



# **Alachua County – Growth Management Staff Report**

## **Application CPA-05-19**

### **Application Details**

#### **Staff Contact**

Mehdi J. Benkhatar

#### **Staff Phone Number**

352-374-5249 ext. 2361

#### **Local Planning Agency Hearing Date**

November 20, 2019

#### **Board of County Commissioners Transmittal Hearing Date**

December 10, 2019

### **Project Timeline**

- Submitted: August 22, 2019
- Staff Report Distributed: November 13, 2019
- Local Planning Agency Hearing: November 20, 2019

### **Requested Action**

A request to amend the future land use designation from Institutional to Medium-High Density Residential (greater than 8, up to 14 dwelling units/acre). This application is related to ZOM-12-19, a request to rezone from PD (Planned Development) and R-1a (residential, 1 to 4 dwelling units/acre) to R-2a (residential, 8 to 14 dwelling units/acre).

### **Applicant/Agent**

JBrown Professional Group, Inc.

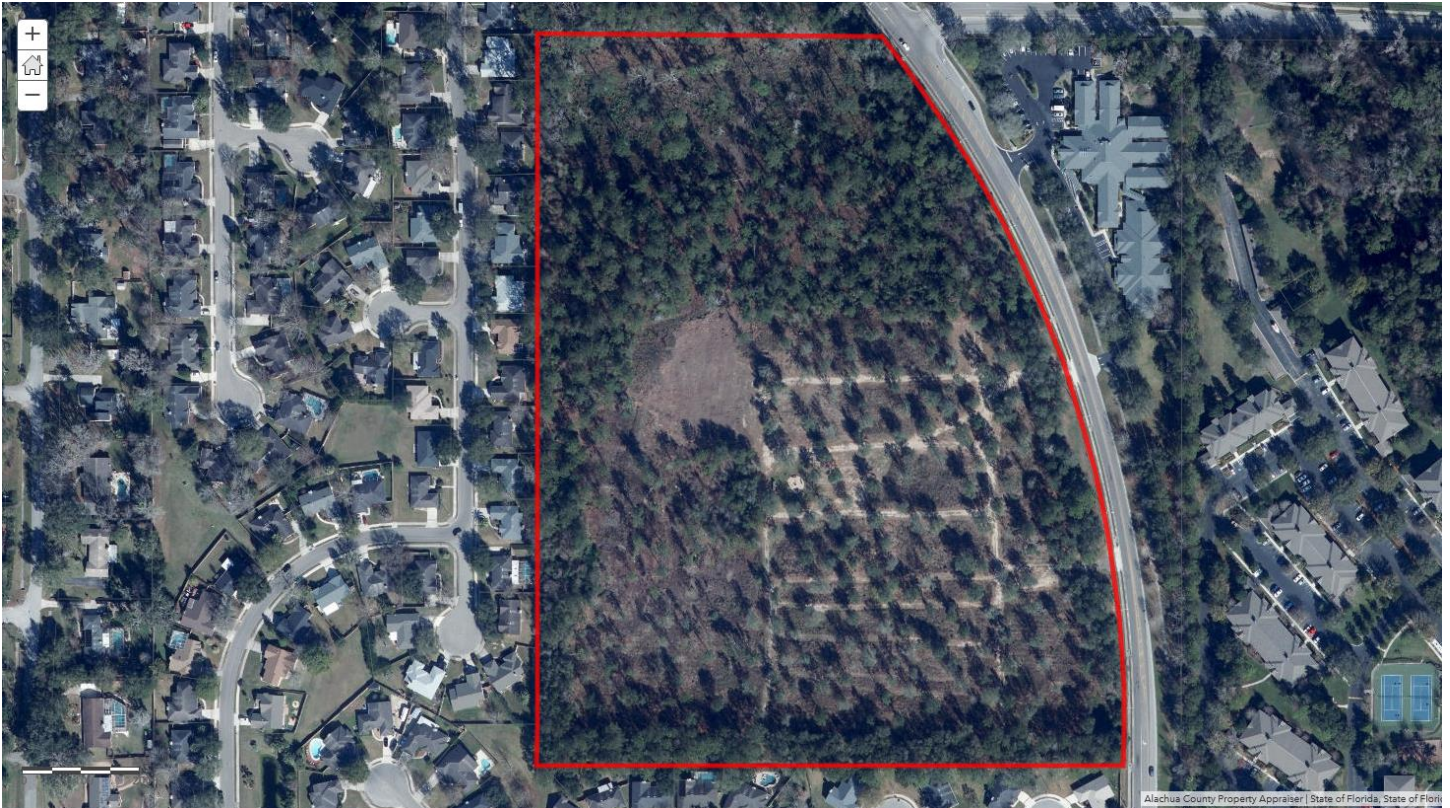
### **Staff Recommendation**

Staff recommends that the Board of County Commissioners **transmit CPA-05-19**.

