
Application Z25-000016

Staff Contact:	Gerald Brewington
Staff Phone Number:	352-374-5249 ext. 2220
PC Hearing Date:	August 20, 2025
BoCC Hearing Date:	September 9, 2025
Requested Action	A request by eda consultants, inc. (Clay Sweger, agent) for Adriana Lashawn Filer, owner, for a special exception to permit a community residential home (large) on approximately 3.0 acres with an 'A' (Agriculture) zoning district and a Rural/Agriculture land use designation (one dwelling unit per five acres). The property is located at 15182 North State Road 121 on parcel number 05812-001-001.
Property Owner:	Adriane Lashawn Filer
Applicant/Agent:	Eda inc.
Property Description	Address: 15182 North State Road 121 Parcel Numbers: 05812-001-001 Section/Township/Range: 14/8/19 Land Use: Rural Agriculture (One dwelling unit per 5 acres) Zoning: A (Agriculture) Acreage: +/- 3.09
Previous Requests:	None
Violation History:	None
Staff Recommendation:	Staff recommends that the BoCC find the proposed special exception consistent with the Alachua County Comprehensive plan and Unified Land Development Code and that they approve the proposed special exception.
PC Recommendation:	The Planning Commission recommended that the BoCC find the proposed SE consistent with the Comprehensive Plan and ULDC and that they approve the proposed SE request (7-0).

Background and Analysis

The applicant is requesting a special exception to the Unified Land Development Code (ULDC) to permit a large community residential home on a parcel located in the Agriculture (A) zoning district. A community residential home (large) is specifically permitted in Section 404.29 of the ULDC by special exception with the following criteria:

(a) The home shall not be located within a radius of one thousand two hundred (1,200) feet of another existing large community residential home, or within five hundred (500) feet of existing areas of single-family zoning.

(b) Such a home shall only be occupied by persons meeting the definition for a resident in F.S. § 419.001, and not by persons found by a court to have committed a delinquent act.

(c) The establishment must conform to existing regulations for the zoning district and design standards applicable to multi-family uses.

(d) The home shall be located to assure the safe care and supervision of all clients.

A 'large' home is defined as having 7 or more residents. The present site is already functioning as a community home but the applicant wishes to expand capacity and will exceed the 7 client threshold found in 404.29.

The applicant has not proposed building any new structures as part of this application. Modifications will be limited to internal alterations to the existing structure in order to accommodate additional clients.



Figure 1: Aerial View of Subject Property



Figure 2: Zoning Map showing surrounding area with Agricultural Zoning District in green

