



City of Venice
401 West Venice Ave., Venice, FL 34285
941-486-2626

DEVELOPMENT SERVICES - PLANNING & ZONING
SPECIAL EXCEPTION APPLICATION

17-05 SE

SPECIAL EXCEPTION

Project Name: Emmanuel Lutheran Church - Parking Lot Revisions

Parcel Identification No.: 0430-02-0018

Address: 800 South Tamiami Trail, Venice, FL 34285

Parcel Size: 2.5 acres

FLUM designation: Institutional - Professional

Zoning Map designation: OPI - Office, Professional Institutional

Property Owner's Name: Emmanuel Lutheran Church, Inc.

Telephone: (941) 488-4952

Fax: (941) 483-1092

E-mail: info@emmanuel-elca.org

Mailing Address: 790 South Tamiami Trail, Venice, FL 34285

Project Manager: Dean L. Paquet, P.E.; Kimley-Horn & Associates, Inc.

Telephone: (941) 379-7600

Mobile / Fax: (941) 587-9728

E-mail: dean.paquet@kimley-horn.com

Mailing Address: 1777 Main Street, Suite 200, Sarasota, FL 34236

Project Engineer : Dean L. Paquet, P.E.; Kimley-Horn & Associates, Inc.

Telephone: (941) 379-7600

Mobile / Fax: (941) 587-9728

E-mail: dean.paquet@kimley-horn.com

Mailing Address: 1777 Main Street, Suite 200, Sarasota, FL 34236

Project Architect: Craig P. Kimmel, AIA, LEED AP; RLPS Architects

Telephone: (717) 560-9501

Mobile / Fax: (717) 560-2373

E-mail: ckimmel@rlps.com

Mailing Address: 250 Valleybrook Drive, Lancaster, PA 17601

Incomplete applications cannot be processed - See reverse side for checklist

Applicant Signature / Date:

Lois B. [Signature] 7/13/17

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APPLICATION CHECKLIST

Required documentation (provide one copy of the following, unless otherwise noted):

- ☒ **Statement of Ownership & Control**
- ☒ **Signed, Sealed and Dated Survey of Property**
- ☒ **Agent Authorization Letter**
- ☒ **Narrative describing the petition** (address the required findings for approval below)
- ☒ **Public Workshop Requirements.** Date held 02/22/2017
 - ☒ Copy of newspaper ad.
 - ☒ Copy of notice to property owners.
 - ☒ Copy of sign-in sheet.
 - ☒ Written summary of public workshop.

Required findings for approval. Before any special exception shall be approved, the planning commission shall make a written finding that the granting of the special exception will not adversely affect the public interest and certify that the specific requirements governing the individual special exception, if any, have been met by the petitioner and that, further, satisfactory provision and arrangement has been made concerning the following matters, where applicable:

1. Compliance with all applicable elements of the comprehensive plan.
2. Ingress and egress to property and proposed structures thereon with particular reference to automotive and pedestrian safety and convenience, traffic flow and control, and access in case of fire or catastrophe.
3. Off-street parking and loading areas, where required, with particular attention to the items listed in subsection (e)(2) of this section and the economic, noise, glare or odor effects of the special exception on adjoining properties and properties generally in the district.
4. Refuse and service areas, with particular reference to the items listed in subsections (e)(2) and (e)(3) of this section.
5. Utilities, with reference to location, availability and compatibility.
6. Screening and buffering, with reference to type, dimensions and character.
7. Signs, if any, and proposed exterior lighting with reference to glare, traffic safety, economic effects, and compatibility and harmony with properties in the district.
8. Required yards and other open space.
9. General compatibility with adjacent properties and other property in the district.
10. Any special requirements set out in the schedule of district regulations of this chapter for the particular use involved.

