

Alachua County

Office of Planning and Development Staff Report

Application Number: CPA-01-21

Staff Contact: Mehdi Benkhatar, Planner II 352-374-5249, ext. 2361

Local Planning Agency

Hearing Date: January 20, 2021

Board of County Commissioners

Transmittal Hearing Date: February 23, 2021

Board of County Commissioners

Adoption Hearing Date: May 11, 2021

SUBJECT:

CPA-01-21: A request for a text amendment to amend Objective 1.9 of the Future Land Use Element (FLUE) relating to the Celebration Pointe Transit Oriented Development and a small-scale map amendment amending parcel 06800-006-002 from the Tourist/Entertainment land use category and vacated right of way portions of parcel 06820-002-000 from Recreation and Medium Density Residential (greater than 4, up to 8 dwelling units/acre) land use category to the Celebration Pointe Mixed-Use land use category.

APPLICANT/AGENT:

Sergio Reyes of eda, inc.

STAFF RECOMMENDATION:

Staff recommends that the Board of County Commissioners **adopt CPA-01-21, with changes as proposed by staff**

LPA RECOMMENDATION:

The LPA recommended (6-0) that the BoCC **transmit CPA-01-21** as proposed by staff, with the following changes:

Policy 1.9.1(a): add requirement that 1 affordable housing unit be built for every 10 market rate units that are constructed over 2,000 units, with “affordable housing”, defined as no more than 30% of the income of 50-80% of the area median income level

Policy 1.9.1(e): set timeframe for a ULDC amendment related to this issue be brought before the BoCC

Policy 1.9.1(i): set timeframe for a ULDC amendment related to this issue be brought before the BoCC

Policy 1.9.1(g): require multisport/entertainment events center to be served by transit

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Policy 1.9.3(c): eliminate arterial and collector road buffers for SW 45th St., SW 43rd St. and SW 32nd Rd.

Policy 1.9.4 (b): require a plan for offsite tree mitigation

Direct staff to work on way to calculate value to offset cost of providing affordable housing (preferably, but not limited to, onsite)

BoCC RECOMMENDATION (TRANSMITTAL):

The BoCC voted (5-0) **to transmit CPA-01-21** as proposed by staff with the following changes:

Policy 1.9.1(a): Allow 2,000 dwelling units and 1.5 million square feet of nonresidential uses. Upon entering into an agreement with the County that guarantees 10% of additional units over 2,000 are affordable to households earning up to 50% of the Area Median Income, an additional 500 units may be approved. Additional units over 2,000 will require a reduction of 750 sq. ft. of non-residential per dwelling unit. The maximum number of permitted units shall not exceed 2,500. Notwithstanding Policy 1.9.2(c), additional development beyond 2,000 units may be located anywhere within the development

Project Background

The CPA-01-21 application follows a previous Comprehensive Plan Amendment for Celebration Pointe, CPA-08-17, that created Objective 1.9 and its policies along with the Celebration Pointe Mixed Use category (approved in 2018).

The Preliminary Development Plan for Celebration Pointe was first approved in 2010 as a phased Transit Oriented Development containing a centrally located transit hub with associated infrastructure and open space. The residential portion of the development at full build out was approved for 2,225 residential units that could include a variety of housing types such as single-family detached, single-family attached, apartments, flats, lofts, studios, city homes, townhomes, lodging, assisted and congregate care living facilities. In addition, the approved development allowed for up to 896,000 square feet of non-residential gross floor area that would include a mix of retail, office, limited industrial, recreation and civic uses.

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On October 25, 2011 the Board of County Commissioners (BoCC) approved the Southwest District Transportation Improvement Agreement. This agreement between Celebration Pointe Partners, LLC and the County identified specific transportation-related infrastructure and service requirements for the development of the Celebration Pointe TOD. Included were timing and funding details for each of the identified improvements as well as specific requirements for transit service to the development. These improvements include the design and construction of the I-75 flyover bridge, which has been completed, as well as the Archer Braid Trail, which has not yet been triggered for construction by the agreement.

Revisions to the Preliminary Development Plan were approved by the BoCC in 2015 (adding parcels, updates to Village Center, Transit Supportive Area and Transportation Network to accommodate Bass Pro Shops and the extension of SW 43rd St.) and 2016 (updates to development phasing schedule, reduction of approved number of units from 2,225 to 1,772, establishing a special outdoor events area in the TOD).

In 2018 the Comprehensive Plan Amendment CPA-08-17 was approved by the BoCC, which created Objective 1.9 of the Future Land Use Element. This new Objective provided policies specific to the Celebration Pointe TOD and amended the land use for parcels within it to the Celebration Pointe Mixed Use category. The amendment increased potential non-residential uses up to 1,500,000 sq. ft., based on a rate of 750 sq. ft. for the maximum allowed 2,000 residential units.

Also in 2018 a Final Development Plan proposing 37,500 square feet of retail, a restaurant, a fueling station and a 100 room hotel at the corner of SW 43rd Street and Archer Road known as The Commons was approved by the BoCC.

Planning Commission discussion on 1/20/21

The Planning Commission, acting as the Local Planning Agency (LPA), discussed CPA-01-21 at its meeting on January 20, 2021. The LPA's recommendation touched on the following policies:

Policy 1.9.1(a) which would require that a portion of units above the 2,000th be made affordable. Currently Florida Statute 125.01055 requires that “...*a county must provide incentives to fully offset all costs to the developer of its affordable housing contribution or linkage fee.*” The statute recognizes density bonuses as an incentive; however, no program is in place to analyze how the value of the additional market rate units would correspond to the cost of providing affordable units. Staff recommends that if the County desires to develop such a program that it be established for any/all TND/TOD rather than on an individual basis.

Policy 1.9.1(e) and (i) in which the BoCC would set a timeframe for ULDC amendments

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related to these issues to be brought back for a hearing.

Policy 1.9.1(e)

This policy seeks to state more explicitly that rezonings are not required for TOD. The issue for the applicant has been that investors conducting due diligence cannot point to a map showing “TOD” zoning, instead seeing various zoning districts. There is no such zoning district for TOD analogous to a Planned Development.

Policy 1.9.1(i)

These proposed policies relate to designating a “master developer” who would be able to amend the TOD without obtaining all owner affidavits. The impact this would have on property rights would need to be further evaluated by the County Attorney’s office. In staff’s opinion such a text amendment would be useful, but considers that it is a universal issue not only affecting Celebration Pointe.

Policy 1.9.1(g): which would require a multisport/entertainment events center to be served by transit

Policy 1.9.3(c): which would eliminate arterial and collector road buffers for SW 45th St., SW 43rd St. and SW 32nd Rd. Staff and the applicant concur with this proposed policy and staff’s recommendation has been updated to show this.

Policy 1.9.4 (b): which would require a plan for offsite tree mitigation.

