



**Alachua County
Board of County Commissioners
Staff Report**

Project Number: 2021020103

Preliminary Development Plan for Springhills SW Quadrant

SUBJECT: Springhills SW Quadrant

DESCRIPTION: Preliminary Development Plan for up to 149 residential units and up to 455,000 sf of light industrial, office, and warehousing

AGENT/APPLICANT: eda engineers-surveyors-planners, inc.

PROPERTY OWNER: Yadda Property Holdings, Inc., NREP Gardens, LLC

PROPERTY DESCRIPTION:

Location	South of NW 39 th Ave and between NW 98 th Street and I-75
Parcel Numbers	06233-014-006, 06233-014-005, 06233-014-007, 06233-000000
Land Use	Medium Density Residential, Office, Warehouse/Distribution, Light Industrial, Conservation
Zoning	R-2, AP, BW, ML, C-1
Acreage	116.0

CHRONOLOGY:

CPA-01-20/ZOM-01-20	08/11/2020
Application Submittal	02/01/2021
Insufficiency Report Sent	02/19/2021
Application Resubmitted	04/05/2021
Sufficiency Determination	05/05/2021
Preliminary Development Plan Hearing	05/25/2021

STAFF RECOMMENDATION: Recommend **approval** of the Preliminary Development Plan and **Resolution DR-21-18** for Springhills SW Quad

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DESCRIPTION OF PROPOSED PLAN:

The proposed Preliminary Development Plan is for up to 149 residential units and up to 20,000 sf of office space, up to 120,000 sf of business park uses, and up to 315,000 sf of light industrial (455,000 sf total of non-residential uses) on approximately 116 acres.

The subject property is located within the Springhills Activity Center. This is a large activity center situated around the intersection of NW 39th Avenue and Interstate-75. The different sections of the activity center are typically referred to as “quadrants”. The subject property is a large portion of the undeveloped area in the southwest quadrant of this activity center.

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.

It is anticipated that Final Development Plans will be submitted in phases to implement the Preliminary Development Plan, if approved.

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, or 100,000 sf of industrial uses require approval by the Board of County Commissioners (BoCC).

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Figure 1: Aerial View of Subject Pproperty

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 Board of County Commissioners adopted Ordinance 20-15 (CPA-01-20) in August 2020. The Comp Plan amendment amended the future land use designations on the majority of the property from Institutional, Warehouse/Distribution and Office to Medium Density Residential, Conservation and Light Industrial. A small portion of the project area for the Preliminary Development Plan was not subject to a land use change and remains Office/AP.

Additionally, this project is located within the Springhills Activity Center and there are several specific text policies related to it. CPA-01-20 modified several policies related to this property within Future Land Use Policy 2.2.1, which pertains to this Activity Center. The Preliminary Development Plan was reviewed for consistency with those policies, in addition to any other applicable policy or code provisions. The full policy revisions are provided in the back-up. Applicable policies related to the subject parcels are analyzed in this staff report.

2.2.1(a) Land Use

(7) The undeveloped portions of the southwest quadrant with Medium Density Residential, Warehouse/Distribution, Light Industrial and Conservation future land use designations shall be master planned and will include the following:

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- (a) Approval of the site as one Preliminary Development Plan (PDP) with allowance for multiple phases /Final Development Plan submittals in compliance with the PDP*
- (b) Provision of centralized open space based on site environmental characteristics, including a Conservation Management Area (CMA) management plan*
- (c) Master-planned stormwater facilities serving the entire project (spanning over multiple land use districts)*
- (d) No fewer than two fully functioning access points on different sides of the development shall be provided. Specific access point locations shall be determined during development plan review.*
- (e) Application of a 100-foot natural vegetative buffer along the southern property line of parcel 06233-014-005.*
- (f) Exemption from Activity Center design requirements (Policies 2.1.4 – 2.1.12) related to development in the Warehouse / Distribution and Light Industrial future land use areas.*
- (g) Exemption from TND requirements for development within the Warehouse / Manufacturing and Light Industrial future land use areas and Medium Density Residential future land use area for development under 150 units.*

The Comprehensive Plan policies require these parcels to be reviewed as one Preliminary Development Plan, which is the subject application. Two fully functioning access points are provided along NW 98th Street, and there will be a third full connection to NW 97th. The development plan demonstrates that there will be a 100-foot natural vegetative buffer along the southern property line of 06233-014-005.

These parcels are exempt from meeting Activity Center and TND design requirements for Warehouse/Distribution and Light Industrial future land use areas. Any residential development is also exempt from TND standards if under 150 units.