Required documentation (provide 15 sets of the following including 3 signed, sealed and dated, unless otherwise noted):

- ☒ Site and development plans at an appropriate scale showing proposed placement of structures on the property, and provisions for ingress and egress, off-street parking and off-street loading areas, refuse and service areas, and required yards and other open spaces;
- ☒ Plans showing proposed locations for utility hookups;
- ☒ Plans for screening and buffering with reference as to type, dimensions and character;
- ☒ Proposed landscaping and provisions for trees protected by city regulations; and
- ☒ Proposed signs and lighting, including type, dimensions and character.

Fees

Application filing fee \$400.

Public notice fee in excess of \$50 will be billed to applicant and is not included in application fee.

SPECIAL EXCEPTION PROJECT NARRATIVE

EMMANUEL LUTHERAN CHURCH - PARKING IMPROVEMENTS

The following items are being requested as code modifications through the Special Exception Application from the City of Venice Land Development Regulations. The specific item/request is listed below, followed by the supporting "Justifications" for each request.

1. **Request:** The landscape buffer along the proposed boundary line between Village on the Isle (VOTI) and Emmanuel Lutheran Church (Church) is not provided (Sec. 86-437).
Justification: The lack of buffer along the common boundary line is intended to embrace the unique relationship between the Church and VOTI while allowing both properties to function as one cohesive campus. Per Policy 10.1 of the City of Venice Comprehensive Plan, future development within the City shall promote its connection to surrounding buildings and support the quality of the street block by ensuring that the property use is supportive of the surrounding land uses. A buffer between the two properties would only serve to fragment the intended campus into distinct properties.
2. **Request:** A continuous 5' landscaping buffer along Plaza Mayor for the proposed parking stalls immediately adjacent to the right-of-way is not provided in two specific locations where the angled parking encroaches into the 5' buffer. (Sec. 86-436(1))
Justification: The lack of a continuous 5' landscaping buffer for two of the parking stalls along Plaza Mayor is based on the angle of the Church parking lot to the right-of-way. Consistent with Policy 5.2 of the City of Venice Comprehensive Plan providing parking facilities compatible with surrounding uses, the most efficient layout of the parking area is to run the parking stalls perpendicular and drive aisles parallel with the rear of the building consistent with the existing parking field. This angle creates "pinch points" where landscaping cannot be provided. Areas adjacent to these pinch points still provide opportunities for landscaping and screening.
3. **Request:** The proposed off-street parking along US 41 Business does not comply with Section 86-90(j)(3) which requires not less than ten feet of the required front yard next to a street be landscaped. The request is to reduce the 10' landscaped front yard to 6'.
Justification: The 6' of landscaping still meets the intent of the code. Section 86-410(f) notes that "all required yards in all nonresidential districts may be used for off street parking." Section 86-436 (1) calls for landscaping adjacent to the right-of-way for off-street parking to be either 5' for trees or 2.5' for a hedge or wall. The 6' landscaped front yard would be consistent with the existing buffer along the front of the Church and along other properties in the immediate vicinity.
4. **Request:** The driveway widths of the three parking lot driveways accessing Plaza Mayor exceed the 24' required at the right-of-way line per Section 86-423(c). The driveway widths are increasing from 24' to 37', 34' and 27' as noted on the plans.
Justification: Consistent with Policy 5.2 of the Comprehensive Plan, the most efficient layout of the parking area is to run the parking perpendicular and drive aisles parallel to the rear of the building consistent with the existing parking field. Based on the angle of the Church parking lot to Plaza Mayor, the driveways will therefore exceed the maximum width factoring in the appropriate curb radii for truck access. Additionally, proposed driveway widths exceeding the 24' width at the right-of-way will create greater ease of access for emergency vehicles and not limit accessibility.

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SPECIAL EXCEPTION PROJECT NARRATIVE

EMMANUEL LUTHERAN CHURCH - PARKING IMPROVEMENTS

5. **Request:** A covered walkway is proposed to connect the Emmanuel Lutheran Church property with the Village on the Isle property. The minimum side yard setback of ten feet in the OPI zoning district (Sec. 86-90(j)(1)(b)) is being reduced to no setback.

