



Alachua County – Growth Management Staff Report

Application ZOM-12-19

Application Details

Staff Contact

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Staff Phone Number

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Planning Commission Hearing Date

November 20, 2019

Board of County Commissioners Hearing Date

February 25, 2020

Requested Action

A request to rezone from the PD (Planned Development) and R-1a (residential, 1 to 4 dwelling units per acre) district to the R-2a (residential, 8 to 14 dwelling units per acre) district.

Property Owner

Fourteenth Street Church of Christ

Property Description

Address: 1404 Fort Clarke Blvd.

Parcel Number: 06326-001-000

Section/Township/Range: 32/9/19

Land Use: Institutional

Zoning: PD & R-1a

Acreage: 25.64

Previous Requests

ZOM-14-99 (rezoning 6-acre portion of site from R-1a to PD for an assisted living facility)

Zoning Violation History

None.

Applicant/Agent

JBrown Professional Group, Inc.

Project Timeline

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

Staff Recommendation

Staff recommends that the Board of County Commissioners **approve** ZOM-12-19 with the bases as listed in the staff report (if CPA-05-19 is approved).

Planning Commission Recommendation

The Planning Commission recommended (5-2) that the Board of County Commissioners **approve** ZOM-12-19 with the bases as listed in the staff report.

Background

This application is a request to rezone from the PD (Planned Development) and R-1a (residential, 1-4 dwelling units/acre) zoning districts to R-2a (residential, 8-14 dwelling units/acre) district on a parcel approximately 25.64 acres located along Fort Clarke Blvd. If approved, the site would allow possible uses that include either single or multi-family development, group housing (such as an assisted living facility) or a child/adult day care center. If the site is developed as residential it would be required to be designed as a Traditional Neighborhood Development (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.

This rezoning request is related to a large scale comprehensive plan amendment (CPA-05-19) that would change the existing land use from Institutional to Medium High

Density Residential (greater than 8, up to 14 dwelling units/acre). Therefore, if CPA-05-19 is approved, the requested zoning district R-2a would implement the new land use.

A previous rezoning application on part of the site dates to 1999, when a planned development was approved for an assisted living facility (ALF); however, this was never developed and the site remains vacant.

