

Clay Electric Cooperative Staging Area Special Exception Application

May 29, 2025



JBPro
3530 NW 43rd Street
Gainesville, FL 32606
(352) 375-8999
www.jbpro.com

JBPro



Contents

Clay Electric Cooperative Staging Area.....	1
Application Narrative.....	3
I. Special Exception Justification	3
II. Comprehensive Plan Consistency	8
III. Analysis of County Land Development Regulations.....	10
IV. Concurrency Assessment.....	11
V. Attachments	15

Attachment A: Cover Letter

Attachment B: Application

Attachment C: Aerial Photo

Attachment D: Boundary Survey

Attachment E: Legal Description

Attachment F: Deeds

Attachment G: Agent Authorization Form

Attachment H: Proof of Payment of Taxes

Application Narrative

I. Special Exception Justification

A. Background

This is an application by JBPro on behalf of the Applicant, Clay Electric Cooperative, Inc. (“CEC”), for a Special Exception to allow for the expansion of the current Clay Electric Utilities Facility uses under Resolution Z-07-16 onto a ±7.92-acre project site on Alachua County Tax Parcel 04193-004-007.

The subject property has a future land use designation of Low Density Residential, which has a density of 1-4 dwelling units per acre, and is within a Residential Single-Family Estate (RE-1) zoning district. The parcel is currently vacant. If granted, this Special Exception would allow for the development of a service vehicle staging area, which would operate in conjunction with the neighboring CEC administrative facility to the south of, and communications tower to the north of the subject parcel, where this use is also currently permitted by Special Exception. The Applicant intends to utilize the expanded area to stage a disaster response fleet for emergency electric utility services.

B. Planning Assessment

The proposed service vehicle staging area use is compatible with the surrounding character of its district. The subject property borders the Alachua County Urban Growth Boundary (Urban Cluster) from the interior. It is located outside of the Gainesville City Limit but is positioned in an area experiencing rapid growth. As such, the proposed expansion is well-suited for this site, and for the character and needs of the surrounding area.

As per Alachua County Comprehensive Plan Future Land Use Element **Policy 5.1.1**,

Institutional uses may be allowed in other land use categories designated on the Future Land Use Map, and implemented in accordance with the guidance and policies within this Section 5.0., and within the Comprehensive Plan as a whole.

Under **Policy 5.1.2** of the same Element, the proposed development would qualify as an *institutional use*, because CEC is a public utility. Thus, the Applicant is pursuing a Special Exception to enable an expansion of their existing permitted uses onto the property situated in between their existing facilities.

The zoning districts of the subject and the surrounding properties are: Agriculture (A) to the North, Low-Density Residential (R-1AA) to the South and Southeast, and Institutional (I) to the East and West (See Table I-A, below.)