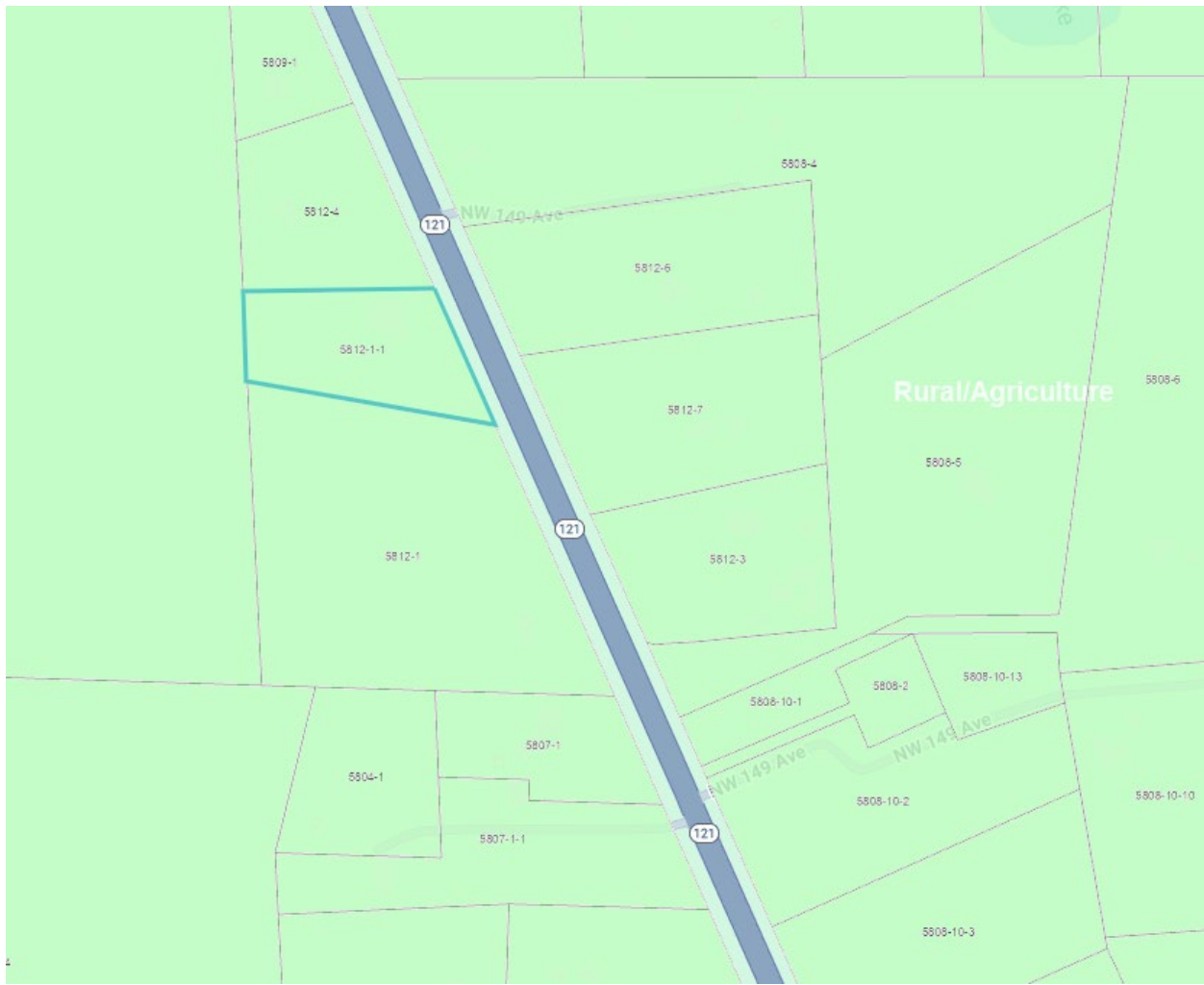


Figure 3: Land use map showing surrounding Rural/Agriculture land use in green

Comprehensive Plan Consistency

The following is a staff analysis of the consistency of this application with the Alachua County Comprehensive Plan.

Future Land Use Element

Policy 7.1.2 of the Future Land Use Element states that *Proposed changes in the zoning map shall consider:*

- a. consistency with the goals, objectives, policies and adopted maps of the Comprehensive Plan*

The Plan calls for a variety of residential housing types throughout the County. Community homes (group housing) is a permitted type of accommodation for clients as defined by Florida Statute (F.S. 419.001). A community residential home (large) is specifically permitted in the Rural/Agricultural area with criteria found in the ULDC. The RA area

provides adequate space for supporting infrastructure such as parking on the site.

- b. the availability and capacity of public facilities required to serve the development. When considering a rezoning, this includes availability and capacity of existing public facilities and timing of future facilities based on capital plans. Specific determinations for any exceptions to the requirement to connect to a centralized potable water and sanitary sewer system will be made at the stage of development plan review, as detailed in Policy 2.1 of the Potable Water and Sanitary Sewer Element.*

The parcel is located in the Rural/Agriculture land use and does not have access to public infrastructure such as municipal water and sewer service. Water and septic service will be on-site and other levels of service as defined in the Capital Improvement Element of the plan will not be impacted by the proposed special exception if approved.

- c. the relationship of the proposed development to existing development in the vicinity and considerations relating to environmental justice and redevelopment opportunities.*

The request is for a community residential home (large). The site is already functioning as a community residential home and the residential nature is in keeping with surrounding development. Physical expansion of the site to include additional structures will not occur. Environmental justice issues are not a factor as the community residential homes (including those under 7 residents) are placed in various locations throughout the County with no emphasis on any one particular community or area and this use by its nature does not produce any effects that would be related to environmental justice.

- d. those factors identified by law, including that as a general matter an applicant is not entitled to a particular density or intensity within the range of densities and intensities permitted by the Comprehensive Plan, given due consideration of legitimate public purposes relating to health, safety, and welfare.*

The request is not related to an increase in residential density that involves increasing the number of residential units. Rather it permits additional residential occupancy within an existing structure.

Levels of Service

The Alachua County Comprehensive Plan Capital Improvement Element requires that the public facilities and services needed to support development be available concurrent with the impacts of development and that issuance of a Certificate of Level of Service Compliance (CLSC) be a condition of all final development orders. 'Concurrent' shall mean that all adopted levels of service (LOS) standards shall be maintained or achieved within a specified timeframe. Per **Policy 1.2.4 and Policy 1.2.5 of the Capital Improvements**

Element of the Alachua County Comprehensive Plan, LOS standards have been adopted for various types of public facilities.