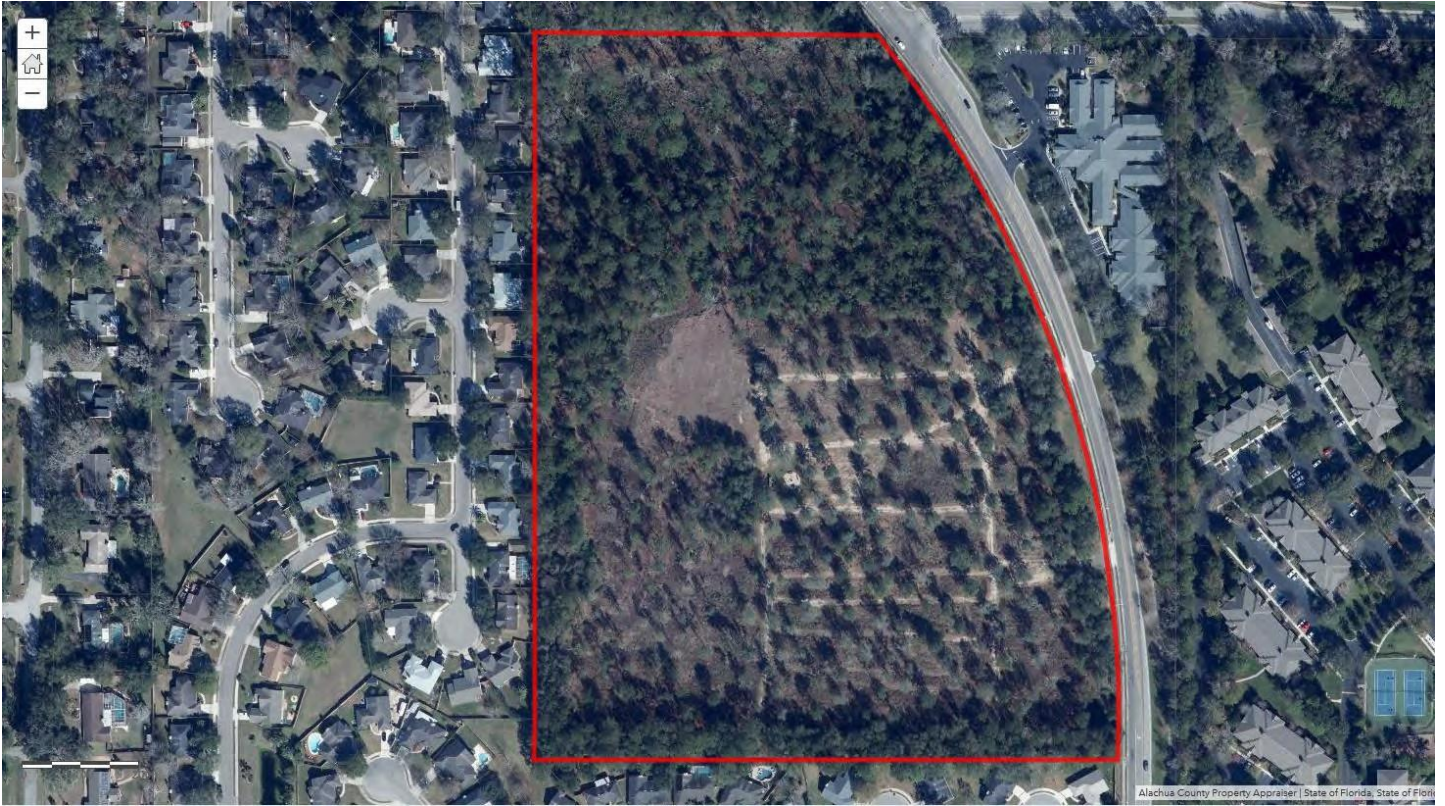


Figure 1: Aerial map of site

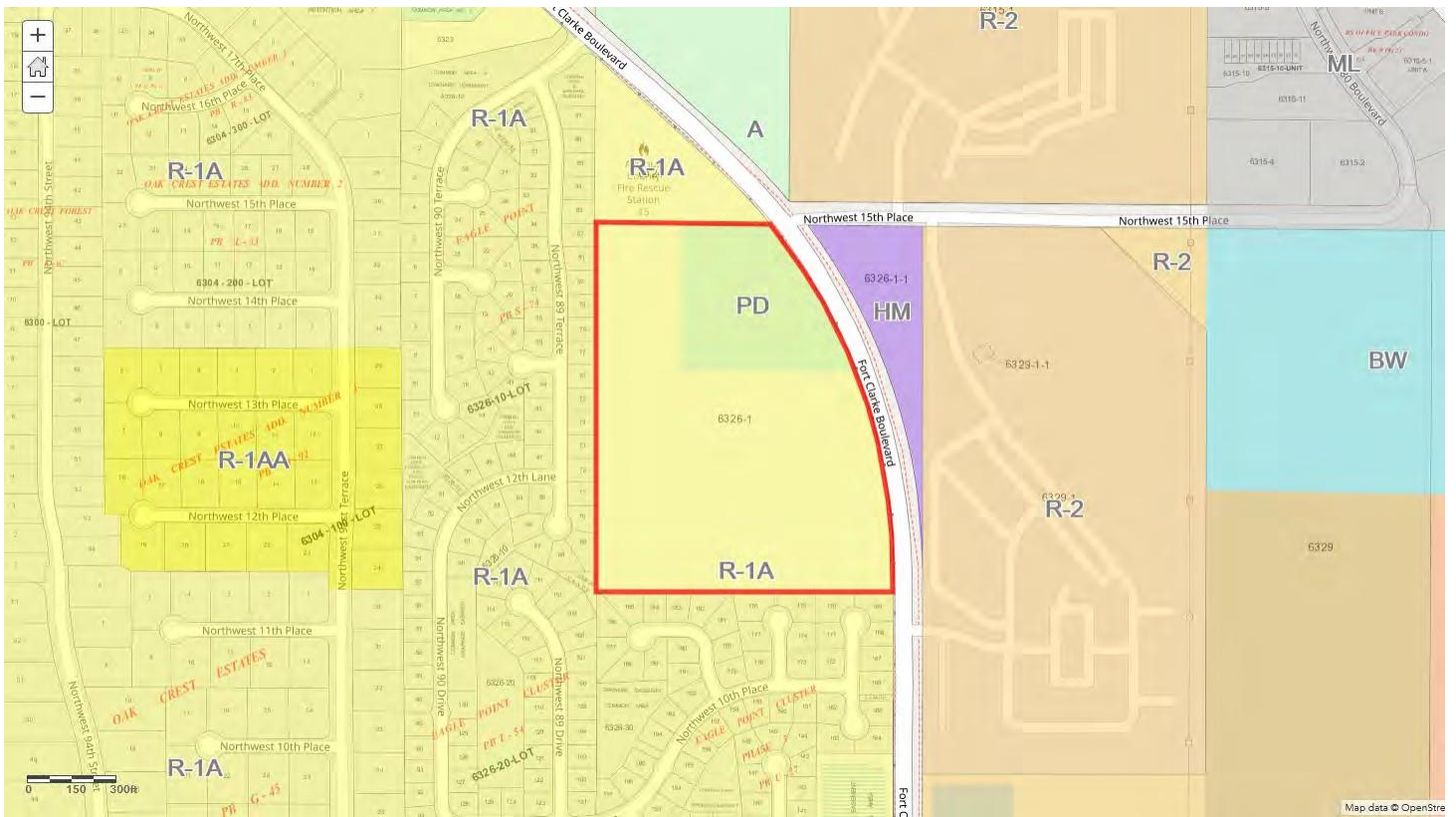


Figure 2: Zoning Map



Figure 3: Future Land Use Map



Figure 4: Proposed Zoning Map

Site description

The site is a relatively large, vacant 25.64 acre parcel located along Fort Clarke Blvd. To the north of the site is Alachua County Fire Rescue station #16, zoned R-1a with a future land use designation of Institutional. To the east of the site is the HarborChase retirement home/assisted living, zoned HM (Hospital/Medical) and with a future land use of Institutional. To the south and west of the site is the Eagle Point subdivision, zoned R-1a with Low Density Residential (1 to 4 dwelling units/acre).

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 PD (Planned Development) and R-1a (residential, 1 to 4 dwelling units/acre) to R-2a (residential, 8 to 14 dwelling units/acre). The portion of the site with Planned Development zoning was approved for 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 R-2a zoning, 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:

	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. 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 rezoning authorizes up to 359 multifamily residential units. This would potentially generate up to 32 elementary/11 middle/ 11 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 rezoning authorizes 359 multifamily residential units. This request, if approved, will not negatively affect the level of service for recreational needs.

Policy 7.1.2 of the Future Land Use Element

Policy 7.1.2 of the Future Land Use Element 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 rezoning will be consistent with the goals, objectives, policies and adopted maps of the Comprehensive Plan if CPA-05-19 is approved. That related application is to amend the land use on this site from Institutional to Medium-High Density Residential. The R-2a district implements the Medium-High Density Residential land use.

- 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 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 R-2a zoning district.

- 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 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 zoning. 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. The Staff has not identified any issues related to environmental justice and/or

redevelopment opportunities that would result if this rezoning were to be approved.

- 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 to R-2a will implement the new land use designation of Medium-High Density Residential if related application CPA-05-19 is approved. The density range for this zoning district is 8 to 14 dwelling units/acre. The applicant is not entitled to a particular density in this range, given due consideration of legitimate public purposes. Any proposed development will be evaluated during the development plan approval process for consistency with this policy.

Unified Land Development Code (ULDC) Consistency

Sec. 402.77. - Review criteria and standards for rezoning applications.

When considering any application for rezoning, the standards and criteria listed below shall apply:

(a) Consistency.

