Department may limit the number of qualifying patients a caregiver may assist at one time and the number of caregivers that a qualifying patient may have at one time. Caregivers are prohibited from consuming marijuana obtained for medical use by the qualifying patient.
 - (8) "Physician" means a person who is licensed to practice medicine in Florida.
- (9) "Physician certification" means a written document signed by a physician, stating that in the physician's professional opinion, the patient suffers from a debilitating medical condition, that the medical use of marijuana would likely outweigh the potential health risks for the patient, and for how long the physician recommends the medical use of marijuana for the patient. A physician certification may only be provided after the physician has conducted a physical examination and a full assessment of the medical history of the patient. In order for a physician certification to be issued to a minor, a parent or legal guardian of the minor must consent in writing.
- (10) "Qualifying patient" means a person who has been diagnosed to have a debilitating medical condition, who has a physician certification and a valid qualifying patient identification card. If the Department does not begin issuing identification cards within nine (9) months after the effective date of this section, then a valid physician certification will serve as a patient identification card in order to allow a person to become a "qualifying patient" until the Department begins issuing identification cards.
 - (c) LIMITATIONS.
- (1) Nothing in this section allows for a violation of any law other than for conduct in compliance with the provisions of this section.
- (2) Nothing in this section shall affect or repeal laws relating to non-medical use, possession, production, or sale of marijuana.

- (3) Nothing in this section authorizes the use of medical marijuana by anyone other than a qualifying patient.
- (4) Nothing in this section shall permit the operation of any vehicle, aircraft, train or boat while under the influence of marijuana.
 - Nothing in this section requires the violation of federal law or purports to give immunity under federal law.
- (6) Nothing in this section shall require any accommodation of any on-site medical use of marijuana in any correctional institution or detention facility or place of education or employment, or of smoking medical marijuana in any public place.
- (7) Nothing in this section shall require any health insurance provider or any government agency or authority to reimburse any person for expenses related to the medical use of marijuana.
- (8) Nothing in this section shall affect or repeal laws relating to negligence or professional malpractice on the part of a qualified patient, caregiver, physician, MMTC, or its agents or employees.
- (d) DUTIES OF THE DEPARTMENT. The Department shall issue reasonable regulations necessary for the implementation and enforcement of this section. The purpose of the regulations is to ensure the availability and safe use of medical marijuana by qualifying patients. It is the duty of the Department to promulgate regulations in a timely fashion.
- (1) Implementing Regulations. In order to allow the Department sufficient time after passage of this section, the following regulations shall be promulgated no later than six (6) months after the effective date of this section:
- a. Procedures for the issuance and annual renewal of qualifying patient identification cards to people with physician certifications and standards for renewal of such identification cards. Before issuing an identification card to a minor, the Department must receive written consent from the minor's parent or legal guardian, in addition to the physician certification.
- b. Procedures establishing qualifications and standards for caregivers, including conducting appropriate background checks, and procedures for the issuance and annual renewal of caregiver identification cards.
- Procedures for the registration of MMTCs that include procedures for the issuance, renewal, suspension and revocation of registration, and standards to ensure proper security, record keeping, testing, labeling, inspection, and safety.
- d. A regulation that defines the amount of marijuana that could reasonably be presumed to be an adequate supply for qualifying patients' medical use, based on the best available evidence. This presumption as to quantity may be overcome with evidence of a particular qualifying patient's appropriate medical use.
- (2) Identification cards and registrations. The Department shall begin issuing qualifying patient and caregiver identification cards, and registering MMTCs no later than nine (9) months after the effective date of this section.
- (3) If the Department does not issue regulations, or if the Department does not begin issuing identification cards and registering MMTCs within the time limits set in this section, any Florida citizen shall have standing to seek judicial relief to compel compliance with the Department's constitutional duties.
- (4) The Department shall protect the confidentiality of all qualifying patients. All records containing the identity of qualifying patients shall be confidential and kept from public disclosure other than for valid medical or law enforcement purposes.
 - (e) LEGISLATION. Nothing in this section shall limit the legislature from enacting laws consistent with this section.
- (f) SEVERABILITY. The provisions of this section are severable and if any clause, sentence, paragraph or section of this measure, or an application thereof, is adjudged invalid by a court of competent jurisdiction other provisions shall continue to be in effect to the fullest extent possible.

History.—Proposed by Initiative Petition filed with the Secretary of State January 9, 2015; adopted 2016.

PLANNING AND ZONING BOARD/LOCAL PLANNING AGENCY MINUTES

The Brevard County Planning & Zoning Board met in regular session on **Monday, November 13, 2023,** at **3:00 p.m.**, in the Florida Room, Building C, Brevard County Government Center, 2725 Judge Fran Jamieson Way, Viera, Florida.

The meeting was called to order at 3:00 p.m.

Board members present were: Board members present were: Henry Minneboo (D1); Ron Bartcher (D1); Robert Sullivan (D2); Ben Glover (D3); Mark Wadsworth, Chair (D4); Logan Luse (D4 Alt); Bruce Moia (D5); Robert Brothers (D5); and John Hopengarten (BPS).

Staff members present were: Jeffrey Ball, Planning and Zoning Manager; Alex Esseesse, Deputy County Attorney; Paul Body, Senior Planner; Trina Gilliam, Senior Planner; Darcie McGee, Assistant Director, Natural Resources Management; and Jennifer Jones, Special Projects Coordinator.

