



**Alachua County
Board of County Commissioners
Staff Report**

Project Number: DR24-000017

**Preliminary Development Plan for
Parker Road Cottage Neighborhood**

SUBJECT: Parker Road Cottage Neighborhood

DESCRIPTION: Preliminary Development Plan for 36 cottages and associated infrastructure

AGENT/APPLICANT: eda, Inc.

PROPERTY OWNER: RR Noble Holdings LLC

PROPERTY DESCRIPTION:

Location	407 NW 122 nd Street
Parcel Number	04322-006-001
Land Use	Low Density Residential
Zoning	R-1a
Acreage	5.02

CHRONOLOGY:

Application Submittal	03/04/2024
Insufficiency Reports Sent	03/26/2024
Application Resubmitted	04/01/2024
Sufficiency Determination	05/15/2024
Preliminary Development Plan Hearing	06/11/2024

STAFF RECOMMENDATION: Recommend **approval** of the Preliminary Development Plan and **Resolution DR-24-23** for **Parker Road Cottage Neighborhood**

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DESCRIPTION OF PROPOSED PLAN:

The proposed Preliminary Development Plan is for a 36-unit cottage neighborhood development with associated infrastructure. The Newberry Park Traditional Neighborhood Development (TND) is to the north of the subject property; the Sawbuck subdivision is to the east and large residential lots to the south.

A cottage neighborhood is a type of development provided for in the Comprehensive Plan and Unified Land Development Code (ULDC) that provides for groups of smaller homes built around a common green space. The intent is to provide for creative, diverse and high quality infill development within the Urban Cluster and to promote a variety of housing types and sizes. They are allowed to develop at two times the maximum units per acre of the underlying zoning district designation and are subject to specific design standards which are explained further in this staff report.

The purpose of the Preliminary Development Plan stage is for the reviewing body and the applicant to determine the specific characteristics of the site that will influence its design. ULDC Section 402.43 (a) *Development plan review steps* states that the Preliminary Development Plan shall detail regulated natural resources that exist on site, approximate access points, and location of utilities that serve the site. Minimum open space areas and tree protection defined with the Preliminary Development Plan shall be utilized in the Final Development Plan.

The proposed Preliminary Development Plan exceeds the threshold established in Section 402.44 for review by the Development Review Committee. According to Table 402.44.1 *Development Thresholds*, single-family residential subdivisions that exceed 25 dwelling units require approval by the Board of County Commissioners (BoCC).



Figure 1: Aerial View of Subject Parcel

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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

Future Land Use Objective 1.8 provides for Cottage Neighborhoods and stipulates that they shall be allowed to develop at two times the maximum units per acre of the zoning district designation. The subject property carries the Low Density Residential Future Land use. Policy 1.3.2.1 (a) of the Future Land Use Element defines the Low Density Residential Future Land Use category as between 1 and 4 du/ac. Therefore, a Cottage Neighborhood can have up to 8 du/ac.

The project proposes 36 lots on 5.02 acres, which is a gross density of seven (7) dwelling units/acre (du/ac) and is consistent with applicable Future Land Use policies.

UNIFIED LAND DEVELOPMENT CODE:

ZONING DISTRICT AND USE REGULATIONS

The subject parcel carries the R-1A zoning district. Cottage Neighborhoods are allowed as a limited use within Urban Residential land use designations and are subject to standards provided in Sections 407.154 and 407.155 as analyzed below:

ULDC 407.154 General Requirements:

- (a) ***Cottage homes.*** *A cottage home is a principal residential dwelling constructed within a neighborhood built consistent with the standards in this Article. The homes may be located on individually platted lots or on a common ownership lot that is not platted. Individual cottage homes may not exceed one thousand four hundred (1,400) square feet of conditioned enclosed space. Cottage homes shall consist of detached individual dwelling units only. No attached multi-family dwelling units shall be permitted.*

The general areas for the cottage homes are shown in brown on the PDP. There will be common ownership and the units will not be platted. They will be detached individual dwellings. The size limit (1,400 sf) will be reviewed with the Final Development Plan and building permit.

