

Alachua County

Office of Planning and Development Staff Report

Application Number: CPA-07-12/ZOM-04-12

Staff Contact: Jerry Brewington, Sr. Planner 352-374-5249

Planning Commission

Hearing Date: June 20, 2012

Board of County Commissioners

Hearing Date: July 10, 2012

SUBJECT: CPA-07-12: A request for a small scale land use amendment from Commercial to Institutional/Medical

ZOM-04-12: A request to rezone from BH (Business Highway) district to HM (Hospital/Medical) district

APPLICANT/AGENT: Eng Denman and Associates, Inc.

PROPERTY OWNER: Meridian Behavioral Healthcare

PROPERTY DESCRIPTION: Location: 4170 SW 13th Street
Parcel Numbers: 7221-1
Section/Township/Range: 19-10-20
Land Use: Commercial
Zoning: BH (Business/Highway) district
Existing Use: Hotel
Acreage: 1.09

PREVIOUS REQUESTS: None

ZONING VIOLATION HISTORY: There are currently no violations on the site.

STAFF RECOMMENDATION: Staff recommends that the Commission hear and approve the small scale land use amendment (CPA-07-12) with the bases as noted in the staff report. Should the land use change be approved, staff then recommends that the Commission hear and approve the request for a change in zoning (ZOM-04-12) from BH (Business/Highway) to HM (Hospital/Medical) district with the bases as noted in the staff report.

PC RECOMMENDATION: The Planning Commission, acting as the Local Planning Agency (LPA), recommended that the Board approve CPA-07-12 (6-0: Commissioner Reyes recused). The Planning Commission then approved the requested zoning amendment (ZOM-04-12) by a vote of 6-0 (Commissioner Reyes recused). Both items were approved with the bases as noted in the staff report.

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Analysis of Request

Background

The applicant is requesting a small scale land use amendment as well as a concurrent rezoning request. The land use amendment (from commercial to hospital/medical) is being requested in order to allow the applicant, Meridian Behavioral Healthcare to convert an existing hotel structure (the former Gator Lodge) to a residential treatment facility for patients with substance abuse issues. This will also allow for the follow-up rezoning request by the applicant from BH (Business/highway) district to HM (Hospital/medical) district. The HM district, if approved, would implement the Hospital/medical land use and would permit the proposed facility as a use by right within the district. The site is fully developed and the applicant intends to use the existing structure on the site.



Aerial View of Subject Property

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

Traffic

The proposed land use and rezoning changes, if approved, will not produce additional traffic at this site. The property has existing development. Any new development would be required to undergo site plan review.

Mass Transit

Policy 1.2.4 (F) states that the minimum LOS for 24 hour ambulatory and wheelchair service (24 hour basis) is 8 vehicles. ATC/Intelitran is providing 24 hour ambulatory and wheelchair service to the site at the minimum LOS standard. The site is served by regular bus service from the Regional Transit System (RTS).

Water and Sewer

The site is served by central water and sewer service.

Drainage

Policy 1.2.4 (D) states that the minimum drainage LOS standard for residential development requires a floor elevation of one (1) foot above the 100-year/24-hour storm elevation. Any development at this site will be required to meet this standard at the time of final DRC approval.

Emergency Services

Policy 1.2.5 (A) states that the LOS standard for fire services within the rural area 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 less than 10.
- Development shall provide adequate water supply for fire suppression and protection and fire service compliant fire connections.

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Any development at this site will be required to meet this standard at the time of development plan approval.

Solid Waste

Policy 1.2.4 (C) states that the minimum level of service standard for solid waste disposal used for determining the availability of disposal capacity to accommodate demand generated by existing and new development, at a minimum, shall be 0.73 tons per person per year. Any development at this site will be required to meet these minimum LOS standards as part of development plan approval.

Public Schools

The proposed use is non-residential in nature and will not generate additional demand to public schools if these requests are approved.

Recreation

The proposed use is non-residential in nature. Recreation levels of service as provided in the Plan will not be impacted by these requests.

Comprehensive Plan and ULDC Consistency

Following is staff analysis of the consistency of this application with Alachua County Comprehensive Plan and the Unified Land Development Code. Staff notes that the proposed project area falls within the Williston Road/13th Street Activity Center Boundaries as well as the Idylwild/Serenola Special Area Study. There are no specific policies related to the Williston Road/13th Street Activity Center and so the general policy guidelines for activity centers in Alachua County would apply in this case. With regard to the Idylwild/Serenola SAS, none of the policies found in this Section of the Future Land Use Element, which deal with natural resources protection, pertain to this site, which is already developed.

Future Land Use Element

Policy 5.1.1 of the Future Land Use Element (Institutional Uses) states that *Potential locations for major future institutional uses are identified on the Future Land Use Maps. 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.* The proposed use as residential treatment facility is identified in this section of the Future Land Use Element as an institutional use. The location of this facility is appropriate in that it is adjacent to available mass transit and the structure (a former hotel) is suited to the temporary housing of clients undergoing treatment at Meridian. The nature of the proposed use is primarily as temporary housing for patients undergoing treatment at this facility. As such stays are more extended in nature than typically found at a motel and would generate less vehicular

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traffic. The clinical nature of the proposed use does not generate additional noise or odors when compared to the previous use as a motel. Staff does not find that adverse impacts from the proposed use to surrounding neighborhoods will occur if these changes are approved.

