



# CITY OF PLANT CITY

## PLANNING & ZONING DIVISION

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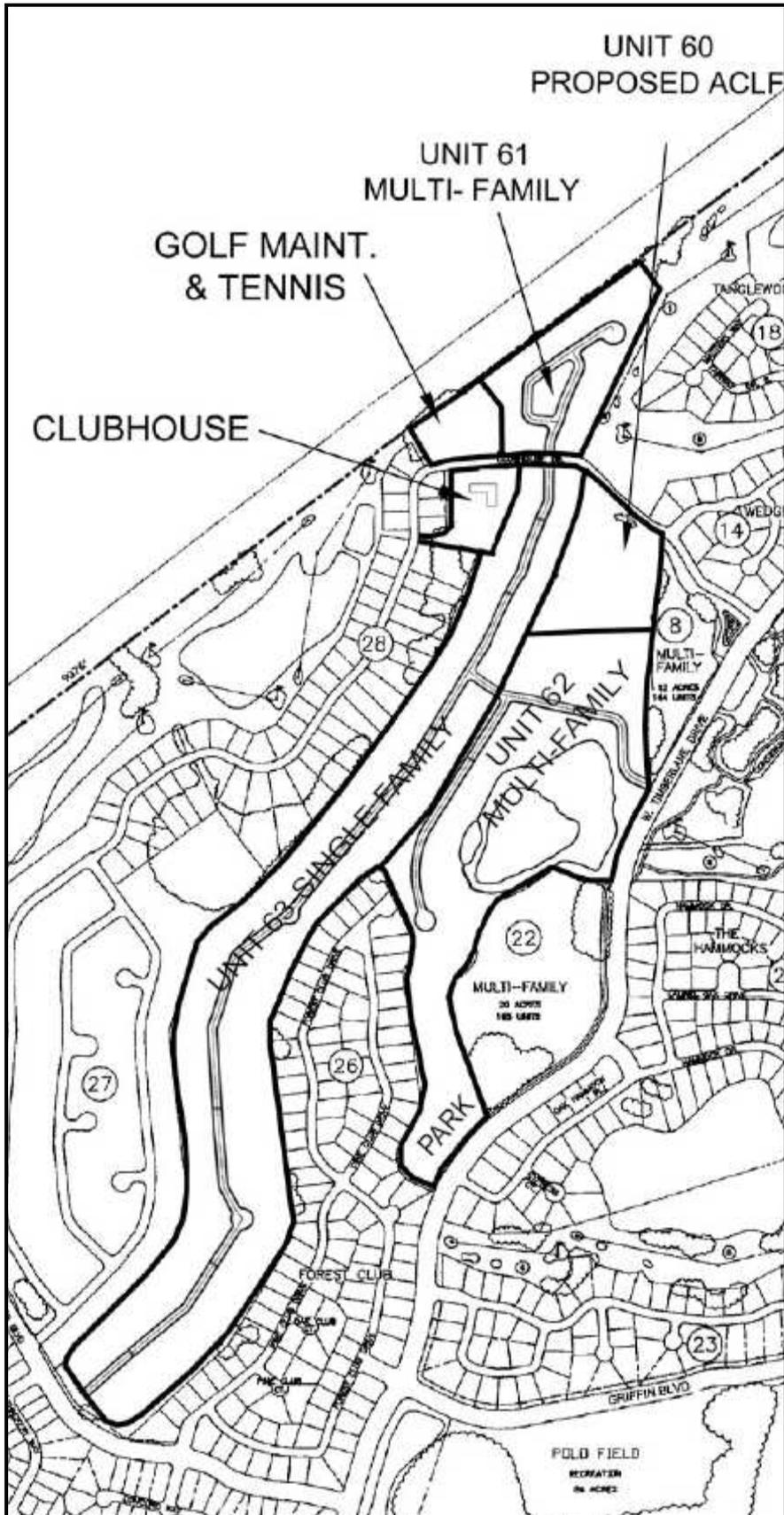
### PLANNING & ZONING DIVISION STAFF REPORT

