



# Alachua County – Growth Management Staff Report

## Application ZOM-10-19

**Staff Contact:** Gerald L. Brewington

**Staff Phone Number:** 352-374-5249 ext. 2220

**Planning Commission Hearing Date:** October 16, 2019

**Board of County Commissioners Hearing Date:** December 10, 2019

### Project Timeline

- Submitted: July 29, 2019
- Revised PD Documents Submitted: September 13, 2019
- Staff Report Distributed: October 11, 2019
- Planning Commission: October 16, 2019
- BoCC Hearing: December 10, 2019

### Requested Action

A request by JBrown Professional Group, Inc., agent, for Jonesville Plaza LLC, owner, to amend an existing PD (Planned Development) district on approximately 92.4 acres located at 415 NW 143<sup>rd</sup> Street with specific changes to parcels 04341-001-000, 04341-002-000 and 04341-001-005

**Applicant/Agent:** JBrown Professional Group, Inc.

### Staff Recommendation

Staff recommends that the Commission adopt the proposed PD amendment request with the bases and conditions as noted in the staff report

## **Background**

The Jonesville Business Park PD is an existing mixed-use PD located north of Newberry Road near the intersection of NW 143<sup>rd</sup> Street. This approximately 92 acre PD consists of commercially developed properties along Newberry Road that include a Suntrust Bank, Walgreens and a Publix Shopping Center. Also located along Newberry Road are the regional offices for Campus USA Credit Union. The remainder of the PD (approximately 65 acres) remains undeveloped save for stormwater management facilities and transportation infrastructure that serves the overall PD.

The applicant is requesting to amend the PD (including the associated zoning master plan (ZMP)) to change residential and non-residential entitlements. These specific changes are as follows:

- Reduction of permitted commercial/retail square footage from 142,622 square feet (sf) to 122,622 sf (a reduction of 20,000 sf)
- Business Park (Mixed Use) from 300,000 sf to 100,000 sf (a reduction of 200,000 sf)
- Increase of permitted residential units from 300 to 554 (an increase of 224 units)
- Provision for 166 group housing units (none presently exist)

The Jonesville Business Park lies entirely within the Jonesville Activity Center and is subject to those policies found in the Future Land Use Element (FLUE) of the Plan as well as the Plan as a whole. Along with the changes listed previously, the applicant is also submitting an amended zoning master plan (ZMP) that reflects these changes as well as updating the ZMP to be consistent with the Plan and ULDC as a whole.



**Figure 1 – Aerial View of the Subject Parcel**

## **Comprehensive Plan Consistency**

The following analysis takes into account consistency with the policies found in the Plan and the Unified Land Development Code (ULDC).

### **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 property is located within the Urban Cluster of Alachua County. Per Policy 1.1.1 of the Transportation Mobility Element, the property is within the Southwest Mobility District. The Transportation Mobility Element establishes an areawide level of service for the Mobility Districts. Transportation facilities within the Urban Cluster continue to meet established level of service standards and any development resulting from the proposed Comprehensive Plan Amendment is not anticipated to negatively impact the level of service.

Consistent with the Transportation Mobility Element, the Board of County Commissioners has adopted the Multi-modal Transportation Mitigation program to fund transportation improvement necessary to support development in the Urban Cluster. Any development on the subject property will mitigate its impacts through this program.

### **Water and Sewer**

The site is served by central water and sewer service.

### **Drainage**

**Policy 1.2.4** of the Capital Improvements Element states that the minimum drainage LOS standard for non-residential development requires a floor elevation of one (1) foot above the 100-year/critical duration storm elevation or flood resistant construction. Any development at this site will be required to meet this standard.

### **Emergency Services**

**Policy 1.2.5 (A)** states that the LOS guidelines as contained in the Fire Service Master Plan for an undeveloped Class II (suburban) area is as follows:

- Initial unit response within 6 minutes for 80% of all responses within a 12 month period;
- Water from hydrants must be at least 2,000 gallons/minute for two hours;
- If there are no hydrants, the fire company serving the district must have the capability to supply 250 gallons/minute for two hours within five minutes of arrival on the scene.

Any development at this site will be required to meet this standard at the time of development plan approval.

### **Solid Waste**

Policy 1.2.4 (C) 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. Any development at this site will not cause these minimum LOS standards to be exceeded.