Figure I-1: Aerial Map

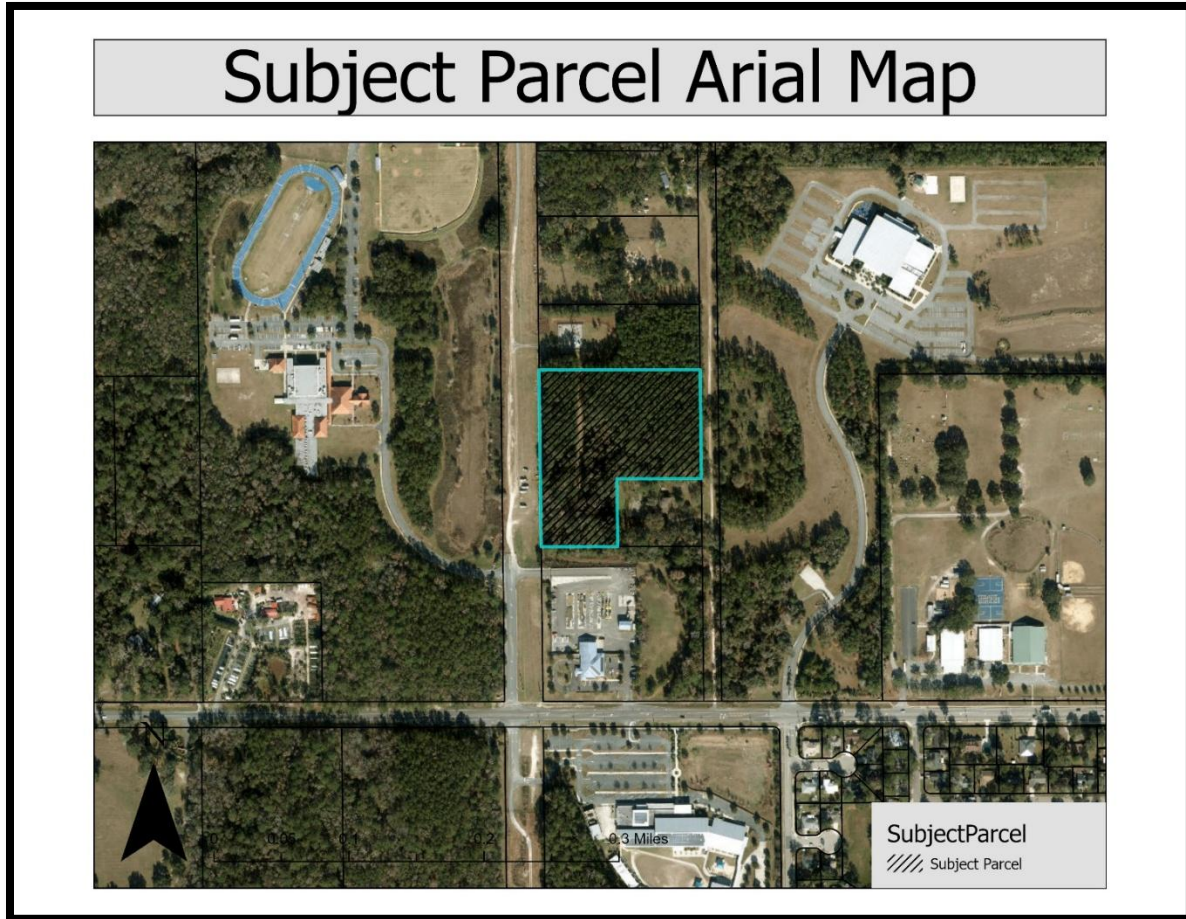


Figure I-4: Zoning Map

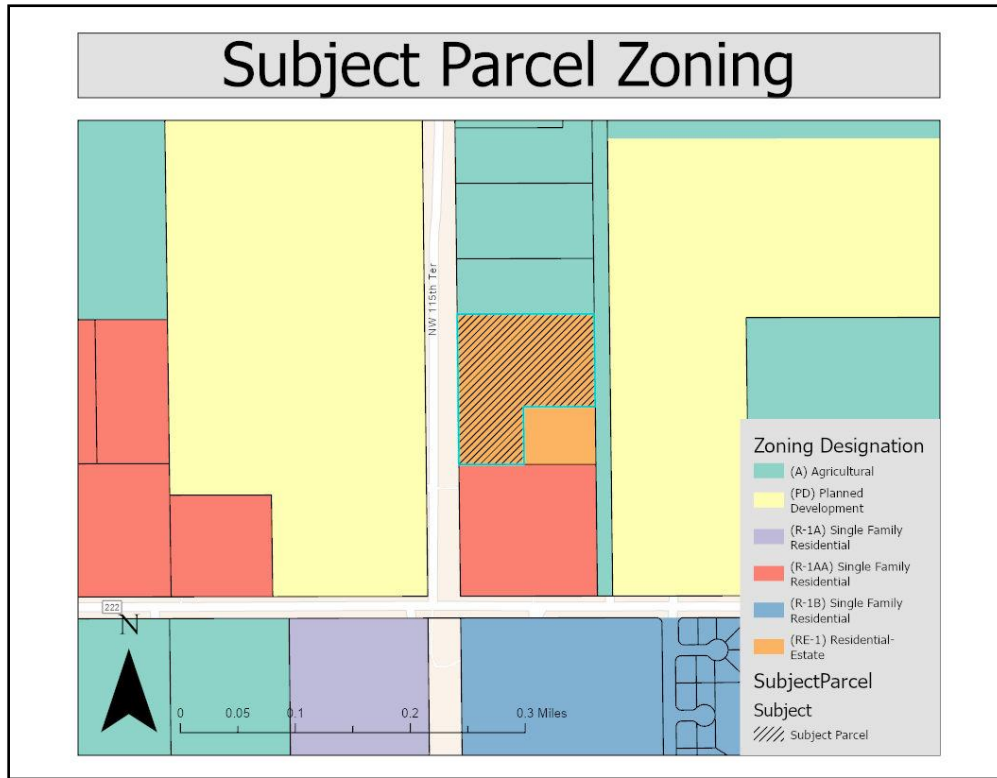


Figure I-5: Current Land Uses Map

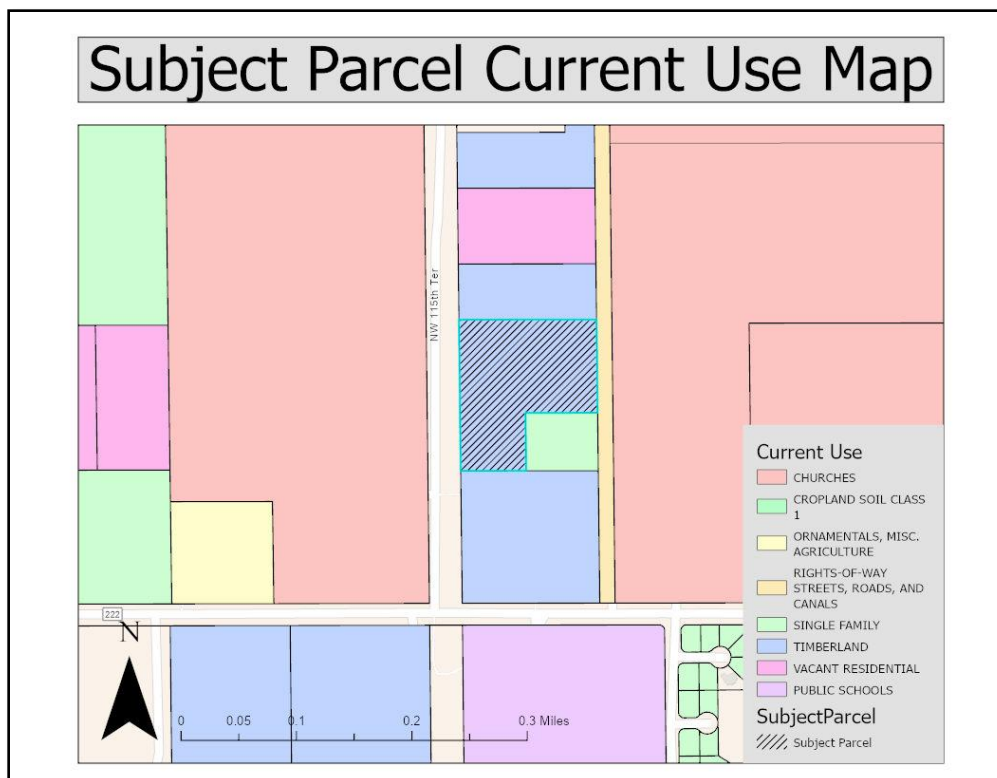


Table I-A: Future Land Use/Current Zoning

Location	Future Land Use	Zoning	Current Use*
Subject Parcel	Low Density (1-4du/acre)	Residential Single-Family Estate (RE-1)	Timber
North	Rural/Agriculture	Agricultural (A)	Timber , Single-Family
South	Low Density (1-4du/acre)	Residential Single Family (R-1AA)	Timber, Public School
East	Institutional	Planned Development (PD)	ROW, Churches
West	Institutional	Planned Development (PD)	ROW, Churches
Southeast	Low Density (1-4du/acre)	Residential Single-Family Estate (RE-1)	Single-Family
*According to Alachua County Property Appraiser Online Portal			