<b>CASE #</b>	<b>PB-2014-06</b>
<b>SUBJECT</b>	Walden Lake Community Unit (CU) District
<b>APPLICANT</b>	Visions Golf LLC
<b>REQUEST TYPE</b>	Rezoning – Modification to a CU or PD
<b>PLANNING BOARD MEETING DATE</b>	August 13, 2015
<b>STAFF RECOMMENDATION</b>	For the rezoning request to be found <u>inconsistent</u> with the <i>Comprehensive Plan for the City of Plant City</i> and recommend <u>denial</u> to the Plant City City Commission.
<b>PLANNING BOARD RECOMMENDATION</b>	

#### **Summary of Applicant's Request**

Visions Golf LLC has requested to rezone approximately 130.5± acres of the Hills Golf Course in Walden Lake to allow for the redevelopment of approximately nine-holes of that golf course with single-family detached [154 Dwelling Units] and multifamily [156 Dwelling Units] homes, along with a proposed location for a new clubhouse, park and assisted living facility (ALF). Please reference the proposed modifications to the *Walden Lake Community Unit District*. [The application and all related background documents may be viewed at [www.plantcitygov.com](http://www.plantcitygov.com).]

The requested single-family detached homes [Unit 63] would be located along a proposed new road, which connects Clubhouse Drive and Griffin Boulevard. This proposed road runs generally north and south between Clubhouse Drive/Barret Avenue and Pine Club/Forrest Club Drives. The multifamily homes are proposed in two pods, one on Clubhouse Drive and the other along West Timberlane Drive. The northern pod [Unit 61 - 60 Dwelling Units] of proposed multifamily homes is more specifically located across Clubhouse Drive from the existing Walden Lake Country Club. The southern pod [Unit 62 - 96 Dwelling Units] is located generally south of the intersection of Clubhouse Drive and West Timberlane Drive. The applicant also proposes an assisted living facility [ALF]. The ALF [Unit 60] may have as many as 121 units and is located south of Clubhouse Drive between the proposed new north/south road and Eagle Greens Drive. Finally, the applicant proposes a new park along Timberlane Drive and to replace the existing Country Club in an area just west of its current location along Clubhouse Drive. On the following page, please reference a map depicting the proposed modifications to the Walden Lake Community Unit District.



This staff report and the recommendation that follows is primarily based on a comparative analysis between the policy direction and regulatory language as provided in the *Plant City Code of Ordinances* and the *Comprehensive Plan for the City of Plant City* and the modifications proposed by the applicant to the *Walden Lake Community Unit District*, dated June 2, 2015. Staff also sought input from other reviewing agencies which, in part, included: the Environmental Protection Commission of Hillsborough County, Hillsborough County City-County Planning Commission, Hillsborough County School District, Hillsborough County Aviation Authority, Florida Department of Transportation, Hillsborough County Development Services and the Southwest Florida Water Management District.

It is expected as this application goes through the public hearing process, proponents and opponents may offer additional competent evidence concerning this rezoning, some of which may be in addition to that contained within this report, which will add to the body of information to be taken under consideration by the Plant City Planning Board and City Commission.

### **Overview and Background**

During the 1970's, the City annexed lands in the southwest quadrant of the municipality for future residential development, a part of which is known today as Walden Lake. Historically, the community has been anchored by its two eighteen-hole golf courses [the Lakes and Hills] and the recreational amenities that surround the sixty-two acre Walden Lake. The roadways within this development are all local streets, the closest regulated roadways [non local streets] being Alexander Street, Turkey Creek Road, Trapnell Road, Mud Lake Road and Charlie Griffin Road. Two local streets that serve as spine roads for most of the development and bisect Walden Lake are Timberlane Drive and Griffin Boulevard. The development proved popular, incorporating over 2,200 homes by 2002.

