



Alachua County – Growth Management Staff Report

Application Z23-000006

Staff Contact: Gerald Brewington

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

Planning Commission Hearing Date: November 15, 2023

Board of County Commissioners Hearing Date: December 12, 2023

Requested Action

A request by Clay Sweger of eda, Inc., agent, for Alachua County, owners, for a special use permit for a government building (fire/rescue station) on approximately 5.0 acres on tax parcel number 16932-000-000 (portion of) located at 12264 South US Highway 441.

Property Owner: Alachua County

Applicant/Agent: eda, Inc.

Property Description

Address: 12264 S. US Hwy. 441

Parcel Numbers: 16392-000-000 (portion of)

Section/Township/Range: 8/0/0

Land Use: Rural Agriculture

Zoning: A (Agriculture)

Acreage: +/- 5.0 acres

Previous Requests

None.

Zoning Violation History

None.

Staff Recommendation: Staff recommends that the Planning Commission recommend that the Board of County Commissioners **approve** the proposed special use permit for a government building (fire/rescue station), Z23-000006, with the conditions and bases as noted in the staff report.

PC Recommendation: The PC recommended that the Board approve the Special Use Permit and adopt the resolution (5-0)

Background and Analysis

The applicant (Alachua County) is requesting a special use permit for a government building or facility. The intent of this application is to construct a fire/rescue station that will primarily serve an area within the southeastern part of the County around Micanopy. The approximately 5-acre parcel is located within the confines of a larger parcel purchased by Alachua County in order to create the Cuscowilla Nature and Retreat Center. The station is needed as a result of an agreement that has been signed between the City of Micanopy and Alachua County for the County to assume fire/rescue services for the municipality and surrounding areas (approximately 5-mile radius) as of October 1, 2023. For the time being, services are being run out of the existing fire station within Micanopy pending approval of this special use permit. Services will then be run from the Cuscowilla site from an existing mobile home plus additional shelter buildings for apparatus pending construction of permanent facilities within an approximate 5-year timeframe. A median cut for US 441 will be made for use by emergency vehicles only. The present call load for the Micanopy station is approximately 400 per year or 1-2 per day. Alachua County Fire/Rescue staff anticipate a similar call load for the new station.

The property is surrounded by parcels with similar land use and zoning designations. Most parcels contain single family residences although the adjoining portion of the County property to the west and south is undeveloped for some distance.