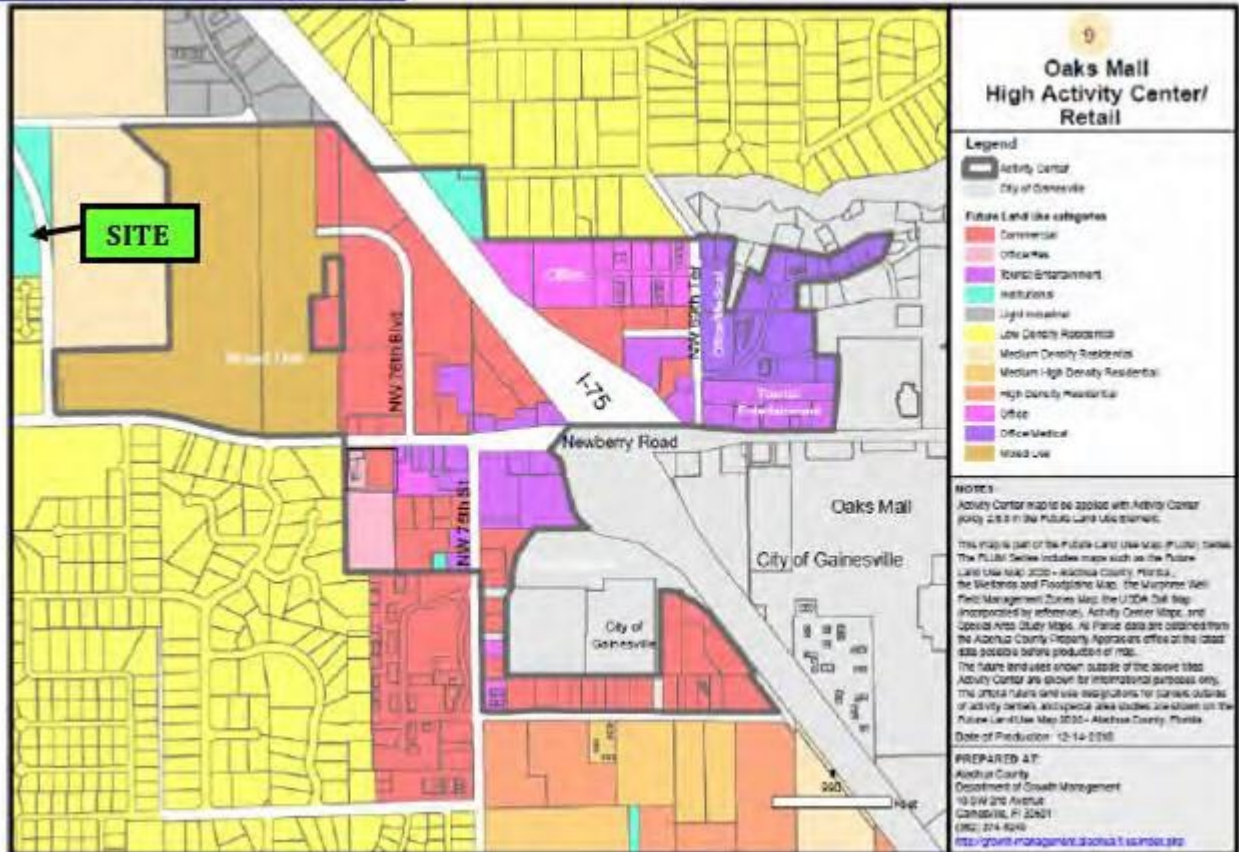
The proposed rezoning will be consistent with the Medium-High Density Residential land use if CPA-05-19 is approved. The R-2a zoning district implements the Medium-High Density Residential land use category. Any development on this site will be required to develop as a Traditional Neighborhood Development (TND) as the minimum number of units would exceed 150, which is the threshold for developing as a TND if a site is located on an Express Transit Corridor (which Fort Clarke Blvd. is).

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. For example, if this application were to be approved and 300 dwelling units were proposed, the TND would require 25,000 sq. ft. of non-residential uses, mainly within the area identified as the “village center”.