### **Recreation**

The proposed amendment will not have an impact on the recreation level of service in Alachua County. Approved development shall not exceed Recreation LOS standards as found in Policy 1.2.4(b) of the Capital Improvements Element of the Plan (0.5 improved acres per 1,000 population/5.0 acres resource-based recreation per 1000 population in the unincorporated area). At present there is sufficient capacity for any proposed development. The proposed amendment is therefore consistent with Policy 1.2.4 of the Capital Improvements Element of the Comprehensive Plan.

### **Schools**

**Policy 1.1.2** of the Comprehensive Plan Public School Facilities Element requires that Alachua County shall coordinate land use decisions with the School Board's Long Range Facilities Plans over the 5-year, 10-year and 20-year periods by requesting School Board review of proposed comprehensive plan amendments and rezonings that would increase residential density. **Policy 1.1.3** states that, for purposes of coordinating land use decisions with school capacity planning, the School Concurrency Service Areas (SCSAs) that are established for high, middle and elementary schools as part of the Interlocal Agreement for Public School Facility Planning shall be used for school capacity planning. The applicant has submitted documentation regarding public schools (Public School Generation Calculation Form) that accounts for a total of 224 additional residential units in the PD (94 single family and 160 multi-family). This residential development will account for 28 additional students at the elementary school level, 11 at the middle school level and 13 at the high school level. Sufficient capacity exists within the school system to accommodate these students. The requested PD amendment will have no adverse impacts to level of service (LOS) standards identified in the Capital Improvements Element of the Plan.

## **Plan Consistency**

**Policy 2.2.9(a)1** of the FLUE 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 143<sup>rd</sup> 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 proposed 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). The proposed amendment thus fulfills the intent of this policy for the Jonesville Activity Center.

**Policy 2.2.9(a)2** of the FLUE 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 applicant has submitted a revised ZMP for the PD that contains all of the elements listed in this policy. The proposed amendment thus fulfills the intent of this policy for the Jonesville Activity Center.

**Policy 2.2.9(b)2** of the FLUE states that *all proposed development is required to be served by central water and sewer.* The proposed PD, as amended, will be served by central water and sewer service in fulfillment of this policy.

**Policy 7.1.2** of the FLUE states that *proposed changes in the zoning map shall consider:*

*a. consistency with the goals, objectives, policies and adopted maps of the Comprehensive Plan*

The proposed PD amendment is consistent with the goals, objectives, policies and adopted maps of the Comprehensive Plan. The site is located in the Jonesville Activity Center and is governed by these policies. Approval of the PD amendment is consistent with these policies.

*b. the availability and capacity of public facilities required to serve the development. When considering a rezoning, this includes availability and capacity of existing public facilities and timing of future facilities based on capital plans. Specific determinations for any exceptions to the requirement to connect to a centralized potable water and sanitary sewer system will be made at the stage of development plan review, as detailed in Policy 2.1 of the Potable Water and Sanitary Sewer Element.*

The site is located in the Urban Cluster and will be served by a centralized potable water and sanitary sewer system. This PD amendment request is not expected to result in significant impacts to the transportation network. The applicant will be required to provide MMTM mitigation per requirements for non-residential development.

*c. the relationship of the proposed development to existing development in the vicinity and considerations relating to environmental justice and redevelopment opportunities.*

Existing development in the vicinity consists of primarily of commercial uses (along Newberry Road) as well as some residential development on the periphery of the activity center. The proposed PD amendment will not introduce incompatible uses but will instead bring additional residential development within the activity center and introduce a new housing type (group housing).

- d. *those factors identified by law, including that as a general matter an applicant is not entitled to a particular density or intensity within the range of densities and intensities permitted by the Comprehensive Plan, given due consideration of legitimate public purposes relating to health, safety, and welfare.*

The rezoning does not entitle the applicant to any particular intensity within the range of uses permitted.

**Sec. 402.77** of the ULDC states that *when considering any application for rezoning, the standards and criteria listed below shall apply:*

- (a) *Consistency.*
- (b) *Compatibility.*
- (c) *Development patterns.*
- (d) *Suitability.*
- (e) *Adequate public services.*
- (f) *Access.*
- (g) *Public health, safety, and welfare.*

The proposed PD amendment will permit additional residential uses that are consistent with the mixed use land use designation for these parcels. The PD is compatible with surrounding zoning districts along the Newberry Road corridor. The majority of these are BR (Business Retail sales and service) or BH (Business highway) district. These properties contain mostly retail establishments. Properties to the north and east of the PD are residential in nature (Arbor Greens, Tara Greens, Strawberry Fields). The proposed amendments to the PD district call for a reduction of non-residential entitlements and an increase in residential entitlements (maximum 556 residential dwelling units and 166 group housing units.) This is consistent with surrounding residential development and would, if built, have direct access to shopping and other amenities in the shopping area south of NW 2<sup>nd</sup> Lane. Such residential development would be a continuation of the residential development found just outside the activity center and thus would be compatible with these uses. The site has direct access onto both Newberry Road as well as NW 143<sup>rd</sup> Street. Adequate public services are available to serve potential uses allowed in the PD. There are no negative impacts to public health, safety or welfare that would occur as a result of this rezoning.