The reason stated in the application for the rezoning request is to *“provide for future redevelopment of identified portions of the golf course property for residential uses.”* The current future land use designation for the vast majority of Walden Lake, including the entire area encompassed by the Golf and Country Club and the Hills and Lakes Golf Courses is Residential-6 [see complete description in the Appendix]. A partial description of the uses that may be considered in Residential-6 is as follows:

*“...single-family homes on individual lots are the predominant use in these areas, although other housing and development approaches can also be integrated at lower densities...”*

Based on the analysis provided by the Planning Commission on April 8, 2014, the proposed project would not necessitate an amendment to the Future Land Use Map of the City of Plant City. However, development within Walden Lake is also governed by a Community Unit [also known as a Planned Development] zoning designation, which is entitled the *“Walden Lake Community Unit District”*.

This site plan specifically designates the location and limits of the Country Club and Golf Courses. Therefore, uses other than those require the owner to petition the City for a modification to the *“Walden Lake Community Unit District”*.

Staff reviewed the initial rezoning application and determined it to be incomplete and subsequently informed Visions Golf LLC. The additional information needed to complete this application was detailed in a letter to the applicant’s agent, dated March 19, 2014. Visions Golf LLC submitted these required materials on February 4, 2015. After further review, staff asked some additional questions to clarify the previously provided stormwater analysis and to correct some inconsistencies between other submitted materials, all of which was supplied by the applicant on or before June 2, 2015. As the application was now deemed complete, staff scheduled for it to be heard at the next available meeting in which a quorum could be established of the Plant City Planning Board, which is August 13, 2015. Adjacent property owner notices [within a minimum of 250’] announcing the date and time this rezoning is to be heard by the Planning Board will need to be mailed on or before July 29, 2015.

Staff conducted an in-depth review of the proposal and to gain further expertise and insight into potential transportation and stormwater impacts contracted for consultant services with Sprinkle Consulting and Applied Sciences, respectively. The following staff report focuses on development issues and potential impacts in the following topical areas:

- *Adjacent Neighborhoods;*
- *Transportation Facilities;*
- *Potable, Waste and Reclaimed Water Facilities;*
- *Stormwater & Drainage;*
- *Police, Fire and Emergency Services;*
- *Recreation and Open Spaces;*
- *Public School Facilities, and;*
- *Environmental Systems.*

The Planning Board’s review and recommendation on this rezoning application will, in part, be guided by Section 102-447 of the Plant City Code of Ordinances, which states:

*“...the Planning Board shall review the proposed PD Planned Development District general site development plan to determine its appropriateness to the particular location and its conformity with the purpose of the PD Planned Development District, its relationship to adjacent land uses and to the existing transportation system, and consistency with the Comprehensive Plan. The recommendation of the Planning Board shall indicate approval, approval with conditions or disapproval. When the recommendation is for approval with conditions, those conditions shall be specifically stated in the recommendation. A recommendation for approval or approval with conditions shall constitute the*

*general acceptability of the general site development plan by the Planning Board, subject to review and approval of future detailed site plans...*

### **Character/Compatibility with Adjacent Neighborhoods**

The *Comprehensive Plan for the City of Plant City* defines Compatibility – “...as a condition in which land uses or conditions can coexist in relative proximity to each other in a stable fashion over time such that no use or condition is unduly impacted directly or indirectly by another use or condition...”. As it relates to residential development, the plan further notes “...compatible densities need not be interpreted as “comparable” or “the same as” surrounding developments, if adequate provision for transitioning to higher densities is required and met by, but not limited to, such means as buffering, setbacks, and graduated height restrictions...”. In general, if the proposal was approved and constructed it would not cause the overall density of Walden Lake to exceed 5 dwelling units per gross acre [du/ga] as required by the *Walden Lake Community Unit District* or its’ future land use designation of Residential-6.

