



# Alachua County

## Board of County Commissioners

### Staff Report

Project Number:2020021701

---

## Preliminary Development Plan Review for Lullwater At Fort Clarke Traditional Neighborhood Development (TND)

**SUBJECT:** Lullwater TND

**DESCRIPTION:** Traditional Neighborhood Development with up to 298 residential units and 24,900 sf non-residential

**AGENT/APPLICANT:** JBPro, Inc.

**PROPERTY OWNER:** Fourteenth St. Church of Christ

**PROPERTY DESCRIPTION:**

<u>Location:</u>	1404 Fort Clarke Boulevard
<u>Parcel Numbers:</u>	06326-001-000
<u>Land Use:</u>	Medium High Density Residential
<u>Zoning:</u>	R-2a
<u>Acreage:</u>	25.64

**CHRONOLOGY:**

Related Zoning	CPA-05-19; ZOM-12-19
Application Submitted:	02/17/20
Insufficiency Reports Sent:	03/15/20; 05/05/20, 06/23/20
Application Resubmitted:	04/13/20; 06/06/22; 08/01/22
Sufficiency Determination:	09/07/222
BoCC Hearing:	10/25/2022

**STAFF RECOMMENDATION:** Approval of the Preliminary Development Plan and Resolution DR-22-50

# Alachua County

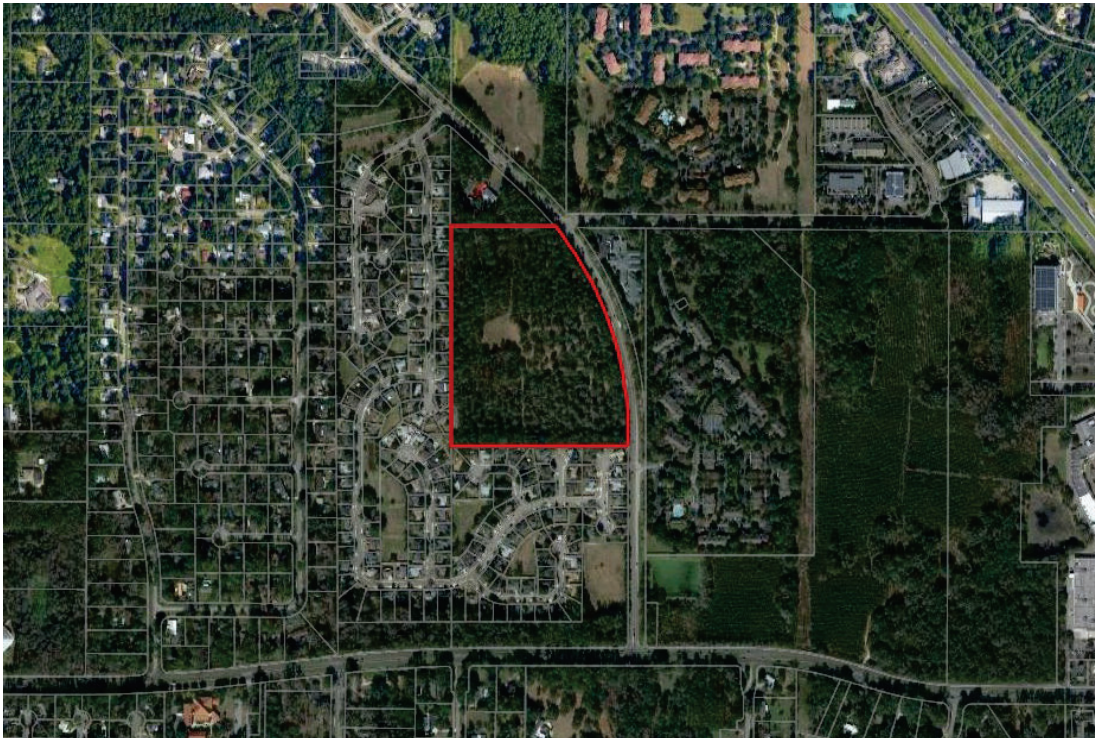
## Board of County Commissioners

### Staff Report

#### **DESCRIPTION OF PROPOSED PLAN:**

The Preliminary Development Plan consists of a Traditional Neighborhood Development containing a mixed-use development with associated infrastructure and open space. The residential portion of the proposed development at full build-out will consist of a maximum of 298 residential units. In addition, the proposed development allows 24,900 square feet of non-residential gross uses permitted in Article 2, Chapter 404 of the ULDC.