Figure 1: Proposed station site in relation to surrounding properties

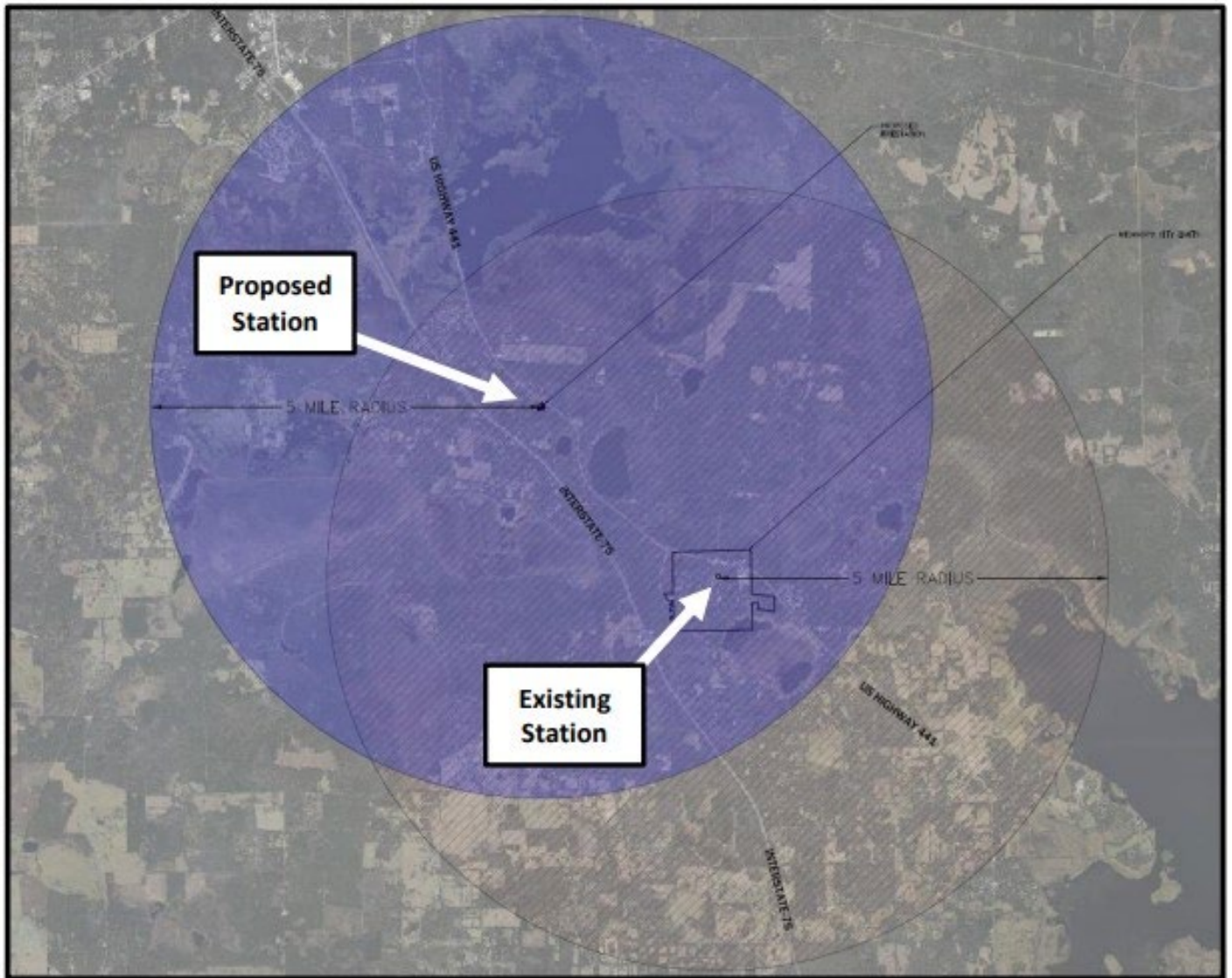


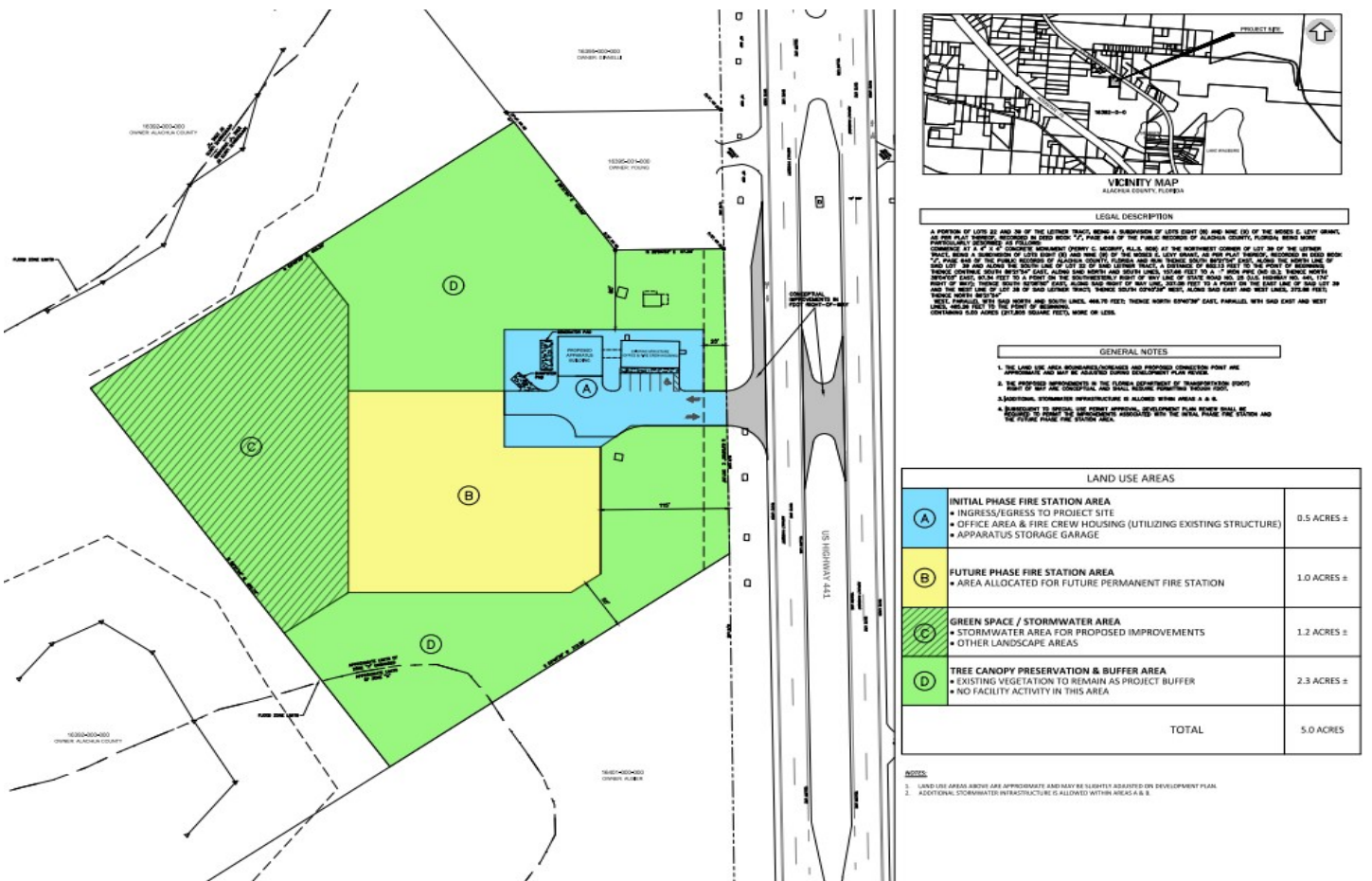