- (b) ***Size of neighborhood.*** *Cottage neighborhoods shall be on lots a minimum of two (2) acres in size unless otherwise approved by a special exception. A minimum of four (4) homes and a maximum of fifteen (15) homes are allowed around any common green in a cottage neighborhood. Cottage neighborhoods*

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may also be incorporated within larger subdivisions of land developed consistent with Article VIII of this Chapter. Cottage neighborhoods shall not be permitted inside a subdivision platted prior to March 28, 2023 unless otherwise approved by a special exception.

The PDP demonstrates that between 4 and 10 units will be around the six common greens.

- (c) **Common buildings.** *One (1) community building per neighborhood is allowed. Community buildings may contain, but are not limited to, a club house, a common dining area, kitchen, bathroom, laundry facilities, one (1) sleeping quarters for guests and/or storage. The maximum size of a community building is two thousand five hundred (2,500) square feet.*

No common building is currently proposed.

- (d) **Density.** *Per Policy 1.8.3 of the Future Land Use Element, cottage neighborhoods may develop at two (2) times the maximum units per acre of the zoning district designation.*

The density proposed is 7 dwelling units per acre (36 units on 5.02 acres).

- (e) **Access.** *Cottage neighborhoods must have direct access to a paved, publicly maintained street. Private roads, drives or alleys within the neighborhood that are connected to a public street and access either the individual homes or common parking lots are allowed consistent with Subsection 407.141(b) multi-family requirements. All private road, drives or alleys shall have a clear width of twenty (20) feet.*

The development has direct access to NW 122nd Street (Parker Road). It will also connect to the north to existing stub from Newberry Park. Stubs are also provided to the south to provide cross access should those parcels develop in the future.

- (f) **Emergency access.** *For neighborhoods with common parking areas, stabilized access shall be provided such that the farthest distance from a structure to the stabilized surface is one hundred fifty (150) feet. The stabilized access shall be a minimum of ten (10) feet wide and have a clear width of twenty (20) feet.*

The project design allows for emergency access to each unit at a maximum distance of 150 feet. The areas for utility lines will be stabilized to allow access; this will be further evaluated with the Final Development Plan.

- (g) **Setbacks.** All zoning district setbacks shall be applicable from the property boundaries and not from internal individual platted lots. Required buffers may be located within the setback.

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The zoning district boundaries for principal buildings for the R1-A zoning district are shown around the perimeter of the development plan (10-foot side; 15-foot rear; 15-foot front).

- (h) **Project boundary buffers.** *A 15-foot wide low density buffer, consistent with Section 407.43, shall be required along property lines adjacent to existing platted subdivisions or lots in excess of six thousand (6,000) square feet with an existing single-family residence.*

A 15-foot-wide buffer is provided for the plans.

- (i) **Landscaping.** *Landscaping shall be consistent with Section 407.43.1, Required tree plantings and landscaping of this Chapter.*

This will be reviewed with the Final Development Plan.

- (j) **Open Space.** *Open Space shall be provided per Article V, Open Space, of this Chapter.*

Section 407.52 - *Minimum open space requirement* requires at least 10 percent of the area of any development to be designated as Open Space and delineated on development plans and plats. ULDC Section 407.54 - *Open Space Areas* requires the following:

- (k) **Stormwater.** *Stormwater management provision shall be consistent with Article IX, Stormwater Management of this Chapter.*

Stormwater management areas are shown on the Preliminary Development Plan in the western and eastern ends of the project. Details (design and landscaping) will be reviewed with the Final Development Plan.

- (l) **Maintenance of Open Space, common areas and utilities.** *The applicant shall ensure that joint use and maintenance of public Open Space, community facilities, private roads and drives, and all other commonly owned and operated property is guaranteed through a maintenance plan, covenants, deeds and/or homeowners' association by-laws.*

This will be reviewed with the Final Development Plan.