The site is located on the west side of Fort Clarke Boulevard, north of Newberry Road. The Eagle Point Cluster subdivision is to the west and south. An assisted living facility and the Paddock Club complex is to the east. An Alachua County fire station is to the north of the subject property.



# Alachua County

## Board of County Commissioners

### Staff Report

This site went through the Comprehensive Plan Amendment and Zoning process in 2020 to change the Future Land use from Institutional to Medium High Density Residential and the Zoning from R-1a/PD to R-2a. (ZOM-05-19; ZOM-12-19; Resolution Z-20-2)

The purpose of the Preliminary Development Plan stage is for the reviewing body and the applicant to determine the specific characteristics of the site that will influence its design. ULDC 402.43 (a) *Development plan review steps* states that the Preliminary Development Plan shall detail regulated natural resources that exist on site, approximate access points, and location of utilities that serve the site. Minimum open space areas and tree protection defined with the Preliminary Development Plan shall be utilized in the Final Development Plan.

The proposed Preliminary Development Plan exceeds the threshold established in Unified Land Development Code (ULDC) Section 402.44 for review by the Development Review Committee. According to Table 402.44.1 *Development Thresholds* single family residential subdivisions that exceed 25 dwelling units require approval by the Board of County Commissioners (BoCC).

#### **CONSISTENCY ANALYSIS:**

Following is an analysis of the consistency of the proposed plan with the applicable policies of the Comprehensive Plan and Land Development Regulations.

#### **COMPREHENSIVE PLAN:**

##### **FUTURE LAND USE ELEMENT**

The subject property is designated Medium High Density Residential on the Future Land Use Map 2040. This designation allows greater than 8 and up to 14 dwelling units per acre (DU/Acre). The subject property is allowed to develop with residential densities allowed by the Medium High Density Residential land use or as a Traditional Neighborhood Development (TND) as outlined in Policy 1.3.2.1. The Preliminary Development Plan is required to comply with the policies outlined in Policy 1.6 for Traditional Neighborhood Development.

*Policy 1.6.3 states, "Traditional Neighborhood Development shall provide:*

- a. A village center, as provided in Policy 1.6.4 and subsequent policies,*
- b. Compact, mixed use development to allow for the internal capture of pedestrian, bicycle and vehicular trips,*
- c. A pedestrian and bicycle friendly environment that encourages walking and bicycling as a primary means of mobility within the development and between*

# Alachua County

## Board of County Commissioners

### Staff Report

- adjacent developments,*
- d. A gridded street network that emanates from the village center that allows for multiple route choices, reduces the distance between uses to encourage walking and biking, and connects with adjacent developments,*
  - e. Funding for express transit service consistent with the frequency and span of service specified within the Transportation Mobility Element,*
  - f. On-street parking and screening of off-street surface parking.*

The Proposed Preliminary Development Plan for Lullwater at Fort Clarke TND provides a central point and village center. The central block and street network will provide a pedestrian and bicycle friendly environment within TND. The street widths provided will allow for on-street parking to be detailed at Final Development Plan review. The following is an analysis of the residential densities to support the Lullwater at Fort Clarke TND.

Policy 1.6.5.1 states, *“The density for Traditional Neighborhood Developments shall be as follows:*

- 1. Within the transit supportive area, minimum of four (4) units per acre, or the minimum density of the underlying land use category, whichever is greater,*
- 2. The density for areas outside the transit supportive area shall be consistent with the underlying land use category,*
- 3. For TNDs that are not contiguous with a planned Rapid Transit or Express Transit Corridor, an additional four (4) units per acre within the transit supportive area are allowed,*
- 4. For TNDs contiguous with a Rapid Transit or Express Transit Corridor, an additional eight (8) units per acre within the village center and six (6) units per acre within the transit supportive outside of the Village Center are allowed.*

The 25.64-acre subject property is contiguous to an Express Transit Corridor. The minimum density allowed is 8 du/acre (minimum allowed by the underlying medium high density residential land use category), and the maximum density allowed is 16 du/acre (minimum of 8 du/acre plus additional 8 du/acre for Rapid Transit Corridor proximity). Therefore, a minimum of 205 dwelling units is required, and a maximum of 410 dwelling units is allowed. The Preliminary Development Plan proposes a maximum of 298 dwelling units and is consistent with the future land use requirements.