## Local Planning Agency Recommendation

The Local Planning Agency recommended (5-2) that the Board of County Commissioners approve (i.e. approval transmittal to DEO) CPA-05-19 with the bases as listed in the staff report.

## Background



*Figure 1: Aerial map of site*

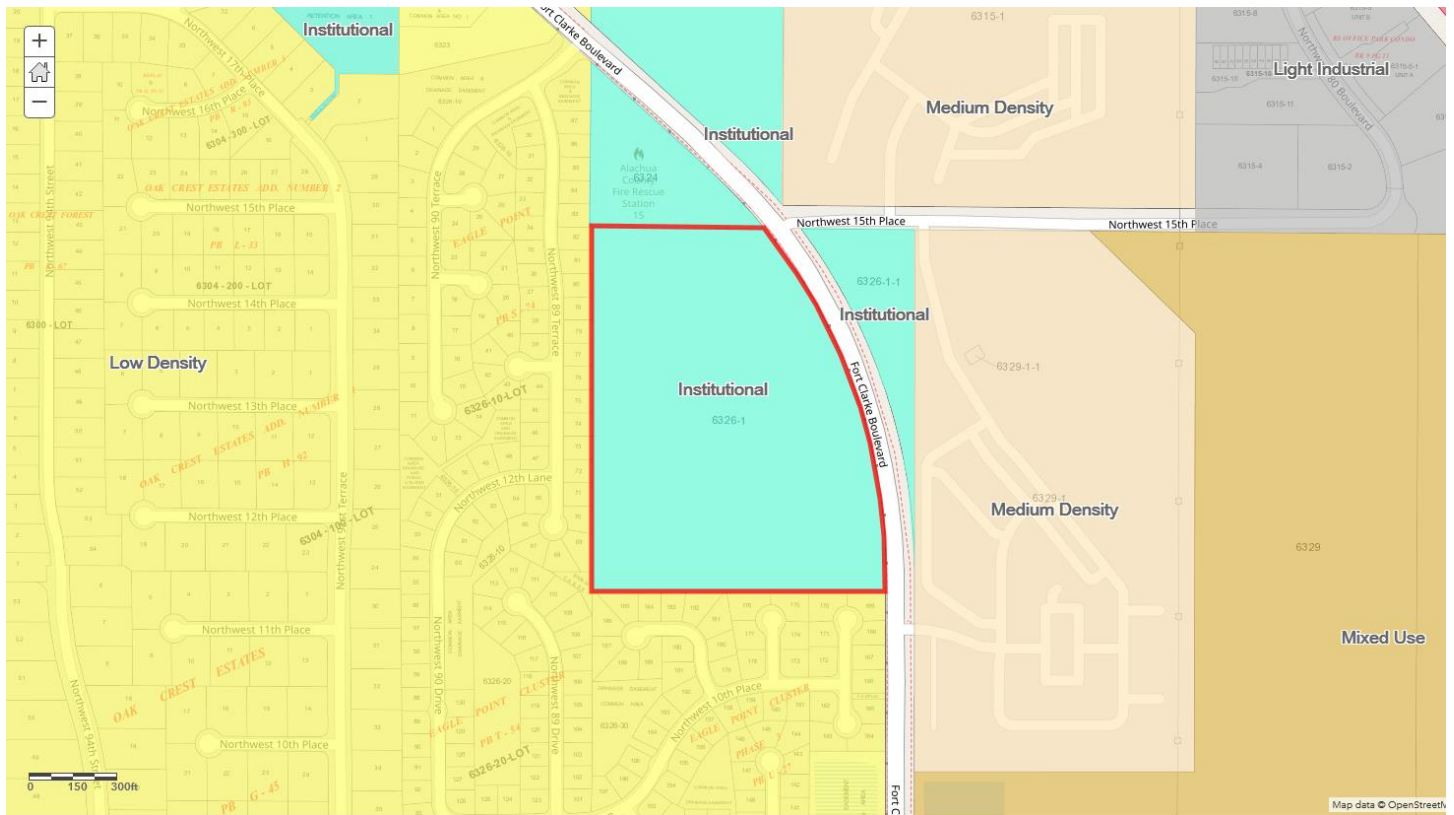


Figure 2: Future Land Use Map

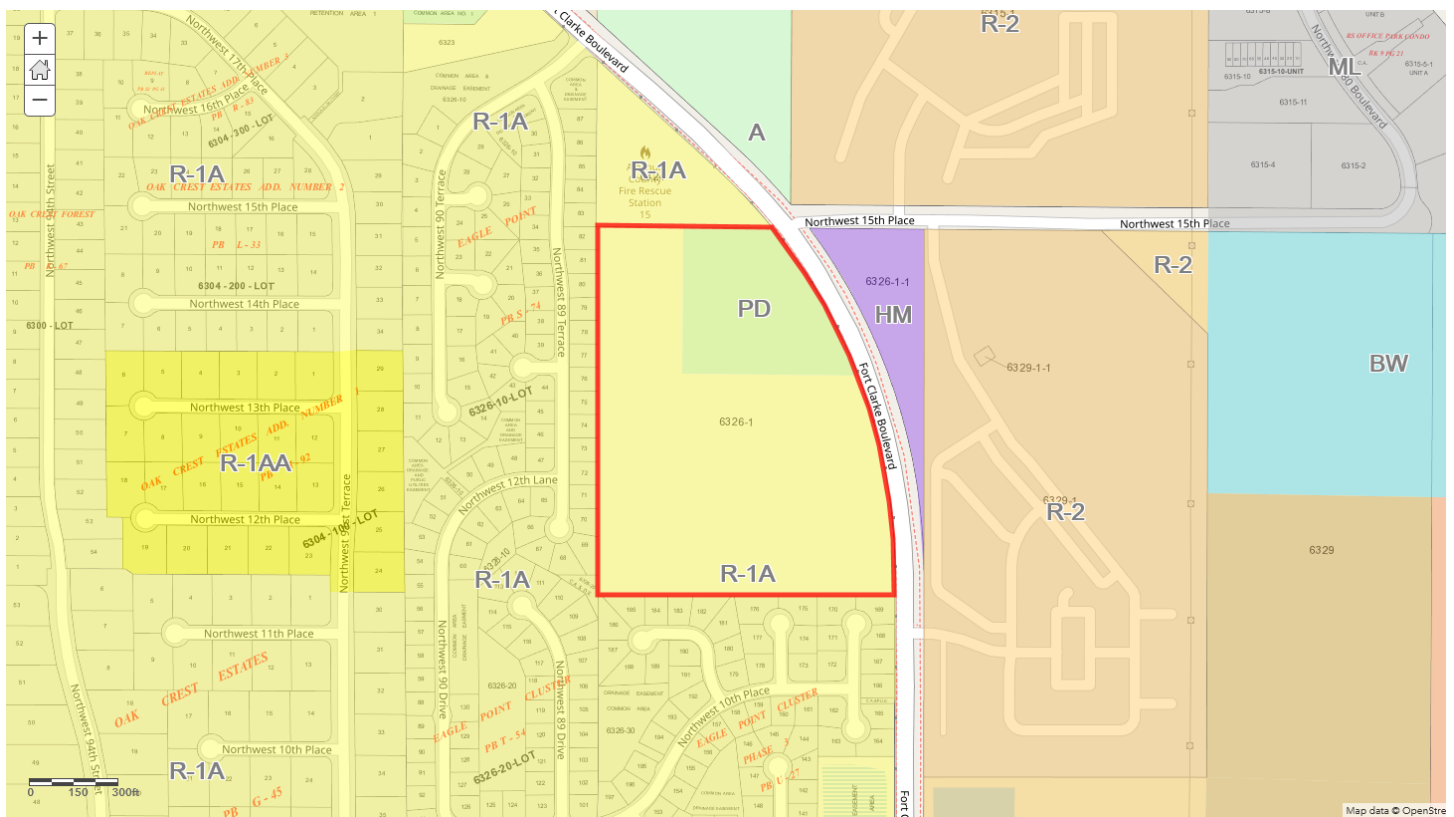
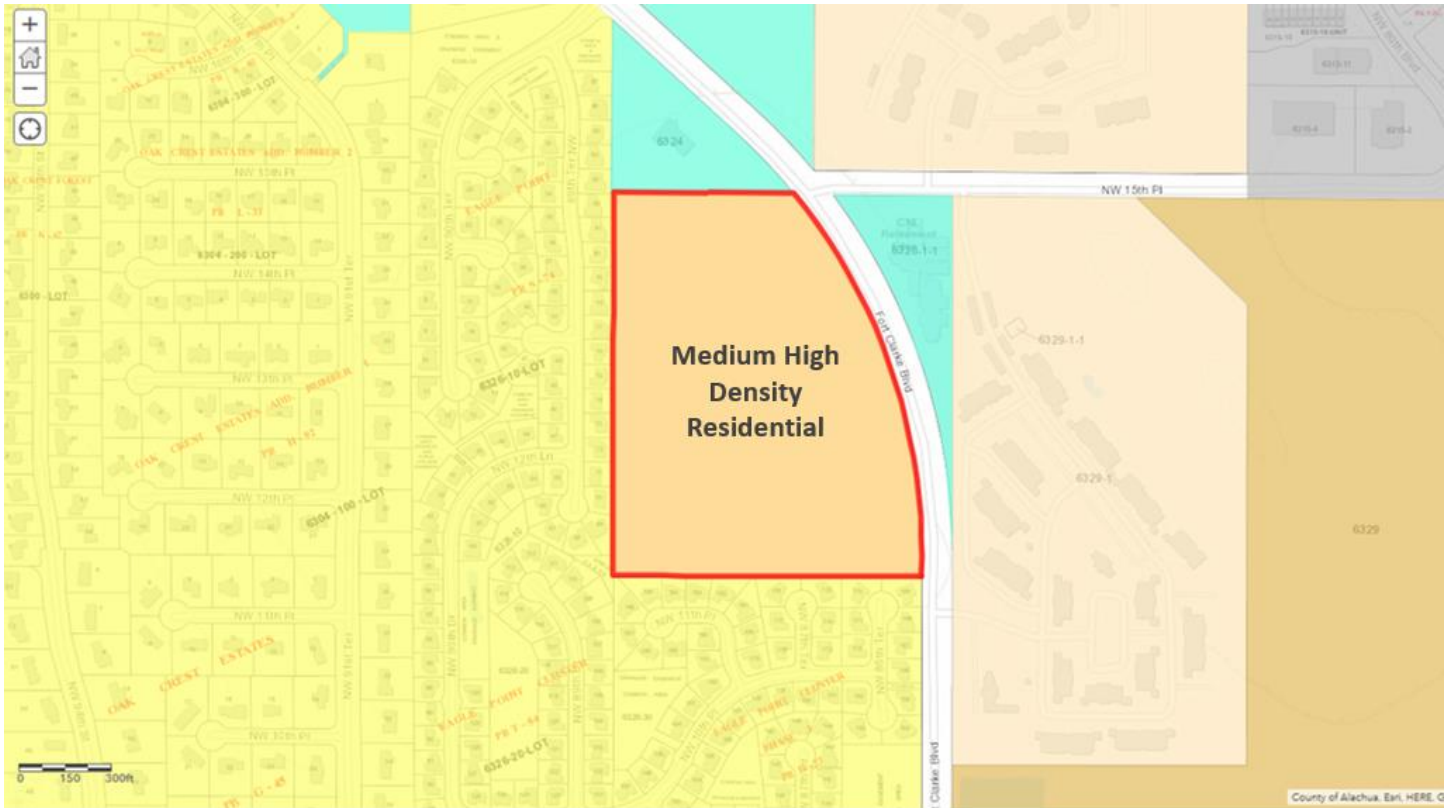


