



Alachua County Development Review Committee Staff Report

Project Number: DR22-000029

Final Development Plan for Springhill Transit Oriented Development – SE Quad Phases 1 &2A

SUBJECT: Springhill TOD Southeast Quad Phases 1&2A
DESCRIPTION: 352 multi-family residential units; 61,496 sf non-residential
AGENT/APPLICANT: eda engineers-surveyors-planners, inc.
PROPERTY OWNER: Spring Hills Land Holdings, LLC

PROPERTY DESCRIPTION:

Location 3600 through 3800 blocks of NW 92nd Ct and 9100 through 9200 blocks of NW 36th Place
Parcel Numbers 06233-001-001, 06233-001-000, 06233-010-011 and 06233-010-010
Land Use Mixed-Use; Springhills Activity Center
Zoning BH; R-2A
Acreage 24.6

CHRONOLOGY:

Preliminary Development Plan Approval 12/13/22
Application Submittal 07/31/23
Insufficiency Reports 08/24/23; 10/25/23
Application Resubmittals 10/02/23; 12/04/23
Sufficiency Determination 01/03/24
Final Development Plan Hearing 01/18/24

STAFF RECOMMENDATION: Recommend **approval with conditions** of the Final Development Plan for Springhill TOD Southeast Quad Phases 1 and 2a

**Alachua County
Development Review Committee
Staff Report**

DESCRIPTION OF PROPOSED PLAN:

The Board of County Commissioners (BoCC) originally approved a Preliminary development Plan (PDP) in 2014 and then a Revised Preliminary development Plan in December 2022 for what is known as the Springhills Transit Oriented Development (TOD). This is a large area around the I-75/NW 39th Ave interchange area. The overall PDP approval allows for entitlements for one Transit Oriented Development (TOD) and two Traditional Neighborhood Developments (TND) throughout the total subject area; however, it's all considered one TOD. Some code requirements, such as Open Space and Tree Preservation, were evaluated based on the entire project area of the PDP. Entitlements were then evaluated by quadrant.

The subject property for the Final Development Plan is called the Southeast Quad and is proposed as a TND. The Revised Preliminary Development Plan allows for a range of 190-353 residential units and 19,500-98,250 sf of non-residential uses. The site is located in the southeast corner of NW 39th Avenue and Interstate 75. **The proposed Final Development Plan is for 352 multi-family units with clubhouse and amenity area, as well as a 61,496 sf hotel.**

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.



SE Quad Project Boundary

**Alachua County
Development Review Committee
Staff Report**

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

The plan proposes an approximately 352 multi-family residential units with an amenity center as well as a 61,496 sf hotel on an approximately 24.6 acre site with Mixed-Use Future Land Use designation. Policy 2.2.1(e) of the Comprehensive Plan, which is specific to the Springhills TOD area, requires the subject parcel to be developed as part of a Transit Oriented Development/Traditional Neighborhood Development consistent with Future Land Use Objectives 1.6 and 1.7.

Policy 1.6.5.1 pertaining to density for **TNDs** states: *The density for Traditional Neighborhood Developments shall be as follows:*

- (a) *Within the transit supportive area, a minimum of four (4) units per acre, or the minimum density of the underlying land use category, whichever is greater,*
- (b) *The density for areas outside the transit supportive area shall be consistent with the underlying land use category,*
- (c) *For TNDs that are not contiguous with a planned Rapid Transit or Express Transit Corridor, an additional four (4) units per acre within the transit supportive area are allowed,*
- (d) *For TNDs contiguous with a Rapid Transit or Express Transit Corridor, an additional eight (8) units per acre within the village center and six (6) units per acre within the transit supportive area outside of the Village Center are allowed.*

Policy 1.6.5.2 regarding **TNDs** states, *to ensure a mixture of uses, the following non-residential (heated and cooled) square footage is required:*

- (a) *Provide at least 10,000 square feet of non-residential uses, plus*
- (b) *A minimum of 50 square feet of non-residential uses for every 1 residential unit.*
- (c) *A maximum of 200 square feet of non-residential uses for every 1 residential unit is allowed.*
- (d) *For projects within the Urban Service Area a maximum of 250 square feet of non-residential use for every 1 residential unit is allowed.*
- (e) *For projects that provide 100% of the allowable underlying land use density, an additional 10,000 square feet of non-residential development is allowed*

**Alachua County
Development Review Committee
Staff Report**

with an additional 10,000 square feet of non-residential development allowed for each one (1) unit per acre above 100% of the underlying land use.