Policy 1.6.5.2 states, *“To ensure a mixture of uses, the following non-residential square footage (heated and cooled) is required:*

- 1. Provided at least 10,000 square feet of non-residential square feet of non-residential uses, plus*



# Alachua County

## Board of County Commissioners

### Staff Report

2. *A minimum of 50 square feet of non-residential uses for every 1 residential unit.*
3. *A maximum of 250 square feet of non-residential uses for every 1 residential unit shall be allowed.*
4. *For projects that provide 100% of the allowable underlying land use density, an additional 10,000 square feet of non-residential development is allowed with an additional 10,000 square feet of non-residential development allowed for each one (1) unit per acre above the 100% of the underlying land use.*
5. *For projects contiguous with a Rapid Transit or Express Transit Corridor an additional 25,000 square feet of non-residential development is allowed.*
6. *To encourage infill and redevelopment, the square footage of existing non-residential uses may either be utilized to meet the requirements above or be in addition to the above requirements.*

The range allowed for this TND is 20,250 sq. ft. to 216,500 sq. ft. of non-residential uses. The proposed Preliminary Development Plan for Lullwater TND proposes 24,900 square feet of non-residential uses (the 10,000-sf base plus 50 sf for each unit – based on 298 units). If the residential count at Final Development Plan is less than the 298, then the non-residential could be reduced accordingly, as long as the minimum required is still provided.

### **UNIFIED LAND DEVELOPMENT CODE:**

#### **ZONING DISTRICT AND USE REGULATIONS**

According to Section 403.02.5 for Traditional Neighborhood Developments and Transit Oriented Developments, *“New development within any of the single or multi-family zoning districts, except for RE, shall comply with the following requirements.*

- (b) Projects that are contiguous to a designated Rapid Transit or Express Transit Corridor and that contain 150 or more residential units shall be developed as a Traditional Neighborhood Development or Transit Oriented Development in accordance with Chapter 407 Article 7 or shall be located within an Activity Center.”*

The subject property is designated R-2a zoning and is contiguous to an Express Transit corridor. The Lullwater TND meets the threshold outlined in Section 403.02.5. As stated above in the analysis of the Future Land Use Element, this project proposes the densities and intensities required in Table 407.64.1 to support Traditional Neighborhood Development. Many of the detailed requirements outlined in Chapter 407 Article 7 will be provided as elements of each phase with Final Development Plan review. A

# Alachua County

## Board of County Commissioners

### Staff Report

preliminary analysis of this TND based on Article 7; Chapter 407 is provided later in this report.

According to Section 404.04.5 for Uses within Transit Oriented Developments and Traditional Neighborhood Developments, *“Uses allowed within Transit Oriented Developments and Traditional Neighborhood Developments are listed in the Use Table similar to the Zoning Districts. TND/TND is not a zoning district. Article 7 of Chapter 407 provides further limitations about the location and design of some uses.”*

The Preliminary Development Plan identifies residential uses as multi-family, and non-residential uses such as retail, office, recreation, and civic uses. Any non-residential use proposed will be reviewed for compliance with the uses listed in Article 2 Chapter 404, Use Table.

### **NATURAL AND HISTORIC RESOURCES PROTECTION**

#### **Conservation Areas**

There are no regulated conservation or historic resource issues associated with this application.

#### **Open Space 407.70**

ULDC Section 407.52 - *Minimum open space requirement* requires at least 10 percent of the area of any development to be designated as Open Space and delineated on development plans and plats. ULDC Section 407.54 - *Open Space Areas* requires the following:

- (a) When land development involves a parcel that contains Conservation Management Areas, the Open Space requirement shall first be fulfilled with these areas, which shall be protected in accordance with Chapter 406, Article XVII.
- (b) After the requirements of (a), above, have been met, the Open Space shall be one piece of contiguous land, at the periphery of the development to allow for connection to adjacent Open Space, except as specified in section 407.55. Open Space designated per this section shall have an average width of no less than 50 feet and shall be located within the development in a location that best meets the following goals:
  - 1. Augments Conservation Management Areas or Open Space on adjoining parcels
  - 2. Promotes connectivity to greenways, trails, public parks, and existing or potential Open Space on adjoining parcels.