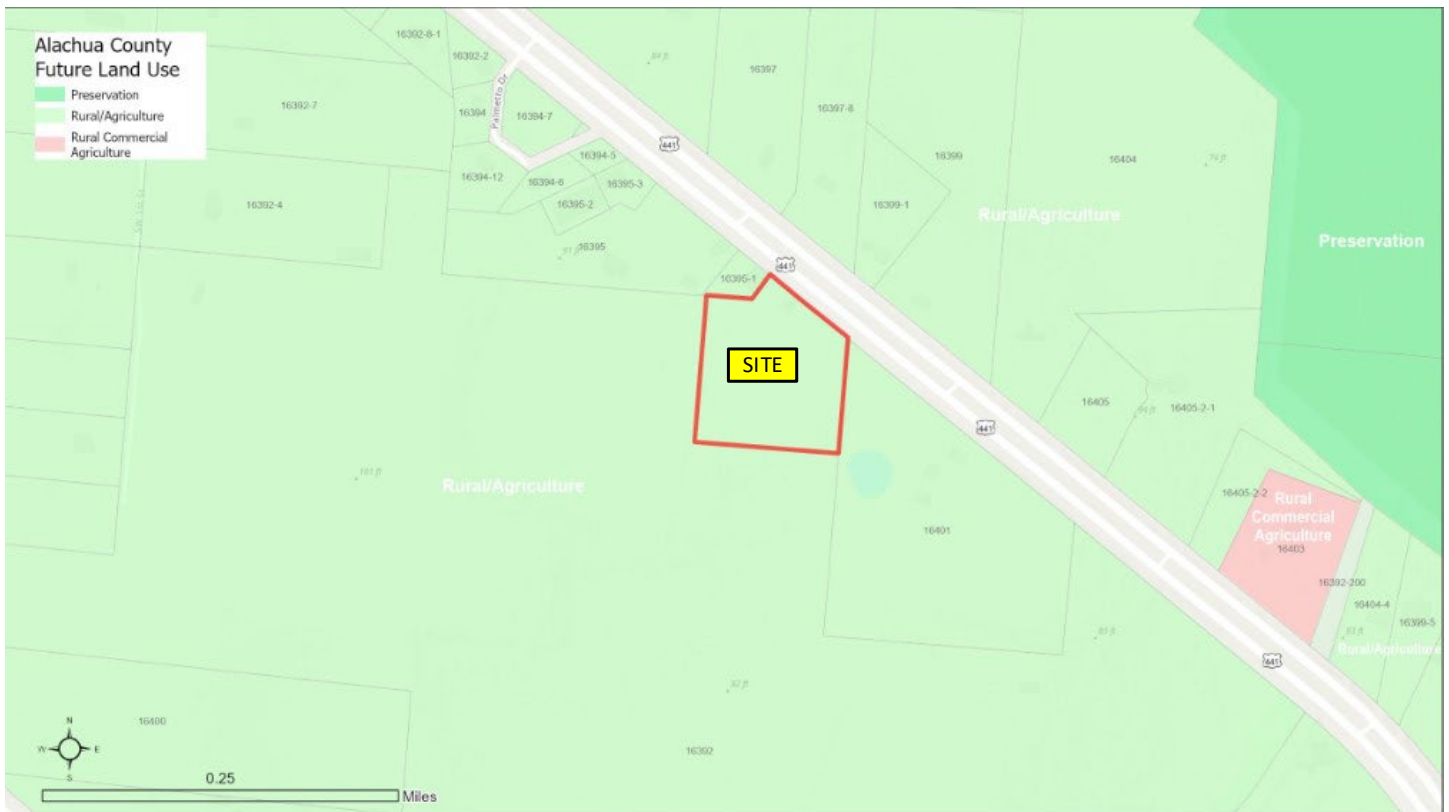
Figure 2: Proposed service area in relation to existing station in Micanopy



