



# Alachua County – Growth Management Staff Report

## Application CPA-04-21

**Staff Contact:** Gerald L. Brewington

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

**Planning Commission Hearing Date:** June 16, 2021

**Board of County Commissioners Adoption Hearing Date:** September 14, 2021

### Requested Action

A request by Clay Sweger of eda consultants, inc., agent, for Sugarfoot Holdings, LLC, owners, for a small-scale map amendment to change the land use from Medium High Density Residential (greater than 8, up to 14 units/acre) to Medium Density Residential (greater than 4, up to 8 units/acre). The site is in the R-2 zoning district (multi-family residential) and is located on tax parcel numbers 06877-000-000, 06877 and 06877-030-000 on approximately 20.76 acres. The site is along SW 69<sup>th</sup> Terrace, to the east of Kimball Wiles Elementary School (no street address)

**Property Owner:** Sugarfoot Holdings LLC

**Applicant/Agent:** eda consultants, inc.

### Property Description

Parcel Numbers: 06877-000-000 and 06877-030-000

Section/Township/Range: 21/10/19

Land Use: Medium-High Residential (8-14 du/acre)

Zoning: R-2

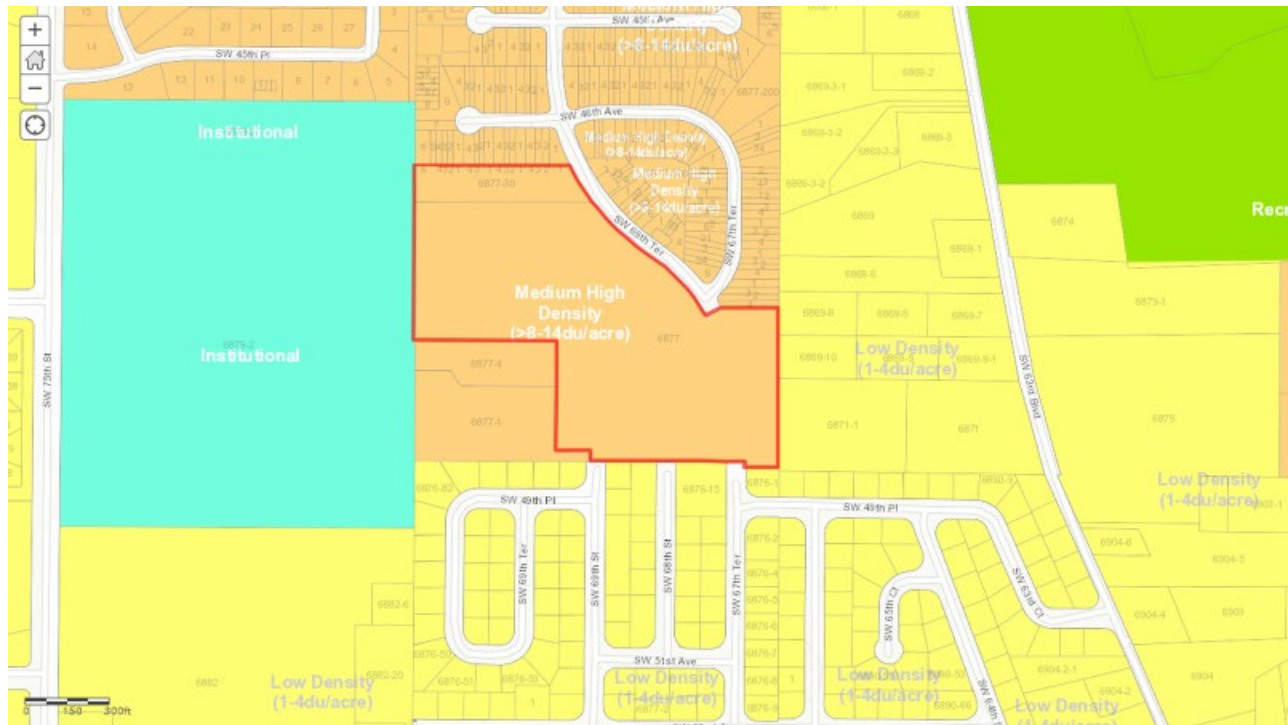
Acreage: 20.76 +/-

**Planning Commission Recommendation:** The Local Planning Agency (LPA) recommended approval of the proposed request (6-0)