Finally, a motion to direct staff to work on ways to calculate the value of additional density to offset cost of providing affordable housing (preferably, but not limited to, onsite).

BoCC discussion on 2/23/21

The Board of County Commissioners met on 2/23/21 for the transmittal hearing of CPA-01-21. The BoCC recommended to transmit the following changes to existing FLUE Objective 1.9:

1. **Policy 1.9.1 (a)** ~~Allowed 750 square feet of non-residential land uses for every dwelling unit. Allowed 2,000 dwelling units and 1.5 million square feet of nonresidential uses. Upon entering into an agreement with the County that guarantees 10% of additional units over 2,000 are affordable to households earning up to 50% of the Area Median Income, an additional 500 units may be approved. Additional units over 2,000 will require a reduction of 750 sq. ft. of non-residential per dwelling unit. The maximum number of permitted units shall not exceed 2,500. Notwithstanding Policy 1.9.2(c), additional development beyond 2,000 units may be located anywhere within the development.~~
2. **Policy 1.9.1. (g)** ~~Allowed a multisport and entertainment events center. The events center shall be considered a civic use and shall not have a maximum building footprint~~

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size. The multisport floor area and ancillary facilities such as locker rooms, offices and restrooms shall not be calculated toward the total non-residential square footage allowance for the development. The events center shall be located within the village center and the front of the center shall be screened along the pedestrian promenade by buildings with various permitted uses, except for the venue entrance. Public pedestrian entrances are not required along the sides and rear of the events center. Non-commercial wall murals may substitute for otherwise required glazing or architectural articulation and material change requirements. Off-street areas for service delivery and pick-up, drop-off and loading zones shall be exempted from shading requirements.

3. **Policy 1.9.2 (f)** Densities of residential uses and intensity of non-residential uses that encourages walking, bicycling, micromobility devices, low speed electric ~~transport such as bikes~~, vehicles such as, golf-carts, Segways, trolleys, autonomous transit shuttles and short vehicular trips.
4. **Policy 1.9.2 (h)** A centrally located multimodal center that allows for bike, micromobility, and car share programs, a park and ride, drop-off and loading areas for ride share programs, transit and autonomous transit, charging stations for electric vehicles, bikes and personal e-transport, and structured parking to promote a park-once environment.
5. **Policy 1.9.3 (c)** Buffers within the development and along external boundaries are only required when adjacent to external single family detached dwellings on individual lots, or as required for outdoor storage. Arterial and collector road buffers for SW 45th St., SW 43rd St. and SW 32nd Rd. are not required.
6. **Policy 1.9.3 (p)** Mini-storage land uses are prohibited within the VC. Mini-storage uses are permitted within the TSA and outside the TSA so long as they are located along the periphery. The square footage of mini-storage units shall be excluded from allowable non-residential development.

Furthermore, the BoCC directed staff to work with the applicant on certain issues that could be better addressed by amending the ULDC. These were signage, block coverage requirements, setbacks for off-street parking, temporary parking and tree mitigation. Staff presented these issues for further discussion at the 3/23 BoCC meeting.

Staff was directed to address other issues such as owner affidavit requirements and master developer status as part of a future County-initiated ULDC amendment.

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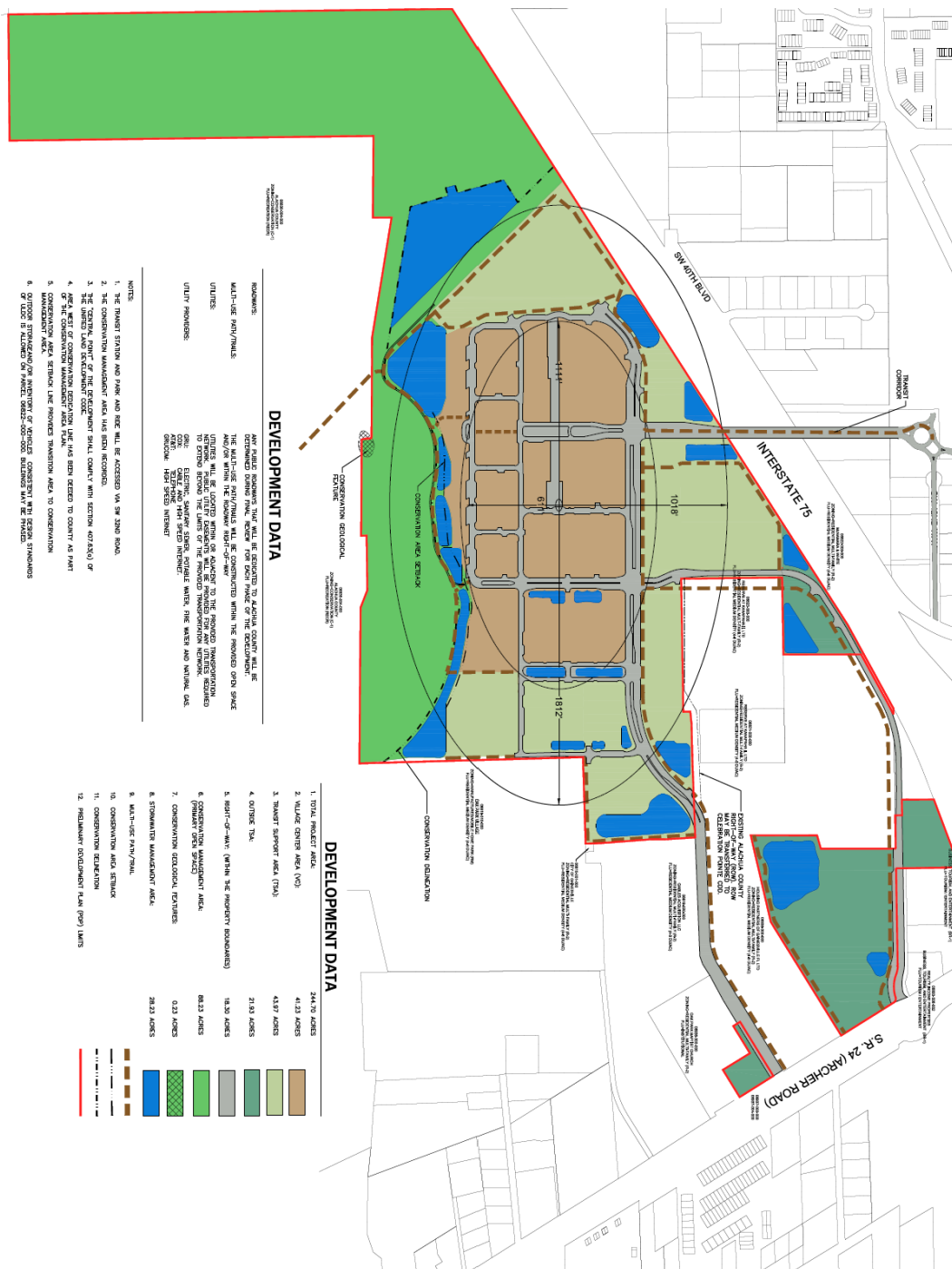


Figure 1: Master Plan of Celebration Pointe TOD

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Figure 2: Recent Aerial of Celebration Pointe TOD (area west of I-75, north of Archer Rd.)

