



Alachua County Development Review Committee Staff Report

Project Number: DR23-000034

Final Development Plan for Fletcher Center East – Phase 1 & 2

SUBJECT: Fletcher Center East – Phase 1 & 2

DESCRIPTION: 6,000 sq ft of retail space, a 3,450 sq ft car wash and 400 sq ft storage building with associated infrastructure

AGENT/APPLICANT: CHW, Inc.

PROPERTY OWNER: Fletcher G W Blake Trustee, Fletcher's Center West LLC, FCE Holding LLC

PROPERTY DESCRIPTION:

Location	100 – 300 Blocks west of SW 138 th Terrace and South of SR 26/Newberry Road
Parcel Numbers	04344-003-000, 04344-009-000, 04345-011-000
Land Use	Commercial, Office
Zoning	Administrative and Professional (AP), Highway Oriented Business (BH), Business, Retail Sales, and Services (BR)
Acreage	±12.51 Acres

CHRONOLOGY:

Application Submittal	06/05/2023
Insufficiency Report Sent	06/23/2023
Application Resubmitted	07/31/2023
Insufficiency Report Sent	08/17/2023
Application Resubmitted	10/02/2023
Sufficiency Determination	10/23/2023
Final Development Plan Hearing	11/02/2023

STAFF RECOMMENDATION: Recommend **approval with conditions** of the Final Development Plan for Fletcher Center East Phase 1 & 2.

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DESCRIPTION OF PROPOSED PLAN:

This application proposes a Final Development Plan for a mixture of non-residential uses on approximately 12.51 acres with associated infrastructure improvements. Most of the development in Phase 1 and 2 will occur on the northern-most section of the site except for the master stormwater basin, located at the southern end. Phase 1 proposes to construct 6,000 square feet of retail, internal street network, and a master stormwater basin. Phase 2 entails construction of a 3,450 square foot drive-through car wash facility with supporting infrastructure. Future phases are identified on the plan for infill development in the northern block area created by the roadway network with Phase 1. See Sheet C1.00 for the Master Site Plan. These properties are located in the Urban Cluster and the Jonesville Low Activity Center.

The Development Review Committee (DRC) approved the Preliminary Development Plan (PDP) for this project in May 2023. The purpose of the Final Development Plan is for the developer to present the fully engineered final development plan to the DRC for review. The final development plan shall be consistent with the approved preliminary development plan, other applicable provisions of this ULDC, and the Comprehensive Plan. The final development plan shall contain all items necessary to demonstrate compliance with this ULDC and Comprehensive Plan.

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

These parcels are in the Jonesville Low Activity Center/Employment and have the Commercial and Office Future Land Use (FLU) Designations. FLU Objective 3.1 states that commercial development shall include such uses as retail sales, professional services, business services and storage. FLU Policy 3.9.1 states that Office uses shall only be located in areas designated for commercial development and Activity Centers. The subject property is within the Jonesville Activity Center in an area developed with a variety of commercial, retail, and related non-residential development.

FLU Policy 2.1.5 states that development within Activity Centers shall be designed to produce compact, pedestrian-oriented, mixed-use development which is integrated within the surrounding community. Some of the requirements include:

- primary public entrances fronting adjacent streets or sidewalks,
- primary public entrances connecting to the surrounding public sidewalk network,
- automobile-oriented uses shall have a limited number of driveways

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The Final Development Plan proposes a retail building, roadway/block network, and master stormwater basin in Phase 1, and a drive through carwash in Phase 2. The plan proposes improvements to an existing access easement, SW 138th Terrace, which connects the internal block network of the site to SR 26/Newberry Road. The improvements to SW 138th Terrace include a 10-foot wide pedestrian facility connecting other pedestrian facilities within the site to the pedestrian facility on SR 26/Newberry Road.

The proposed Final Development Plan is consistent with the Future Land Use.

UNIFIED LAND DEVELOPMENT CODE:

ZONING DISTRICT AND USE REGULATIONS

The whole site has a mixture of Administrative Professional (AP), Business Retail (BR), and Highway Oriented Business (BH) zoning. The area of Phase 1 and 2 is split between the BR and BH districts. The proposed 6,000 square foot retail building is contained completely within the BR zoning district and the 3,450 square foot carwash building and its supporting 400 square foot storage building are contained completely within the BH zoning district. Both uses are permitted by right in their respective zoning districts per Chapter 404, Article II *Use Table*.