Justification: An adjustment to the required side yard is needed for the covered walkway connecting VOTI to the Church. The structural cover will span the newly created property boundary between the two parcels. Village on the Isle will maintain the structure. In conformance with Policy 8.6 and 8.7 of the City of Venice Comprehensive Plan, the purpose of providing the covered structure spanning the property boundary is to maintain consistency with the other covered walkways on the property and to create an interconnected sidewalk network between the VOTI and the Church property, encouraging and supporting interconnectivity and the unified campus approach.

Findings of Fact - Section 86-43(e)(1-10):

1. *Compliance with applicable elements of the comprehensive plan.* As noted in the justifications for each request.
2. *Ingress and egress to property and proposed structures thereon with particular reference to automotive and pedestrian safety and convenience, traffic flow and control, and access in case of fire or catastrophe.* The general location of the existing vehicular ingress and egress to and from the Church parking lot will not be changed with this application. Vehicular circulation of the Church parking lot will be improved with the proposed reconfiguration of the internal roads. New pavement markings, including stop bars at egress locations and internal crosswalks, will promote an increase in pedestrian safety and convenience.
3. *Off-street parking and loading areas, where required, with particular attention to the items listed in subsection (e)(2) of this section and the economic, noise, glare or odor effects of the special exception on adjoining properties and properties generally in the district.* The general layout and intent of the parking adjacent to Plaza Mayor will remain unchanged from the existing condition and additional parking east of the Church will be bounded by US-41 and the Village on the Isle property, with which there is a master agreement in place for the proposed improvements. Therefore, no adverse economic, noise, glare, or odor effects are anticipated.
4. *Refuse and service areas, with particular reference to the items listed in subsections (e)(2) and (e)(3) of this section.* Refuse access to the Church will not be altered.
5. *Utilities, with reference to location, availability and compatibility.* Utilities to the Church will not be altered.
6. *Screening and buffering, with reference to type, dimensions and character.* The screening and buffering proposed still meets the intent of LDC.
7. *Signs, if any, and proposed exterior lighting with reference to glare, traffic safety, economic effects, and compatibility and harmony with properties in the district.* No signs are being proposed with the Church improvements. The lighting meets LDC requirements.
8. *Required yards and other open space.* The proposed reduction in the required yards are proposed between the two adjacent owners where there exists a master agreement in place for the proposed improvements.

SPECIAL EXCEPTION PROJECT NARRATIVE

EMMANUEL LUTHERAN CHURCH - PARKING IMPROVEMENTS

9. *General compatibility with adjacent properties and other property in the district.* The proposed parking improvements replace an existing parking lot and are compatible with the existing use of the property and adjacent properties in the area. No material change in use is proposed.
10. *Any special requirements set out in the schedule of district regulations of this chapter for the particular use involved.* No special requirements proposed.

MEMORANDUM

To: Joel Anderson
Village on the Isle

From: Michael R. Woodward, P.E.
Kimley-Horn and Associates, Inc.

Date: Monday, May 1, 2017

Subject: VOTI Parking Utilization Study

Kimley-Horn and Associates, Inc. has been retained by Village on the Isle (VOTI) to analyze the existing parking utilization and forecast the future parking demand associated with an expansion of the site. The parking supply and demand are evaluated and compared to the City's parking requirements and parking needs during construction.

Background

An analysis was performed to determine the existing parking supply on a typical weekday, on a typical Saturday, and on a typical Sunday. The Village on the Isle site is adjacent to the Emmanuel Lutheran Church, with some of the parking areas shared between the two sites. Due to the proximity and agreement to share parking areas, the church is included in this analysis, with spaces and parking metrics calculated separately.

The existing parking spaces throughout the site are either staff parking areas, assigned resident parking spaces, or open spaces for guests. Recognizing that there are multiple buildings, there is a need to have sufficient parking opportunities distributed throughout the site. The site has plans to expand in two phases and there will be a need to provide sufficient parking during construction as well as upon buildout of the site.