(b) Compatibility.

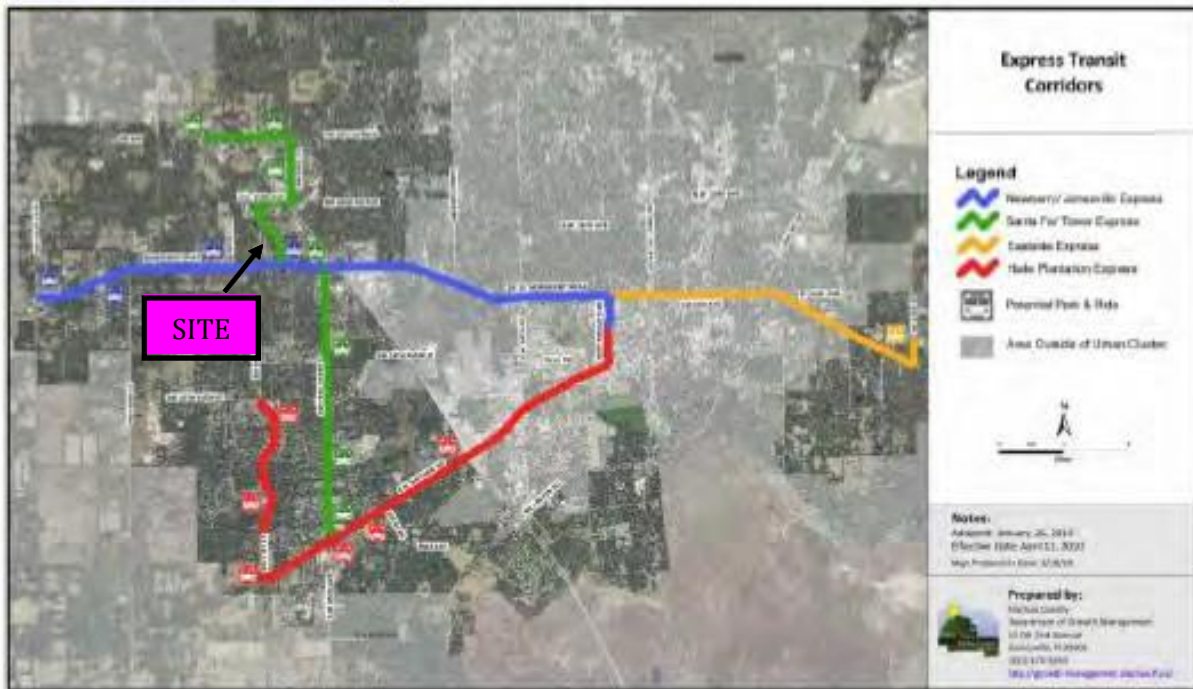
Medium density residential uses are located to the east of the site as well as an assisted living facility. The site is located near the Oaks Mall “High” activity center (this activity center extends up to the northeast intersection of Fort Clarke Blvd. and Newberry Rd., to the south of the site, indicated by the bold gray line).

Map F.9. Oaks Mall Activity Center



As previously mentioned in the staff report, Fort Clarke Blvd. has been identified as a future Express Transit Corridor. As shown on the map below, the entire frontage of this site is on an Express Transit Corridor. The northeast corner of the site (at the intersection of Fort Clarke Blvd. and NW 15th Place) is also on a Rapid Transit Corridor. In sum, this area of the County is expected to have transit service that will support higher density residential and TND in the future.

Map 5. Express Transit Corridors



Map 6. Rapid Transit Corridors



The western and southern boundaries of the site are adjacent to a low density, single-family residential subdivision. The Unified Land Development Code has standards for TND developments that address buffering between existing single family developments to ensure compatibility.

(c) Development patterns.

The development pattern of the area is marked by institutional and medium density residential uses to the north and east, with the Oaks Mall activity center located further to the southeast (intersection of Fort Clarke Blvd. and Newberry Rd.). To the east and south of the site is a low density residential subdivision.

(d) Suitability.