Excerpt of Complete Agenda

Sundev Inc. of FL (Kim Rezanka)

A change of zoning classification from TU-2 (Transient Tourist Commercial) to BU-1 (General Retail Commercial). The property is 0.92 acres, located on the north side of W. New Haven Ave., approx. 0.22 mile east of I-95. (4520 W. New Haven Ave., Melbourne) (23Z00071) (Tax Account 2800709) (District 5)

Kim Rezanka, Lacey, Lyons, Rezanka Law Firm, Rockledge, stated her client is requesting BU-1 zoning from TU-2 for a medical marijuana treatment center. The structure on the property is currently a defunct mini-mart and gas station, but the gas tanks have been removed. To the east is a gas station and a Comfort Inn; also to the east is MUV, a medical marijuana center zoned BU-2, and there is no fence between MUV and Comfort Inn. Directly across the street to the south is Dunkin Donuts and a vape store. The other cannabis dispensary is to the east and north, off of Wickham Road. She stated there has been a complaint that the proposed use is not consistent with the family values of the Days Inn and Comfort Inn, but the area is very much commercial with different uses. She noted Florida Statutes highly regulate medical marijuana treatment centers since it was passed by over 70% of the voters in 2016; the stores have cameras inside and outside; the required hours of operation are far different than any restaurant or bar, and they can only sell from 7:00 a.m. to 9:00 p.m. She said the request is consistent with the administrative policies and is consistent with the adjacent and nearby zoning and uses. She noted her client does not oppose to putting up a fence along the east side of the building, as has been asked by Comfort Inn, and it can be a condition of the rezoning if the board wishes.

Bruce Moia asked if the current building will be demolished. Ms. Rezanka replied no, it will be remodeled, but the canopy and gas pumps will be removed. Mr. Moia stated there is a recorded easement where the applicant has agreed to a fence, but he wouldn't recommend it on a busy road such as New Haven Avenue. Ms. Rezanka replied, the fence would be to the left of the Mobile Mart, from that point to the north, but it will have to be 25 feet from the right-of-way.

Public comment.

Naresh Metha, owner of Comfort Inn Suites and Days Inn, stated the guests are families with children in town for sports games and they stay at both properties. He said two years ago MUV opened a medical marijuana dispensary to the east side of Days Inn and put up a six-foot fence. He said when he met with the owner of the Mobil he explained he had negotiated a 10-year lease for another medical marijuana dispensary 1,500 feet from the MUV store. He said his businesses will be

P&Z Minutes November 13, 2023 Page 2

surrounded on two sides by dispensaries and it could have a negative impact. He stated he would like to have a fence as a barrier to distract some of the children and families.

Motion by Bruce Moia, seconded by Robert Brothers, to approve the change of zoning classification from TU-2 to BU-1. The motion passed 8:1, with Hopengarten voting nay.



Planning and Development Department

2725 Judge Fran Jamieson Way Building A, Room 114 Viera, Florida 32940 (321)633-2070 Phone / (321)633-2074 Fax https://www.brevardfl.gov/PlanningDev

ADDENDUM TO STAFF COMMENTS 23Z00071

SunDev Inc. of FL

TU-2 (Transient Tourist Commercial) to BU-1 (General Retail Commercial)

Tax Account Number:

2800709

Parcel I.D.:

28-36-02-00-267.2

Location:

4520 W. New Haven Ave., Melbourne, FL 32904; Approx. 285-feet east

of Coastal Ln. and approx. 555-feet west of S. John Rodes Blvd.

(District 5)

Acreage:

0.92-acres

Planning & Zoning Board:

11/13/2023

Board of County Commissioners: 12/07/2023

Background and Purpose of Request

During the Planning and Zoning advisory meeting on November 13, 2023, P&Z discussions focused on Florida Statutes on how medical marijuana treatment facilities are regulated. Brevard County zoning has historically allowed medical marijuana treatment facilities in zoning classifications where a drug/sundry store is a permitted use. There are no other zoning requirements.

Florida Statute 381.986(11):

- (11) PREEMPTION.—Regulation of cultivation, processing, and delivery of marijuana by medical marijuana treatment centers is preempted to the state except as provided in this subsection.
- (a) A medical marijuana treatment center cultivating or processing facility may not be located within 500 feet of the real property that comprises a public or private elementary school, middle school, or secondary school.
- (b)1. A county or municipality may, by ordinance, ban medical marijuana treatment center dispensing facilities from being located within the boundaries of that county or municipality. A county or municipality that does not ban dispensing facilities under this subparagraph may not place specific limits, by ordinance, on the number of dispensing facilities that may locate within that county or municipality.

- 2. A municipality may determine by ordinance the criteria for the location of, and other permitting requirements that do not conflict with state law or department rule for, medical marijuana treatment center dispensing facilities located within the boundaries of that municipality. A county may determine by ordinance the criteria for the location of, and other permitting requirements that do not conflict with state law or department rule for, all such dispensing facilities located within the unincorporated areas of that county. Except as provided in paragraph (c), a county or municipality may not enact ordinances for permitting or for determining the location of dispensing facilities which are more restrictive than its ordinances permitting or determining the locations for pharmacies licensed under chapter 465. A municipality or county may not charge a medical marijuana treatment center a license or permit fee in an amount greater than the fee charged by such municipality or county to pharmacies. A dispensing facility location approved by a municipality or county pursuant to former s. 381.986(8)(b), Florida Statutes 2016, is not subject to the location requirements of this subsection.
- (c) A medical marijuana treatment center dispensing facility may not be located within 500 feet of the real property that comprises a public or private elementary school, middle school, or secondary school unless the county or municipality approves the location through a formal proceeding open to the public at which the county or municipality determines that the location promotes the public health, safety, and general welfare of the community.
- (d) This subsection does not prohibit any local jurisdiction from ensuring medical marijuana treatment center facilities comply with the Florida Building Code, the Florida Fire Prevention Code, or any local amendments to the Florida Building Code or the Florida Fire Prevention Code.