While the Institute of Transportation Engineers (ITE) maintain a database on parking demand, the data for similar uses is limited and based on small sample sizes. Therefore, the ITE data is not recommended for use in this analysis. The monitoring conducted for this analysis is anticipated to provide a far more accurate assessment of parking demand for this specific site.

Study Area

This site is located within the City of Venice, Florida, on the south side of Business US 41 (Tamiami Trail), bounded in the west by Plaza Mayor and in the east by Avenida Del Circo. The site consists of 212 Independent Living Units, 64 Assisted Living Units, and 60 Skilled Nursing Units, with a maximum of 120 employees working during the main weekday shift. The site is shown in **Figure 1**, split up into six separate areas. These are not official designations of named parking lots, rather, they are general areas that are somewhat distinct. There are 191 spaces that are reserved for residents, with 160 of them currently occupied.

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Figure 1: Parking Areas Within Village on the Isle

Vehicular access is provided to the site via driveways on Tamiami Trail, Avenida Del Círculo, Field Avenue, and Plaza Mayor. The church parking lot is connected to the site through internal driveways.

Peak Parking Periods

The peak parking periods, and days, for these sites were determined based on the employee shift times and church times. Information from the Institute of Transportation Engineers (ITE) *Parking Generation Manual*, was also used to identify peak parking demand times.

Employee shift times are from 7:00 am to 2:00 pm on typical weekdays, with between 70 and 75 employees. A shift change occurs from 2:30 pm to 3:30 pm, though the evening shift has fewer employees.

The Emmanuel Lutheran Church has Saturday Holy Communion at 5:00 pm, and the main Sunday Holy Communion at 8:30 am. There are other church activities throughout the week, but the Sunday morning service is the by far the peak time period.

Based on the Institute of Transportation Engineers (ITE) *Parking Generation Manual*, peak parking demand for congregate care, assisted living facilities, nursing home, and continuing care facilities occurs on weekdays between 10:00 and 11:00 am, and between 1:00 and 3:00 pm.

Since the employee shift time for this site coincides with the typical peak times for these types of uses, the weekday parking demand was measured when the employees were most likely to be on site, at 11:00 am and at 1:00 pm. Weekend demand was measured during church hours; Saturday at 5:30 pm and Sunday at 9:00 am.

Parking Inventories

Parking inventories were performed during the late morning and early afternoon peak parking periods on Thursday, March 2, 2017, during the Saturday evening church service time on February 25, 2017, and during Sunday morning church on February 26, 2017. Raw data collection results are included in **Appendix A**.

The continuing care site has 338 parking spaces available, and the church has 140 spaces for a total of 478 parking spaces. Note that there are an additional 24 parking spaces along Plaza Mayor, adjacent to the church. These spots were included in the data collection for lot A, but the spots are within the road right-of-way.

Many of the VOTI spaces are numbered spaces that are reserved for specific residents. As previously discussed the church and the continuing care facility share some of their parking spaces since the peak times do not overlap. The continuing care site experiences peak demand during the main employee shift on weekdays, when the church is inactive, and the church experiences peak demand on Sunday mornings, when the continuing care facility has far fewer employees working than during weekdays. This compatibility of land uses is ideal for sharing parking spaces. Several VOTI employees typically park within the church parking lot during their weekday shift, improving the efficiency of the parking areas.

Parking utilization was counted based on the lot areas shown in Figure 1 above. These are not officially designated areas, but the separate accounting helps to understand where and when peaking characteristics occur. Parking occupancy is shown for weekdays in **Table 1** and weekend on **Table 2**. Note that any vehicles along Plaza Mayor were assumed to be within Lot A during the weekday.