Transportation

The project site is located on an arterial road (SR 121). New development on the site, if any, will require the payment of a Mobility Fee consistent with the proposed development.

Water and Sewer

Policy 1.2.4 (d) of the Capital Improvements Element describes the minimum Level of Service standards for potable water and sewer. These are summarized in the following table:

	Peak Residential & Non Residential	Pressure	Storage Capacity
Potable Water	200 gallons/day/du	40 p.s.i.	½ peak day volume
Sanitary Sewer	106 gallons/day/du	N/A	N/A

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

Drainage

Policy 1.2.4 (c) of the Capital Improvements Element states that the minimum drainage LOS standard for nonresidential development requires a floor elevation of one (1) foot above the 100-year/critical duration storm elevation or flood resistant construction. Any development on this site will be required to meet this standard.

Emergency Services

Policy 1.2.5 (a) of the Capital Improvements Element states that the LOS standard for fire services in the area outside the urban cluster is as follows:

- Initial unit response within 12 minutes for 80% of all responses within 12 months.
- Fire protection service level of ISO (Insurance Service Office) Class Protection 10 or better.
- Development shall provide adequate water supply for fire suppression and protection and fire service compliant fire connections.

The proposed use is for a community residential home. All development will be required to meet these standards at the time of development plan approval.

Solid Waste

The level of service (LOS) standard for solid waste disposal, used as the basis for determining availability of disposal capacity to accommodate the demand generated by existing and new development in Alachua County, is at a minimum, at 0.8 inbound tons per

person per year at the Leveda Brown Environmental Park in 2018 and thereafter. Solid Waste levels of service will not be exceeded by this request.

Schools

There will be no impacts to public school levels of service with approval of this request. The proposed use does not generate additional school demand.

Recreation

There will be no impacts to recreation levels of service with approval of this request.

Unified Land Development Code Consistency

Section 402.113 of the ULDC provides criteria for Board approval of special exceptions. It states that *The Board of County Commissioners shall, as part of a decision to approve an application for special exception, make a finding that an application complies with both the general criteria and the review factors listed below.*

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

The Plan calls for a variety of residential housing types throughout the County. Community homes (group housing) is a permitted type of accommodation for clients as defined by Florida Statute (F.S. 419.001). A community residential home (large) is specifically permitted in the Rural/Agricultural area with criteria found in the ULDC. The R/A land use provides adequate space for supporting infrastructure such as parking on the site. The parcel is of sufficient size to accommodate the proposed use and existing onsite tree canopy (located on the southern and western portion of the parcel) provide a buffer from surrounding uses.

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

The request is for a community residential home (large). The site is already functioning as a community residential home and the residential nature is in keeping with surrounding development. Physical expansion of the site to include additional structures has not been proposed. Environmental justice issues are not a factor as community residential homes (including those under 7 residents) are found in various locations throughout the County with no emphasis on any one particular community or area.

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

The use of the site as a community home will not adversely impact the public health, safety and welfare. Residential development is consistent with surrounding development and will not generate impacts that result in detrimental impacts to these uses.

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

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

Property access occurs directly from SR 121 via an existing driveway.

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

On-site parking is provided and will be required to meet ULDC criteria if additional parking is needed.

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

The residential use of the property does not generate noise, odors or glare that might impact surrounding uses.

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

Refuse and service areas will be placed on the parcel per the requirements of the ULDC.

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

The site will be served by an on-site well and septic system sized for the facility.

(6) *Enhanced nutrient-reducing onsite sewage treatment and disposal system (ENR-OSTDS) if sewer connection is not available;*

The home will employ an existing on-site septic system.

(7) *Screening and buffering with reference to type, dimensions and character with particular emphasis on screening and buffering between residential and non-residential uses;*

This is a residential use. Any required buffering will be provided through the development review process if needed.

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

Any proposed signs will be required to meet sign criteria found in the ULDC which reference proposed lighting and potential for glare.

(9) *Required yards and other greenspace;*

The proposed use will be required to meet all open/greenspace requirements found in the ULDC.

(10) *General compatibility with surrounding properties;*

This is a residential structure which is in keeping with surrounding residential uses.