Figure 3: Zoning Map





*Figure 4: Proposed Future Land Use Map*

This application is a request to amend the future land use designation from Institutional to Medium-High Density Residential (greater than 8, up to 14 dwelling units/acre) on a parcel that is approximately 25.64 acres located along Fort Clarke Blvd. In conjunction with this application is the rezoning application ZOM-12-19 which is a request to rezone from the R-1a (residential, 1 to 4 dwelling units/acre) and PD (Planned Development) districts to the R-2a (residential, 8 to 14 dwelling units/acre) district. If approved, possible uses include either single or multi-family development, group housing (such as an assisted living facility) or a child/adult day care center.

The applicant's intent is to amend the land use and rezone the site in order to allow a multi-family development. However, should the application be approved, any development on site would be required to develop as a Traditional Neighborhood Development (TND) since the minimum number of units would exceed 150 units, which is the threshold for requiring TND. The TND would have particular design requirements based around a village center with higher densities and a transit supportive area surrounding the village center. The design standards serve to promote walkability and a sense of neighborhood. Additionally, TND are required to include non-residential uses

(non-residential sq. ft. based on number of proposed units) to allow for mixed-use centers to integrate into the neighborhood.

## **Consistency with Comprehensive Plan**

### **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' 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 Institutional to Medium-High Density Residential Future Land Use Designation. The Institutional Future Land Use designation allows for a varied range of uses. However, a portion was previously implemented by Planned Development zoning allowing an Assisted Living Facility with 120 units. This analysis considers development of that Assisted Living Facility, and includes an analysis of the remaining portion of the property based on the R-1a zoning designation with the understanding that a Future Land Use amendment would be required in order to develop under that zoning district.

The potential assisted living facility (ITE Land Use 254) provided for by the existing Planned Development zoning could generate 312 daily trips. This is based on 1 bed per unit. The remaining portion of the property (20.22 acres) could potentially be developed with 80 residential units if the future land use designation were changed to Low Density Residential (consistent with the existing R-1a zoning). Based on ITE, this could generate 847 daily trips. Therefore, based on this analysis, the total trip generation for the property based on the current zoning would be 1,159 daily trip.

Under the proposed Future Land Use designation at Medium-High density, the site could be developed with up to 358 residential dwelling units. Based on ITE Land Use 221 (Mid-Rise Multi-family Housing), this represents a maximum potential of 1,949 daily trips on the County's transportation network. This represents an increase of 790 daily trips, or

68%. Any development on the site will mitigate its impact on the County’s Transportation infrastructure through the County’s adopted Multi-modal Transportation Mitigation.

It should be noted that, consistent with Section 403.02.5 of the Unified Land Development Code, at the minimum density, a development on the site would be required to develop as a Traditional Neighborhood Development. Ft. Clarke Boulevard is a designated rapid transit corridor in the Comprehensive Plan. Based upon those requirements and the particulars of the site, the maximum development potential would be 410 residential units and 267,500 square feet of non-residential uses. Because of the range of uses allowed in a TND, the exact external trip generation is difficult to estimate. However, using a 50%/50% split of the non-residential to office and retail, and utilizing the ITE methodology for a mixed-use development, Staff estimates external new vehicular trips to be approximately 9,364 daily trips. This is a maximum development scenario and has not been typical for other TND projects developed in the County, which typically have closer to 300 residential units and 50,000 square feet of non-residential uses. This scenario would generate approximately 3,698 daily trips.

All new development in Alachua County mitigates its impact on the County’s transportation network through the Multi-modal Transportation Mitigation Program.

In addition, any development on the site would be required to undertake any necessary operational improvements, such as turn lanes, at the time of development. The property has two improved access points on Ft. Clarke Boulevard, neither of which currently has any auxiliary lanes. It is likely that at least one of these access points will require auxiliary lanes. These operational improvements will be the responsibility of the developer.

**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:

	<b>Peak Residential &amp; Non Residential</b>	<b>Pressure</b>	<b>Storage Capacity</b>
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<b>Potable Water</b>	200 gallons/day/du	40 p.s.i.	½ peak day volume
<b>Sanitary Sewer</b>	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. 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 0.73 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 410 multifamily residential units. This would potentially generate up to 33 elementary/12 middle/ 12 high school students. Adequate capacity exists to serve these new students. 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.

### ***Recreation***

The proposed land use amendment would allow up to 358 multifamily residential units. This request, if approved, will not negatively affect the level of service for recreational needs.

### **Policy 1.3.2.1 of the Future Land Use Element**

The proposed land use amendment is consistent with the goals, objectives, policies and adopted maps of the Comprehensive Plan. The Medium-High Density Residential land use category is one of the Urban Residential densities listed in **Policy 1.3.2.1 of the Future Land Use Element**.

The site is located within the Urban Cluster and adequate public facilities are available to serve future development. Centralized potable water and sanitary sewer lines front the site on Fort Clarke Blvd. There are bus stops for RTS service (Route #23) located at the north and south of the site. Adequate school capacity exists to accommodate either single or multi-family development at the site at the highest density (14 dwelling units/acre) of the proposed Medium-High land use category.