Transit Oriented Development (TOD) Background

TOD are designed to create compact, mixed-use, pedestrian and bicycle friendly communities, with the densities and intensities needed to support transit service, reduce per capita greenhouse gas emissions and enable an individual to live, work, play and shop in a community without the need to rely on a motor vehicle for mobility.

These developments are located within the Urban Cluster and are required to be at least 15 acres in size in order to function effectively. They are served by Express Transit Service (more frequent headways for transit) and are located contiguous to a Rapid Transit or Express Transit Corridor.

The TOD consists of three areas, the most central of which is a Village Center with the highest intensities and densities in the development, providing a mix of uses and promoting a vibrant pedestrian/bicyclist friendly environment with significantly limited off-street parking, shorter block lengths and with transit frequently serving this hub. The Village Center extends generally about 1/8 of a mile from a centralized point identified in the TOD.

The second area, immediately beyond the Village Center, is known as the Transit Supportive

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Area, extending from about 1/8 of a mile to 1/4 of a mile from the central point. This area maintains a density high enough to make transit feasible. A gridded street network continues from the Village Center through the Transit Supportive Area, allowing multiple route choices, reducing the distance between uses to encourage walking and biking, and connecting to adjacent developments.

The third area (the remainder of the TOD beyond the Transit Supportive Area) is designated as Outside the Transit Supportive Area. This area is integrated into the development but has lower density/intensity.

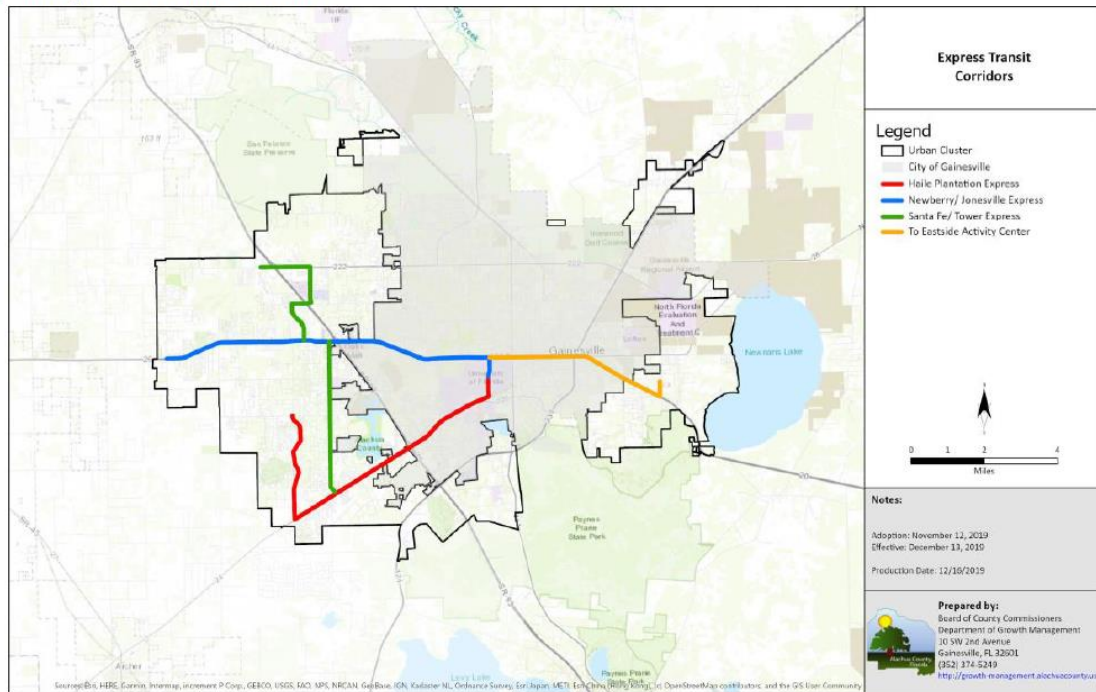


Figure 3: Model of Transit-Oriented Development

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Map 5. Express Transit Corridors



Map 6. Rapid Transit Corridors

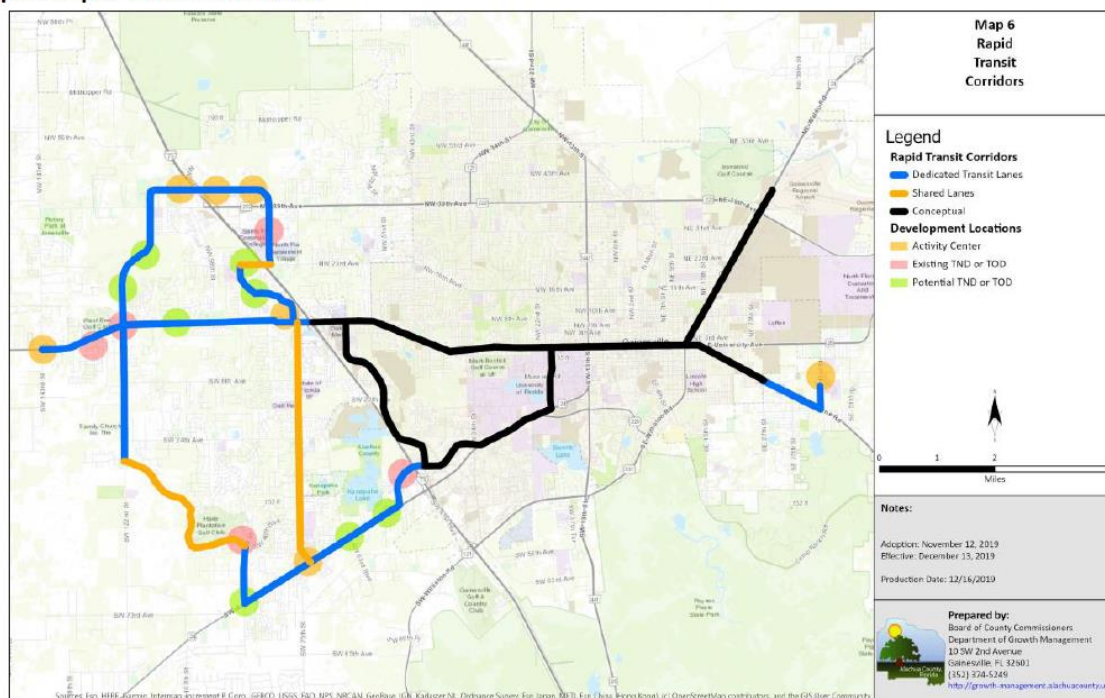


Figure 4: Express and Rapid Transit Corridor Maps

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Summary of Changes Proposed by Applicant

Text Amendment

The applicant proposes several amendments to Objective 1.9 of the Future Land Use Element that relate to the Celebration Pointe Transit Oriented Development (TOD). The applicant's proposed changes are shown below, with staff's proposed change following.