Sec. 407.155. Design.

- (a) **Common green.** *Each cottage neighborhood shall have at least one common green with multiple common greens allowed. The common green may be counted toward the Open Space required consistent with Section 407.52 and shall be designed to meet the following:*

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- (1) Each common green shall include at least four hundred (400) square feet unit fronting that common green.*
- (2) The common green may include stormwater management facilities incorporating low impact design as long as a minimum of four hundred (400) square feet per dwelling unit is usable by the residents for active or passive recreation.*
- (3) Amenities such as community gardens, benches, and pavilions are allowed in the common green.*

There are six common greens proposed. The Common Green Data table on Sheet C110 shows that there is at least 400 sf of common green per unit.

*(b)**Porches.** All homes shall include at least one (1) open air covered front entry porch oriented toward the common green. Porches shall be a minimum of seventy (70) square feet. The minimum square footage may be reduced to sixty (60) square feet on cottage homes less than six hundred (600) total gross square feet of conditioned space.*

This will be reviewed with the Final Development Plan.

*(c)**Parking.** Parking may be provided in a lot or garage. Parking may alternately be co-located with the cottages when accessed by drive aisles. All parking must meet the following standards:*

- (1) A minimum of one and one-half (1.5) spaces per unit shall be provided.*
- (2) All common parking areas and associated drive aisles adjacent to neighboring residential property must be screened in addition to the required low-density buffer.*

On-street parking will be provided to serve this development; numbers will be evaluated with the Final Development Plan.

*(d)**Pedestrian access.** A system of interior walkways shall be provided to connect all homes, parking areas, Open Space and any sidewalks along the public street(s) bordering the Cottage Neighborhood. Interior walkways shall meet applicable ADA accessibility requirements.*

The internal streets will have sidewalks and interior walkways will be provided within the common greens. Details will be reviewed with Final Development Plan. A multi-use path will be constructed along the frontage of NW 122nd Street.

*(e)**Fencing.** Fencing within the development is limited to a maximum of fifty (50) percent opacity and no greater than four (4) feet in height may be used to delineate private yards, gardens or other areas. Solid fencing may be allowed along external borders not bordering streets.*

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This will be reviewed with Final Development Plan

NATURAL AND HISTORIC RESOURCES PROTECTION

CONSERVATION AREAS

There are no conservation areas on the subject property.

OPEN SPACE

Sec. 407.52 - *Minimum open space requirement* requires at least 10 percent of the area of any development to be designated as Open Space and delineated on development plans and plats. Open Space in cottage neighborhoods is required to be provided per Sec. 407.155. This was analyzed in the Common Green section above. The common greens between units meet the requirements of the cottage neighborhood code total 15.6 percent Open Space.

TREE PRESERVATION

Sec. 406.12(a)(2) requires cottage neighborhoods to be design such that a minimum of five (5) percent of the tree canopy is retained. The Preliminary Development Plan demonstrates that 7.8 percent of existing tree canopy will be retained. Sec. 406.12(a)(3) lists characteristics of native trees that are prioritized in determining the minimum required canopy. There is one (1) tree that is 60-inches on this property that is required to be saved due to its size, and is also the best canopy on the site. The area provided for this tree slightly exceeds the minimum five (5) percent retention required.

Additionally, Sec. 406.12 *Tree Protection Standards* 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 activity cannot occur in any other location on the site, or that removal is unavoidable due to site conditions and design considerations that minimize impacts to other regulated resources.

There is one tree that is 60-inches dbh or greater on the subject property and it is located in the middle of the site. The appropriate tree protection area is shown in red on the PDP. No development will occur within this area.

Due to the development activity proposed, and the vulnerability of trees to be protected between the homes during construction, chain link fencing will be required for protection of these trees per 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.* This will be reviewed with the Final Development Plan.