NATURAL AND HISTORIC RESOURCES PROTECTION

CONSERVATION AREAS

There are no conservation or conservation management areas on the site. However, there is a Significant Geological Feature (SGF) on an adjacent parcel to the east (04344-004-003) that Staff investigated during a site visit on April 4, 2023. Section 406.90(b)(2) *Protection strategies for karst features and topography* states that a buffer distance of one hundred fifty (150) foot average, one hundred (100) foot minimum shall be required for SGFs such as caves. The Preliminary Development Plan identified this feature on the adjacent parcel and was approved with a 150 foot and 100 foot buffer to meet these requirements. The Final Development Plan also identifies this buffer. There are no uses proposed within the 150-foot average or 100-foot minimum buffer. The proposed stormwater basin is located approximately 130 ft. from the SGF. A geotechnical analysis of the extent of the cave system tied to the SGF was reviewed by EPD with the Final Development Plan and no additional constructability requirements were needed. The basin is also outside of the SGF buffer.

OPEN SPACE

Non-residential development is not required to provide Open Space, unless there are conservation resources present on site (Sec. 407.52 *Minimum open space requirement*). There are no conservation resources for the subject property and therefore no Open Space is provided.

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TREE PRESERVATION

Article II of Chapter 406 requires that a minimum of 20% of the existing tree canopy be preserved. The PDP identified 20.4% of the existing tree canopy and the Final Development Plan is consistent with the PDP. There are three separate areas identified for retention. One area is contained within the northern block created by the road network in Phase 1. A second area is located along the eastern property boundary south of SW 1st Lane to the stormwater basin helping to buffer the development from the existing residential properties to the east. The final area is located on the western portion of the development.

Sec. 406.13 *Relocation, Replacement, Mitigation* requires either relocation, replacement, or mitigation for the alteration of regulated trees. Due to the number and size of the trees removed and limited space to replant trees onsite, there is a mitigation deficit. Mitigation by replacement is proposed for 104 inches. There is still a remaining deficit of 1,020 inches which will require a fee-in-lieu payment of \$132,600 prior to the issuance of Construction Permit. A fee-in-lieu payment is required when relocation or mitigation by replacement onsite is not feasible and is based on the adopted fee schedule rate of \$130 per caliper inch for the mitigation.

GENERAL DEVELOPMENT STANDARDS

TRADITIONAL NEIGHBORHOOD DEVELOPMENT (TND) DESIGN STANDARDS

BUILD TO LINES AND HEIGHT:

Comprehensive Plan Future Land Use Policy 7.1.33 requires all development within the Urban Cluster to be designed in accordance with Traditional Neighborhood Design standards under Future Land Use Element policies and sub-policies in 1.6.6, Site and Building Design, 1.6.7 Transportation Network, and 1.6.8 Parking. In addition, the proposed development falls within the Jonesville Low Activity Center. Sec. 405.44 *Design Standards* requires all new development and redevelopment within the Urban Cluster to develop consistent with TND design standards.

According to ULDC Table 407.66.1, retail uses are required to meet a 15 – 25-foot build-to line from the back of the curb. The retail building has a 15-foot build-to line from the back of the curb on SW 1st Place. Table 407.66.1 indicates that “other non-residential” uses are required to meet a 15 – 50-foot build-to from the back of the curb. The carwash has a 49.1-foot build-to line from the back of the curb on SW 1st Place. The carwash storage building has a 17.51-foot build-to line from SW 1st Lane. Both buildings will be one story - the heights are 22 feet for the car wash, and 28 feet for the retail use. The buildings comply with the Village Center Dimensional Standards outlined in Table 407.66.1.

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TND DESIGN STANDARDS PER SECTION 407.68

The Final Development Plan proposes a block and street network internal to the site with future connections available to the south and west for future phases of the development. New streets are proposed to be constructed within the parcel. The total block perimeter proposed for the proposed phases is 1,290 feet. ULDC Table 407.68.1 allows a maximum block perimeter of 1,300 feet for the Village Center and 1,600 feet for the Transit Supportive Area. The block length complies with these requirements.

There is a requirement for a certain percentage of a block to be lined by buildings when off-street parking is proposed internal to a block. According to Sec. 407.68(c)(2)(c), for off-street surface parking, *“The perimeter block length along a conservation area, topographical constraint, or property boundary may exceed twenty-five (25) percent of the total block perimeter; however the remainder of the block shall be lined by buildings, excluding access to off-street parking.* There are three off street surface parking spaces within this phase, with additional off-street parking to be constructed in a future phase. The vacuum cleaning bays serving the car wash are not considered off-street surface parking. Since the property boundary to the west exceeds 25% of the block length, the remaining block length needs to be lined by buildings, excluding driveway access. The calculations provided on Block and Circulations Exhibit identifies all areas except tree protection and buffers contain proposed and future buildings.

