



**Aachua County
Board of County Commissioners
Staff Report**

Project Number: DR24-000037

**Preliminary Development Plan for
Live Oak Cottages**

SUBJECT: Live Oak Cottages

DESCRIPTION: Preliminary Development Plan for 75 cottages and associated infrastructure

AGENT/APPLICANT: Younge Development Services, LLC.

PROPERTY OWNER: Keith Napoli

PROPERTY DESCRIPTION:

Location	2400 NW 143 rd Street
Parcel Number	04227-000-000
Land Use	Low Density Residential
Zoning	R-1A
Acreage	9.38

CHRONOLOGY:

Application Submittal	08/02/2024
Insufficiency Reports Sent	08/26/2024
Application Resubmitted	12/02/2024
Sufficiency Determination	01/03/2025
Preliminary Development Plan Hearing	01/28/2025

STAFF RECOMMENDATION: Recommend **approval** of the Preliminary Development Plan and **Resolution DR-25-01** for **Live Oak Cottages**

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DESCRIPTION OF PROPOSED PLAN:

The proposed Preliminary Development Plan is for a 75-unit cottage neighborhood development with associated infrastructure. The Belmont Cluster Subdivision is to the north, west, and south of the subject property and, across NW 143rd Street to the east, is the Somerset Subdivision.

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 75 units on 9.38 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 clusters of cottages are shown in yellow on Sheet C-2 of the preliminary development plan. 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 may also be incorporated within larger subdivisions of land developed*

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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 identifies one cluster of five (5) units, one cluster of six (6) units, and eight clusters of eight units, each with a common green.

- (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.*

One community building and pool is shown on the northeastern corner of the site. The size of the community building will be reviewed with the Final Development Plan and building permit.

- (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 (75 units on 9.38 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 143rd Street.

- (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.

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).

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(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. The development provides 2.23 acres, or 23.5 percent, open space through a combination of common greens and tree preservation areas on the parcel.

(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 on the southeastern portion 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:*

- (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)*

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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 ten common greens proposed. The Cluster Common Green data table on Sheet C-2 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.*

Surface 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 driveways 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 143rd 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.*

This will be reviewed with Final Development Plan

NATURAL AND HISTORIC RESOURCES PROTECTION

CONSERVATION AREAS

The project site consists mainly of improved pasture with a few large Live oaks

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surrounding an old homesite. There are no regulated conservation areas onsite. Given the soils and vegetation, however, there is the potential for the presence of listed species. Per the submitted preliminary environmental resource assessment, a wildlife biologist report is forthcoming and will be reviewed with FDP submittal for compliance with Article IV – Listed Plant and Animal Species Habitat, Chapter 406, ULDC. There is one mapped historic structure onsite, an old house, as well as other associated historic structures. These were evaluated in the submitted cultural resource assessment and found not to be significant. Prior to issuance of the construction permit, the applicant must submit documentation of coordination and comments from the Department of State, Division of Historical Resources, regarding the findings of the cultural resource assessment.

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 23.5 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 12.7 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 are two (2) trees that are 60-inches dbh on this property. One tree (labeled #785, #786, #787) is the best canopy on the site and provides the minimum retention. Tree #779 is a 62-inch Live Oak. There is a third tree, #746, that is greater than 60-inches dbh, whose canopy extends onto the parcel but is located in the County right-of-way.

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 are two (2) trees that are 60-inches dbh on this property. The appropriate tree protection area is delineated with a dashed line around the dripline of each tree.

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*

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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.

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 a single access point, which aligns with NW 23rd Lane, to NW 143rd Street. A single access point is provided because existing development patterns, and tree protection requirements, do not allow for a second. An emergency service access is provided which also connects to NW 143rd street.

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 pedestrian network shall provide direct pedestrian and bicycle pathways within the development and between other developments. A multi-use path will be provided along the NW 143rd Street frontage that connects 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 nine (9) elementary school student stations in the Southwest Alachua SCSA, five (5) middle school student stations in the Fort Clarke SCSA, and seven (7) high school student stations in the Buchholz SCSA.