Existing development in the vicinity of the site include apartments, a retirement home/assisted living facility, a low density residential subdivision and a fire station. The subject property would be required to develop as a TND at even the minimum density of the proposed Future Land Use category. The properties immediately adjacent to the south and west of the property are single family lots of less than 10,000 sq ft within the Eagle Point development. Section 407.70 of the Unified Land Development Code for TND developments would require uses and lot sizes consist with an R-1a district or a 50 foot medium density buffer be provided on any new development immediately adjacent to these lots. Staff has not identified any issues related to environmental justice and/or redevelopment opportunities that would result if this land use amendment were to be approved.



The land use amendment, if approved and developed as residential, will necessitate development in the form of a Traditional Neighborhood Development (TND). Density and intensity ranges for TND are outlined in the Unified Land Development Code corresponding to Village Center, Transit Supportive and Outside Transit Supportive Areas. Future development at this site would be required to be consistent with these ranges with the highest density and majority of non-residential uses in the village center. TND design emphasizes walkability and integration of non-residential uses into a mixed-use neighborhood setting.

### **Policy 1.3.3 of the Future Land Use Element**

**Policy 1.3.3 of the Future Land Use Element** states that:

*“A range in urban residential densities should be provided with the highest densities located in or near urban activity centers and transit oriented developments, and lower densities located in outlying areas or areas of the County which have physical limitations to development.”*

The site is located within the Urban Cluster near the Oaks Mall and Santa Fe activity centers, on Fort Clarke Blvd. and not in the outlying area of the County. Fort Clarke Blvd., currently has Regional Transit System (RTS) bus service, has been designated as a Future Express Transit Corridor in the Comprehensive Plan and is suited to accommodate higher densities. Any development of the site, if this land use amendment is approved and developed as residential, will be required to develop as a Traditional Neighborhood Development (TND) as described previously in the staff report.

### **Policy 3.4.1 of the Conservation and Open Space Element** states that

*“All applications for land use change, zoning change and development approval shall be required to submit an inventory of natural resource information...”*

The applicant has submitted an inventory of natural resource information for the site. County staff from the Environmental Protection Department has conducted a review of this information and found that the proposed land use amendment is consistent with the protection of natural resources.

### **Policy 3.1.1 of the Energy Element** states

*“Promote energy efficient land use patterns through the policies of the Future Land Use Element, Transportation Mobility Element and this Element, including measures such as:*

- (a) Mix of uses;*
- (b) Transit supportive density;*
- (c) Compact growth patterns;*
- (d) Road connectivity and multimodal efficiency;*
- (e) Pedestrian and transit oriented design techniques; and*
- (f) Clustering techniques in the rural area.”*

The proposed land use amendment would necessitate a Traditional Neighborhood Development (TND) to be developed on the site. TND are mixed-use developments capable of sustaining transit supportive densities, compact growth patterns, road connectivity and multimodal efficiency and pedestrian and transit oriented design.

### **Effect of the Proposed Amendment on Affordable Housing/Fiscal Impact**

The proposed large-scale map amendment will not have an impact on the initial cost of housing or the long term cost of home ownership. Staff does not expect any fiscal impacts to Alachua County or its taxpayers.

### **Staff Recommendation**

Staff recommends that the Board of County Commissioners **transmit CPA-05-19**.

### **Bases**

1. The site of the proposed land use amendment to Medium-High Density Residential is within the Urban Cluster and in an area with multi-family and group housing developments. It is also located on a road identified in the Comprehensive Plan as a future Express Transit Corridor. **Policy 1.3.2.1 of the Future Land Use Element** designates the Medium-High Density land use as an urban residential land use.
2. Any future residential development at the site will be required to develop as a Traditional Neighborhood Development, pursuant to **Policy 1.1.5 of the Future**

**Land Use Element.** The Comprehensive Plan encourages TND within Urban Residential land use designations.

3. The site can be economically and efficiently served by existing community facilities and services such as streets, utilities, public educational facilities and public protection. Centralized potable water supply and sanitary sewer systems are available for future development at this site to connect.
4. Staff have reviewed the environmental resource assessment submitted by the applicant and has determined that the proposed amendment is consistent with the protection of natural resources on site.

## **Staff and Agency Comments**

### **Department of Environmental Protection**

No comment.

### **Department of Public Works**

No comment.

### **Transportation**

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