Policy 1.3.8 - The Medium Density Residential future land use designation provides for a gross density of four to eight dwelling units per acre. It allows small lot single family residential detached and attached dwellings, and multi-family residential dwellings. Approximately 21.6 acres of the site has this land use designation. A range of 86-172 would typically be allowed within this future land use designation. The applicant intends to have a maximum of 149 units.

The Office future land use policies are provided for in Object 3.9. An Office land use category is established for individual offices or office parks to provide for professional and business services, business incubators, research and development activities and uses similar to those allowed in Policy 4.3.1. Office uses are suited to mixed use developments because of the need to have both residential and other commercial uses. Policy 3.9.1 requires Office uses to be located only in areas designated for commercial development, Activity Centers, TNDs/TODs, rural employment centers, or rural clusters.

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Objective 4.3 provides for the Light Industrial future land use classification. This classification is established to accommodate certain office and light industrial uses, such as research and development and experimental laboratories and similar uses, or the manufacturing or fabrication of products that have minimal off-site impacts.

The Warehouse/Distribution Future Land Use is a designation that is specific to the Springhills Activity Center. Policy 2.2.1(a)(1)a Springhills Activity Center Policies states that the Springhills Activity Center shall be designated a High Activity Center/Retail which shall have commercial activities as its primary use and office, residential, **warehouse distribution** and institutional as secondary uses providing they are compatible with primary uses. The scale of these activities may be a regional level of 300,000 to 1,000,000square feet of gross leasable area.

Objective 3.1 (Conservation Land Use Categories) of the Conservation and Open Space Element states that *A conservation land use category shall be established to recognize and protect natural resources within privately owned lands in Alachua County utilizing appropriate regulatory, acquisition, and incentive mechanisms.* Also, Policy 3.1.1 of the Conservation and Open Space Element states that *Conservation areas shall consist of natural resources that, because of their ecological value, uniqueness and particular sensitivity to development activities, require stringent protective measures to sustain their ecological integrity.*

The primary portion of the conservation area is considered significant upland habitat, which was appropriate for designation as conservation land use.

UNIFIED LAND DEVELOPMENT CODE:

ZONING DISTRICT AND USE REGULATIONS

The property was rezoned to be consistent with the Future Land Use changes (ZOM-01-20; Resolution Z-20-05). The proposed development carries the R-2 (Residential 4-8 dwelling units per acres), ML (Light Industrial), AP (Administrative and Professional), and C-1 (Conservation) zoning districts.

General proposed uses include residential, office, business park, and light industrial. These uses are consistent with the zoning district. Specific uses will be reviewed with any Final Development Plan for consistency with ULDC Chapter 404 *Use Table*.

NATURAL AND HISTORIC RESOURCES PROTECTION

CONSERVATION AREAS

Objective 3.1 (Conservation Land Use Categories) of the Conservation and Open Space Element states that *A conservation land use category shall be established to recognize and protect natural resources within privately owned lands in Alachua County*

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utilizing appropriate regulatory, acquisition, and incentive mechanisms. Also, Policy 3.1.1 of the Conservation and Open Space Element states that Conservation areas shall consist of natural resources that, because of their ecological value, uniqueness and particular sensitivity to development activities, require stringent protective measures to sustain their ecological integrity. These areas shall include:

- (a) Wetlands;*
- (b) Surface waters;*
- (c) 100-year floodplains;*
- (d) Listed species habitat;*
- (e) Significant geologic features; and*
- (f) Strategic ecosystems.*

The primary portion of the Conservation land use area in the southern portion of the site was mapped as an environmentally sensitive area, specifically identified as Significant Habitat. This area has subsequently been designated with a Conservation Future Land Use. During the Comp Plan amendment process, Staff recommended additional policy language within the Springhills Activity Center Policies to ensure that the full 25 percent upland protection policies of the planning parcel are carried through the development review process consistent with Unified Land Development Code Sec. 406.21(a) *Required Protection.*

Policy 2.2.1 (13) requires an *additional 2.4 acres shall be set aside within a Conservation Management Area contiguous with the Conservation Future Land Use in the Southwest Quadrant (Parcel 06233-014-005). This area shall be determined during the Development Review Process.*

As a result, a total of 29.2 acres representing 25.1 percent of the upland portion of the planning parcel is proposed as a designated Conservation Management Area (CMA). This designation has been demonstrated within the Preliminary Development Plan. An associated CMA Management Plan as well as Conservation Easement for the area will be reviewed as part of the Final Development Plan.

OPEN SPACE

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*

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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.*

The subject parcel contains 29.2 acres (25.1 percent) of conservation management area, which has been designated as Open Space. The minimum Open Space requirement has been fulfilled, and no additional Open Space is required.