C. Summary of Surrounding Land Use Compatibility

The service vehicle staging area is compatible with the surrounding properties for the following reasons:

1. Under **Policy 5.1.1** of the Future Land Use Element of the Alachua County Comprehensive Plan, institutional uses may be allowed in other land use categories within the guidance of the Comprehensive Plan.
2. The property is positioned to efficiently provide public services to the surrounding areas while not intruding on local residential uses.
3. As shown in Figure 1-1 and Table 1-A, the property is bordered to the East and West by institutional land uses, which is also what the Applicant is proposing at this location.
4. As shown in Figure 1-1 and Table 1-A, the property is bordered to the North and South by a sister development from the Applicant, CEC, which would operate in conjunction with this development.

II. Comprehensive Plan Consistency

The development proposed by this Special Exception application is consistent with the planning goals, objectives, and policies established in the Alachua County Comprehensive Plan. The primary planning goals, objectives, and policies that this special exception application implements are shown and analyzed below.

A. Future Land Use Element

GENERAL STRATEGY 2

Promote land development that maximizes the use of public investments in facilities and services, ensures a proper level of public services for all new development, and preserves existing amenities. Land use decisions shall be made consistent with public facility improvements which shall be provided in accordance with the following priorities:

- *in areas where the lack of public facilities threatens the health and safety of the community;*
- *in urban areas that are lacking adequate public facilities to meet the needs of existing development and to encourage infill development, and mixed-use redevelopment;*
- *in new areas which are part of a planned expansion of public services to encourage growth; and*
- *to extend individual services to meet the demands created by a specific development.*

Analysis: Under Policy 1.2.4(c) of the Alachua County Comprehensive Plan Capital Improvement Element, the proposed use is considered a public facility. This is consistent with General Strategy 2 as the proposed development provides public services within the Urban Growth Boundary of Alachua County.

Policy 5.1.1

Potential locations for major future institutional uses are identified on the Future Land Use Map. Institutional uses may be allowed in other land use categories designated on the Future Land Use Map, and implemented in accordance with the guidance and policies within this Section 5.0., and within the Comprehensive Plan as a whole.

Analysis: The proposed development is an expansion to a public utility facility. As per Policy 5.1.2(c), the proposed development is thus an institutional use. The proposed development is consistent with Policy 5.1.1, which allows institutional uses in all land use categories.

Policy 5.2.1

The following criteria shall determine the appropriateness of potential institutional locations and uses requiring special use permits, and shall be demonstrated prior to establishing the institutional use:

- (a) Optimum service area.*
- (b) Optimum operating size.*
- (c) Access to clientele.*
- (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.*
- (e) Nature of service provision.*
- (f) Needs of the clientele.*
- (g) Availability and adequacy of public infrastructure to serve the particular use.*
- (h) Preservation and strengthening of community and neighborhood character through design and in accordance with Policy 5.2.2 of this Element.*
- (i) Consistency with the goals, objectives, and policies of the Conservation and Open Space Element.*

Analysis: The proposed development location is aligned with the criterion institutional locations established in Policy 5.2.1. It is in an optimal location to enhance services to the surrounding area while not generating an undue intensity on the surrounding land uses.

Policy 5.2.2

Institutional facilities shall be designed and located for integration into the surrounding community. Land use decisions concerning location of institutional uses shall take into consideration environmental justice, equity, and community, historical, and neighborhood character; this shall include consideration of the residents of the community, their relationship to the land, and the characteristics of the land itself. In considering community, historical, and neighborhood character, particular consideration shall be given to recognizing, protecting and preserving the resilience, collective desires, and resources of historically burdened communities. Historically burdened communities are those where the residents, often from racially or ethnically marginalized communities, face inequities and have disproportionate burdens associated with land use.

Analysis: The proposed development will integrate with the character of the surrounding land and communities. The proposed development will allow CEC to provide optimal service to all CEC customers, regardless of race, ethnicity, or socioeconomic status.

