



Alachua County

Board of County Commissioners

Staff Report

Project Number: DR22-000001

Preliminary Development Plan Review for Jonesville Business Park Planned Development Traditional Neighborhood Development

SUBJECT: Jonesville Business Park PD TND

DESCRIPTION: TND with maximum 554 multi-family units and 10,000 sf non-residential; 166 group housing units

AGENT/APPLICANT: JB Pro., Inc.

PROPERTY OWNER: Jonesville Development LP; Steeplechase (I&II) Surfacewater Management

PROPERTY DESCRIPTION:

Location: 300 through 700 blocks east of NW 143rd Street and north of NW 2nd Lane

Parcel Numbers: 04341-005-000, 04341-001-010, 04341-002-000, 04341-002-001

Land Use: Office/Business Park; Jonesville Activity Center

Zoning: Planned Development (PD)

Acreage: 68.20

CHRONOLOGY:

Related Zoning: ZOM-10-19

Application Submitted: 03/07/2022

Insufficiency Reports Sent: 03/29/2022; 06/28/2022

Application Resubmitted: 06/06/2022; 08/01/2022

Sufficiency Determination: 09/21/2022

BoCC Hearing: 10/25/2022

STAFF RECOMMENDATION: Approval with condition of the Preliminary Development Plan and Resolution DR-22-47

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DESCRIPTION OF PROPOSED PLAN:

The Preliminary Development Plan consists of a Traditional Neighborhood Development and Group Housing development within an existing Planned Development.

The Jonesville Business Park Planned Development (PD) is an existing mixed-use PD located north of Newberry Road near the intersection of NW 143rd Street. The approximately 92-acre PD consists of commercially developed properties along Newberry Road that include a bank, Walgreens, Ace Hardware, and a Publix Shopping Center. The regional offices for Campus USA Credit Union are also located along Newberry Road. The remainder of the PD (approximately 65 acres) remains undeveloped except for stormwater management facilities that serve the overall PD.

The overall Planned Development was first approved in 1998 and has been amended a few times since then to add parcels and change entitlements. The most recent PD amendment was in 2019. The amendment reduced the overall commercial/retail square footage, increased the allowed residential units, and had a provision for 166 group housing units. This amendment also required the remainder of the unbuilt portion of the PD to develop consistent with Traditional Neighborhood Design standards.

The approved Zoning Master Plan provides for maximum allowed entitlements for different parcels within the PD. The proposed Preliminary Development Plan includes the "TND Parcel B" sections, as well as the GH Parcel D (Group Housing), and OS parcel E (Open Space). These comprise the unbuilt portion of the overall Planned Development north of NW 2nd Lane.

The TND portion of the proposed development at full build-out will consist of a maximum of 554 multi-family units and a maximum of 10,000 sf of non-residential uses; the group housing portion will have a maximum of 166 group housing units.

The surrounding area includes subdivisions to the north and east (Strawberry Fields, Tara Greens, Arbor Greens) and large lots to the west across NW 143rd Street.

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Figure 1: Project Area

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 Office/Business Park on the Future Land Use Map 2020 and is also within the Jonesville Activity Center.

Policy 1.6.1 states that Traditional Neighborhood Development shall be allowed in areas designated on the Future Land Use map for Urban Residential Densities and Activity Centers within the Urban Cluster; at least 15 acres in size and allowed through the

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development review process consistent with the Comprehensive Plan and Land Development Regulations.

Policy 2.2.9(a)1 states that it is the intent of the (Jonesville) activity center to promote the area around the intersection of Newberry Road (SR 26) and SR 241 (NW 143rd Street) as a low intensity employment oriented focal point. In doing so, it should be developed as a mixed-use center allowing for general land use classifications as identified on the activity center map. The approved PD does allow for a mix of uses including residential (554 units plus 166 units of group housing), business park (100,000 sf) and commercial (122,622 sf) for the entire PD.

Policy 2.2.9(a)2 states, in part, that development of areas designated for office/business park or shopping center shall be in the form of a planned development (PD). Such an application shall show a detailed plan including stormwater management, buffering and an internal/external traffic circulation plan and other appropriate design features. The approved Zoning Master Plan (ZMP) for the PD contains all of the elements listed in this policy.

Policy 1.6.5 also stipulates certain densities and intensities for Traditional Neighborhood Developments. These were evaluated in light of the history of the PD entitlements and the existing development with the most recent PD amendment. The approved PD allows for a maximum of 554 units to be within the TND portion, 10,000 sf non-residential uses, and 166 group housing units.