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GENERAL DEVELOPMENT STANDARDS

STREET NETWORK STANDARDS

Sec 407.140 (a)(5) *Street Network Standards – External Connectivity*, for developments containing 25 or more residential units, there shall be a minimum of two functional access points located on different sides of the subdivision except where infeasible due to original tract dimensions, topography, or existing development patterns. For a development containing only one access, an emergency service access shall be provided and maintained in addition to the primary access [ULDC 407.140 (a)(6)].

The proposed project provides access to NW 122nd Street as well as NW 120th Terrace to the north in Newberry Park.

The Preliminary Development Plan also proposes a pedestrian network consistent with Sec. 407.142 (a) *Pedestrian network standards*. The network is in a connected block pattern with intersections of pedestrian facilities at least every 600 feet. The internal street network will have sidewalks on both sides of the streets. A multi-use path will be provided along the Parker Road frontage as well as in the northeastern portion of the site to connect the interior street network with any future development to the east.

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.

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 March 26, 2024 is based on findings that this project will require four (4) elementary school student stations in the Southwest Alachua SCSA, two (2) middle school student stations in the Kanapaha SCSA, and three (3) high school student stations in the 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

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educational programs.

DEVELOPMENT PLAN EXPIRATION:

Pursuant to Sec 402.74 *Time Limitation for Expiration of Development Plans*, an approved Preliminary Development Plan or phase of a development plan shall expire unless a complete application for final development plan approval has been accepted by the department within 12 months of the date of preliminary approval.

STAFF RECOMMENDATION

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

Staff recommends **approval** of the Preliminary Development Plan and **Resolution DR24-23 for Parker Road Cottage Neighborhood**

Comments to be addressed with Final Development Plan:

Growth Management:

1. Due to the development activity proposed and the vulnerability of the trees needing to be protected, chain link fencing will be required on Final Development Plan for tree barricades protecting the Live Oaks of 60" or greater dbh per ULDC 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.

Environmental Protection:

2. Gopher Tortoise burrow(s) were located on 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.
3. There were two reported sinkhole occurrences on this property (2004 and 2013) that required remediation. Any documentation regarding those occurrences should be provided to the geotechnical engineer and staff for review and further investigation.
4. The demolition of a historic structure or a structure that is integrally related to a historic structure shall be prohibited without allowing an opportunity for the acquisition of fee or less-than-fee interest in the property by a governmental unit, an organization, or by any other entity committed to the preservation, restoration, or rehabilitation of the structure(s). (Chapter 406.79, ULDC). A demolition permit

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for the historic structure cannot be issued until the provisions of Article XIII, Historic Structures and Sites, Chapter 406, ULDC, have been satisfied.

5. There is a site of potential archeological significance within a half a mile radius from this property. Applicant should contact DHR for recommendations (please copy EPD staff on communications to DHR, or provide copies of letters with your submittal). Staff will take DHR's recommendations into consideration when determining whether an archaeological survey is required.
6. Debris, litter, and hazardous materials shall be removed from the property and properly disposed of. The contractor shall provide documentation indicating the proper management of any hazardous materials removed from the site. Typical hazardous materials waste streams include: lead paint, lamp ballasts, fluorescent and high-intensity bulbs, mercury switches, batteries, chemicals and electronic waste. Asbestos-containing materials shall be identified and managed in accordance with the applicable State and Federal regulations.
7. If the onsite well is to be abandoned, it shall be properly plugged and documentation of that action in the form of a completed well registration form or well completion report provided to ACEPD [Article XI, Chapter 406, ULDC]. Proper abandonment of septic tank systems shall be conducted according to the procedures set forth in Section 64E-6.011, FAC.

Public Works:

8. Provide public access easements on the internal roads.
9. Provide asphalt sidewalk/MUP along the road frontage.
10. Provide right turn lane and direct stormwater to the on-site basin.
11. Please note that, at a minimum, trip generation and turn lane analysis will be required.
12. Provide and plan & profile detail of driveway access to NW 122nd St.
13. Provide typical sections and paving & grading details for private roadways and street parking areas.
14. Show striping and proposed signage.
15. Provide basin grading and drainage plan.