Figure 3: Aerial View of the Site



Figure 4: Zoning Map



Comprehensive Plan Consistency

The following is a staff analysis of the 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

This special use permit is for a government building (fire/rescue station). Any development on the site will require the payment of impact fees.

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

There will be no impact to water and sewer levels of service resulting from this request. The site will be required to use on-site septic and well service.

Drainage

Policy 1.2.4 (c) of the Capital Improvements Element states that the minimum drainage LOS standard for nonresidential 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 outside the urban cluster is as follows:

- Initial unit response within 12 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.

The proposed use is for a fire/rescue station. The site will be able to meet this standard as well as provide this level of service to surrounding development. 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. The proposed use as a fire/rescue station will not degrade the level of service below adopted standards.

Schools

The proposed special use permit does not authorize residential units and will not have an impact on the school system.

Recreation

The proposed special use permit does not authorize residential units and will not have an impact on the recreational LOS in the County.

Future Land Use

Policy 5.2.1 of the Future Land Use Element states that the following criteria shall determine the appropriateness of potential institutional locations and uses requiring special use permits shall be demonstrated prior to establishing the institutional use:

(a) Optimum service area.

The site provides an optimum service area for emergency response. The proposed station will provide a service area in the southeastern portion of the County (see Figure 2 in this staff report) around the City of Micanopy to ensure that the level of service will continue to be met in this part of the county.

(b) Optimum operating size.

The proposed station is expected to have three ACFR staff on site at any given time. This staffing level and building size are optimal to serve the intended population and may expand at a future date.

(c) Access to clientele.

Access to clientele will be from US 441 with a dedicated egress point for emergency vehicles responding to calls including an emergency-only median cut directly in front of the station. The proposed station will help maintain mandated response times for citizens in this part of the county.

(d) Compatibility of the scale and intensity of the use in relationship to surrounding uses, taking into account impacts such as, noise, lighting, visual effect, traffic generation, odors.

The proposed station will be housed in temporary structures consisting of an existing mobile home on site plus shelters for various pieces of equipment. ACFR has indicated that a station of this size will be able to provide adequate service to the intended population. The proposed location adjacent to US 441 will provide ready access to the station's service area and will allow personnel to meet level-of-service response times. The anticipated number of calls is 1-2 per day. No external claxon or alarm device will be used on site. Staff does not expect any odors to impact surrounding parcels. Security lighting only will be employed on site.

(e) Nature of service provision.

For the present, the proposed fire/rescue station will provide a fire engine, tanker and brush truck to respond to emergency calls. An ambulance may be added at a future date. Fire stations are considered institutional uses (government building or facility). The proposed site has been identified as being in the optimal location to serve nearby residents within a five-mile radius as well as the City of Micanopy.