III. Analysis of County Land Development Regulations

An analysis of the ULDC Land Development Regulations was completed to ensure compliance. The following paragraphs will demonstrate how the proposed development will be aligned with the ULDC Land Development Regulations.

Sec. 404.48.5.: Defines allowed districts and buffering standards for major utilities.

Analysis: Section 404.48.5 requires that “major utilities” within the RE-1 district, when approved by special exception, provide:

- a 150-foot buffer from residential uses, and
- a 75-foot buffer from all other uses.

These requirements are written for large-scale, permanent facilities such as electric generation plants, treatment plants, and major transmission corridors. The proposed project does not rise to this level of intensity. Instead, it will serve as a vehicle staging area during emergency situations. This is an intermittent, low-impact use that will not generate continuous traffic or create ongoing nuisances. The use therefore falls outside of the traditional scale of a “Major Utility” as defined by Alachua County.

Justification for Reduced Buffer Request

This project proposes modified buffer widths that reflect the surrounding land uses and the limited intensity of the proposed activity:

- North and South Property Lines – A 0-foot buffer is proposed. These sides abut property owned by Clay Electric, which is not residential in nature and does not warrant the full protection required for sensitive uses.
- West Property Line – A 15-foot buffer is proposed. This edge adjoins an undeveloped right-of-way currently used by Gainesville Regional Utilities (GRU) transmission lines, a utility-related use that does not require significant buffering.
- East / Southeast Property Line – A 40-foot buffer is proposed along the boundary with a residential estate, providing a substantial transition and screening to the most sensitive adjacent use.
- East Property Line (north portion) – A 40-foot buffer is proposed where the site adjoins a right-of-way and churches, providing an enhanced transition to institutional and community-oriented uses.

The proposed buffer plan balances the intent of Section 404.48.5 with the actual scale of the project:

- Residential Protection – A 40-foot buffer is maintained along the residential estate to the east/southeast, providing meaningful separation while

acknowledging that a 150-foot buffer is disproportionate given the project's limited impact.

- **Non-Residential Protection** – Where the project adjoins utilities, rights-of-way, and institutional uses, reduced buffers (10–15 feet) are appropriate since these areas are not sensitive to the impacts the code is intended to address.

The proposed buffer configuration is reasonable, context-sensitive, and consistent with the intent of Section 404.48.5. By maintaining substantial buffers along the residential and community-oriented edges, while applying reduced buffers to utility and right-of-way boundaries, the project achieves compatibility without imposing the disproportionate separation distances intended for high-intensity utility facilities.

Sec. 402.113: Describes criteria for Special Exception review and approval.

Analysis: The proposed use is consistent with the Comprehensive Plan and ULDC. It shall not adversely affect the health, safety, and welfare of the public, and it will satisfy the matters described in Sec. 402.113 (4) when applicable. Therefore, this request should be approved.

IV. Concurrency Assessment

The State of Florida growth management legislation establishes concurrency standards that ensure that local governments can adequately provide public facilities to new developments without constraining adopted local levels of service. The following paragraphs will discuss how the proposed Special Exception would impact public service standards related to recreation, solid waste, potable water, sanitary sewer usage, stormwater, public-school facilities, and transportation.

According to the Alachua County Comprehensive Plan (ACCP) Capital Improvement Element Policy 1.2.1, the proposed development would be categorized as a Public Facility type “B”. As such, the Level of Service (LOS) requirements for the proposed development are subject to the public facility standards outlined in Capital Improvement Element **Policy 1.2.4**.

A. Recreation

Policy 1.2.4(a) establishes Recreation LOS Standards for Public Facilities type “B”:

The County shall adopt and maintain, at a minimum, the following level of service standards for recreation of: (1) 0.5 acres of improved activity-based recreation sites per 1000 persons in the unincorporated area of Alachua County; (2) 5.0 acres of improved resource-based recreation sites per 1000 persons in the unincorporated area of Alachua County.