Objective 1.9 – CELEBRATION POINTE TRANSIT ORIENTED DEVELOPMENT

To provide for a compact, mixed-use, interconnected development that creates a pedestrian, bicycle and transit friendly environment through site and building design with the densities and intensities of land uses needed to enable a person to live, work, play and shop within a development that provides mobility and accessibility options and that preserves natural areas adjacent to environmentally sensitive lands.

Policy 1.9.1 The area northwest quadrant of I-75 and Archer Road and designated as Mixed-use on the Future Land Use Map shall be known as the Celebration Pointe Transit Oriented Development and shall be developed as Transit Oriented Development consistent with policies under Future Land Use Element Objective 1.7 except as otherwise provided herein under Objective 1.9. Celebration Pointe TOD shall be:

- (a) ~~Allowed 750 square feet of non-residential land uses for every dwelling unit.~~ Allowed 2,000 dwelling units and 1.5 million square feet of nonresidential uses. Upon entering into an agreement with the County that guarantees 10% of additional units over 2,000 are affordable to households earning up to 50% of the Area Median Income, an additional 500 units may be approved. Additional units over 2,000 will require a reduction of 750 sq. ft. of non-residential per dwelling unit. The maximum number of permitted units shall not exceed 2,500. Notwithstanding Policy 1.9.2(c), additional development beyond 2,000 units may be located anywhere within the development.

STAFF RECOMMENDATION: *Staff concurs. The applicant agreed to amend the proposed language in Policy 1.9.1 (a) during discussion with the BoCC at the 2/23/21 transmittal hearing. The baseline maximum entitlement is equivalent to the current maximum under Objective 1.9. The proposed amendment would allow for some transfer of maximum non-residential square footage to allow up to 500 additional dwelling units. Staff believes this transfer would still provide a mixed use, pedestrian scaled development and will provide affordable housing directly through an agreement and may also provide more affordable housing by lowering the land and infrastructure basis cost per unit.*

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- (b) Allowed to incorporate existing non-residential buildings and dwelling units into the development. Existing buildings, dwelling units and parking areas are not required to meet design elements of Objective 1.9 until they are redeveloped or enlarged.
- (c) Allowed to repurpose surface and structured parking areas throughout the development for infill and expansion of existing buildings up to the approved development entitlements.
- (d) Allowed to propose alternative design concepts where the applicant can demonstrate that deviation is necessary and will result in a better development outcome while maintaining consistency with the intent provided in the Comprehensive Plan and subject to ULDC regulations for alternative compliance in TNDs and TODs.
- (e) Allowed to amend the existing approved Preliminary Development Plan to be consistent with Objective 1.9 and be permitted, if desired by the Developer and approved by the County, to establish specific conditions, criteria and standards on a Preliminary Development Plan that are consistent with Objective 1.9. For any third party or development interest or ownership within Celebration Pointe, a rezoning is not required for any parcel within the development and the Preliminary Development Plan is considered to be the functional equivalent of a Planned Development zoning covering all parcels within Celebration Pointe with a land-use designation of mixed-use.

STAFF RECOMMENDATION: *Do not amend. The ULDC does not provide for a “functionally equivalent” Planned Development zoning. The current zoning within Celebration Pointe is varied, as TOD are allowed in several zoning districts by right. In order to achieve the applicant’s goal, a rezoning to the Planned Development zoning district would be required.*

- (f) Consistent with Unified Land Development Code (ULDC) policies for Transit Oriented Development, except as otherwise provided for under Objective 1.9 of the Future Land Use Element or through conditions, criteria and standards on an approved Preliminary Development Plan that are consistent with Objective 1.9.
- (g) Allowed a multisport and entertainment events center. The events center shall be considered a civic use. The multisport floor area and ancillary facilities such as locker rooms, offices and restrooms shall not be calculated toward the total non-residential square footage allowance for the development. The events center shall be located within the village center

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and the front of the center shall be screened along the pedestrian promenade by buildings with various permitted uses, except for the venue entrance. Public pedestrian entrances are not required along the sides and rear of the events center. Non-commercial wall murals, or other exterior treatments approved by the County, may substitute for otherwise required glazing or architectural articulation and material change requirements. Off-street areas for service delivery and pick-up, drop-off and loading zones shall be exempted from shading requirements.

STAFF RECOMMENDATION: *Staff primarily concurs. Staff would propose adding “and shall not have a maximum building footprint size” to the description of the events center (current code would limit size to 65,000 sq. ft.) and to strike “...or other external treatments...” from the policy as it would not provide sufficient direction to staff in a Development or Architectural Review.*

- (h) Celebration Pointe shall be permitted one additional multi-tenant sign along Interstate 75 and one along Archer Road, at a size and scale consistent with the existing constructed signs along both corridors. The multisport and entertainment events center shall be permitted multiple display screens along the rear and side of the center oriented towards Interstate 75 and Celebration Pointe Avenue with variable displays occurring throughout the day, evening and the entire year. Celebration Pointe shall be vested for any master sign plans approved by the County.

STAFF RECOMMENDATION: *Do not amend. Any items related to signage should be located in the ULDC and applicable to all developments of a certain type in the County.*

- (i) Allowed to establish a process in the Preliminary Development Plan that recognizes the majority property owner within Celebration Pointe as the master developer and shall be permitted to amend the Comprehensive Plan and Preliminary Development Plan, including the addition of property, without the need to obtain owner affidavits from all property owners and not be prohibited from filing amendments should an unaffiliated property owner within Celebration Pointe have outstanding taxes, or have unresolved code enforcement, building or site plan matters before the County.

STAFF RECOMMENDATION: *Do not amend. This change would need to be made in the ULDC and should apply to all developments.*

- (j) Allowed to establish a process in the Preliminary Development Plan that allocates entitlements per block by the master developer, to amend entitlements to address market demands, allow the owner of a block to amend development approvals within the block, including any access

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connections, subject to County approval, allowed, with approval of the master developer, the owner of a block to request an amendment to the Preliminary Development Plan, all without the need to obtain owner affidavits from unaffiliated owners or be impeded from doing so due to an unaffiliated owner having matters before the County.