# Alachua County

## Board of County Commissioners

### Staff Report

Exceptions to these Open Space requirements are outlined in Sec. 407.55 *Exceptions to Open Space areas*. Mixed-use TND/TODs that have a minimum density of six units per acre may have Open Space(s) in multiple locations so long as the minimum width of any individual space is not less than 25 feet. Additionally, all designated Open Space conforms to the uses in Sec. 407.56 *Open Space Uses* – Open Space is left in a natural condition, it is primarily pervious, and does not include stormwater retention or detention areas.

The Preliminary Development Plan for Lullwater TND provides for 2.58 acres of open space or 10.06% of the project area. The Open Space is provided within the 50-foot-wide buffers.

#### **Tree Preservation**

ULDC 406.12 (a) *Development Applications* requires that a minimum of five percent of existing tree canopy be preserved within TNDs. The Tree Preservation Plan (Sheet C3.0) demonstrates that 2.81 acres, or 16.59 percent of the initial canopy, will be preserved. Sec. 406.12(a)(3) lists characteristics of native trees that are prioritized in determining the minimum required canopy. The tree canopy on this site is mostly uniform with a few significant trees. The tree preservation areas are primarily within the required buffers, and there are a few significant trees within Block 1 that will be designed around.

### **ARTICLE 7 CHAPTER 407 FOR TRADITIONAL NEIGHBORHOOD DEVELOPMENTS AND TRANSIT ORIENTED DEVELOPMENT**

#### **Development Concepts 407.63 (see Sheet PDP 1.00)**

##### **(a) Central Point**

*Each TND or TOD shall have a defined Central Point. The Central Point should be located in a plaza, square, or open space, or be denoted by an architecturally significant feature. Measurements of the size of Village Centers and Transit Supportive Areas shall be measured from the Central Point.*

The proposed development provides a Central Point located within Block 6. Details of this central point will be reviewed with the Final Development Plan.

##### **(b) Village Center**

*Each TND or TOD shall be designed to include a Village Center that contains the highest densities and intensities of use. The*

# Alachua County

## Board of County Commissioners

### Staff Report

*Village Center shall generally extend 1/8 mile from the Central Point and contain a mixture of uses. The Village Center should be designed to provide multiple destinations and to a scale that is comfortable for pedestrians and cyclists.*

The Lullwater TND will be completely designated as Village Center as the subject property is no greater than 1/8<sup>th</sup> of a mile from the Central Point. The Village Center will provide a mixture of non-residential uses and residential uses to be evaluated in detail per phase as an element of the Final Development Plan review.

#### **(c) Transit Supportive Area**

*The Transit Supportive Area shall generally extend ¼ mile from the Central Point and include the Village Center. The Transit Supportive Area shall provide a scaling of density and intensity from the Village Center to surrounding land uses.*

This TND does not include a Transit Supportive Area.

#### **(d) Common Areas**

*Each TND or TOD shall be designed to provide common areas in the form of plazas, squares, parks, or other open areas. Pervious portions of common areas may be used to satisfy the requirements of Chapter 407 Article 5 Open Space. Common Areas shall be dispersed throughout the development and shall be designed to a scale appropriate for the surrounding development.*

This requirement will be met in the form of 10.6% percent of open space containing existing trees. Additional common areas such as plazas, squares and parks will be evaluated with the details proposed in the Final Development Plan.

#### **(e) Transportation Network**

*The transportation network shall be designed to provide circulation for transit vehicles, automobiles, bicycles, and pedestrians. The transportation network shall provide for multiple points of ingress and egress from developments, provide for connection to adjacent developments, and allow for multiple route choices between locations.*

The proposed layout of blocks and streets provide adequate right-of-way widths for circulation of automobiles, bicycle paths, and sidewalks. Three of the proposed blocks are under the maximum block perimeter of 1,300 feet permitted in Sec.407.68(a)



# Alachua County

## Board of County Commissioners

### Staff Report

*Maximum block perimeter.* Blocks 1, 2 and 5 will be within the 1,300-2000 feet extended block provision and will have parking interior to the block to meet the requirements of this section.