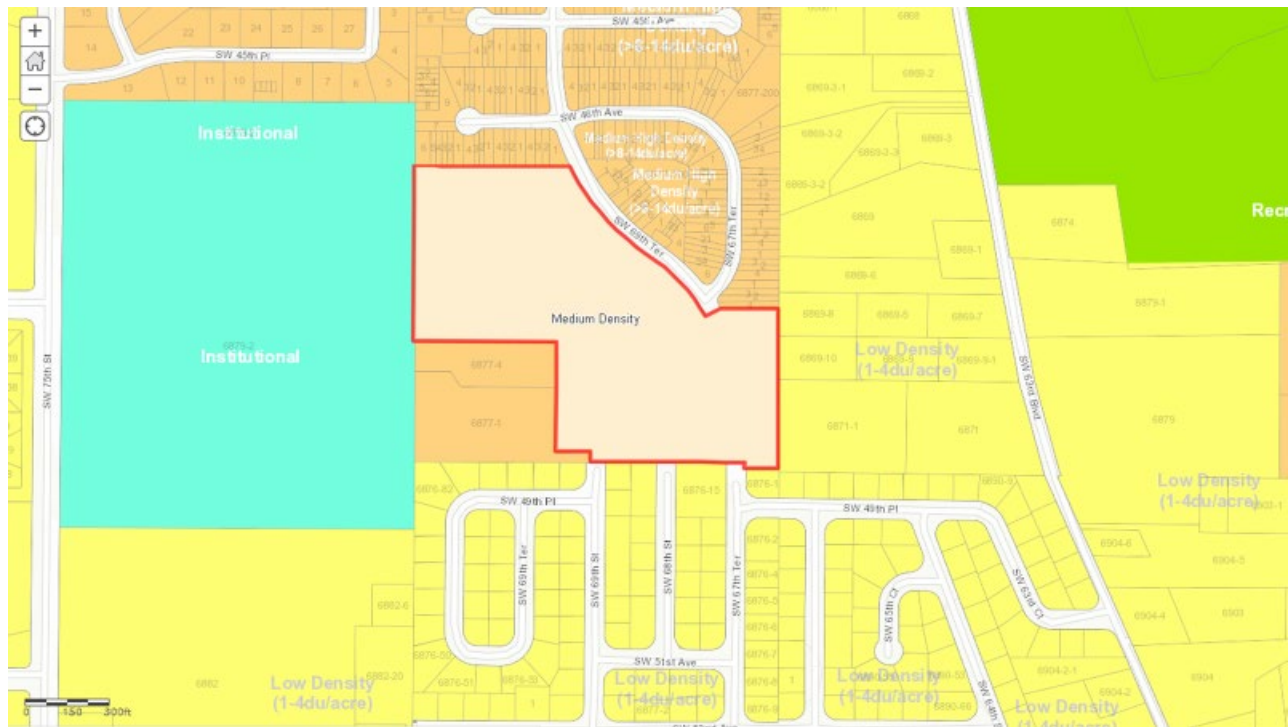
## Background and Analysis

The applicant is requesting to amend the land use designations on the parcels identified in this request from Medium-High Density (more than 8 to 14 dwelling units per acre) to Medium Density Residential (more than 4 to 8 dwelling units per acre). Under the existing land use designation, the development potential (residential numbers only) ranges from 166 to 290 units (20.76 (acres) X 8/14). Under the amended land use, if approved, these numbers would be reduced from 83 to 166 units. The implementing zoning district under the majority of this property is R-2, which exactly implements the Medium Density Residential land use designation.

As shown in the aerial photograph, the site is presently undeveloped. It is surrounded by single family and multi-family residences to the north whose density matches or exceeds that of the subject parcel. Immediately to the south is the Arrendondo Estate single family subdivision. To the west is Kimbell Wiles Elementary School while there are large lot single family residences to the east.



### Figure 1 – Existing Land Use Designations on the Subject Parcels



**Figure 2 – Map Showing Applicant Proposed Land Use Amendments**



**Figure 3 – Map Showing Aerial View of Site**

## **Comprehensive Plan Consistency**

The following is a staff analysis for consistency of this application with the Alachua County 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 and Policy 1.2.5 of the Capital Improvements Element** of the Alachua County Comprehensive Plan, LOS standards have been adopted for various types of public facilities.

### **Traffic**

Any residential or non-residential development on the site will require mitigation through the Multi-Modal Transportation Mitigation (MMTM) fee program. Staff notes that **Policy 1.3.8.2** of the Future Land Use Element (FLUE) states that any multi-family residential development in the Medium Density Residential land use classification shall have direct access to an arterial or collector road. Should the proposed development for this site meet the criteria, it will need to adhere to 1.3.8.2 or provide alternate access approved by the BoCC per the sub-policies found in 1.3.8.2. possibly as a planned development (PD) district.