UNIFIED LAND DEVELOPMENT CODE:

ZONING DISTRICT AND USE REGULATIONS

Sec. 405.04 *Permitted uses and development requirements for activity centers* requires all new development 25 or more acres and more than 150 units to develop as a TND consistent with Chapter 407, Article VII. Amendments to existing PDs are allowed notwithstanding this requirement if the revisions do not constitute a modification (increase or decrease) of greater than 25% of the total residential units or nonresidential square footage. The most recent amendment to the Jonesville Business Park PD was greater than this alteration and so therefore the remainder of the unbuilt portion must develop consistent with the TND standards.

The most recent PD amendment (ZOM-10-19; Resolution Z-19-12) included the following conditions:

1. The development within the Jonesville Business Park Mixed-use PD shall be consistent with the permitted uses and design guidelines of the zoning master

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- plan specified on and adopted with these PD conditions.
2. Outdoor storage of materials and bulk storage of hazardous materials shall be prohibited.
 3. The developer shall dedicate a ten-foot strip of land the length of the property adjacent to the right-of-way along County Road 241 and construct a 6-foot-wide sidewalk connecting to existing sidewalks to the north and south. The development may claim an impact fee credit for the R/W dedication.
 4. Pedestrian and bicycle facility connections to surrounding developments shall be required. The location of these facilities to be determined during the development review process.
 5. A single financial institution with a drive-through facilities is permitted within parcel 'C'.
 6. Parcels B, D, E & F shall develop consistent with the TND standards in ULDC Chapter 407, Article VII.

The proposed Preliminary Development Plan notes a 10-foot-wide right-of-way dedication along CR 241 (NW 143rd Street); provides pedestrian and bicycle connectivity the north and south; and the relevant parcels are proposing development consistent with TND standards consistent with condition 6. The details of these requirements will be reviewed with the Final Development Plan.

The Preliminary Development Plan is consistent with the approved Planned Development Zoning Master Plan and Resolution

NATURAL AND HISTORIC RESOURCES PROTECTION

Conservation Areas

The Conservation Management Area (CMA) includes a sinkhole and buffer. The sinkhole feature is incorporated into an existing stormwater system that treats stormwater from the properties to the south. Water within the retention basin can discharge into the sinkhole via a concrete weir. A large headcut has developed immediately downstream of the overflow weir where the stormwater can discharge into the sink area, and a narrow (one foot wide) unvegetated channel leads from the headcut to the center of the sink. There is a large opening in the center of the sinkhole with exposed limestone along the edges. The buffer extends 60 feet from the outer contours of the sinkhole and includes the extent of the forested area with native trees and vegetation; beyond the 60-foot buffer has been previously impacted for agriculture and is all fallow field. As such, the Environmental Protection Department finds that the 60-foot buffer is sufficient to protect the feature (Sec. 406.91, *Significant geologic features – alternative compliance*). In addition, any future modifications or expansions to

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the southern retention basin must occur outside of the CMA.

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.

The Conservation Management Area discussed above is 1.14 acres and is designated as primary Open Space.

The approved Zoning Master Plan provides for a contiguous Open Space area in the northeast area of the property. The Preliminary Development Plan demonstrates consistency with this and provides 6.55 acres of Open Space in this area. A multi-use path will be provided within the Open Space that will connect to an existing multi-use path in the Tara Greens subdivision to the north and to the street network of the subject property. There will be additional common areas throughout the development as well.

Tree Preservation

ULDC 406.12 (a) *Development Applications* requires that a minimum of five percent of existing tree canopy be preserved within TNDs. The subject property is largely pasture with clusters of trees around the perimeter of the property. The Tree Preservation Plan (Sheet C3.0) demonstrates that 8.16 acres, or 78.16 percent, of the existing tree canopy will be preserved. Some encroachment into this area may be allowed during Final Development Plan review as long as the required minimum 5% retention is maintained.

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There is one 72-inch dbh oak tree on the eastern edge of the Open Space area that will be completely protected and prioritized to be retained in the 5%.

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 the Village Center Block E. Details of the location and type of Central Point (plaza, architecturally significant feature, etc.) 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 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 Jonesville Business Park PD TND has both a Village Center and Transit Supportive Area. 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 Jonesville Business Park PD/TND will have both a Village Center and Transit Supportive Area, and the blocks are designated accordingly on Sheet C4.0.