STAFF RECOMMENDATION: *Do not amend. This change would need to be made in the ULDC and should apply to all developments. To the extent that Celebration Pointe has affidavits from all property owners, entitlements can be allocated to the individual blocks. A ULDC amendment is required to provide guidance for amendments to master planned developments.*

- (k) Deemed to have satisfied all concurrency and transportation mitigation requirements for the fully approved development. The Celebration Pointe Development Agreement shall be amended, within one (1) year from the effective date of the ordinance implementing this comprehensive plan amendment, to reflect an essentially built-out agreement. The amendment shall recognize that Celebration Pointe has more than adequately mitigated its transportation impact through construction of multimodal improvements and that a viable alternative to the Archer Braid trail across Lake Kanapaha has been provided along SW 45th Street and will be provided on Archer Road through state funding, that the dedicated transit land south of SW 32rd Road can be provided through pavement markings along the curbside lanes of SW 45th Street and required transit service to the University of Florida is being provided through the Regional Transit System Transit Transfer Station at the western terminus of Celebration Pointe Avenue.

STAFF RECOMMENDATION: *Do not amend. The County has an existing agreement with Celebration Pointe. No revisions to the Comprehensive Plan should be made that contradict that agreement. The agreement provides some additional necessary improvements that have not yet been constructed (Archer Braid Trail) and some transit service. The applicant can propose amendments to that agreement if necessary through a separate process.*

Policy 1.9.2 Celebration Pointe TOD shall provide:

- (a) A compact and centrally located village center (VC) oriented and designed around a main street and / or pedestrian promenade.
- (b) A transit supportive area (TSA) outside the village center. The extents of the VC, TSA and areas outside the TSA shall be shown on the Preliminary and Final Development Plan.

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- (c) The highest concentration of residential dwelling units (DU) shall be within the VC and TSA. The following are the minimum and maximum DU required and allowed within the VC, TSA and outside the TSA:
 - 1. A minimum of 500 DU and a maximum of 1,000 DU in the VC,
 - 2. A minimum of 300 DU and a maximum of 600 DU in the TSA,
 - 3. A minimum of 200 DU and a maximum of 400 DU outside the TSA.
- (d) The highest concentration of non-residential land uses shall be within the VC. The following are the minimum and maximum percentages of NRSF required and allowed with the VC, TSA and outside the TSA:
 - 1. A minimum of 50% NRSF and a maximum of 90% NRSF in the VC,
 - 2. A minimum of 10% NRSF and a maximum of 50% NRSF in the TSA,
 - 3. A minimum of 0% NRSF and a maximum of 10% NRS outside the TSA.
- (e) A vertical orientation and mixture of uses by requiring that a minimum of 25% of the allowed non-residential square footage shall be within multistory buildings.
- (f) Densities of residential uses and intensity of non-residential uses that encourages walking, bicycling, micromobility devices, low speed electric ~~transport such as bikes~~, vehicles such as, golf-carts, ~~Segways~~, trolleys, autonomous transit shuttles and short vehicular trips.

STAFF RECOMMENDATION: *Staff concurs. Micromobility is the current term of art in Florida Statutes and in planning practice.*

- (g) A network of streets that provides interconnectivity, mobility and accessibility achieved through establishment of the following maximum perimeter block lengths:
 - 1. A maximum of 2,000 linear feet in the VC
 - 2. A maximum of 2,300 linear feet in the TSA,
 - 3. A maximum of 2,700 linear feet outside the TSA,
 - 4. The maximum perimeter block length maybe extended an additional 700 linear feet where a multiuse path forms an internal block length consistent with the perimeter block lengths in Policy 1.9.2 (g) 1. 2. 3.
 - 5. A maximum of 3,000 linear feet for blocks with a parking garage or single-use retail building 25,000 square feet of greater in size,

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- (h) A centrally located multimodal center that allows for bike, micromobility, and car share programs, a park and ride, drop-off and loading areas for ride share programs, transit and autonomous transit, charging stations for electric vehicles, bikes and personal e-transport, and structured parking to promote a park-once environment.

STAFF RECOMMENDATION: *Staff concurs.*

- (i) For the continued maintenance, per the Conservation Management Area Management Plan, of 88.23 acres of environmentally sensitive land protected through a conservation easement approved on May 27th, 2014 and recorded on June 16th, 2014.

Policy 1.9.3 Site, Building, Parking, and Street Design

Site, building, parking and street design shall be oriented towards creating a multimodal supportive development that encourages walking, biking, transit, shared mobility and a park once environment.

- (a) The site, building, parking and street design shall create an environment that promotes walking and bicycling as a primary means of mobility. There shall be limited distances between attractors and generators and a mixture of land uses. Visual interest shall be provided through site and building design and orientation.
- (b) Building design and placement shall be at a pedestrian scale with primary entrances located at the front of the building oriented towards a public space such as a street, park, plaza, woonerf, open space or square. Outdoor seating is encouraged and allowed for all land uses. Shade shall be provided for pedestrians through means such as terraces, balconies, awnings, architectural features, buildings and trees.
- (c) Buffers within the development and along external boundaries are only required when adjacent to external single family detached dwellings on individual lots, or as required for outdoor storage. Arterial and collector road buffers for SW 45th St., SW 43rd St. and SW 32nd Rd. are not required.

STAFF RECOMMENDATION: *Staff concurs.*

- (d) To the extent feasible, utilities, except for life safety, shall be located to the rear and side of buildings. Underground utilities are encouraged. Above ground utility access, transfer and conveyance points such as

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panels, boxes, meters, and valves shall be screened from the street and sidewalks through architectural features and/or landscaping.

- (e) Innovative solutions to reduce parking requirements, decoupling parking from residential uses, provision of shared parking to serve multiple uses and alternative paving materials are allowed. No off-street surface parking is required for any use. Off-street parking may be shared and pooled between uses throughout the development.
- (f) Parking structures may be located throughout the development, except immediately adjacent to conservation areas and the village center main street/pedestrian promenade. Parking structures shall make provisions for liner buildings, bottom floor uses or landscaping when fronting a street.
- (g) Off-street surface parking areas shall be located to the rear of buildings in the VC and TSA. Parking areas along the external property boundaries of the Celebration Pointe TOD are not required to be screened by buildings at the property boundary. Outside the TSA, off-street surface parking areas are permitted around all sides of buildings and are not required to be screened by liner buildings or pocket parks. For buildings that are more than three stories in height, floors above the third story shall be counted towards meeting block coverage requirements to ensure that density, vertically oriented development is not penalized for building vertically as opposed to spreading out horizontally.

STAFF RECOMMENDATION: *Do not amend. This detracts from the pedestrian-friendly environment sought in TOD. The block coverage requirements are in place so that pedestrians are not required to walk by large expanses of surface parking.*

- (h) Liner buildings are encouraged but are not required for off-street parking. If liner buildings are not proposed, landscaping within a buffer an average of ten (10) feet in width with canopy trees every forty (40) foot on center or understory trees every twenty (20) foot on center, or some combination thereof, and bushes or shrubs which grow to 2 ½ feet or taller shall be provided to screen the parking areas, consistent with ULDC requirements for landscaping off-street parking in TODs.

STAFF RECOMMENDATION: *Do not amend. This detracts from the pedestrian-friendly environment sought in TOD.*

- (i) Temporary off-street surface parking areas may be permitted throughout the development to allow for construction of parking

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structures. The time frame for temporary parking areas shall be included on a Preliminary Development Plan.