### **Water and Sewer**

**Policy 1.2.4 (d) 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

The site will be served by municipal water and sewer service. LOS standards as identified in the Capital Improvements Element of the Plan will not be exceeded by this request.

### **Drainage**

**Policy 1.2.4 (c) 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 future development on this site will 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 area inside the urban cluster is as follows:

- Initial unit response within 6 minutes for 80% of all responses within 12 months.
- The Land Development Regulations shall require that 100% of all development shall provide water supply served by hydrants.

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

## **Solid Waste**

The level of service (LOS) standard for solid waste disposal, used as the basis for determining availability of disposal capacity to accommodate the demand generated by existing and new development in Alachua County, is at a minimum, at 0.8 inbound tons per person per year at the Leveda Brown Environmental Park in 2018 and thereafter. Any future development on this site will be required to meet this standard.

## **Schools**

The uniform, district-wide LOS standards shall be 100% of Program Capacity for elementary, middle and high schools. This LOS standard shall apply to all concurrency service areas (CSA) as adopted in the Interlocal Agreement. These LOS standards shall be applied to School Concurrency Service Areas (SCSAs) as specified in the Public School Facilities Element. The proposed land use change represents a reduction in density from a maximum of 290 units to a maximum of 166 units. As such this change would result in a reduced impact to Alachua County schools from what is presently permitted by the Medium-High Density Residential land use designation. A summary of comments from the School Board of Alachua County is as follows:

*The **Bhullar CPA-04-21** results in a net decrease of 134 allowable residential units. **Consequently, this proposed amendment has no impact on public schools.***

*This evaluation is based upon the 2020-2021 Five Year District Facilities Plan. The subject property is subject to concurrency review and determination at the final plat (single family) and final site plan (multi family) stages and the availability of school capacity at the time of such review.*

## **Recreation**

The County shall adopt and maintain, at a minimum, the following level of service standards for recreation of: (1) 0.5 acres of improved activity-based recreation sites per 1000 persons in the unincorporated area of Alachua County; (2) 5.0 acres of improved resource-based recreation sites per 1000 persons in the unincorporated area of Alachua County. The proposed land use change represents a reduction in density from a maximum of 290 residential units to a maximum of 166 residential units. As such this change would result in a reduced impact to Recreation levels of service from what is presently permitted by the Medium-High Density Residential land use designation.



## **Future Land Use Element (FLUE)**

**Policy 1.2.4** of the FLUE states that *All new residential development in the urban cluster shall:*

*a. be economically and efficiently served by supporting community facilities, and services such as streets, utilities, public educational facilities, and public protection.*

*b. Connect to centralized potable water supply and sanitary sewer systems in accordance with Policy 2.1 of the Potable Water and Sanitary Sewer Element.*

All supporting community facilities can serve this site. The proposed Medium Density Residential land use designation will utilize existing centralized water and sewer systems abutting the subject property. Adequate level of service standards exist for this proposed rezoning and additional transportation impacts shall be accommodated by the payment of the MMTM fee as it would apply to specific proposed land uses. The property is well suited for infill development as it is abutting an existing elementary school (Wiles), a middle school (Kanapaha) and is within less than ½ mile of a County Park (Kanapaha Veteran's Memorial Park) and the Archer/Tower Activity Center. All development proposed for this site will be required to connect to centralized water and sewer service (no well or septic service).

**Policy 1.3.8.1** of the FLUE states that *Medium Density residential development shall provide for small lot single family residential detached and attached dwellings, and multi-family residential dwellings. In addition, traditional neighborhood developments (TND), transit-oriented developments (TOD) may include mixed housing types and mixed uses.*

The implementing zoning for the proposed land use permits the housing types enumerated in Policy 1.3.8.1. The character of surrounding development is a combination of attached and detached single-family residences as well as some multi-family. The placement of any of these housing types on this parcel would be consistent with surrounding development.

**Policy 1.3.8.3** of the FLUE states that *The Medium Density residential land use category shall provide for various housing types, such as conventional, site-built single-family dwellings, accessory living units, attached structures including townhouses, dwellings with zero lot line orientation, factory-built modular units, manufactured homes, mobile homes, or multi-family dwellings.*

The Medium Density Residential land use designation with an R-2 zoning district allows a variety of housing types including attached single family, zero lot lines homes, townhomes and multi-family structures such as apartments. Within these types, a variety of housing is allowed. Detached units such as modular homes or single-family site-built homes are also permitted under the existing R-2 zoning.