TREE PRESERVATION

ULDC 406.12 (a)2 *Tree Protection Standards* requires that development plans be designed such that a minimum of 20 percent of the tree canopy shown on the most recent aerials of the property available at the time of the application is retained. Additionally, 406.12 states that:

A tree removal permit authorizing the removal of high quality specimen trees 60 inches diameter at breast height (dbh) or greater may only be issued upon demonstration by the applicant that the development activity cannot occur in any other location on the site, or that removal is unavoidable due to site conditions that minimize impacts to other regulated resources.

The subject property has both a CMA and several specimen trees that are 60-inches dbh or greater throughout the site. The Preliminary Development Plan demonstrates that 40.5% of existing tree canopy is preserved within the CMA. Additionally, all of the specimen trees are also shown on the plan. The details of avoidance or removal will be reviewed with each Final Development Plan, which will be reviewed by the Development Review Committee for consideration.

GENERAL DEVELOPMENT STANDARDS

URBAN CLUSTER DESIGN

Policy 2.2.1 (a)(7) *Land Use* exempts this project from meeting Activity Center or TND design.

Requirements for setbacks, height limitations, and building elevations will be reviewed with the Final Development plan for each phase and will be consistent with the underlying zoning district.

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LANDSCAPING AND BUFFERING

Policy 2.2.1 (a)(9)a requires that a buffer along the I-75 right-of-way, at depths to be determined on a site-by-site basis by the applicable development review body and shall provide visual and acoustical separation. Staff is recommending a 25-foot-wide medium density buffer without screening, which is consistent with the I-75 buffer requirement for Traditional Neighborhood Developments (ULDC 407.70 (b)(3)a.).

Policy 2.2.1(a)(9)b requires a 100-foot-wide natural vegetation buffer along the southern property line of parcel 06233-014-005 (Haufler Estates Subdivision). Additionally, the policy requires a bicycle/pedestrian connection through the vegetated buffer and connect between lots 2 and 3 of Haufler Estates subdivision. This connection is provided for on the Preliminary Development Plan.

STREET NETWORK STANDARDS

According to ULDC 407.140 (a)(5) *Street Network Standards – External Connectivity*, for developments containing 25 or more residential units, there shall be a minimum of two functional access points located on different sides of the subdivision except where infeasible due to original tract dimensions, topography, or existing development patterns. For a development containing only one access, an emergency service access shall be provided and maintained in addition to the primary access [ULDC 407.140 (a)(6)].

Additionally, Future Land Use Element Policy 2.2.1 (b) regarding transportation in the Springhills Activity Center provides for the following:

(3) Direct access may be permitted to NW 98th Street in accordance with Alachua County Access Management Standards and as permitted during development plan review.

...

(8) All development within the southwest quadrant shall be interconnected to provide for pedestrian and vehicular circulation. Appropriate access points onto existing transportation facilities shall be evaluated during the development review process. The undeveloped portion of the southwest quadrant shall provide for no fewer than two fully functional access points on different sides of the development.

*(9) The transportation system within the site shall be developed in an interconnected manner to the maximum extent feasible. The internal transportation system shall be stubbed out to allow access and interconnections with adjacent properties ~~both within and outside the DRI boundary.~~ within the activity center. The transportation system shall be designed so that multiple roads, bike-paths and sidewalks can continue into any adjacent development in an effort to integrate adjacent properties and limit the impacts to the arterial roadway system. **No vehicular transportation***

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system connections shall be constructed within conservation land use areas or the 100' vegetated buffer adjacent to the Haufler Estates Subdivision. A bicycle/pedestrian connection shall be required between the conservation area, through the vegetated buffer and connect between lots 2 and 3 of Haufler Estates Subdivision located to the south. The exact number and location of streets, paths and sidewalks to be stubbed out will be determined during the site plan approval process.

The proposed project provides two connections, one onto NW 98th Street and a second will connect to NW 97th Blvd. An internal street network is shown on the Preliminary Development Plan. Detailed information about access to each type of development will be provided with the Final Development Plan. Access to and within the residential portion will be required to be constructed to public street standards.

The policy prohibits a vehicular connection to the adjacent Haufler Estates, but requires a pedestrian access between lots 2 and 3 of the Haufler Estates subdivision. A conceptual internal bicycle/pedestrian multi-use path is shown on the Preliminary Development Plan. It will be coincident with the internal street network, and then run along the Open Space CMA, through the 100-foot-wide vegetative buffer and connect to Haufler Estates. A sidewalk will also be constructed along NW 98th Street along the frontage of the subject property, and will continue to the south to NW 27th Place (Haufler Estates).

WATER AND WASTEWATER SERVICES

The development is within the Urban Cluster and is therefore required to connect to central water and sewer services by Policy 2.1 of the Potable Water and Sanitary Sewer Element of the Comprehensive Plan.