- (f) *For project contiguous with a Rapid Transit or Express Transit Corridor an additional 25,000 square feet of non-residential development is allowed.*
- (g) *To encourage infill and redevelopment, the square footage of existing non-residential uses may either be utilized to meet the requirements above or be in addition to the above requirements.*

The following table provides a summary of the entitlements for this project (SE Quad is bolded):

	Minimum Number of Units	Maximum Number of units authorized (5,800 trip cap)	Minimum required non-residential	Maximum allowed non-residential
NE Quad	1,424	2,236	152,400 sf	1,163,000 sf
NW Quad	324	447	26,200 sf	121,750 sf
SE Quad	190	353	19,500 sf	98,250 sf
Totals	1,938	3,036	198,100 sf	1,383,000 sf

The proposed Final Development Plan provides 352 multi-family residential units and a 61,496 sf hotel. The Final Development Plan is consistent with the approved Preliminary Development Plan.

UNIFIED LAND DEVELOPMENT CODE:

ZONING DISTRICT AND USE REGULATIONS

The subject properties within Springhills TOD/TNDs are designated with the BH and R2-A zoning districts. Per Sec. 407.65 (a) and Sec. 407.64, TODs and TNDs may be located on property with any zoning designation except A, C-1, RE, RM-1, MS, MP, ML, MB and C-TDR.

According to Sec. 404.04.5 for Uses within Traditional Neighborhood Developments and Transit Oriented Developments, *Uses allowed within Traditional Neighborhood Developments and Transit Oriented Developments are listed in the Use Table similar to the Zoning Districts. TND/TOD is not a zoning district. Article 7 of Chapter 407 provides further limitations about the location and design of some uses.*

The Final Development Plan identifies residential uses as multi-family (apartments), and a non-residential hotel and is consistent with the Preliminary Development Plan and Unified Land Development Code.

**Alachua County
Development Review Committee
Staff Report**

NATURAL AND HISTORIC RESOURCES PROTECTION

CONSERVATION AREAS

There are no regulated conservation or historic resource issues associated with the SE Quadrant. The Northeast Quadrant of the overall Springhills TOD contains Conservation Management Areas (CMA) – primarily wetlands and upland hardwood forest. The required Conservation Easements have been approved for these areas, as required by the Preliminary Development Plan.

Open Space 407.70

Open Space was set aside with Phase 1 of the overall PDP and is coincident with the CMAs in the NE Quad. No Open Space is required within the SE Quad.

Tree Preservation

Sec. 406.12 (a) *Development Applications* requires that a minimum of five percent of existing tree canopy be preserved within TNDs. Again, the minimum tree preservation (5%) has been met within the CMAs. However, Sec. 406.12 states that: *A tree removal permit authorizing the removal of high-quality specimen trees 60 inches diameter at breast height (dbh) or greater may only be issued upon demonstration by the applicant that the development activity cannot occur in any other location on the site, or that removal is unavoidable due to site conditions that minimize impacts to other regulated resources.*

Tree preservation was reviewed with the Preliminary Development Plan. The CMA within the northeast quad was the primary tree preservation area as well as existing trees greater than 60-inches throughout the site. None of the required 20 percent tree preservation areas approved with the Preliminary Development Plan are located on the subject property.

However, are two trees on the SE Quad portion that are over 60 inches. One of them is a 77-inch live oak within the proposed phase (west of the hotel), and the second is shown on the plans within a future phase. The 77-inch tree is shown to be protected to the dripline within a civic area west of the proposed hotel.

Due to the development activity proposed and the vulnerability of tree #275 – 77-inch Live Oak, staff has required chain link fencing for tree barricading of this tree Sec. 406.12.5(f) - *The County may require alternative fencing materials, such as chain link fencing, on a case by case basis where additional protection is necessary due to intensity of development activity, vulnerability of trees or native vegetation to be protected, or similar circumstance.*

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

**Alachua County
Development Review Committee
Staff Report**

deficit. Mitigation by replacement is proposed for 622.15 inches. **There is still a remaining deficit of 213 inches which will require a fee-in-lieu payment of \$27,690 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.

**ARTICLE 7 CHAPTER 407 FOR TRADITIONAL NEIGHBORHOOD DEVELOPMENTS
AND TRANSIT ORIENTED DEVELOPMENT**

Development Concepts 407.63

(a) Central Point

Each TND or TOD shall have a defined Central Point. The Central Point should be located in a plaza, square, or open space, or be denoted by an architecturally significant feature. Measurements of the size of Village Centers and Transit Supportive Areas shall be measured from the Central Point.

The SE Quad provides Central Point in a Civic Space area within the TND with a gazebo as the main feature.

(b) Village Center

Each TND or TOD shall be designed to include a Village Center that contains the highest densities and intensities of use. The Village Center shall generally extend 1/8 mile from the Central Point and contain a mixture of uses. The Village Center should be designed to provide multiple destinations and to a scale that is comfortable for pedestrians and cyclists.