(f) Needs of the clientele.

The proposed fire/rescue station serves emergency needs for the population in this area of the County. Locating a fire/rescue station in this area will help to ensure that the 12-minute response time level of service (outside the Urban Cluster) will be met.

(g) Availability and adequacy of public infrastructure to serve the particular use.

The site is located outside the Urban Cluster on a major arterial (US 441). Adequate public infrastructure is in place to serve the fire/rescue station. The station will use on site well and septic service.

(h) Preservation and strengthening of community and neighborhood character through design.

As shown on the special use permit master plan, the proposed location of the station is located on the site to maximize the distance from adjacent residences (the parcel to the west is a non-residential retail building not presently occupied). There is also a 40-foot wide buffer along the eastern site boundary to lessen visual impacts and ensure compatibility with the adjoining property.

(i) Consistency with the goals, objectives, and policies of the Conservation and Open Space Element.

The proposed fire/rescue station is consistent with the goals, objectives and policies of the Conservation and Open Space Element (COSE). The applicant submitted an environmental resource assessment as part of the special use permit application that was evaluated by the Alachua County

Environmental Protection Department. The proposed request is consistent with the protection of natural resources. Specific EPD conditions have been included as part of the SUP.

Policy 5.4.2 FIRE PROTECTION: Fire stations shall be located so as to provide the most cost effective, efficient protection of life and property.

As indicated by Alachua County Fire Rescue Department, the proposed location of the station will provide more effective service for this part of the County as ACFR assumes the duties of the City of Micanopy Fire/Rescue Department.

Policy 5.4.2.1 Fire stations may be permitted in all land use categories designated on the Future Land Use Map through the special use permit process, subject to performance criteria regarding site size, scale, and dimensions, building coverage, parking, buffering, access, and other impacts. The proposed site of the fire station has a future land use designation Rural/Agriculture (one dwelling unit per five acres) future land use.

Unified Land Development Code (ULDC) Consistency

Sec. 402.124. of the ULDC lists criteria for approval for special use permits:

(a)The proposed use is consistent with the comprehensive plan and ULDC;

The proposed use is consistent with the comprehensive plan and ULDC. Government buildings and facilities are allowed within the Agriculture zoning district by means of a special use permit. Institutional uses are allowed in a range of land use categories, including Rural/Agriculture.

(b)The proposed use is compatible with the existing land use pattern and future uses designated by the comprehensive plan;

As conditioned by staff, the proposed use is consistent with the existing land use pattern. Surrounding the site are large-lot Agriculture parcels as well as non-residential (Harry Beckwith Gun Shop/Range) uses. Fire stations also benefit from having close proximity to the intended population being served.

(c)The proposed use shall not adversely affect the health, safety, and welfare of the public; and

The proposed use bolsters public health, safety and welfare by providing a fire/rescue station that can respond to emergency calls within a 12-minute response time as called for in the level of service provision found in the Plan.

(d)Satisfactory provisions and arrangements have been made concerning the following matters, where applicable:

(1)Ingress and egress to the property and proposed structures thereon with particular reference to automotive, bicycle, and pedestrian safety and convenience, traffic flow and control and access in case of fire or catastrophe;

As shown on the proposed special use permit master plan, general ingress and egress are located at one access point on US 441. This assists in rapid deployment of emergency vehicles onto a major arterial that facilitates access to the entirety of the service area.

(2)Off-street parking and loading areas where required, with particular attention to item (1) above;

Off street parking and loading areas for staff are as proposed on the preliminary site plan submitted with this application.

(3)The noise, glare or odor effects of the special use permit on surrounding properties;

The proposed location of the station (as shown on the Special Use Permit master plan) is as close to US 441 as possible in order to minimize impacts to surrounding properties and optimize access to US 441. Staff does not expect glare or odor effects to impact surrounding properties.

(4)Refuse and service areas, with particular reference to location, screening and items (1) and (2) above;

Staff has proposed a condition that refuse and service areas be located behind the station to ensure safety and traffic flow and also minimize visual intrusion on the scenic road corridor.

(5)Utilities, with reference to location and availability;

The site is located outside the Urban Cluster and utilities are available to serve the intended use with onsite well and septic services being utilized.