STORMWATER MANAGEMENT

Location of the stormwater management facilities is provided for on the Preliminary Development Plan. They are shown in the various areas of the site. There is an existing FDOT drainage easement on parcel 06233-000-000 that accommodates drainage from I-75. There is currently a ditch running through this easement. All of the proposed basins will be reviewed for consistency with Chapter 407 Article 9 *Stormwater Management* as well as ULDC 407.43.2 *Landscape Design of Stormwater Management Facilities* with the Final Development Plan. Stormwater basins are required to resemble natural areas to the greatest extent possible (UDLC 407.91 (g) *Standards – General*). Basins are required to be landscaped with native species and be designed to be an integral part of the overall development as a physical or visual amenity.

TRANSPORTATION

The County has adopted a Multi-modal Transportation Mitigation program. The applicant will receive a Preliminary Certificate of Level of Service Compliance (CLSC)

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with the approval of the Preliminary Development Plan. The project will be required to enter into an MMTM agreement with the Board of County Commissioners prior to Final Development Plan.

PUBLIC SCHOOL FACILITIES

The Alachua County 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 School Concurrency Service Areas (SCSA). This capacity determination dated April 27, 2021 is based on findings that this project will require 21 elementary school student stations in the Southwest Alachua SCSA, 9 middle school student stations in the Ft. Clarke SCSA, and 12 high school student stations in the Buchholz SCSA.

ADEQUACY OF SCHOOLS

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.

A Preliminary Certificate of Levels of Service Compliance will be issued upon Preliminary Development approval.

DEVELOPMENT PLAN EXPIRATION:

An approved Preliminary Development Plan or phase of a development plan shall expire Pursuant to ULDC 402.74 *Time Limitation for Expiration of Development Plans*.

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 with condition** of the Preliminary Final Development Plan and **Resolution DR-21-18** for Springhills SW Quadrant.

Condition:

1. The proposed sidewalk along NW 98th Street is shown within existing right-of-way. An additional right-of-way dedication may be required to provide a safe and correctly engineered facility at Final Development Plan. During Final

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Development Review, portions of the sidewalk within the Conservation Management Area may be covered by a Public Access Easement rather than dedication of right-of-way.

Comments to be addressed with the Final application

Public Works: Refer to Sheet C0.10 for COLOR references

1. Provide information and a copy of the existing Water Management District permit, as well as copies of any stormwater management reports for the existing developed areas at the top of the hill. Consideration of all drainage areas contributing stormwater runoff onto the site must be made with your final plans and stormwater report, including any possible runoff from I-75. All stormwater management must comply with ULDC Chapter 407 Article 9. Please provide information on FDOT drainage easement area that will be shared with your proposed stormwater basin (south of the Business Park-BLUE) from the project. This shared basin area will need to have a joint maintenance agreement documented at final. Additionally, provide information on FDOT I75 drainage into this site at the south side of the project. Provide survey with topography, trees and the redirected swale. Please direct runoff into the stormwater basin (west of Light Industrial-BLACK)
2. Refer to ULDC 407.136 for Access Management Considerations. Provide complete ADT's and trip distributions. Auxiliary lanes will be required on NW 98th Street and proper stormwater management for that must be considered in your plans and report. Stormwater runoff from the additional impervious surface must be accommodated for and an additional on-site SMF is required (south of the RESIDENTIAL AREA-YELLOW). The area of 98th Street located downhill and south of the proposed development is located in a FEMA designated special flood hazard area zone A, according to FIRM 12001C0290E. This flood zone substantially flooded in 2004 and it must be protected and all efforts must be made to reduce or eliminate discharge to it.
3. Provide clarification if the Blue Basin is discharging to the yellow basin and then to the Open Space/CMA? Provide clarification if the Black Basin is discharging to the Open Space/CMA?
4. At Final DRC submittal provide plan and profile details of the proposed driveway connections to NW 98th Street demonstrating compliance with FDOT Standards, for proper driveway profile slopes. Side drain pipes must comply with FDOT Drainage Manual Appendix C for proper cover.
5. Show sidewalk placement along NW 98th Street and connecting to the existing sidewalk adjacent to 23 West. Clearly maintain the existing concrete swale. Clearly show the survey with topography, trees along NW 98th Street with placement of sidewalk. Additional ROW may be required by GM.

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Traffic Engineering Manager's Comments to be addressed at Final:

6. Provide line of sight triangles for the northbound right turn movement at NW 97th Blvd and NW 39th Ave to ensure this movement has proper sight distance.
7. Please provide the stopping sight distance at the accesses on NW 98th Street due to the vertical curves.