**Sec. 405.04** 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 proposed amendment to the Jonesville Business Park PD is greater than this alteration and so therefore the remainder of the unbuilt portion must develop consistent with the TND standards.

## **Staff Recommendation**

Staff recommends that the requested PD amendment be adopted as proposed with the bases and conditions cited below:

### **Bases**

1. **Policy 2.2.9(a)1** of the FLUE 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 143<sup>rd</sup> 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 proposed 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). The proposed amendment thus fulfills the intent of this policy for the Jonesville Activity Center.
2. **Policy 2.2.9(a)2** of the FLUE 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 applicant has submitted a revised ZMP for the PD that contains all of the elements listed in this policy. The proposed amendment thus fulfills the intent of this policy for the Jonesville Activity Center.
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4. **Policy 7.1.2** of the FLUE states that *proposed changes in the zoning map shall consider:*

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The site is located in the Urban Cluster and will be served by a centralized potable water and sanitary sewer system. This PD amendment request is not expected to result in significant impacts to the transportation network. The applicant will be required to provide MMTM mitigation per requirements for non-residential development.

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**Conditions** (Note: Approved conditions will be renumbered consecutively upon adoption of final resolution. Deleted conditions are noted by a strikethrough with new conditions noted with an underline.)

1. All development within the Jonesville Business Park Mixed-Use PD shall be consistent with the permitted uses and design guidelines of the Zoning Master Plan specified on and adopted with these PD conditions.
2. Outdoor storage of materials and bulk storage of hazardous materials shall be prohibited.
3. ~~All non-residential uses shall comply with the applicable provisions of the Alachua County Hazardous Materials Management Code, and shall conform with the performance standards of the Alachua County Unified Land Development Code.~~
4. ~~Any non-residential development within the business park abutting residential development to the north and east shall establish and maintain a medium density buffer of at least 50 feet in width.~~
5. ~~Development shall be phased consistent with Jonesville Activity Center policies relating to traffic as specified in Policy 2.5.9.3. To insure consistency, a traffic impact analysis and traffic circulation plan shall be submitted for review and approved prior to application for final development plan approval.~~
6. ~~All necessary transportation improvements shall be assured by the developer by development agreements or other methods consistent with Jonesville Activity Center policies and in place prior to the issuance of any certificates of occupancy.~~
7. ~~The PD is eligible to utilize the existing Preliminary Certificate of Level of Service Compliance for Transportation until January 24<sup>th</sup>, 2018 per the Extension granted October 5<sup>th</sup>, 2011. After that date, any remaining development plan applications will be required to demonstrate compliance with ULDC 407.118(c)5 or enter into a Multi-Modal Transportation Mitigation Agreement with the County.~~
8. ~~All streets shall be constructed to the design parameters of the Alachua County Corridor Design Manual and the construction standards of the Alachua County Unified Land Development Code.~~
9. ~~The final location of internal roadways, stormwater management facilities and building configurations may be slightly adjusted to minimize the impacts to adjacent properties and natural features.~~
10. ~~The proposed access points along County Road 241 must be reviewed and approved by the Alachua County Public Works Department.~~
11. 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 Developer may claim an impact fee credit for the R/W dedication.

12. Pedestrian and bicycle facility connections to surrounding developments shall be required. The location of these facilities to be determined during the development review process.
13. ~~Geotechnical data relevant to geological features shall be submitted to the Development Review Committee to determine which, if any, are appropriate for use in a stormwater management system. Significant geological features such as active or open sinks, should they exist, will be afforded conservation status consistent with Conservation and Open Space Policy 4.4.4.~~
14. A single financial institution (with or without drive-through facilities) is permitted on Parcel 'C' only.
15. Parcels B,D,E & F shall develop consistent with the TND standards in ULDC Chapter 407, Article VII.

### **Staff and Agency Comments**

**Department of Public Works:** No comments

**Department of Environmental Protection:** No comments

**Transportation Planning:** No comments