The carwash building has a drive aisle exit between its primary entrance and the 10-foot pedestrian facility on SW 1st Place. This is typically not allowed in a TND. The applicant has requested Alternative Compliance under Sec. 407.71 to allow for this deviation. According to Sec. 407.71 *“It is the intent of these regulations to implement the requirements for TNDs and TODs in the Alachua County Comprehensive Plan. Where an applicant can demonstrate that an alternative design concept will produce superior results while maintaining consistency with the comprehensive plan, the reviewing board may approve an alternative compliance implementation.”*

The Comprehensive Plan and Sec. 405.44 requires new development to develop consistent with TND design standards. Typical requirements are that buildings front streets and off-street parking is to the interior of blocks. A drive through car wash with vacuum cleaning stations is not the typical pedestrian generator such as retail or restaurant uses. The Final Development Plan demonstrates that direct access is provided to the employee entrance through a wraparound sidewalk and dedicated crosswalk. In addition, the façade is designed with lower canopies over the pedestrian access areas and higher canopies over the carwash exit to help delineate the entrance from the exit for specific users. A 4-foot-tall garden wall is also proposed that divides the sidewalk on SW 1st Place from the carwash exit drive aisle in order to provide additional screening of the vehicular use area from pedestrians on the street. The additional tree canopy areas saved within blocks to meet the 20% canopy retention requirement in the area that would have likely been the required Village Center in a TND presents additional obstacles to meeting the TND design standards. For these reasons, Staff is in support of the applicant’s request for Alternative Compliance per

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Sec. 407.71 for the location of the proposed drive aisle in Fletcher Center East due to the constraints of tree canopy protection, and the additional enhancements to the building and sidewalks to help ensure safe and comfortable pedestrian environment.

Sec. 407.68(b)(9) states that trash collection facilities shall be located to the rear of buildings or within buildings or parking lots. Both trash collection facilities are located to the rear of buildings or within parking lots to comply with this section. Additionally, screening of trash collection facilities is required to meet Sec. 407.10(b). Both trash collection facilities provide masonry screening walls, opaque fences with lockable gates, and landscaping to comply with this section.

ARCHITECTURE

Staff has reviewed the elevations for the Fletcher Center East. Sec. 407.68 provides criteria for the architectural review of all proposed non-residential construction as part of any new development plan in the Urban Cluster.

The Fletcher Center East development is comprised of two primary structures. One is a car wash facility located on the western portion of the parcel. This structure has a north/south longitudinal orientation and is an automated car wash facility. As such the primary façade is oriented eastward toward the interior of the development and faces a parking area as well as vacuum facilities. The building is not intended for internal public access but rather as a pass-through facility for vehicles using the carwash. As such, the 407.71 *Alternative Compliance* provisions of the Code, discussed above, apply in this situation. An associated storage building to the south of the carwash similarly falls under these provisions.

Also proposed on site is a six-unit commercial/retail building that has primary entrances oriented north toward Newberry Road. This stand-alone structure is located on the eastern portion of the site and has an east-west longitudinal orientation. Sec. 407.68(b)1 emphasizes orientation of structures toward primary adjacent streets or common/civic areas with primary access provided along this façade and shading in the form of balconies, street tree, awnings, etc. The proposed structure has its primary orientation toward Newberry Road, a major arterial, and SW 1st Place. This façade features a canopy along the length of the storefront that provides shading for all units. As such the intent of Sec. 407.68(b)1 is achieved.

Sec. 407.68(b)2 is primarily concerned with massing and scale of proposed buildings with emphasis on human scale and structures oriented toward the pedestrian. This can be achieved by numerous methods, including 'breaking up' of long facades into sections, use of architectural features such as balconies, porches and arcades. This provision of the code is met as the structure is delineated by a series of pilasters/columns that occur in between each retain unit. This delineation method continues along the sides of the structure and even in the rear of the building. As such the intent of ULDC 407.68(b)2 has been achieved.

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Sec. 407.68(b)3 addresses materials and building articulation. The emphasis in this section is to avoid the use of single building materials and to provide articulation on long facades as a means of visual relief, especially when these facades are oriented toward streets or open spaces. A mix of materials has been indicated including the use of brick and stone along the lower portions of the columns with stucco being the primary siding material elsewhere. The intent of the 407.68(b)3 has thus been achieved.