- (j) Travel lanes may be ten feet in width on public roads within the development that also include on-street bike lanes. Travel lanes on private roads may be as narrow as nine feet in width or fourteen feet in total width for living streets and alleys. Traffic calming, raised intersections, curb extensions, along with other appropriate techniques are permitted along private roads within the development.
- (k) In order to promote walkability and safe multiple modes of travel, speed limits may be posted as low as permissible under state statute, for public roads, or as low as can be demonstrated safe for private roads.
- (l) The use of golf carts and low-speed electric vehicles are permitted on all designated streets within the development. The use of golf carts and low-speed electric vehicles on Celebration Pointe Avenue over Interstate 75 and on SW 45th Street, south of the entrance to the Reserve at Kanapaha shall only be allowed if permitted by the County Engineer. The use of golf carts and low-speed electric vehicles on designated off-street facilities may be allowed subject to approval by the County Engineer.
- (m) A circulator system that provides access to the transit transfer station east of Interstate 75 shall be permitted on all roads within the development and may address the development's requirements to provide transit service, if included in a developer agreement approved by Alachua County. The circulator may utilize dedicated transit lanes if approved by the County Engineer.
- (n) To provide the highest level of pedestrian and bicycle accommodation, land uses with drive-thru facilities are prohibited in the VC. In recognition of greater levels of vehicular traffic on SW 45th Street and Celebration Pointe Avenue, land uses with drive-thru facilities in the TSA are allowed so long as the drive-thru facilities are located to the rear of the building and screened from adjacent streets. In recognition of existing commercial and tourist entertainment land uses oriented to serve demand from Interstate 75 and Archer Road, drive-thru facilities outside the TSA are permitted and shall be developed consistent with the general standards of the land development regulations applicable to all districts where said use is permitted. Where drive-thru facilities cross a pedestrian facility, appropriate marking and /or materials shall be provided to provide for safe pedestrian crossing.

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- (o) To provide the highest level of pedestrian and bicycle accommodation, land uses for the dispensing of fuel, cleaning or servicing of vehicles are prohibited in the VC and TSA. In recognition of existing commercial and tourist entertainment land uses oriented to serve demand from Interstate 75 and Archer Road, land uses for the dispensing of fuel, cleaning or servicing of vehicles are allowed outside the TSA are permitted and shall be developed consistent with the general standards of the land use development regulations applicable to all districts where said use is permitted.
- (p) Mini-storage land uses are prohibited within the VC. Mini-storage uses are permitted within the TSA and outside the TSA so long as they are located along the periphery. The square footage of mini-storage units shall be excluded from allowable non-residential development.

STAFF RECOMMENDATION: *Staff concurs. The ULDC does not currently count mini-storage uses toward allowable non-residential development for TOD greater than 100 acres in size.*

- (q) Outdoor storage of boats, recreational vehicles, golf carts, jet skis, trailers and all-terrain vehicles may be provided for residents of the development for non-commercial purposes along the periphery of the TSA and outside the TSA. Outdoor storage shall be enclosed by a 10' tall masonry wall and a medium density landscape buffer.
- (r) In recognition of the impact of Covid-19 on restaurant uses, temporary parking areas for food pick-up and delivery maybe provided along SW 45th Street within the VC where existing buildings front the pedestrian promenade. In addition, multiple drive-thru lanes maybe provided as market conditions warrant for uses outside the TSA. The temporary parking areas shall meet minimum buffer requirements and ADA accessibility requirements.

STAFF RECOMMENDATION: *Do not amend. Other parking and short-term pickup options exist that could serve to fill this need.*

Policy 1.9.4 Landscaping

- (a) A tree mitigation phasing plan shall be provided, subject to County approval, to phase the planting of trees within blocks and stormwater management areas concurrent with development of adjacent buildings. Trees required for public roads shall be planted prior to acceptance of the roads by the County and warrantied per the same requirements as established for roads.

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(b) In recognition of the 100 plus acres of land set aside as permanent conservation, as well as the mixture of land uses, reduced parking, parking structures, and utility conflicts within the development, tree mitigation credit, at a rate of 50 inches per acres, shall be provided for each acre set aside in permanent conversation, along with acreage dedicated to the County for permanent conservation. The tree mitigation credit maybe utilized through-out the development. The tree mitigation credit shall not exempt off-street parking areas and stormwater management areas designed as open space from meeting minimum tree planting requirements specified in the land development code.

***STAFF RECOMMENDATION:** Do not amend. The conservation area set aside was done so as a result of the development complying with Strategic Ecosystem and related policies. The trees proposed for mitigation credit have already been removed and a separate mitigation requirement a reasonable policy. Reducing mitigation responsibilities would serve as a disincentive to retain heritage and long living tree species within the development envelope. The County has other TODs that are required to set aside conservation resources as well as Celebration Pointe and this would set a precedent that may lead to reduced heritage tree retention in the County.*

Map Amendment

This application also involves a small-scale map amendment, amending two parcels to the Celebration Pointe Mixed Use land use category. This first parcel is 06800-006-002, located at the south of the Celebration Pointe TOD and currently developed as a gas station. This parcel has Tourist/Entertainment land use and is about 1.02 acres. Parcel 06800-006-002 would be located outside of the Transit Supportive Area within the Celebration Pointe TOD.

The second parcel is 06820-002-000, a large parcel containing common areas of the Celebration Pointe TOD. Within this parcel are three areas that contain vacated right-of-way, totaling roughly 2.2 acres: two areas along the western boundary of the TOD currently have Recreation land use. The third portion more easterly has Medium Density Residential (greater than 4, up to 8 dwelling units/acre) land use. These three vacated right-of-way areas would similarly be amended to the Celebration Pointe Mixed Use land use category.