(6)Screening and buffering with reference to type, dimensions and character;

Buffering can be provided by existing vegetation with additional buffering to supplement existing at the discretion of the DRC if necessary. DRC staff anticipates that existing vegetation will suffice to provide buffering. A 40-foot wide high density buffer will be required where the property abuts a residential property to the east.

(7)Signs, if any, and proposed exterior lighting with reference to glare, traffic safety and compatibility with surrounding properties;

Any signage will be in compliance with ULDC requirements.

(8)Required yards and other greenspace;

The proposed fire/rescue station is an institutional use. As institutional uses have a wide variety of possible uses, there is no single standard for buffers. The station is non-residential and will not require open space. However, as indicated on the special use permit master plan, naturally vegetated areas have been designated to remain undeveloped.

(9)General compatibility with surrounding properties; and

Compatibility with surrounding residential uses can be achieved through existing ULDC provisions for buffering between residential properties to the east and this institutional property.

(10)Any special requirements set forth in this ULDC for the particular use involved.

The ULDC does not provide special requirements for fire/rescue stations.

Staff Recommendation

Staff recommends that the Planning Commission recommend that the Board of County Commissioners **approve** Z23-000006 with the following conditions and bases:

Conditions

1. This special use permit shall allow a fire/rescue station on the portion of Parcel 16392-000-000 found in the legal description attached to the resolution.
2. Refuse and service areas shall be located to the rear of the main building.
3. No clearing or construction activities can commence until the applicant has satisfied all applicable state regulations regarding gopher tortoises. This will include an additional GT survey of the 5-acre project limits within 90-days prior to scheduled construction activities, and coordination with FWC concerning decisions on appropriate on-site relocation within the County's Cuscowilla property and/or off-site relocation options. Since the project is being conducted on County-owned property, all the GT correspondence with FWC and/or other representatives will include copying EPD staff including applicable state permits, and if applicable, relocation activities completed prior to the County can issue a Construction Permit.
4. Silt screen fencing is required along the perimeter boundary of the construction area, and the fencing locations are required to be depicted on the sedimentation and erosion control plan sheet presented on a plan sheet plan. Prior to conducting any vegetation clearing activities, the approved project boundaries will be delineated with flagging tape ribbon at appropriate distance so ribbons can be viewed, however, placed at intervals no further than 100 ft. apart to designate the limits of clearing and construction activities for the project. Removal of vegetation is restricted to within a maximum 15 ft. inside-width of the flagged perimeter to allow walking and equipment access to install silt-screen fencing along the project boundary. After installation of the perimeter silt-fence, clearing and grading activities can commence within the project boundary except for trees and other features designated for protection and preservation.
5. If a security fence is not installed, Conservation signage will be necessary prior to issuance of the certificate of occupancy.

Bases

1. Policy 5.2.1 of the Future Land Use Element states that the following criteria shall determine the appropriateness of potential institutional locations and uses requiring special use permits shall be demonstrated prior to establishing the institutional use:

- *Optimum service area.*

The site provides an optimum service area for emergency response. The proposed station will provide a service area in the southeastern portion of the County (see Figure 2 in this staff report) around the City of Micanopy to ensure that the level of service will continue to be met in this part of the county.

- *Optimum operating size.*

The proposed station is expected to have three ACFR staff on site at any given time. This staffing level and building size are optimal to serve the intended population and may expand at a future date.

- *Access to clientele.*

Access to clientele will be from US 441 with a dedicated egress point for emergency vehicles responding to calls including an emergency-only median cut directly in front of the station. The proposed station will help maintain mandated response times for citizens in this part of the county.

- *Compatibility of the scale and intensity of the use in relationship to surrounding uses, taking into account impacts such as, noise, lighting, visual effect, traffic generation, odors.*

The proposed station will be housed in temporary structures consisting of an existing mobile home on site plus shelters for various pieces of equipment. ACFR has indicated that a station of this size will be able to provide adequate service to the intended population. The proposed location adjacent to US 441 will provide ready access to the station's service area and will allow personnel to meet level-of-service response times. The anticipated number of calls is 1-2 per day. No external claxon or alarm device will be used on site. Staff does not expect any odors to impact surrounding parcels. Security lighting only will be employed on site.