Policy 5.1.2 of the Future Land Use Element (Institutional Uses) identifies institutional and governmental uses in Alachua County. Specifically, **Policy 5.1.2(b)** states that community services (including health facilities) are considered institutional uses.

The specific policy language for health facilities is found in **Policy 5.4.5**. This language states that *major health facilities should be accessible by mass transit*. As indicated in the level of service portion of this report, this proposed facility will be located along an existing mass transit route that provides regular headways during peak demand periods. The requests are thus consistent with this policy.

Policy 5.4.5.2 states that *new major health facilities, e.g., hospitals and medical complexes, shall be located in areas designated for Institutional/Medical land uses on the Future Land Use Map. This land use category shall also provide for related facilities such as pharmacies, medical suppliers, lodging, restaurants, and accessory facilities, subject to performance standards in the land development regulations*. The small scale land use request will amend the Future Land Use Map 2030 from commercial to Institutional/medical, consistent with this policy in the Future Land Use Element of the Plan. The hospital/medical zoning designation, if approved as part of this request, will implement this land use designation.

Policy 5.2.1 provides location criteria for institutional uses. *The following criteria shall determine the appropriateness of potential institutional locations and uses requiring special use permits 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*

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particular use.

- h. Preservation and strengthening of community and neighborhood character through design.*
- i. Consistency with the goals, objectives, and policies of the Conservation and Open Space Element.*

The service area for this project is regional in scope. Ready access to the facility is available via either I-75/Williston Road or US 441 (SW 13th Street). The project is optimally located along regional mass transit lines to serve the patients. The facility will not change in appearance nor will the scale or intensity of the use increase. Patients will be housed in existing rooms and the facility will be operated similarly to the hotel that occupied the structure previously. As such, it will not generate additional odors, noise, lighting, etc. beyond that generated by the hotel. Patients will use on-site staff for therapy and treatment. As an existing facility, the hotel is already connected to water, sewer and other infrastructure needed to support continuing use of this building as a residential facility. As no external changes to the building will occur, the project will continue to maintain an outward appearance as a hotel and will remain consistent with the surrounding character of the area. Lastly, the proposed facility is consistent with the policies of the COSE. It will not impact culturally or environmentally significant resources as the project will reuse an existing structure.

Policy 5.2.2 of the Future Land Use Element states that *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.* The proposal for the Meridian residential facility uses an existing motel to house patients. As such, it is already integrated into the surrounding community and will pose no additional impacts. With regard to environmental justice (avoiding or minimizing adverse human health and environmental effects, including social and economic effects, on minority populations and low-income populations) the proposed use will not create adverse environmental or socio-economic impacts on the surrounding community. The proposed use is a medical facility. No change or increase in traffic, pollution, crime or other adverse impacts is anticipated from the location of the proposed facility at this site. The location of such a facility is best served where its clientele can have ready access while causing the least impact to surrounding uses (including residential areas). This site is easily accessed from I-75 via Archer and Williston Roads. It will reuse existing structures and the proposed use is not anticipated to generate adverse visual impacts, noises or odors on the surrounding community. Staff finds that this site will not result in adverse impacts on low-income or minority populations.

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Changes to the Zoning Map

Policy 7.1.2 of the Future Land Use Element states that *proposed changes to the zoning map shall be considered in light of the availability and capacity of public facilities required to serve development, as well as the relationship of the proposed development to existing development in the vicinity.* As shown in the level of service section of this report, there are adequate public facilities to serve this development. The new use will be housed in existing structures that formerly housed a hotel. These are suited to residential use and will remain unchanged from their present configuration. As such, the relationship of this project to surrounding development will remain unchanged.

ULDC Chapter 403.19

The proposed zoning change from BH to HM district is consistent with both the Comprehensive Plan and the ULDC. As stated in Chapter 403.19 of the Unified Land Development Code (ULDC), the Hospital/Medical (HM) district implements the Institutional/Medical land use designation, which is the subject of the small scale land use application associated with the request. The rezoning to the HM district assumes the approval of this land use amendment. The 1.09 acre parcel will meet all of the dimensional, size and setback requirements of the HM district as found in 403.19.

Staff Recommendation

Staff recommends that the Commission convene as the LPA (Local Planning Agency) to hear and approve CPA-07-12 with the bases as noted in the staff report. Should the land use change be approved, staff then recommends that the Commission reconvene to hear and approve the request for a change in zoning from BH (Business/Highway) to HM (Hospital/medical) district with the bases as noted in the staff report.

Bases

1. Policy 5.1.1 of the Future Land Use Element (Institutional Uses) states that *Potential locations for major future institutional uses are identified on the Future Land Use Maps. 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.* The proposed use as residential treatment facility is identified in this section of the Future Land Use Element as an institutional use. The location of this facility is appropriate in that it is adjacent to available mass transit and the structure (a former hotel) is suited to the temporary housing of clients undergoing treatment at this facility. The nature of the proposed use is primarily as temporary housing for patients undergoing treatment at this facility. As such stays are more extended in nature than typically found at a motel and would generate less vehicular traffic. The clinical nature of the proposed use does not generate additional noise or odors when compared to the previous use as a motel. Staff does not find that adverse impacts

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from the proposed use to surrounding neighborhoods will occur if these changes are approved.

2. Policy 5.1.2 of the Future Land Use Element (Institutional Uses) identifies institutional and governmental uses in Alachua County. Specifically, **Policy 5.1.2(b)** states that community services (including health facilities) are considered institutional uses.

3. The specific policy language for health facilities is found in **Policy 5.4.5**. This language states that *major health facilities should be accessible by mass transit*. As indicated in the level of service portion of this report, this proposed facility will be located along an existing mass transit route that provides regular headways during peak demand periods. The requests are thus consistent with this policy.

4. Policy 5.4.5.2 states that *new major health facilities, e.g., hospitals and medical complexes, shall be located in areas designated for Institutional/Medical land uses on the Future Land Use Map. This land use category shall also provide for related facilities such as pharmacies, medical suppliers, lodging, restaurants, and accessory facilities, subject to performance standards in the land development regulations*. The small scale land use request will amend the Future Land Use Map 2030 from commercial to Institutional/medical, consistent with this policy in the Future Land Use Element of the Plan. The hospital/medical zoning designation, if approved as part of this request, will implement this land use designation.

5. Policy 5.2.1 provides location criteria for institutional uses. *The following criteria shall determine the appropriateness of potential institutional locations and uses requiring special use permits shall be demonstrated prior to establishing the institutional use:*

- a. *Optimum service area.*
- b. *Optimum operating size.*
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- 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.*

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- h. Preservation and strengthening of community and neighborhood character through design.*
- i. Consistency with the goals, objectives, and policies of the Conservation and Open Space Element.*

The service area for this project is regional in scope. Ready access to the facility is available via either I-75/Williston Road or US 441 (SW 13th Street). The project is optimally located along regional mass transit lines to serve the patients. The facility will not change in appearance nor will the scale or intensity of the use increase. Patients will be housed in existing rooms and the facility will be operated similarly to the hotel that occupied the structure previously. As such, it will not generate additional odors, noise, lighting, etc. beyond that generated by the hotel. Patients will use on-site staff for therapy and treatment. As an existing facility, the hotel is already connected to water, sewer and other infrastructure needed to support continuing use of this building as a residential facility. As no external changes to the building will occur, the project will continue to maintain an outward appearance as a hotel and will remain consistent with the surrounding character of the area. Lastly, the proposed facility is consistent with the policies of the COSE. It will not impact culturally or environmentally significant resources as the project will reuse an existing structure.

6. Policy 5.2.2 of the Future Land Use Element states that *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.* The proposal for the Meridian Residential Facility uses an existing motel facility to house patients. As such, the facility is already integrated into the surrounding community and will pose no additional impacts. With regard to environmental justice (avoiding or minimizing adverse human health and environmental effects, including social and economic effects, on minority populations and low-income populations) the proposed use will not create adverse environmental or socio-economic impacts on the surrounding community. The proposed use is a medical facility. No change or increase in traffic, pollution, crime or other adverse impacts is anticipated from the location of the residential facility at this site. The location of such a facility is best served where its clientele can have ready access while causing the least impact to surrounding uses (including residential areas). This site is easily accessed from I-75 via Archer and Williston Roads. It will reuse existing structures and the proposed use is not anticipated to generate adverse visual impacts, noises or odors on the surrounding community. Staff finds that this facility will not result in adverse impacts on low-income or minority populations.

7. Policy 7.1.2 of the Future Land Use Element states that *proposed changes to the*

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zoning map shall be considered in light of the availability and capacity of public facilities required to serve development, as well as the relationship of the proposed development to existing development in the vicinity. As shown in the level of service section of this report, there are adequate public facilities to serve this development. The residences will be housed in an existing structure that formerly was a hotel. It is suited to residential use and will remain unchanged from their present configuration. As such, the relationship of this project to surrounding development will remain unchanged.

8. The proposed zoning change from BH to HM district is consistent with both the Comprehensive Plan and the ULDC. As stated in Chapter 403.19 of the Unified Land Development Code (ULDC), the Hospital/Medical (HM) district implements the Institutional/Medical land use designation, which is the subject of the small scale land use application associated with the request. The rezoning to the HM district assumes the approval of this land use amendment. The 1.09 acre parcel will meet all of the dimensional, size and setback requirements of the HM district as found in 403.19.

Exhibit 2 - Staff and Agency Comments

Department of Environmental Protection: No comment

Department of Public Works: No comment

Traffic/Concurrency: The proposed land use and rezoning changes, if approved, will not produce additional traffic at this site. The property has existing development. Any new development would be required to undergo site plan review.