Analysis: As the proposed use is an institutional use without a residential component, the completed development would not have any impact on the Recreation LOS Standards within the unincorporated area of Alachua County

B. Solid Waste

Policy 1.2.4(b) establishes the Solid Waste LOS standards for Public Facilities type “B”; *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.*

Analysis: The proposed development would not develop any new buildings, potable water facilities, or solid waste facilities on the site. Thus, the parcel will not incur an additional burden upon the solid waste infrastructure of the county and meets the established concurrency standards.

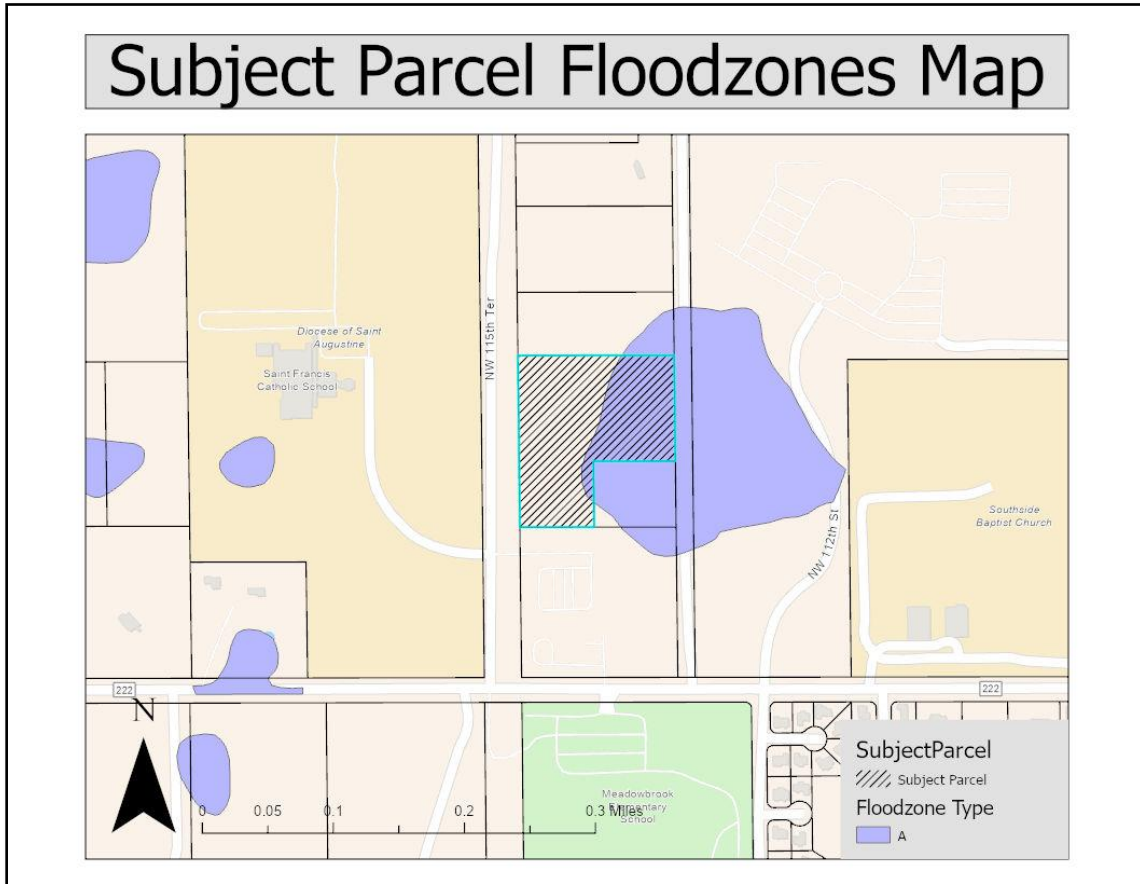
C. Stormwater Management

Policy 1.2.4(c) establishes Stormwater Management LOS Standards for Public Facilities type “B”:
Table IV-B: Stormwater Management Level of Service Standards.