The project area for the phases under review are within the Village Center.

(c) Transit Supportive Area

The Transit Supportive Area shall generally extend ¼ mile from the Central Point and include the Village Center. The Transit Supportive Area shall provide a scaling of density and intensity from the Village Center to surrounding land uses.

There are two remaining areas within the SE Quad that are designated as TSA that will be developed in the future.

(d) Common Areas

Each TND or TOD shall be designed to provide common areas in the form of plazas, squares, parks, or other open areas. Pervious portions of common areas may be used to satisfy the requirements of Chapter 407 Article 5 Open Space. Common Areas shall be dispersed throughout the development and shall be designed to a scale appropriate for the surrounding development.

**Alachua County
Development Review Committee
Staff Report**

There are two common areas (west of the hotel and the central point area) within this TND as well as the clubhouse and amenity center area.

(e) Transportation Network

The transportation network shall be designed to provide circulation for transit vehicles, automobiles, bicycles, and pedestrians. The transportation network shall provide for multiple points of ingress and egress from developments, provide for connection to adjacent developments, and allow for multiple route choices between locations.

The applicant has proposed a street network that provides circulation for transit and pedestrian modes of travel as well as for vehicles. The network provides for connectivity to the existing roadway network. The proposed street network also provides for blocks that meet the perimeter requirements of Table 407.68.1.

Transit Supportive Area Design Standards 407.68

Sec. 407.68 provides design standards for the Transit Support Area, which is inclusive of the Village Center.

(a) Block Perimeter.

TNDs are required to be developed with a regular block pattern. Blocks within the Village Center can have a standard block perimeter of 1,300 feet. There are provisions to have up to 2,700 feet for the maximum block perimeter if there is parking interior to the block and a continuous ten-foot wide multi-use path to form an internal bicycle and pedestrian block.

The Final Development Plan has four blocks slated for development and is consistent with the approved Preliminary Development Plan. All of the blocks have internal parking. Block V3 also requires a multi-use path (MUP) internal to the block, which is provided. Buildings to the north and south of the MUP front the MUP.

(b) Building Orientation and Design.

Chapter 407.68 of the Alachua County Unified Land Development Code (ULDC) provides criteria for the architectural review of all proposed non-residential construction as part of any new development plan in Traditional Neighborhood Developments (TND's).

Sec. 407.68 of the ULDC provides architectural criteria for non-residential construction as part of any new development plan in a Traditional Neighborhood or Transit Oriented development.

The plan calls for a mix of residential development along with non-residential development in the form of a hotel. The residential component consists of a series of

**Alachua County
Development Review Committee
Staff Report**

four multi-story building types (A through D) along with a clubhouse and maintenance building. All buildings exhibit a similar design vocabulary, the only difference being in height. Residential towers consist of a series of projecting and recessed bays, each with different siding materials including horizontal siding, wall panels and flat surface stucco or similar EIFS system. These materials are used interchangeably and in differing levels to create visual interest. Roofs are flat with parapet walls. Individual living units have projecting balconies at all upper levels to provide added interest. Provided glazing calculations meet all standards as found in 407.68.

The clubhouse and maintenance building employ a similar design vocabulary to the residential towers. The clubhouse building meets all glazing standards while the maintenance building, given the nature of the structure, is compliant using the alternative compliance provisions of the Code.

The hotel structure is a four stories and uses a 'stock' plan provided by the Hilton chain (Home 2 Suites). The hotel employs a somewhat similar design vocabulary to the residential towers with a flat roof and use of horizontal siding contrasting with alternate materials including brick and stucco. The entrance features a canopy and enhanced glazing. Glazing on the longitudinal elevations is more than adequate at all levels.

(c) Parking.

Off-street parking is not required for TNDs. When off-street parking is proposed, then there is a maximum amount of 3 spaces per 1,000 sf of gross floor area for non-residential uses and 0.5 spaces for 400 sf of multi-family [407.68.2 *Maximum off-street parking*]. Therefore, a maximum of 184 spaces for the proposed and a maximum of 445 spaces for residential is allowed.

Off-street parking is provided for within all of the proposed blocks. The Final Development Plan provides 100 spaces for the non-residential and 318 spaces for the residential uses throughout the development, which is less than the allowed maximum.

Bicycle parking is provided within both standard bike racks and covered storage; 21 racks/42 spaces are provided throughout the development.

Additionally, electric vehicle charging stations are proposed in various areas of the development, meeting the requirement of 407.68(f) *Charging stations*. This code requires a minimum of one level 2 Vehicle Charging Station per every 10 multi-family units in new TND and TOD developments.

(d) Roadway network design.