(11) Environmental justice issues related to the location of the facility within the county;

Environmental justice issues are not a factor as the community residential homes (including those under 7 residents) are found in various locations throughout the County with no emphasis on any one particular community or area.

(12) Impacts to both publicly and privately maintained road facilities and

Road LOS requirements as identified in the Plan will not be adversely impacted by this request.

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

Section 404.29 of the ULDC provides additional criteria for this and is evaluated separately.

The Alachua County ULDC states that *A large community residential home, housing seven (7) or more residents, may be allowed as a special exception in the A district, or as a limited use in the R-2, R-2a, R-3, and RP districts and in traditional neighborhood and TODs subject to the following standards.*

(a) The home shall not be located within a radius of one thousand two hundred (1,200) feet of another existing large community residential home, or within five hundred (500) feet of existing areas of single-family zoning.

The closest large community residential home (large) is located approximately 1.25 miles away. There is no singlefamily zoning within 500 feet of this site, which is located in the Rural/Agriculture land use.

(b) Such a home shall only be occupied by persons meeting the definition for a resident in F.S. § 419.001, and not by persons found by a court to have committed a delinquent act.

Current residents at the existing home meet this definition. All future residents at the large community residential home will also be required to meet this definition.

(c) The establishment must conform to existing regulations for the zoning district and design standards applicable to multi-family uses.

The existing facilities on site conform to all requirements of the Agriculture zoning district. No new structures are being built.

(d) The home shall be located to assure the safe care and supervision of all clients.

The parcel is located along SR 121 in the Agricultural zoning district and is neither within 1200 feet of an existing large community residential home (the nearest large community residential home is run by the Florida Baptist Children's Home and is located north of the proposed site on SR 121 approximately 1.25 miles away) nor is it within 500 feet of single-family zoning. The proposed residence is an existing community home that is being expanded and already meets all requirements for the Agriculture zoning district and is optimally located for the safe care of its clients. In addition, the location on SR 121 provides convenient access for workers such as caregivers, etc. who must access the property.

Staff Recommendation

Staff recommends that the Board of County Commissioners adopt the resolution approving the request with the following conditions and bases:

Conditions

- 1) This special exception is for a community residential home (large) located at 15182 North State Road 121 on Parcel 05812-001-001.
- 2) The maximum number of residents on the site shall not exceed 14.

Bases

1) Policy 7.1.2 of the Future Land Use Element states that *Proposed changes in the zoning map shall consider:*

- a. *consistency with the goals, objectives, policies and adopted maps of the Comprehensive Plan*

The Plan calls for a variety of residential housing types throughout the County. Community homes (group housing) is a permitted type of accommodation for clients as defined by Florida Statute (F.S. 419.001). A community residential home (large) is specifically permitted in the Rural/Agricultural area with criteria found in the ULDC. The RA area provides adequate space for supporting infrastructure such as parking on the site.

- b. *the availability and capacity of public facilities required to serve the development. When considering a rezoning, this includes availability and capacity of existing public facilities and timing of future facilities based on capital plans. Specific determinations for any exceptions to the requirement to connect to a centralized potable water and sanitary sewer system will be made at the stage of development plan review, as detailed in Policy 2.1 of the Potable Water and Sanitary Sewer Element.*

The parcel is located in the Rural/Agriculture land use and does not have access to public infrastructure such as municipal water and sewer service. Water and septic service will be on-site and other levels of service as defined in the Capital Improvement Element of the plan will not be impacted by the proposed special exception if approved.

- c. *the relationship of the proposed development to existing development in the vicinity and considerations relating to environmental justice and redevelopment opportunities.*

The request is for a community residential home (large). The site is already functioning as a community residential home and the residential nature is in keeping with surrounding development. Physical expansion of the site to include additional structures has not been proposed. Environmental justice issues are not a factor as the community residential homes (including those under 7 residents) are

placed in various locations throughout the County with no emphasis on any one particular community or area.

- d. *those factors identified by law, including that as a general matter an applicant is not entitled to a particular density or intensity within the range of densities and intensities permitted by the Comprehensive Plan, given due consideration of legitimate public purposes relating to health, safety, and welfare.*

The request is not for an increase in residential density but rather to permit an expansion of an existing residential home to allow additional residents.