<u>Facility</u>	<u>Level of Service</u>
Residential floor elevation	1 foot above the 100 year/critical-duration storm elevation
Non-residential floor elevation	1 foot above 100 year/critical-duration storm elevation or flood resistant construction
Water Quantity	
Retention basins	100 year/ critical-duration storm or applicable Water Management District standards
Detention basins	25 year/critical-duration storm with 100 year/critical-duration storm routing analysis
Storm sewer systems	3 year/10 minute
Crossdrains	10/25 year/24hr. storm for closed system 100 Year/24hr for open system
Sidedrains	10 year/20 minute

Analysis: The proposed development will conform to and meet these standards through the site development and construction process, including consideration of the portion of the site that falls into the 100-year flood zone (See Figure IV-2).

Figure IV-2: 100-Year Flood Zone Map



D. Potable Water

Policy 1.2.4(d) establishes Potable Water LOS Standards for Public Facilities type “B”:

Potable Water and Sewer LOS Standards (based on Potable Water and Sanitary Sewer Element). The following level of service standards for potable water and sanitary sewer service in the unincorporated portion of Alachua County are hereby adopted, and shall be used as the basis for determining the availability of facility capacity, adequate water supply, and the demand generated by a development within the appropriate service area for the providers listed below for purposes of issuing development orders or building permits.

Analysis: **The proposed expanded use would not install any new buildings, potable water facilities, or solid waste facilities on the site. Thus, the expanded use will not further impact the potable water infrastructure of the county than what already exists and meets the established concurrency standards.**

E. Sanitary Sewer

Policy 1.2.4(d) establishes Sanitary Sewer LOS Standards for Public Facilities type “B”:

Potable Water and Sewer LOS Standards (based on Potable Water and Sanitary Sewer Element). The following level of service standards for potable water and sanitary sewer service in the unincorporated portion of Alachua County are hereby adopted, and shall be used as the basis for determining the availability of facility capacity, adequate water supply, and the demand generated by a development within the appropriate service area for the providers listed below for purposes of issuing development orders or building permits.

Analysis: The proposed expanded use would not install any new buildings, potable water facilities, or solid waste facilities on the site. Thus, the expanded use will not further impact the sanitary sewer infrastructure of the county than what already exists and meets the established concurrency standards.

F. Public Schools

Policy 1.2.4(e) establishes Public School LOS Standards for Public Facilities type “B”.

The uniform, district-wide LOS standards shall be 100% of Program Capacity [see definition] for elementary, middle and high schools. This LOS standard shall apply to all concurrency service areas (CSA) as adopted in the Interlocal Agreement. These LOS standards shall be applied to School Concurrency Service Areas (SCSAs) as specified in the Public School Facilities Element.

Analysis: As the proposed expanded use is an institutional use with neither a residential component nor eligible school-aged students, the proposed development would not have an impact on LOS standards for school facilities in Alachua County.

G. Transportation

The Alachua County Comprehensive Plan establishes level of service standards (LOS) for various transportation infrastructures. **Policy 1.1.4** of the Alachua County Comprehensive Plan Transportation Mobility Element indicates that Motor Vehicle facilities adopt the **LOS D** standard.

Analysis: The Applicant intends to use the subject property as a staging area in times of natural disaster. Thus, the Transportation Concurrency Impacts of the expanded use are abnormal because the use is intermittent; the expanded use will not generate significant changes to daily traffic intensity on its access point, NW 115th Terrace, nor will it to the nearby collector, NW 39th Avenue. However, the expanded use will temporarily generate large volumes of traffic in the times directly before and after an emergency. Applicant will work with relevant regulatory bodies to ensure compliance for transportation LOS standards within the site plan application process given these unusual circumstances which do not strictly adhere to present industry standard methods of traffic calculation.

H. Environmental Resources Checklist

A full environmental assessment will be provided during the development review phase of this project.

V. Attachments

Attachment A: Cover Letter

Attachment B: Application

Attachment C: Aerial Photo, see below

Attachment D: Boundary Survey

Attachment E: Legal Description

Attachment F: Deeds

Attachment G: Agent Authorization Form

Attachment H: Proof of Payment of Taxes

Attachment C. Aerial Photo