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The proposed fire/rescue station serves emergency needs for the population in this area of the County. Locating a fire/rescue station in this area will help to ensure that the 12-minute response time level of service (outside the Urban Cluster) will be met.

- *Availability and adequacy of public infrastructure to serve the particular use.*

The site is located outside the Urban Cluster on a major arterial (US 441). Adequate public infrastructure is in place to serve the fire/rescue station. The station will use on site well and septic service.

- *Preservation and strengthening of community and neighborhood character through design.*

As shown on the special use permit master plan, the proposed location of the station is located on the site to maximize the distance from adjacent residences (the parcel to the west is a non-residential retail building not presently occupied). There is also a 40-foot wide buffer along the eastern site boundary to lessen visual impacts and ensure compatibility with the adjoining property.

- *Consistency with the goals, objectives, and policies of the Conservation and Open Space Element.*

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2. Policy 5.4.2 FIRE PROTECTION: Fire stations shall be located so as to provide the most cost effective, efficient protection of life and property.

As indicated by Alachua County Fire Rescue Department, the proposed location of the station will provide more effective service for this part of the County as ACFR assumes the duties of the City of Micanopy Fire/Rescue Department.

3. Policy 5.4.2.1 Fire stations may be permitted in all land use categories designated on the Future Land Use Map through the special use permit process, subject to performance criteria regarding site size, scale, and dimensions, building coverage, parking, buffering, access, and other impacts. The proposed site of the fire station has a future land use designation Rural/Agriculture (one dwelling unit per five acres) future land use.

4. Sec. 402.124. of the ULDC lists criteria for approval for special use permits:

(a)The proposed use is consistent with the comprehensive plan and ULDC;

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(b)The proposed use is compatible with the existing land use pattern and future uses designated by the comprehensive plan;

As conditioned by staff, the proposed use is consistent with the existing land use pattern. Surrounding the site are large-lot Agriculture parcels as well as non-residential (Harry Beckwith Gun Shop/Range) uses. Fire stations also benefit from having close proximity to the intended population being served.

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The proposed use bolsters public health, safety and welfare by providing a fire/rescue station that can respond to emergency calls within a 12-minute response time as called for in the level of service provision found in the Plan.

(d)Satisfactory provisions and arrangements have been made concerning the following matters, where applicable:

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As shown on the proposed special use permit master plan, general ingress and egress are located at one access point on US 441. This assists in rapid deployment of emergency vehicles onto a major arterial that facilitates access to the entirety of the service area.

(2) Off-street parking and loading areas where required, with particular attention to item (1) above;

Off street parking and loading areas for staff are as proposed on the preliminary site plan submitted with this application.

(3) The noise, glare or odor effects of the special use permit on surrounding properties;

The proposed location of the station (as shown on the Special Use Permit master plan) is as close to US 441 as possible in order to minimize impacts to surrounding properties and optimize access to US 441. Staff does not expect glare or odor effects to impact surrounding properties.

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Compatibility with surrounding residential uses can be achieved through existing ULDC provisions for buffering between residential properties to the east and this institutional property.

(10)Any special requirements set forth in this ULDC for the particular use involved.

The ULDC does not provide special requirements for fire/rescue stations.

Staff and Agency Comments

Department of Public Works: No comments at this time. Detailed comments for site access will be made at the time of Development Plan approval.

Department of Environmental Protection: Review of the Florida Master Site File (FMSF) records indicate no archaeological surveys have been previously conducted within the subject 211-acre Cuscowilla property. EPD is coordinating with the State Division of Historical Resources (DHR) to determine if and where cultural resources assessment (CRA) may be appropriate and/or necessary within the 5-acre project area. [Sec. 406.77, ULDC; Sec. 406.82, ULDC]. EPD staff will coordinate with DHR and provide related information to the appropriate County departments. It is noted that the proposed Fire Station's 5-acre project area is located within a 210-acre parcel owned by Alachua County. In addition to the Cuscowilla Nature & Retreat Center, the property has extensive coverage of high-quality native habitat. It is imperative the selected Contractors conducting clearing and construction activities should abide by the approved plans and retain activities within the designated 5-acre project area (e.g. equipment, material, facilities, staging area, etc.).

Transportation Planning: No comments.