Table 1: Parking Occupancy - Weekday

Parking Area	Supply of Parking Spaces	Thursday, 11 am		Thursday, 1 pm		Friday, 12:30 pm	
		# of Spots Occupied	% Occupied	# of Spots Occupied	% Occupied	# of Spots Occupied	% Occupied
Lot A: Church Lot	140	42	30%	32	23%	28	20%
Lot B: Northern Area	45	22	49%	21	47%	19	42%
Lot C: Near Plaza Mayor	85	75	88%	69	81%	59	69%
Lot D: Central Area	17	13	76%	12	71%	14	82%
Lot E: Near Avenida Del Circo	113	59	52%	59	52%	91	81%
Lot F: South Lot	78	44	56%	47	60%	44	56%
TOTAL	478	255	53%	240	50%	255	53%

Table 2: Parking Occupancy – Weekend

Parking Area	Supply of Parking Spaces	Saturday, 5:30 pm		Sunday, 9:00 am	
		# of Spots Occupied	% Occupied	# of Spots Occupied	% Occupied
Lot A: Church Lot	140	12	9%	140	100%
Lot B: Northern Area	45	24	53%	18	40%
Lot C: Near Plaza Mayor	85	29	34%	39	46%
Lot D: Central Area	17	5	29%	3	18%
Lot E: Near Avenida Del Circo	113	83	73%	72	64%
Lot F: South Lot	78	37	47%	29	37%
TOTAL	478	190	40%	301	63%

As shown in the tables, the peak parking demand occurs during the Sunday evening church service, with an overall site occupancy of 63%, with the church parking lot fully utilized at 100% occupancy. Note that the adjacent areas nearest to the church still have available parking spaces during this time. Lot C, which is immediately south of the church, is less than 50% occupied. As stated previously, there are an additional 24 parking spaces along Plaza Mayor which are fully occupied during Sunday evenings.

The weekday peak period is characterized by approximately 50% occupancy throughout the site, with Lots C, D, and E experiencing the highest occupancy rates.

Parking Demand Per Unit

The existing site includes 212 Independent Living Units, 64 Assisted Living Units, and 60 Skilled Nursing Units, for a total of 336 units within the continuing care facility. Since the parking areas are shared, it is not possible to calculate separate parking rates for each type of care. Overall, with 336 units and a peak weekday parking demand of 255 occupied spaces, the parking rate is 0.76 spaces per unit.

On Sunday, when the Church is active, the Church parking lot is full and the non-church parking areas show a demand corresponding to 0.48 spaces per unit.

It is noted that the Church has significantly higher parking demand on several days throughout the year, such as Palm Sunday, Good Friday, Easter Sunday, and Christmas.

Proposed Changes

Future plans for the site include two phases to add 46 Independent Living Units and 4 Skilled Nursing Units in Phase 1A. At some point in the future, the site will likely add 24 additional Independent Living Units in Phase 1B, but the specific timing and configuration is unknown. Therefore, this analysis only considers the changes with Phase 1A. Based on the existing parking rates, the Phase 1A units will increase the demand by 39 spaces during the weekday and 25 spaces during the weekend. The proposed changes include modifications to the existing parking lots:

- Independent Living buildings: redevelopment will result in a net loss of 5 spaces
- Other buildings: redevelopment will result in a net loss of 63 spaces

Upon completion of the site modifications, the peak parking demand on a typical weekday is 294 spaces. The future parking supply will be 410 spaces, so there will continue to be sufficient parking supply.

On a typical Sunday, the future parking demand is anticipated to be 342 spaces, compared to the available 410 spaces (with full occupancy of the Church's 140 spaces, the remaining 198 cars can park in the remaining 270 spaces).

Existing and Future parking supply and demand are summarized in **Table 3**.

Table 3: Parking Supply, Demand, and Occupancy Rates.