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(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. Previous 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 11.27% percent of open space. 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. The Village Center Blocks that are between 1,300 and 2,000 linear feet will provide parking interior to the block with the Final Development Plan, consistent with Sect. 407.68 (a) *Block perimeter*. The Village Center blocks that are between 2,000 and 2,700 linear feet provide a 10-foot-wide multi-use-path interior to the block as provided for in Sec. 407.68 (a)(3). These blocks will also provide parking interior to the block.

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. A small portion of the northern project boundary is adjacent to a single family detached residential subdivision (Strawberry Fields). A 50-foot-wide buffer is proposed adjacent to this subdivision. Details of this buffer will be reviewed with the Final Development Plan. No other buffers are required for this development.

GENERAL DEVELOPMENT STANDARDS

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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 would be allowed for a TND. **The proposed Preliminary Development Plan for Jonesville Business Park PD/TND provides for a maximum of four stories.**

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

Detailed stormwater calculations are required as an element of the Final Development Plan. There are two existing stormwater management facilities within the project area. Additionally, two stormwater management facilities are proposed in the southwest portion of the site, and one is proposed in the northwest portion. Basins 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

Connections to this project will be from NW 2nd Lane (two connections), NW 143rd Street and NW 140th Drive to the north (Tara Greens subdivision). Ten feet of right-of-way will be dedicated along NW 143rd Street with the Final Development Plan.

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 Sec. 407.125.3 *Multi-modal transportation mitigation program*. The MMTM agreement must be adopted by the Board of County Commissioners prior to approval of the Final Development Plan.

Public School Facilities

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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 and adjacent School Concurrency Service Areas (SCSA). This capacity determination dated 08/26/2022 is based on findings that this project will require 33 elementary school student stations in the Southwest Alachua SCSA, 17 middle school student stations in the Kanapaha SCSA, and 17 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 402.130(b) of the ULDC. The Preliminary Development Plan for Jonesville Business Park PD/TND will be valid for 10 years from the date of approval by the Board of County Commissioners, which is October 11, 2032.

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 **Jonesville Business Park Planned Development Traditional Neighborhood Development (TND)**, Resolution DR-22-47

Comments to be addressed with Final Development Plan:

1. A deed restriction document for the Conservation Management Area (CMA) must be submitted with the final site plan application for review by the County Attorney’s Office and EPD. Staff will provide language for a condition of approval

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regarding timing of both approval and recording of the deed restriction during review of the Final Development Plan. The final document should include a legal description and surveyor's sketch of the CMA as attachments (Sec. 406.103, ULDC).

2. The final version of the Open Space Management Plan will need to include the location of trails, signs, access points, and fences for the CMA. The perimeter of the conservation management area shall be permanently identified with uniform signs that identify the area as protected conservation area [Sec. 406.103(d)]. In addition, please include a signage detail drawing. An example of acceptable wording is provided below: CONSERVATION MANAGEMENT AREA/EASEMENT No dumping, land clearing or other disturbances to native soils or vegetation permitted beyond this point. Call the Alachua County Environmental Protection Department for further information regarding this habitat.
3. With your final development plan application, please include a description of how the CMA will be permanently marked. The markers shall be installed prior to issuance of the initial certificate of occupancy. (Sec. 406.103, ULDC)
4. Plat notation for the CMA will be required at final plat submittal. See Section 406.103(b), ULDC for example.
5. While a draft Open Space Management Plan was provided at preliminary, staff will provide specific OSMP comments at final once more detailed plans are provided. The plan may need to be revised to reflect Jonesville Business Park's unique open space requirements, including management of the CMA area.
6. Due to proximity of the sinkhole to the southernmost basin, additional geotechnical investigation will be required for final approval. With your Final Development Plan submission, provide additional geotechnical analysis to determine if voids, cavities, channels, or similar features are present below stormwater management facilities that create significantly elevated risk of solution feature formation or basin collapse. Analysis shall utilize professionally acceptable methods including, but not limited to, ground penetrating radar and/or electrical resistivity imaging. If such features are present, risk shall be reduced or eliminated through relocation of basins, redesign of basins, or through special remediation techniques, as appropriate.
7. At the pre-application meeting, it was mentioned there are 6 wells on site and the applicant may want to keep some for irrigation. Please identify which wells are to be used for irrigation with your final development plan. For the remaining wells,

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please note proper abandonment through the SRWMD will be required prior to issuance of a construction permit (§406.68, ULDC).

8. As discussed in the pre-application meeting, once the Division of Historical Resources evaluates the site and provides their recommendation as to whether a cultural resource survey is required to SRWMD, please forward the response to EPD. If a resource assessment is required, it should be submitted with your final development plan application.