2) Section 402.113 of the ULDC provides criteria for Board approval of special exceptions. It states that *The Board of County Commissioners shall, as part of a decision to approve an application for special exception, make a finding that an application complies with both the general criteria and the review factors listed below.*

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

The Plan calls for a variety of residential housing types throughout the County. Community homes (group housing) is a permitted type of accommodation for clients as defined by Florida Statute (F.S. 419.001). A community residential home (large) is specifically permitted in the Rural/Agricultural area with criteria found in the ULDC. The R/A land use provides adequate space for supporting infrastructure such as parking on the site. The parcel is of sufficient size to accommodate the proposed use and existing onsite tree canopy (located on the southern and western portion of the parcel) provide a buffer from surrounding uses.

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

The request is for a community residential home (large). The site is already functioning as a community residential home and the residential nature is in keeping with surrounding development. Physical expansion of the site to include additional structures has not been proposed. Environmental justice issues are not a factor as community residential homes (including those under 7 residents) are found in various locations throughout the County with no emphasis on any one particular community or area.

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

The use of the site as a community home will not adversely impact the public health, safety and welfare. Residential development is consistent with surrounding development and will not generate impacts that result in detrimental impacts to these uses.

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

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

Property access occurs directly from SR 121 via an existing driveway.
- (2) Off-street parking and loading areas where required, with particular attention to Item (1) above;*

On-site parking is provided and will be required to meet ULDC criteria if additional parking is needed.
- (3) The noise, glare, or odor effects of the special exception on surrounding properties;*

The residential use of the property does not generate noise, odors or glare that might impact surrounding uses.
- (4) Refuse and service areas, with particular reference to location, screening, and Items (1) and (2);*

Refuse and service areas will be placed on the parcel per the requirements of the ULDC.
- (5) Utilities, with reference to location and availability;*

The site will be served by an on-site well and septic system sized for the facility.
- (6) Enhanced nutrient-reducing onsite sewage treatment and disposal system (ENR-OSTDS) if sewer connection is not available;*

The home will employ an existing on-site septic system.
- (7) Screening and buffering with reference to type, dimensions and character with particular emphasis on screening and buffering between residential and non-residential uses;*

This is a residential use. Any required buffering will be provided through the development review process if needed.
- (8) Signs, if any, and proposed exterior lighting with reference to glare, traffic safety and compatibility with surrounding properties;*

Any proposed signs will be required to meet sign criteria found in the ULDC which reference proposed lighting and potential for glare.
- (9) Required yards and other greenspace;*

The proposed use will be required to meet all open/greenspace requirements found in the ULDC.
- (10) General compatibility with surrounding properties;*

This is a residential structure which is in keeping with surrounding residential uses.
- (11) Environmental justice issues related to the location of the facility within the county;*

Environmental justice issues are not a factor as the community residential homes (including those under 7 residents) are found in various locations throughout the County with no emphasis on any one particular community or area.

(12) Impacts to both publicly and privately maintained road facilities and

Road LOS requirements as identified in the Plan will not be adversely impacted by this request.

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

Section 404.29 of the ULDC provides additional criteria for this and is evaluated separately.

3) The Alachua County ULDC states that *A large community residential home, housing seven (7) or more residents, may be allowed as a special exception in the A district, or as a limited use in the R-2, R-2a, R-3, and RP districts and in traditional neighborhood and TODs subject to the following standards.*

(a) The home shall not be located within a radius of one thousand two hundred (1,200) feet of another existing large community residential home, or within five hundred (500) feet of existing areas of single-family zoning.

The closest large community residential home (large) is located approximately 1.25 miles away. There is no single family zoning within 500 feet of this site, which is located in the Rural/Agriculture land use.

(b) Such a home shall only be occupied by persons meeting the definition for a resident in F.S. § 419.001, and not by persons found by a court to have committed a delinquent act.

The applicant meets this requirement as part of the existing home and will continue to do so.

(c) The establishment must conform to existing regulations for the zoning district and design standards applicable to multi-family uses.

The existing facilities on site conform to all requirements of the Agriculture zoning district. No new structures are being built.

(d) The home shall be located to assure the safe care and supervision of all clients.

The parcel is located along SR 121 in the Agricultural zoning district and is neither within 1200 feet of an existing large community residential home (the nearest large community residential home is run by the Florida Baptist Children's Home and is located north of the proposed site on SR 121 approximately 1.25 miles away) nor is it within 500 feet of single-family zoning. The proposed residence is an existing community home that is being expanded and already meets all requirements for the Agriculture zoning district and is optimally located for the safe care of its clients. In addition, the location on SR 121 provides convenient access for workers such as caregivers, etc. who must access the property.

Staff and Agency Comments

Department of Public Works: no comments

Department of Environmental Protection: no comments

Transportation Planning: no comments