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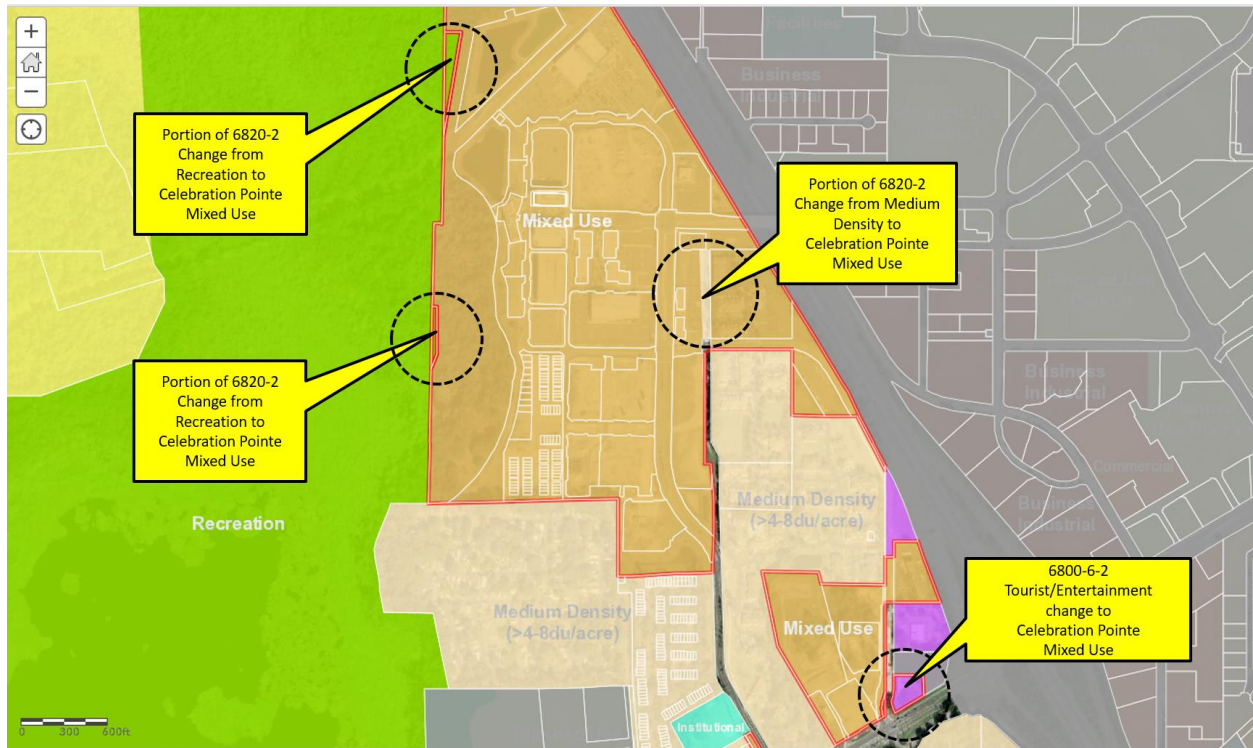


Figure 5: Proposed Future Land Use Map

Comprehensive Plan Consistency

Objective 1.7 of the Future Land Use Element (Transit Oriented Developments) states:

To provide for compact, mixed-use, pedestrian and bicycle friendly communities designed with the densities and intensities needed to support transit service, reduced per capita greenhouse gas emissions and enable an individual to live, work, play and shop in a community without the need to rely on a motor vehicle for mobility.

The newly added parcels would be part of the Celebration Pointe TOD and implement the Mixed Use land use category. The amendment as proposed by staff will provide for compact, mixed-use pedestrian and bicycle friendly communities with the density and intensity needed to support transit service.

Levels of Service

The Alachua County Comprehensive Plan Capital Improvement Element requires that the public facilities and services needed to support development be available concurrent with the impacts of development and that issuance of a Certificate of Level of Service Compliance (CLSC) be a condition of all final development orders. 'Concurrent'

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shall mean that all adopted levels of service (LOS) standards shall be maintained or achieved within a specified timeframe. Per **Policy 1.2.4 of the Capital Improvements Element** of the Alachua County Comprehensive Plan, LOS standards have been adopted for various types of public facilities.

Traffic

The subject application proposes a change from Tourist/Entertainment, Recreation and Medium Density Residential (greater than 4, up to 8 dwelling units/acre) Future Land Use Designations to Celebration Pointe Mixed Use.

Celebration Pointe has an existing Transportation Improvement Agreement which serves to mitigate the impacts of the development on the County's transportation system. The proposed potential increase of 500 units (current max is 2,000 units, proposed could be up to 2,500) would require a reduction of non-residential square footage that would likely produce a net equivalent transportation impact to the existing approvals.

Water and Sewer

Policy 1.2.4 (e) of the Capital Improvements Element describes the minimum Level of Service standards for potable water and sewer. These are summarized in the following table:

	Peak Residential & Non Residential	Pressure	Storage Capacity
Potable Water	200 gallons/day/du	40 p.s.i.	½ peak day volume
Sanitary Sewer	106 gallons/day/du	N/A	N/A

There will be no impacts to water and sewer levels of service resulting from this request. The site will be served by municipal water and sewer services.

Drainage

Policy 1.2.4 of the Capital Improvements Element states that the minimum drainage LOS standard for residential development requires a floor elevation of one (1) foot above the 100-year/critical duration storm elevation and 1 foot above 100 year/ critical-duration

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storm elevation or flood resistant construction for non-residential development. Any future development on this site would be required to meet this standard.

Emergency Services

Policy 1.2.5 (a) of the Capital Improvements Element states that the LOS standard for fire services in the urban service area is as follows:

- Initial unit response within 4 minutes for 80% of all responses within 12 months.
- Fire protection service level of ISO (Insurance Service Office) Class Protection 4 or better.
- Development shall provide 100% of water supply from hydrants.

All development will be required to meet these standards at the time of development plan approval.

Solid Waste

Policy 1.2.4 (c) of the Capital Improvements Element states that the minimum level of service standard for solid waste disposal used for determining the availability of disposal capacity to accommodate demand generated by existing and new development, at a minimum, shall be 0.8 tons per person per year. LOS standards for solid waste will not be exceeded by this request.

Schools

The proposed land use amendment authorizes up to 2,405 multifamily and 95 single family residential units. This would potentially generate up to 229 elementary/78 middle/80 high school students, as shown below in Table 1. The Alachua County School Board has reviewed this application and concluded that elementary, middle and high school levels can be reasonably accommodated during the 5, 10 and 20 year planning period through planned capacity enhancement and management practices.

Table 1: Celebration Pointe TOD – Projected Student Generation at Buildout

	Elementary	Middle	High	Total
Single Family	95			
Multiplier	0.14	0.06	0.08	0.28
Students	13	6	8	27
Multi Family	2,405			
Multiplier	.09	.03	.03	0.15
Students	216	72	72	360
TOTAL	229	78	80	387
2018 Student Generation Multipliers				

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Recreation

The proposed land use amendment would allow up to 2,405 multifamily and 95 single family residential units. This request, if approved, will not negatively affect the level of service for recreational needs.

Effect on Public School Capacity

Elementary Schools

The Celebration Pointe TOD is situated in the Southwest Alachua County Concurrency Service Area. The Southwest Alachua County Concurrency Service Area West Urban Concurrency Service Area (CSA) currently contains seven elementary schools with a combined permanent capacity of 4,002 seats. The current enrollment is 4,726 students representing 118% utilization compared to an adopted LOS standard of 100%.

Urban development is expected within the Southwest Alachua County Concurrency Service Area and Additional elementary capacity have been planned to serve projected growth within the Southwest Alachua Concurrency Service Area. During the next five years, 1,164 additional permanent seats will be added resulting in a projected utilization of 94%. Under the 10 Year Strategic Plan, an additional 252 permanent seats will be added within ten years resulting in a projected utilization of 89%.