The internal street network is consistent with the approved Preliminary Development Plan. Connections to this project will be from the existing NW 92nd Court and NW 36th Place.

**Alachua County
Development Review Committee
Staff Report**

Open Space and Landscaping 407.70

(a) *Open Space 407.70*

There is 23.3 percent Open Space for the overall TOD, which was met with the CMAs in the NE Quadrant.

(b) *Landscaping 407.70*

There is an overall tree canopy coverage of 34.27 percent exceeding the requirement of minimum 30 percent tree canopy coverage Sec. 407.41 (n) *Landscape and Planting Plan Objectives*. Stormwater basins, pedestrian paths, streets, and off-street parking are all appropriately landscaped. The paved ground surface areas have 53.5 percent canopy coverage, meeting the minimum 50 percent required in 407.68(c)(1)g. *Parking*.

The only required buffer is a 25-foot-wide I-75 buffer which is provided for along the western property boundary. Existing vegetation fulfills the requirements.

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 went into effect 4/1/16. All new irrigation systems installed in unincorporated Alachua County now require County approval prior to installation, which includes a review fee and site plan. All systems will then go through an inspection process. The Alachua County Irrigation Professional Portal has been created to allow irrigation professionals to submit required documents and pay fees entirely online. For those who are not online, required information may be submitted on paper in person at the EPD office at 408 West University Ave in Gainesville, 8:30-5:00 Monday through Friday. For more information about the Landscape Irrigation Efficiency Code and for a list of helpful resources, we encourage you to click [HERE](#). For more information, contact Water Resources staff at 352-264-6800 or at Irrigation@AlachuaCounty.us.

GENERAL DEVELOPMENT STANDARDS

Build-to line requirements within the Village Center are 15-50 feet as established by Table 407.66.1 *Village Center Dimensional Standards*. The Final Development Plan demonstrates that proposed buildings meet build-to lines for all blocks. The proposed Final Development Plan proposes apartment buildings and a single story non-residential building, as well as a clubhouse and accessory structures.

**Alachua County
Development Review Committee
Staff Report**

OUTDOOR LIGHTING

The maximum maintained illumination levels on adjoining property within 25 feet of the property line shall be no more than 1.0 footcandles (fc) when the adjacent property is zoned non-residential and no more than 0.5 fc when the adjoining property is zoned residential or agriculture or is an existing residential use within 100 feet of the property line. The photometric plan submitted with the Final Development Plan demonstrates consistency with this standard.

WATER AND WASTEWATER SERVICES

The project area 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 proposed locations of the stormwater management facilities are appropriate based on topography of the site. Six new basins are proposed along the western property boundary; and two in the eastern portion. They meet the requirements of Article 407, Article 9 and are landscaped appropriately per Sec. 407.43.2 *Landscape design of stormwater management facilities*.

TRANSPORTATION

The site is included within the Springhills Transportation Improvement Agreement. Development on the site will mitigate its impacts through payment of Multi-Modal Transportation Mitigation.

PUBLIC SCHOOL FACILITIES

The Alachua County School Board staff has reviewed the proposed development for student impacts for compliance with the school concurrency management program in accordance with the Inter Local Agreement and determined that adequate school facilities are available in the affected School Concurrency Service Areas (SCSA). This capacity determination dated October 19, 2023 is based on findings that this project will require 21 elementary school student stations in the Gainesville East Alachua SCSA, 11 middle school student stations in the Ft. Clarke SCSA, and 11 high school student stations in the High Buchholz SCSA.

The School Board in accordance with their Policy 5120-Assignment Within District will determine specific school assignment for students living in the development area. Student Assignment Rules states “The Superintendent may assign or reassign students on a case by case basis to schools or programs located in or out of their assigned zone, for the health, safety, or welfare of the students, other students or staff.” No assurances are given that the assignments will be made to the most closely located, or currently zoned, facilities. The provision of services to students in the development area may require redrawing of attendance zone lines, reassignment and busing to facilities elsewhere in the District, the use of temporary facilities, and/or the relocation of specific

**Alachua County
Development Review Committee
Staff Report**

educational programs.

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.

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 Sec. 402.47(b), 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 of Chapter 402 of the ULDC.

STAFF RECOMMENDATION

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

Staff recommends **approval with conditions** of the Final Development Plan for Springhills TOD SE Quad Phase 1&2A

CONDITIONS

1. Prior to issuance of Construction Permit, pay tree mitigation fee of \$27,690 to

***Alachua County
Development Review Committee
Staff Report***

Alachua County Parks and Conservation Lands, via the Growth Management Department, or provide revised plan demonstrating compliance with tree mitigation requirements.

2. Prior to issuance of Construction Permit, provide Public Access Easements for internal roads.
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.