The provisions for 407.68(b)4 deal with fenestration of building facades and glazing requirements for facades facing public areas. In short, for the front of a building, 50% of the first-floor façade (as defined by the area between 3 feet above grade and 8 feet above grade) shall be glazed. The Newberry Road façade of the building is almost entirely glazed, far exceeding the requirements for glazing on this facade. East and west facades also achieve glazing minimums found in 407.68. The south façade is dedicated to secondary/delivery access points for each of the units and faces inward to the parking and other areas. As such glazing minimum do not apply. This section of the Code has been fulfilled by the proposed elevations.

The overall project meets the requirements of 407.68 with the noted Alternative Compliance provisions for the car wash facility.

PARKING STANDARDS

Off-street surface parking is not required in TNDs or TODs per Sec. 407.68 (c) *Parking*. Where provided, there is a maximum of three parking spaces per 1,000 sf of building area allowed (Table 407.68.2). The 6000-sf retail building would allow for 18 total spaces therefore the off-street parking provided complies with Table 407.68.2. Three off-street parking spaces are provided with Phase 1 and 2. The vacuum cleaning bays serving the car wash are not considered off-street parking.

OUTDOOR LIGHTING

The lighting plan submitted with proposed with the development plan meets the lighting standards in Sec. 407.148 *Lighting standards*.

Section 407.148(b) *Parking areas* requires that mounting heights for exterior luminaries shall not exceed thirty-five (35) feet within a parking lot and eighteen (18) feet within adjacent non-vehicular pedestrian areas [Sec. 407.148(b)(3)]. Illumination measured at finished grade on adjoining property within twenty-five (25) feet of the property line of the project in question shall be no more than one (1.0) footcandles (fc) if the adjoining property is zoned non-residential and no more than one-half (0.5) fc when the adjoining property is zoned residential or agriculture or is an existing residential use within one hundred (100) feet of the property line (407.148(b)(4)]. The proposed plan meets these standards.

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LANDSCAPING AND BUFFERING

According to Section 407.43(d)(4)(d) for *Required roadway buffers*, “*vehicular access easements shall not be treated as a street, but shall be buffered as a project boundary buffer outside the easement area. The buffer may be provided on either side of the easement.*” The eastern project boundary abuts single-family residential properties and there is a 40-foot-wide easement on either side of the property line. The proposed project is therefore required to provide a 40-foot-wide high density project boundary buffer with screening per Table 407.43.1 of the ULDC.

The DRC approved the PDP with a 20-foot-wide high-density buffer along a portion of the eastern project boundary between the existing vehicular access easement and the developable area of the northernmost block due to the existing constraints of the driveway connection to Newberry Road as well as the inclusion of tree canopy preservation along the majority of this boundary. The Final Development Plan is consistent with the PDP, providing a 20-foot high-density buffer with screening on the east side of block and 40-foot high-density buffer along the remaining portion of the project boundary. Most of the high-density buffer along the eastern project boundary is tree canopy retention areas, with the exception of plantings in the portion adjacent to the proposed retail building and the stormwater basin. The landscape plans show appropriate plantings for these two areas. A portion of the stormwater basin is permitted within the buffer, provided the character and intent of the buffer is not diminished per Section 407.439(a)(5).

The landscape plan demonstrates that the projected canopy coverage for parking areas in 20 years will be 50.2% meeting the requirement of Sec. 407.43.1(c) and that the projected canopy coverage for the whole site in 20 years will be 32% meeting the requirement of Sec. 406.12(a)(3).

No final certificate of occupancy shall be issued until the County has granted final approval and acceptance of the installed landscape as well as the protection of existing native vegetation. Final approval shall include as-built landscape plan certification from a registered landscape architect certifying that the landscaping is installed and functioning as intended, that prohibited and discouraged non-native vegetation listed in Table 406.16.2 has been removed, and that all of the provisions of this Chapter have been met. The land owner shall submit a Certificate of Compliance, in a form acceptable by the Director, to the County as a condition of issuance of a Certificate of Occupancy.

Landscape Irrigation Design and Maintenance Standards, Article II of Part II, Title 7, Chapter 79 of the Alachua County Code has been in effect since 4/1/16 with the latest revision effective 6/12/23. All new irrigation systems installed in Alachua County require County approval prior to installation, with applicable review and inspection fees. Irrigation professionals must submit required documents and pay fees through the [Alachua County Citizenserve Portal](#). For more information about the irrigation design

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standards and for a list of helpful resources, we encourage you to click [HERE](#), contact Water Resources staff at 352-264-6800, or email Irrigation@AlachuaCounty.us.