**Policy 1.3.8.4** of the FLUE states that *Medium density residential areas shall be located in the urban cluster.*

The proposed site lies entirely within the Urban Cluster, consistent with Policy 1.3.8.4.

**Policy 1.5.2** of the FLUE states that *In addition to the facilities for which level of service standards are adopted as part of the concurrency management system of this Plan, other facilities that should be adequate to serve new urban residential development include:*

- (a) local streets;*
- (b) police, fire and emergency medical service protection;*
- (c) pedestrian and bicycle network; and*
- (d) primary and secondary schools.*

Local streets will be evaluated at the time of development plan review and must meet all requirements for the provision of pedestrian and bicycle network as detailed in the Alachua County ULDC. Fire suppression and emergency medical first response services are provided from Alachua County Fire Rescue Station 81, located approximately 2 miles southwest of the subject property. The proposed FLU designation is a reduction in proposed density and therefore, will not have an increased impact on public school capacity from what is already permitted via the underlying adopted land use designation of Medium-High Density Residential.

**Policy 7.1.24** of the FLUE states that *Prior to amending this Element, every consideration shall first be given to alternatives to detailed map changes. Such alternatives might include clarifying text amendments and additional policy statements.*

Staff has evaluated potential alternatives to a map change in regards to this application. In this case, there are no appropriate text amendments or additional policy statements based on the data and analysis. Based on the lack of existing collector roadways, pedestrian facilities, and existing or planned transit service, the reduction in density from Medium-High to Medium Density residential is appropriate for these parcels. Additionally, this property will be located between Medium-High and Low-Density residential land use designations. Therefore, the Medium-Density residential land use designation is an appropriate transitional and compatible land use between these other two land use designations.

**Policy 7.1.4** of the FLUE states that *Urban development shall provide, as part of the development, facilities necessary to accommodate interconnections, such as sidewalks, pedestrian paths, bicycle facilities, connecting roadways, and mass transit facilities needed to accommodate transportation mode shifts.*

Any proposed development for this parcel will be required to interconnect with surrounding development and provide pedestrian and bicycle facilities per the Alachua County Unified Land Development Code. Any development exceeding 25 units will need to provide a minimum of two access points. Potential stubouts for access from surrounding development exists to the south (Arredondo Estates) and signs indicating as such have been previously posted by Alachua County (see photo).



**Policy 7.1.11** of the FLUE states that *All new development shall meet level of service requirements for roadways, potable water and sanitary sewer, stormwater, solid waste, mass transit, public schools, and improved recreation in accordance with LOS standards adopted in the elements addressing these facilities.*

This land use request, if approved, would result in a reduction in service requirements as outlined in the Level of Service (LOS) standards found in the Capital Improvement Element and elsewhere in the Plan. Sufficient capacity exists to serve the site with the present land use. Therefore, reducing the permitted residential entitlements for these parcels would not cause LOS standards to be exceeded.

### **Conservation and Open Space Element (COSE)**

**Policy 3.4.1** of the COSE states that *All applications for a land use change, zoning change or development approval shall be required to submit an inventory of natural resource information.*

The applicant has submitted an environmental resources assessment and checklist for the property. Staff has found that the requested land use amendment will be consistent with the protection of natural resources.



## **Staff Recommendation**

Staff recommends that the land use amendment CPA-04-21 be adopted with the following bases:

### **Bases**

**1. Policy 1.2.4** of the FLUE states that *All new residential development in the urban cluster shall:*

- a. be economically and efficiently served by supporting community facilities, and services such as streets, utilities, public educational facilities, and public protection.*
- b. Connect to centralized potable water supply and sanitary sewer systems in accordance with Policy 2.1 of the Potable Water and Sanitary Sewer Element.*

All supporting community facilities can serve this site. The proposed Medium Density Residential land use designation will utilize existing centralized water and sewer systems abutting the subject property. Adequate level of service standards exist for this proposed rezoning and additional transportation impacts shall be accommodated by the payment of the MMTM fee as it would apply to specific proposed land uses. The property is well suited for infill development as it is abutting an existing elementary school (Wiles), a middle school (Kanapaha) and is within less than ½ mile of a County Park (Kanapaha Veteran's Memorial Park) and the Archer/Tower Activity Center. All development proposed for this site will be required to connect to centralized water and sewer service (no well or septic service).