#### **Landscaping 407.70**

Sec. 407.70 *Open Space and landscaping* requires a buffer between a proposed TND and existing single-family detached residential development. There are options for specific lot sizes to be proposed within the TND, or in lieu of providing the minimum lot size providing a minimum 50-foot-wide medium density landscaped buffer. The Eagle Point single-family detached residential subdivision to the west and south of the subject property. A 50-foot-wide buffer is provided along the entire western and southern boundaries of the Lullwater TND project. Details of this buffer will be reviewed with the Final Development Plan. No other buffers are required for this development.

#### **GENERAL DEVELOPMENT STANDARDS**

##### **Setbacks and Height Restrictions**

Build-to lines within the TND will be required as an element of Final Development Plan consistent with Table 407.66.1 *Village Center Dimensional Standards*. A maximum of eight stories is allowed by code for a TND. However, the applicant has proposed a height limitation of 3-stories within 125 feet of the south and west property lines (see Note 11.E. on Sheet C4.0). The maximum height of homes allowed in single-family zoning districts is 35 feet, which typically equates to 3-stories. The maximum height within the TND interior to the 125-foot line is 6-stories. However, the applicant has indicated the final height of these buildings will most likely be less, but they would like some flexibility due to the slope of the site.

##### **Parking Standards**

No detailed parking calculations are required as an element of the Preliminary Development Plan. ULDC Chapter 407, Article 7 contains specific standards for on street and off-street parking in a TND that will be evaluated as an element of the Final Development Plan.

##### **Water and Wastewater Services**

The development is within the Urban Cluster and is therefore required to connect to central water and sewer services provided by Gainesville Regional Utilities consistent with Policy 2.1 of the Potable Water and Sanitary Sewer Element of the Comprehensive Plan. This will be further evaluated with the Final Development Plan.

##### **Stormwater Management**

# Alachua County

## Board of County Commissioners

### Staff Report

Detailed stormwater calculations are required as an element of the Final Development Plan. Two stormwater basins are proposed for this site and in shown in the southeast area of the site. Basins and stormwater management systems shall be designed to resemble natural areas to the greatest extent possible and shall be of irregular shape and have no parallel sides, according to Sec. 407.92 (b) *Relationship to project design*. This will be further reviewed with the Final Development Plan

#### **Transportation Analysis**

There are two connection points proposed for this site from Ft. Clarke Boulevard. The existing development patterns do not allow for any other connection points or opportunities to stub.

The proposed development is within the Urban Cluster and therefore the applicant will enter into a Multi-modal Transportation Mitigation (MMTM) agreement with the County per ULDC 407.125.3. The MMTM agreement must be adopted by the Board of County Commissioners prior to approval of the Final Development Plan.

#### **Public School Facilities**

School board staff has reviewed the proposed development for student impacts for compliance with the school concurrency management program in accordance with the Inter Local Agreement and determined that adequate school facilities are available in the affected or adjacent School Concurrency Service Areas (SCSA). This capacity determination dated 08/29/22 is based on findings that this project will require 18 elementary school student stations in the Southwest Alachua SCSA, 9 middle school student stations in the Kanapaha SCSA, and 9 high school student stations in the Buchholz SCSA.

The School Board in accordance with their Policy 5120-*Assignment Within District* will determine specific school assignment for students living in the development area. Student Assignment Rules states “The Superintendent may assign or reassign students on a case-by-case basis to schools or programs located in or out of their assigned zone, for the health, safety, or welfare of the students, other students or staff.” No assurances are given that the assignments will be made to the most closely located, or currently zoned, facilities. The provision of services to students in the development area may require redrawing of attendance zone lines, reassignment and busing to facilities elsewhere in the District, the use of temporary facilities, and/or the relocation of specific educational programs.

#### **DEVELOPMENT PLAN EXPIRATION:**

TNDs may establish a phasing schedule up to 10 years as provided in Section

# Alachua County

## Board of County Commissioners

### Staff Report

402.130(b) of the ULDC. The Preliminary Development Plan for Lullwater TND will be valid for 10 years from the date of approval by the Board of County Commissioners.

#### **STAFF RECOMMENDATION:**

Staff has found the proposed **Preliminary Development Plan** to be consistent with the Comprehensive Plan and requirements of the Unified Land Development Code.

Staff recommends **approval** of the Preliminary Development Plan for **Lullwater Traditional Neighborhood Development (TND)**, Resolution DR-22-50.