The Celebration Pointe TOD is projected to generate 229 elementary students at buildout. Capacity and level of service projections indicate that this demand can be reasonably accommodated during the ten year planning period.

Middle Schools

The Celebration Pointe TOD is situated within the Kanapaha Concurrency Service Area. The Kanapaha Concurrency Service Area contains one middle school with a permanent capacity of 1,190 seats. The current enrollment is 1,140 students representing 96% utilization compared to an adopted LOS standard of 100%. This utilization rate is projected to remain relatively constant during the next ten years. No additional permanent capacity is planned during the next years.

Student generation estimates for the Celebration Pointe TOD indicate that 78 middle seats would be required at buildout. Capacity and level of service projections indicate that this demand can be reasonably accommodated.

High Schools

The Celebration Pointe TOD is situated in the Buchholz Concurrency Service Area. The Buchholz Concurrency Service Area currently has a permanent capacity of 2,253 seats. The current enrollment is 2,322 students representing 103% utilization compared to an adopted LOS standard of 100%. This utilization rate is projected to remain constant during

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until new permanent capacity can be added.

Under the 10 year Strategic Plan, 200 permanent seats will be added within ten years. With this addition, the projected utilization is 93%

Student generation estimates for the Celebration Pointe TOD indicate that 80 high seats would be required at buildout. Capacity and level of service projections indicate that this demand can be reasonably accommodated during the ten year planning period.

Summary Conclusion

Students generated by the Celebration Pointe TOD at the elementary, middle and high school levels can be reasonably accommodated during the ten year planning period.

Effect of Amendment on Affordable Housing

The proposed Comprehensive Plan amendment includes the possibility of converting non-residential square footage into residential units. The amendment is expected to have a limited effect on the provision of affordable housing within Alachua County but with the possibility of additional units, the land and infrastructure basis cost per unit should be reduced.

Staff Recommendation

Staff recommends that the Board of County Commissioners **adopt CPA-01-21, with the following changes to Objective 1.9, FLUE as proposed by staff.**

1. **Policy 1.9.1 (a)** ~~Allowed 750 square feet of non-residential land uses for every dwelling unit. Allowed 2,000 dwelling units and 1.5 million square feet of nonresidential uses. Upon entering into an agreement with the County that guarantees 10% of additional units over 2,000 are affordable to households earning up to 50% of the Area Median Income, an additional 500 units may be approved. Additional units over 2,000 will require a reduction of 750 sq. ft. of non-residential per dwelling unit. The maximum number of permitted units shall not exceed 2,500. Notwithstanding Policy 1.9.2(c), additional development beyond 2,000 units may be located anywhere within the development.~~
2. **Policy 1.9.1. (g)** ~~Allowed a multisport and entertainment events center. The events center shall be considered a civic use and shall not have a maximum building footprint size. The multisport floor area and ancillary facilities such as locker rooms, offices and restrooms shall not be calculated toward the total non-residential square footage allowance for the development. The events center shall be located within the village center and the front of the center shall be screened along the~~

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pedestrian promenade by buildings with various permitted uses, except for the venue entrance. Public pedestrian entrances are not required along the sides and rear of the events center. Non-commercial wall murals may substitute for otherwise required glazing or architectural articulation and material change requirements. Off-street areas for service delivery and pick-up, drop-off and loading zones shall be exempted from shading requirements.

3. **Policy 1.9.2 (f)** Densities of residential uses and intensity of non-residential uses that encourages walking, bicycling, micromobility devices, low speed electric ~~transport such as bikes~~, vehicles such as, golf-carts, ~~Segways~~, trolleys, autonomous transit shuttles and short vehicular trips.
4. **Policy 1.9.2 (h)** A centrally located multimodal center that allows for bike, micromobility, and car share programs, a park and ride, drop-off and loading areas for ride share programs, transit and autonomous transit, charging stations for electric vehicles, bikes and personal e-transport, and structured parking to promote a park-once environment.
5. **Policy 1.9.3 (c)** Buffers within the development and along external boundaries are only required when adjacent to external single family detached dwellings on individual lots, or as required for outdoor storage. Arterial and collector road buffers for SW 45th St., SW 43rd St. and SW 32nd Rd. are not required.
6. **Policy 1.9.3 (p)** Mini-storage land uses are prohibited within the VC. Mini-storage uses are permitted within the TSA and outside the TSA so long as they are located along the periphery. The square footage of mini-storage units shall be excluded from allowable non-residential development.

Bases

1. **Objective 1.7 of the Future Land Use Element (Transit Oriented Development)** states [that the objective of a TOD is]: *To provide for compact, mixed-use, pedestrian and bicycle friendly communities designed with the densities and intensities needed to support transit service, reduced per capita greenhouse gas emissions and enable an individual to live, work, play and shop in a community without the need to rely on a motor vehicle for mobility.*

As proposed by staff, Objective 1.9 provides for a compact, mixed-use, pedestrian and bicycle friendly community. Proposed density and intensity levels are sufficient to support transit service. Proposed Policy 1.9.1(a) allows the possibility for non-residential development to be converted to dwelling units, thereby further increasing residential density in the TOD. The proposed mix of uses creates a

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community where individuals can live, work, play and shop without relying on motor vehicles as a means for mobility.

2. **Policy 1.7.5 of the Future Land Use Element** states: *A balanced mixture of uses shall be provided to create activity throughout the day and allow individuals to live, work and play in the same community without having to rely solely on a motor vehicle for mobility, thereby allowing a reduction in per capita greenhouse gas emissions.*

The policies related to the Celebration Pointe TOD Village Center as proposed by staff provide a defined, compact area served by transit and offering multiple destinations and reasons for pedestrians and bicyclists to visit. The inclusion of a multisport and entertainment event center civic space within the Village Center will further bolster the vibrancy of this area throughout the day and enable individuals to live, work, play and shop within the TOD without reliance on motor vehicles.

3. **Policy 1.6.2 of the Economic Element** states that *“The County shall promote reduced work to home commuting distances through encouragement of Traditional Neighborhood and Transit Oriented Developments and compact, mixed-use Activity Centers.”*

The proposed amendment will promote reduced commuting times within the mixed-use TOD.

4. By amending parcel 06800-006-002 from Tourist/Entertainment and portions of the vacated right-of-way within parcel 06820-002-000 from Recreation and Medium Density Residential (greater than 4, up to 8 dwelling units/acre) to Mixed Use, these areas will be able to implement the policies of the Celebration Pointe Mixed Use land use category.
5. **Policy 1.4.1 of the Future Land Use Element** states: *The use of proven, innovative concepts for residential development such as TND and TOD are strongly encouraged.*

Objective 1.9 as recommended by staff encourages the use of proven, innovative concepts for residential development as found in TOD.

Staff Comments

Department of Environmental Protection: No comments.

Department of Public Works: No comments.

Transportation: No comments