As previously mentioned, the site is well suited for the zoning of R-2a (8 to 14 dwelling units/acre) and the proposed land use category of Medium-High Residential (greater than 8, up to 14 dwelling units/acre). The site is within the Urban Cluster where higher density residential land uses are designated by the Comprehensive Plan and is in close proximity to a “High” level activity center (Oaks Mall). If the zoning is approved, the site will be required to develop as a Traditional Neighborhood Development (TND). TND are required for developments proposing 150 or more units along a Rapid Transit or Express Transit Corridor (which Fort Clarke Blvd. is).

(e) Adequate public services.

The site is located within the Urban Cluster. Potable water and sanitary sewer lines are available to serve future development at the site. Adequate public services exist to accommodate new residents at the proposed density.

(f) Access.

Access to the site is from Fort Clarke Blvd. with two points already identified as part of the previous planned development approval in 1999.

(g) Public health, safety, and welfare.

Staff has found no adverse impacts to public health, safety and/or welfare that would result from the proposed rezoning.

Planning Commission hearing on 11/20/19

The Planning Commission heard this application (immediately following the related Comprehensive Plan amendment CPA-05-19) at its regular meeting on November 20, 2019.

The Planning Commissioners discussed a variety of issues related to this rezoning such as:

- Whether or not the proposed density (and necessity for TND development with maximum possible density/intensities that could result) was compatible with the surrounding area
- Increased traffic resulting from higher density
- School capacity at Hidden Oak Elementary and Fort Clarke Middle Schools
- Stormwater concerns in light of recent and historic flooding from storm events
- Affordability of residential units

Staff Recommendation

Staff recommends that the Board of County Commissioners **approve** ZOM-12-19 with the bases as listed in the staff report (if CPA-05-19 is approved).

Bases

1. **Policy 1.2.4 of the Future Land Use Element** states that all new residential development in the urban cluster shall be economically and efficiently served by community facilities and services and connect to centralized potable water and sanitary sewer systems. This site is able to make use of existing infrastructure and connect to existing centralized water and sewer systems.
2. **Policy 1.3.3 of the Future Land Use Element** states that “A range of urban residential densities should be provided with the highest densities located in or near urban activity centers and transit oriented developments...” The site is located in the Urban Cluster, near the Oaks Mall and Santa Fe activity centers. The proposed R-2a zoning district has an urban residential density range of 8 to 14 dwelling units/acre.
3. All applications for rezoning are required to submit an inventory of natural resource information pursuant to **Policy 3.4.1 of the Conservation and Open Space Element**. Staff has reviewed the information listed on the inventory and has determined that the requested rezoning is consistent with the protection of natural resources.
4. The application is consistent with the review criteria and standards for rezoning applications, **Sec. 402.77 of the Unified Land Development Code**. The criteria include consistency, compatibility, development patterns, suitability, adequate

public services and access. The R-2a district is consistent with the Medium-High Residential land use at 8 to 14 dwelling units/acre. As the minimum number of dwelling units in the R-2a district would surpass 150, the site will be required to develop as a Traditional Neighborhood Development (TND). TND are designed to achieve walkable, mixed use developments that can benefit from nearby transit routes. The site of the proposed rezoning is along Fort Clarke Blvd., a road identified as a future Express Transit Corridor in the Comprehensive Plan. The proximity to this corridor is supportive of higher density residential and TND as designated transit routes emerge in the future. Development patterns in the area consist of institutional and medium density residential uses to the north and east and low density residential uses to the south and west. The Unified Land Development Code contains development standards for TNDs adjacent to R-1a development to ensure compatibility between TNDs and existing single family lots. The site is located in the Urban Cluster and can be adequately provided public services. Access to the site has been previously established by the identification of two points along Fort Clarke Blvd. as part of the previously approved planned development in 1999. Staff has not found any adverse impacts to public health, safety or welfare that would result from approval of this application.

5. The R-2a zoning district implements the Medium-High Density Residential land use, pursuant to **Sec. 403.08 of the Unified Land Development Code**.

Staff and Agency Comments

Department of Environmental Protection

No comment.

Department of Public Works

No comment.

Transportation

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