Parking Area	Supply of Parking Spaces	Weekday Max Demand	Weekday % occupied	Weekend Max	Weekend % occupied
Church Parking	140	42	30%	140	100%
VOTI - Existing	338	213	63%	161	48%
Existing - Total	478	255	53%	301	63%
VOTI - Future Changes	-68	39	–	25	–
TOTAL FUTURE	410	294	72%	326	80%

City Parking Requirements

The City of Venice has the following requirements for shared parking:

Sec. 86-416. - Combined off-street parking facilities.

(a) Two or more owners or operators of buildings or uses requiring off-street parking facilities may make collective provision for such facilities, provided that the total of such parking spaces when combined or used together shall not be less than the sum of the requirements computed separately except in accordance with this section. Any arrangement for combined off-street parking shall be subject to the filing of a legal instrument satisfactory to the city attorney ensuring that such off-street parking will be maintained in the future so long as a use requiring such off-street parking continues.

(b) No part of an off-street parking area required for any building or use shall be included as a part of an off-street parking area similarly required for another building or use unless the planning commission, upon application, shall find that the type of use indicates that the period of usage will not overlap or be concurrent with each other.

In summary, there must be a “legal instrument” in place that ensures the needed parking will continue to be in place as long as it is needed, and the planning commission must agree that the shared parking supply is sufficient.

As documented in this memorandum, shared parking conditions for the Church and VOTI site are ideal because the peak periods of use do not overlap. The peak parking demand for the Church site occurs on Sundays. This time-of-day and day-of-week corresponds to a relatively low parking demand for the VOTI site. Peak periods of the VOTI site occur during the mid-day of weekdays, when the church site has minimal parking demand. The combined sites were measured to be approximately 53% occupied on weekdays during the peak, and 63% occupied during the weekend peak period. After changes associated with Phase 1A, it is anticipated that the combined site will be 72% occupied on weekdays during the peak and 80% occupied on weekends during the peak.

SUMMARY OF FINDINGS

The existing site is typically parked at approximately 53% occupancy on weekdays (with 255 of the 482 spaces occupied), at 40% occupancy on Saturdays, and at 63% occupancy on Sundays during Church. The non-Church parking areas are parked at approximately 67% occupancy on weekdays and 48% occupancy on Sundays during Church.

As the site expands in future phases, approximately 39 more parking spaces will be used during weekdays and 25 more parking spaces will be used during the weekend. This results in an average future parking demand of approximately 294 spaces during the weekday and 326 spaces during the weekend. Planned redevelopment will result in a net reduction of 68 spaces, resulting in a future parking supply of 410 spaces. The anticipated maximum demand 326 spaces is therefore 83% of the parking supply, resulting in additional available parking spaces on site.

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APPENDIX A

Parking Inventory Data

VENICE PARKING STUDY

Location: 920 S Tamiami Trail

City: Venice, FL

Saturday, 02/25/2017	TIME	LOT A TOTAL	LOT B TOTAL	LOT C TOTAL	LOT D TOTAL	LOT E TOTAL	LOT F TOTAL	GRAND TOTAL	OCCUPANCY PERCENTAGE
	INVENTORY	168	45	85	17	113	78	506	
	5:30 PM	12	24	29	5	83	37	190	38%

Sunday, 02/26/2017	TIME	LOT A TOTAL	LOT B TOTAL	LOT C TOTAL	LOT D TOTAL	LOT E TOTAL	LOT F TOTAL	GRAND TOTAL	OCCUPANCY PERCENTAGE
	INVENTORY	168	45	85	17	113	78	506	
	9:00 AM	168	18	39	3	72	29	329	65%

Thursday, 03/02/2017	TIME	LOT A TOTAL	LOT B TOTAL	LOT C TOTAL	LOT D TOTAL	LOT E TOTAL	LOT F TOTAL	GRAND TOTAL	OCCUPANCY PERCENTAGE
	INVENTORY	168	45	85	17	113	78	506	
	11:00 AM	42	22	75	13	59	44	255	50%
	1:00 PM	32	21	69	12	59	47	240	47%

Notes: