

MEMORANDUM

DATE: April 19, 2022

TO: Honorable Mayor and City Commissioners

VIA: James Slaton, City Manager

FROM: Jasmine Khammany, Senior Planner
Mark J. Bennett, Development Services Director

SUBJECT: Preliminary Subdivision Plat Approval / Special Exception Use Permit Approval for a Mixed-Use Planned Development Project (MUPDP)
PID: 27291400000000502, 27291400000000513,
272914000000031030, 272914000000031040, 272914000000031010,
272914860590013300, 272914860590013201, 272914860590012900,
272914000000013030, 272914000000013020, 272914000000013010,
272914000000011000, 272914860590008100
Valencia Hills
PUBLIC HEARING – Requirements have been met.

SYNOPSIS: *Shelton T. Rice, authorized agent for owner, is requesting approval of City Commission, of a Residential Preliminary Subdivision Plat and a Special Exception Use Permit for a Mixed-Use PDP, comprising of 143-lot single family homes, 654-lot manufactured home resort community with an amenity center, and 2.2 acres of commercial uses, on approximately 208 acres of land south of Lake Mabel Loop Road, east of Scenic Highway North, north of Masterpiece Road, and west of Tower Road.*

RECOMMENDATION

Applicant requests approval of City Commission of a Residential Preliminary Subdivision Plat, and a Special Exception Use Permit for a Mixed-Use PDP, comprising of 143-lot single family homes, 654-lot manufactured home resort community with an amenity center, and 2.2 acres of commercial uses, with waivers of strict compliance and conditions of approval, as recommended by the Planning and Zoning Board at a regular meeting on March 22, 2022.

BACKGROUND

General:

The 208-acre vacant grove land is located north of Masterpiece Road, east of North Scenic Highway, and just opposite the Dinner Lake community.

In November of 2021, City Commission approved a Master Annexation Agreement which provides for the eventual annexation of the Gardinier property in its entirety within the next 20 years. The land owner subsequently petitioned to annex the first 208 acres; the annexation ordinance was adopted by City Commission on March 15, 2022.

On March 22, 2022, the Planning Board made a recommendation to City Commission on a proposed zoning designation of R-1A, and a future land use designation of LDR low-density residential at a maximum of 5 units per gross acre. At the same meeting on March 22, 2022, the Planning Board recommended approval of the Residential Preliminary Subdivision Plat, and a Special Exception Use Permit for a Mixed-Use PDP, with waivers of strict compliance and conditions of approval. An approval of the PDP will be contingent upon land use and zoning approvals by City Commission.

The proposed project is designed as a Mixed-Use Planned Development Project (MUPDP), including requested Waivers of Strict Compliance.

Maximum density allowed on the site is calculated at 5 units per gross acre, or 1,040 dwelling units, under the Comprehensive Plan for LDR Low-Density Residential; a density of only 3.83 dwelling units per acre, or 797 dwelling units, is proposed.

This mixed-use development includes:

- 2.2-acres of non-residential uses with 23,000 square feet of commercial space fronting along Scenic Highway
- 98 single-family residential lots at a minimum of 9,375 square feet
- 45 single-family residential lots at a minimum of 12,500 square feet
- A 55+ Manufactured Home Resort Community with a maximum unit count of 654 dwellings and an amenity center
- 1.2 acres of RV/Boat storage
- 1-acre of land dedication to the City for the future location of a water tank site, per the request of the City's Utilities Department.

The 12,500 square-foot lots do not meet the required street frontage or maximum lot coverage, but are compliant with all other dimensional and area standards of the R-1A district.

The 9,375 square-foot lots do not meet the minimum lot size, street frontage, lot width at building line, and maximum lot coverage, but meet all other dimensional and area standards of the R-1A district.

Waivers are being requested for all R-1A dimensional and area standards that are necessary in order to facilitate the Manufactured Home Resort Community component.

R-1A Standards per Table 23-422

Zoning	Dwelling Type	Minimum Lot Size (sq. feet) ⁹	Minimum Street Frontage (feet) ¹	Minimum Lot Width at building line (feet)	Minimum Floor Area (sq feet) ²	Minimum Setbacks*			Maximum Lot Coverage ⁸ (percent)	Maximum Building Height	
						Principal Buildings (feet)	Front ³	Side ⁴		Rear ⁵	feet
R-1A	Single-family	12,000	50	85	1,500	30	10	20	40	35	2½

Proposed Standards

	75' wide lots	100' wide lots	Manufactured Home Lots
Minimum Lot Size	9,375 sq. ft.	12,500 sq. ft.	4,500 sq. ft.
Minimum Street Frontage	40 feet	50 feet	35 feet
Minimum Lot Width at Building Line	75 feet	100 feet	50 feet
Minimum Living Area	1,500 sq. ft.	1,500 sq. ft.	1,200 sq. ft.
Front Building Setback	30 feet	30 feet	15 feet from edge of pavement
Side Building Setback	10 feet	10 feet	15 feet between buildings
Rear Building Setback	20 feet	20 feet	20 feet between buildings
Maximum Lot Coverage	60%	60%	70%

Roadways & Access:

Primary access to the development will be on Scenic Highway North and Masterpiece Road, with an emergency access located on Tower Road. An exterior sidewalk is proposed for Scenic Highway North, however a waiver is being requested for sidewalks along the exterior of the development on Masterpiece Road, Tower Road and Lake Mabel Loop Road. A waiver is being requested to eliminate sidewalks on one side of the road on some portions of the interior roadways.

For the internal roadways, the single-family portion will provide 5'-wide sidewalks on both sides of the street. The main spine road for the resort community will have a 10' wide multi-use trail on the north side of the boulevard. The individual pods or neighborhoods within the resort community will not have sidewalks on either side of the street.

Landscaping and Buffering:

A landscape plan will be required at Site Development Plan submittal, and will be reviewed and approved by Staff after consultation with the City's horticulturist. The proposed buffer may be a wall or berm, and will be planted with shrubs, canopy trees, and understory trees.

Residential tree density requirements will be enforced at building permit issuance, pursuant to section 23-307.2.a.3: *a minimum of three, two-inch caliper shade trees, minimum of eight feet at planting for lots less than 10,000 sq. ft. and four, two-inch caliper shade trees, minimum of eight feet at planting for lots greater than 10,000 sq. ft. At least one of the shade trees shall be a street tree. Corner lots shall have a minimum of one additional tree to ensure that each frontage has at least one street tree. NOTE: Street Trees are required to have root barriers. Root barriers shall be approved by the Administrative Official prior to planting.*

The current proposed buffer "Type A" along Masterpiece Road and Scenic Highway North provides one overstory tree every 40 linear feet, and one understory tree every 40 linear feet, in excess of the current standard of one overstory tree every 50 linear feet.

The buffer adjacent to roadways would not be permitted to have a fence, however options of masonry wall with aluminum fencing may be discussed at site development review.

A revised buffer plan was submitted that differs from the plan recommended by Planning Board in the following ways:

- A 6' high wall and shrubs were added to the 'Type A' buffer along Masterpiece Road.
- The buffer along Scenic Highway North screening the rear of residential lots, proposed 'Type A*' buffer, added a 4' high hedge and berm with shrubs.
- A new buffer, 'Type D' buffer, was added where the commercial component fronts Scenic Highway North whereas the original buffer plan did not propose any.

Staff has reviewed the revised buffer plans, which remains the same as originally proposed, except for the additional plantings, walls, and hedges they are proposing to provide.

Recreation & Open Space:

The overall development provides 34.2 acres of active recreation, with more than 3 acres designed to serve the single-family residential component, and over 31 acres of recreation to serve the 55+ Manufactured Home Resort Community.

	Recreation	Open Space	Open Space %
Single-Family	3.06 acres	7.31 acres	3.5 %
MH Resort Community	31.14 acres	39.5 acres	19%
TOTAL	34.2 acres	46.81 acres	22.5%

A trail has been included to extend from the commercial site to Tower Road and branches into each pod. Included in the design of the development is a 9,000 sq. ft. amenity center at the center of the central green that overlooks Lake Mabel. An amenity package has been proposed for the resort including a pool, shuffleboards, bocce ball, pickleball, and a fire pit or outdoor kitchen/grill area. Mini-parks throughout will provide tot lots, pavilions, or picnic areas.

More than 22.5% of the overall site will remain as open space, where 20% open space is required at a minimum by code.

Manufactured Home Communities:

Manufactured Home Communities within the city, such as Tower Lakes, were developed in the County and later annexed into the city. Historically, the City did not distinguish between a traditional single-family residence, and a manufactured home meeting the Florida Building Code, thus allowing a manufactured home to be placed on any residential lot within the city. In 2021, the Planning and Zoning Board made a recommendation to City Commission to distinguish between a manufactured home and a single-family home, temporarily prohibiting new manufactured home sets city-wide.

In January of 2022, The Planning and Zoning Board made a recommendation to City Commission to allow manufactured home communities in residential districts *only* through the Special Exception Use/Planned Development Project process. This was adopted by City Commission on March 1, 2022.

The proposed manufactured home resort community is designed as an active adult community for those that are 55 years and older.

Waivers of Strict Compliance:

The applicant requests the following Waivers of Strict Compliance from certain dimensional and area standards in the R-1A zoning district:

	Required	75' wide lots	100' wide lots	Manufactured Home Lots
Minimum Lot Size	12,000 sq. ft.	9,375 sq. ft.	N/A	4,500 sq. ft.

Minimum Street Frontage	50 feet	40 feet	N/A	35 feet
Minimum Lot Width at Building Line	85 feet	75 feet	N/A	50 feet
Minimum Living Area	1,500 sq. ft.	N/A	N/A	1,200 sq. ft.
Front Building Setback	30 feet	N/A	N/A	15 feet from edge of pavement
Side Building Setback	10 feet	N/A	N/A	15 feet between buildings
Rear Building Setback	20 feet	N/A	N/A	20 feet between buildings
Maximum Lot Coverage	40%	60%	60%	70%
Allow the neighborhood park to be further than 600 feet from some lots it serves.				
Eliminate visitor parking requirement at recreation areas.				
Eliminate sidewalks on one side of the street for certain roadways with the development.				
Eliminate sidewalk requirement along development frontage for the exterior of the development for Masterpiece Road, Tower Road, and Lake Mabel Loop Road.				

Proposed Superior Design Standards:

In exchange for the consideration of the above-mentioned Waivers of Strict Compliance requested, the applicant provided justification within the project narrative delineating the ways in which the plan is superior to a standard subdivision:

“The proposed PDP is superior to a standard subdivision because the development provides mixed-use of three components – resort community, single family, and commercial development. This mixed-use product was created to a superior design from a planning perspective. The resort provides a unique product with an extensive amenity package that satisfies demand in the area. The development provides intensive buffering and landscaping than typically required of a standard subdivision. The single-family component provides larger lot sizes that satisfies a variety of housing requirements. This project will increase the tax base along with contemplating potential dedication of property to the City for utility purposes.”

Additionally, the plan will provide recreation and open space in excess of the minimum standards.

- Recreation required: 3.486 acres; Recreation provided: 34.2 acres
- Open space required: 20% of site; Open space provided: 22.5% of overall site

Staff Findings

1. The use is compatible with the intentions of Policy I.1.2.12 Low Density Residential of the City's Comprehensive Plan.
2. This site is located within the City's utility service area and will connect to municipal water and sewer.
3. The development will maximize existing infrastructure investments by connecting to municipal water and sewer lines.
4. The development is providing a water tank site to improve the existing infrastructure.
5. Recreation trail and sidewalk system promotes walkability and bike-ability.
6. The development provides a commercial component to allow support uses for the community and reduce dependency on vehicles for short trips.

Recommended Conditions of Approval

7. Staff and Planning & Zoning Board recommends the following conditions of approval:

Single Family

- a. Fences shall be setback a minimum of 15 feet behind the front building expression line.
- b. Housing shall adhere to the City's anti-monotony standards.
- c. Garages shall be recessed at least two feet from the front building expression line unless oriented away from the street.
- d. Staggered front building setbacks at a minimum of two feet difference between adjacent lots.
- e. Developer shall establish a property/home owner's association to ensure proper operation and maintenance of common areas.

Manufactured Home Resort Community

- a. Conceptual plot lines shall be shown for the resort community on the Site Development Plans.
- b. Manufactured homes shall be a minimum "double-wide" and designed with pitched roofs.

Entire PDP

- a. A Landscape Plan is required at Site Development Plan submittal and will be reviewed and approved by Staff and the City's horticulturist.
- b. Decorative, dark sky friendly street lighting to minimize glare and reduce light pollution. Street lighting design/type to be approved by the City, and maintained by the POA/HOA or property management.
- c. The traffic study must be approved by the Administrative Official prior to issuance of Site Development Permit.

- d. The developer shall coordinate with Citrus Connection regarding bus stop connections along Scenic Highway.
 - e. The buffer along Scenic Highway shall be consistent with the existing buffers at the Dinner Lake Shores and Brookshire subdivisions.
 - f. A wall or combination of masonry wall and fencing shall be constructed along Masterpiece Road.
 - g. Coordinate with Polk County to provide access along Masterpiece Road.
 - h. The developer and the city shall enter into a mutually agreeable utility agreement for the transfer of wells to the City of Lake Wales.
 - i. The developer shall enter into a mutually agreeable utility capacity queue agreement.
 - j. Approval of the Residential PDP is contingent upon the Department of Economic Opportunity's approval for the land use amendment, and the approval of the zoning amendment by City Commission.
8. Staff recommends the following plan revisions:
- a. Site data shall be stated on plans – including overall open space & open space breakdown, recreation acreage, acreage of retention ponds, maximum lot coverage, and minimum living areas for single family and manufactured homes.
 - b. Waivers requested shall be included and reflected on plans.
 - c. Cross section detail for internal ROW shall be included on plans. The proposed single-family streets shall have travel lanes of 12' as 11' would not be permitted.
 - d. Include a note that the administrative official will determine setbacks upon permit review.
 - e. Include typical interior and corner lot landscaping.
 - f. The landscaping along Scenic Highway shall be consistent with existing buffers such as the berms along the Dinner Lake Shores and Brookshire subdivisions and shall be reflected in the plans.

OTHER OPTIONS

Decline to recommend approval of the preliminary subdivision plat and PDP.

FISCAL IMPACT

Approval of the preliminary plat and PDP would enable the development of this property and the potential increase in property value. Specifically, estimating an average of \$200,000 in taxable value per unit, it could potentially result in over \$159 million in taxable value, and generate over \$1 million in ad valorem taxes.

*Adjusted values for potential homesteaded properties have not been factored into this estimate.

ATTACHMENTS

Valencia Hills PDP Plan, prepared by Gardinier, Chastain Skillman, and Catalyst, dated March 9, 2022.

Valencia Hills – Landscape Buffers, prepared by Gardinier, Chastain Skillman, and Catalyst, dated April 1, 2022.

Indicators of Urban Sprawl – Valencia Hills

Residential PDP Design Guidelines – Valencia Hills

Valencia Hills PDP Exhibits