ACCESS MANAGEMENT

The currently proposed project phases provide one access point on SR 26/Newberry Road. At Preliminary Development Plan, a second access point on SW 140th Terrace was shown. The current phases can be served by the single access point proposed with this development plan. However, future phases that fall outside the limits of this block will require the second full connection to SW 140th Terrace.

Sec. 403.13 (b) *Vehicle access to business uses* requires that if a property located within a business or commercial zoning district possesses frontage on two or more streets, and if one or more of such frontages abuts a residential zoning district, vehicle access to the property shall be provided only along a frontage that does not abut the residential district. This requirement may be waived by the Director and County Engineer. The applicant requested a waiver to this requirement. The Public Works Director, and County Engineer, reviewed the request and waived the requirement because the Florida Department of Transportation will not allow driveway access along SR 26/Newberry Road except at the existing 80-foot easement due to the number of driveways existing in the area.

WATER AND WASTEWATER SERVICES

The development is within the Urban Cluster and is therefore required to connect to central water and sewer services by Policy 2.1 of the Potable Water and Sanitary Sewer Element of the Comprehensive Plan.

STORMWATER MANAGEMENT

The stormwater management facility complies with the requirements of Article 407, Article 9.

TRANSPORTATION

The developer has entered into a Multi-Modal Transportation Mitigation (MMTM) agreement with Alachua County in order to mitigate the transportation impact of the proposed development. The project will receive a Final Certificate of Level of Service Compliance upon approval of the Final Development Plan.

CONCURRENCY

A Final Certificate of Levels of Service Compliance (CLSC) for all public facilities will be issued upon Final Development Plan Approval and will be valid for one year. Provided that construction has commenced within the allowable period, the project shall have reserved capacity for a period of no more than two years from commencement of construction.

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STATE AND FEDERAL PERMIT

The issuance of a state or federal permit shall not obligate the County to grant approval of any local permit and shall not be deemed to satisfy the requirements of the ULDC. As well, the issuance of this permit does not indicate that Alachua County believes that the applicant has all federal and state permits necessary prior to commencing construction.

Because §125.022(4), F.S. makes it hard for local governments to coordinate their permitting activities with state and federal permitting agencies, the applicant is advised that conflict with a subsequently issued state or federal permit may cause a need to apply for an amendment to this development plan approval.

Upon approval of a development plan, the applicant shall obtain all required state and federal permits prior to commencement of the development. Upon issuance of a required state or federal permit, the applicant shall furnish a copy of such permit to the applicable County department.

DEVELOPMENT PLAN EXPIRATION:

According to Section 402.47(b) *Time limitation for expiration of development plans*, an approved Final Development Plan shall expire unless a complete application for a construction, building or other required permit has been accepted by the appropriate reviewing department within 12 months of the date of final approval and that such development is continuing in good faith. Applications for extension of time limit may be processed pursuant to Article 6 or Article 10 of Chapter 402 of the ULDC.

STAFF RECOMMENDATION

Staff has found the proposed Final Development Plan to be consistent with the Comprehensive Plan and requirements of the Unified Land Development Code.

Staff recommends **approval with conditions** of the Final Development Plan for Fletcher Center East

CONDITIONS

1. Prior to issuance of Construction Permit, pay tree mitigation fee of \$132,600 to Alachua County Parks and Conservation Lands, via the Growth Management Department, or provide revised plan demonstrating compliance with tree mitigation requirements.
2. Gopher Tortoise burrow(s) were located on and/or near the subject property. The property owner/applicant shall follow all Florida Fish and Wildlife Conservation Commission (FWC) guidelines and obtain any required state permits regarding Gopher Tortoise protection, prior to clearing vegetation, grading or filling the site [Chapter 406.05 & 406.28, ULDC]. Copies of FWC issued permits are required to be provided to the Alachua County Environmental Protection Department in advance of receiving authorizations for land alterations

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3. The applicant shall obtain all required state and federal permits prior to commencement of the development. Upon issuance of a required state or federal permit, the applicant shall furnish a copy of such permit to the applicable County department.
4. Any utility changes that affect the approved development plan will require additional approvals by Alachua County subject to the Unified Land Development Code.
5. Prior to the installation of a new permanent irrigation system or addition to an existing system, an irrigation plan must be submitted to and approved by the Alachua County Environmental Protection Department through the [Alachua County Citizenserve Portal](#). The irrigation system shall comply with the Landscape Irrigation Design and Maintenance Standards found in Article VI of Part II, Title 7, Chapter 77 of the Alachua County Code. Temporary systems are exempt from the design standard requirements but must register through the Portal.