The School Board in accordance with their Policy 5120-Assignment Within District will

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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 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 DR-25-01 for Live Oak Cottages**

Comments to be addressed with Final Development Plan:

Growth Management:

1. The 10’ MUP’s location, as it relates to the 67” (#746) heritage tree in the ROW, on the northern portion of the property, will be evaluated with the final development plan.
2. Please note that the privacy fencing between yards is limited to 4 feet in height per section 407.155(e).
3. Note that the common building (clubhouse) is restricted to a maximum of 2,500 square feet [407.154(c)].
4. As part of a comprehensive Low Impact Design (LID) approach, developments with more than 40 parking spaces shall pre-treat at least 25% of the parking area stormwater runoff before discharge to the master stormwater system using LID techniques/Green Stormwater Infrastructure technologies per 407.43.2(d)10.
5. Please reference the newly adopted landscape code, Article IV, Chapter 407 when revising the landscape plans (attached). Refer to Sec 407.43.2(b)(1-4) for Landscaping Requirements in Streetscapes and Table 407.50.1 for appropriate

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widths and soil volumes. Per 407.43.2(b)2 - Street trees shall be provided between the street and sidewalk whenever space permits to protect pedestrians and calm traffic. Reference graphics within the streetscapes code for alternatives such as street trees in wells, and street trees in planting strips with on-street parking spaces.

6. Per 406.12.4 - For trees retained beyond the minimum requirement, at least 50 percent of the area beyond the dripline shall remain undisturbed. Under no circumstances shall permission be given for development within the root plate per Sec. 406.12(4). Trees impacted within the dripline will have a reduced replacement at one-half the rate in Subsection 406.13(b)(2), (3) and (4). This comment is noted to be aware of the pool area or Amenity Center near additional trees desired to be retained.

Environmental Protection:

1. Per the submitted preliminary environmental resource assessment, a wildlife biologist report is forthcoming and will be reviewed with FDP submittal for compliance with Article IV – Listed Plant and Animal Species Habitat, Chapter 406, ULDC.
2. Per the submitted preliminary environmental resource assessment, a cultural resource assessment is forthcoming and will be reviewed with FDP submittal for compliance with Article XIII – Historic Structures and Sites, Chapter 406, ULDC. Prior to issuance of the construction permit, applicant must submit documentation of coordination and comments from the Department of State, Division of Historical Resources, regarding the findings of the cultural resource assessment.
3. 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].
4. Proper abandonment of septic tank systems shall be conducted according to the procedures set forth in Section 64E-6.011, FAC.
5. 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.

Chapter 77: Stormwater Treatment

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6. At final, Stormwater Treatment performance must: Reduce both the post-development annual average stormwater total nitrogen load by at least 70% and the annual average stormwater total phosphorus load by at least 80% This information is provided with the PDP to encourage low-impact development (LID) techniques in all projects in Alachua County. Please consider LID design elements in this project to protect water quality.
7. As required by Stormwater Management Code, Section 77.28, at final please submit: (a) Project site plans clearly indicating the proposed BMPs used to meet stormwater treatment performance standards; (b) Calculated nitrogen and phosphorous load reductions for each of the BMPs used and for the overall stormwater management system, including supporting documentation and data; (c) Operation & maintenance requirements for each BMP used and the entity responsible for the implementation of the requirements; (d) An affidavit from a registered professional engineer, architect or landscape architect in the State of Florida certifying that the stormwater system meets all of the requirements of the Alachua County Stormwater Treatment Code.

Chapter 77: Water Conservation

8. On the final landscape plans, please include "Establishment irrigation notes" reflecting updated Landscape code (Chapter 407, Article IV) – template irrigation notes document can be emailed upon request (contact Eliana Bardi, ebardi@alachuacounty.us).
9. On the final landscape plans, per Section 407.42(b)1, demonstrate total site area, impervious area and permeable area as defined in Section 77.03. A template calculations table is provided on the Irrigation Code website and can be emailed upon request.
<https://alachuacounty.us/Depts/epd/WaterResources/WaterConservation/pages/irrigation-efficiency-design-and-maintenance-code.aspx>
10. Recommend temporary irrigation system for establishment of new landscape (up to 1 year after planting). In discussing options with your client, consider the following: a. Permanent irrigation systems must register with the county and submit annual maintenance documentation. b. Permanent irrigation systems must include flow-based leak detection technology. c. Temporary irrigation can be in place for 1 year after planting with provisions for extension if needed (no application review fees and does not need to meet Chapter 77 Article VI). For more information, visit the Irrigation Design Standards website or contact the Alachua County Environmental Protection Department at 352-264-6800.
11. Staff encourages you to discuss relevant code sections with the Landscape Architect and architectural teams early in the design process to ensure landscape selection meets code standards and accounts for irrigation limitations.

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To facilitate temporary irrigation systems while still maintaining access to water source for any future watering need, consider providing additional water connections, such as outdoor spigots along buildings or in common areas, for easy access to water source in the future.

Public Works:

12. Ensure that the basin is adequately sized for design per the Table 407.91.1
13. Ensure that the right turn lane conforms with the FDOT manual.
14. Provide connection information based on ULDC Sec. 407.133.