**2. Policy 1.3.8.1** of the FLUE states that *Medium Density residential development shall provide for small lot single family residential detached and attached dwellings, and multi-family residential dwellings. In addition, traditional neighborhood developments (TND), transit-oriented developments (TOD) may include mixed housing types and mixed uses.*

The implementing zoning for the proposed land use permits the housing types enumerated in Policy 1.3.8.1. The character of surrounding development is a combination of attached and detached single-family residences as well as some multi-family. The placement of any of these housing types on this parcel would be consistent with surrounding development.

**3. Policy 1.3.8.3** of the FLUE states that *The Medium Density residential land use category shall provide for various housing types, such as conventional, site-built single-family dwellings, accessory living units, attached structures including townhouses, dwellings with zero lot line orientation, factory-built modular units, manufactured homes, mobile homes, or multi-family dwellings.*

The Medium Density Residential land use designation with an R-2 zoning district allows a variety of housing types including attached single family, zero lot lines homes, townhomes and multi-family structures such as apartments. Within these types, a variety of housing is allowed. Detached units such as modular homes or single-family site-built homes are also permitted under the existing R-2 zoning.

**4. Policy 1.3.8.4** of the FLUE states that *Medium density residential areas shall be located in the urban cluster.*

The proposed site lies entirely within the Urban Cluster, consistent with Policy 1.3.8.4.

**5. Policy 1.5.2** of the FLUE states that *In addition to the facilities for which level of service standards are adopted as part of the concurrency management system of this Plan, other facilities that should be adequate to serve new urban residential development include:*

- (a) local streets;*
- (b) police, fire and emergency medical service protection;*
- (c) pedestrian and bicycle network; and*
- (d) primary and secondary schools.*

Local streets will be evaluated at the time of development plan review and must meet all requirements for the provision of pedestrian and bicycle network as detailed in the Alachua County ULDC. Fire suppression and emergency medical first response services are provided from Alachua County Fire Rescue Station 81, located approximately 2 miles southwest of the subject property. The proposed FLU designation is a reduction in proposed density and therefore, will not have an increased impact on public school capacity from what is already permitted via the underlying adopted land use designation of Medium-High Density Residential.

**6. Policy 7.1.24** of the FLUE states that *Prior to amending this Element, every consideration shall first be given to alternatives to detailed map changes. Such alternatives might include clarifying text amendments and additional policy statements.*

Staff has evaluated potential alternatives to a map change in regards to this application. In this case, there are no appropriate text amendments or additional policy statements based on the data and analysis. Based on the lack of existing collector roadways, pedestrian facilities, and existing or planned transit service, the reduction in density from Medium-High to Medium Density residential is appropriate for these parcels. Additionally, this property will be located between Medium-High and Low-Density residential land use designations. Therefore, the Medium-Density residential land use designation is an appropriate transitional and compatible land use between these other two land use designations.

**7. Policy 7.1.4** of the FLUE states that *Urban development shall provide, as part of the development, facilities necessary to accommodate interconnections, such as sidewalks, pedestrian paths, bicycle facilities, connecting roadways, and mass transit facilities needed to accommodate transportation mode shifts.*

Any proposed development for this parcel will be required to interconnect with surrounding development and provide pedestrian and bicycle facilities per the Alachua County Unified Land Development Code. Any development exceeding 25 units will need to provide a minimum of two access points. Potential stubouts for access from surrounding development exists to the south (Arredondo Estates) and signs indicating as such have been previously posted by Alachua County.

**8. Policy 7.1.11** of the FLUE states that *All new development shall meet level of service requirements for roadways, potable water and sanitary sewer, stormwater, solid waste, mass transit, public schools, and improved recreation in accordance with LOS standards adopted in the elements addressing these facilities.*

This land use request, if approved, would result in a reduction in service requirements as outlined in the Level of Service (LOS) standards found in the Capital Improvement Element and elsewhere in the Plan. Sufficient capacity exists to serve the site with the present land use. Therefore, reducing the permitted residential entitlements for these parcels would not cause LOS standards to be exceeded.

**9. Policy 3.4.1** of the COSE states that *All applications for a land use change, zoning change or development approval shall be required to submit an inventory of natural resource information.*

The applicant has submitted an environmental resources assessment and checklist for the property. Staff has found that the requested land use amendment will be consistent with the protection of natural resources.

### **Staff and Agency Comments**

**Department of Public Works:** No comments

**Transportation Planning:** No comments

**Department of Environmental Protection:** Existing Comprehensive Plan and land use regulations are sufficient to address environmental and cultural resources concerns on this property.