### **Single-Family Detached Homes [Unit 63]**

The proposed 154 single-family [2.48 du/ga] detached homes would be denser than the surrounding neighborhoods in Walden Lake. Maximum height would be 28 feet and the noted setbacks [Front 25’, Rear 30’, Side Yard 10’] are consistent with the R-1A Single-Family Dwelling District. The development pattern of adjacent neighborhoods to the east, west and south is exclusively single-family detached homes, which includes Clubhouse Woods [1.77 du/ga], Aston Woods [2.07 du/ga], Forest Club [2.03 du/ga] and Westwood [1.81 du/ga].

A concept plan to better illustrate how the project might look at completion was submitted by Visions Golf LLC. One aspect envisioned in this concept plan was a separation between the new single-family homes and the adjacent neighborhoods utilizing a combination of stormwater detention/retention areas, fencing, landscaping and a minimum buffer depth of 30’. However, this was not made part of the proposed modifications to the site plan of the *Walden Lake Community Unit District* and therefore cannot be enforced, as no buffering is required between single-family developments by the Plant City Code of Ordinances.

The concept plan also indicated a typical lot size for these single-family homes, with a general width of 75’, which corresponds to the requirements of Plant City’s R-1A – Single Family Dwelling District. Again, this was not made part of the proposed modifications to the site plan of the *Walden Lake Community Unit District* and therefore, based on the materials submitted to date, 60’ wide lots could be considered during the final platting process, which would need a separate approval from this rezoning request, by the Plant City City Commission.

### **Multifamily Homes [Units 61 & 62]**

Being of a different development form and housing type than its surroundings, the proposed 156 multifamily homes and assisted living facility are more problematic when it comes to furthering the overall character of Walden Lake. The community is predominantly comprised of single-family detached homes, with some villas, apartments and a neighborhood serving commercial area on its periphery to the north, along Alexander Street. There are also some approved [but not yet built] townhomes at the intersection of Griffin Boulevard and Turkey Creek Road, at the western periphery of Walden Lake.

The proposed northern pod of multifamily homes [Unit 61] would have the highest density [5.76 du/ga] of all the areas noted in the proposed rezoning, which backs up to the railroad tracks operated by CSX Transportation. In contrast, the density of the adjacent neighborhood to the south, which is separated by the existing tennis courts and the proposed clubhouse, is Clubhouse Woods that stands at 1.77 du/ga, while to the east, separated by one of the links of the golf course, is Tanglewood whose density is 1.13 du/ga.

The proposed multifamily homes [Unit 62] to the south near Timberlane Drive would have a density of 2.14 du/ga. In part due to existing water features and open space, this proposed multifamily unit has a lower density than adjacent neighborhoods to the east, such as Eagle Greens [3.33 du/ga, Single-Family Attached Townhome] and Laurel Lakes [3.25 du/ga, Single-Family Detached]. It should be noted that Eagle Greens and Laurel Lakes were originally approved for multifamily homes, along with a couple of other units on the eastern periphery of Walden Lake. However, all of these neighborhoods eventually developed in a low density development pattern; one of the last to build-out was Spring Meadow [2.64 du/ga].

The multifamily homes are proposed to be located in the heart of the development, and though they would directly abut a limited number of existing homes, staff does have concerns with the introduction of this type of housing to these more internal locations within Walden Lake. There are several policies that promote infill development, a variety of housing types and the discouragement of urban sprawl within the *Comprehensive Plan for the City of Plant City*, for example:

*Future Land Use Policy 1.A.1: Through its land development review and counseling processes, the City shall promote infilling of residential development on vacant land designated for residential use on the Future Land Use Map of Plant City.*

*Future Land Use Policy 1.A.3: The City shall encourage the development of a wide variety of housing types consistent with the housing needs characteristic of the socio-economic profiles of households through the provision of varying residential densities in the comprehensive plan and land development regulations of Plant City.*

Future Land Use Objective 7.A: *In all actions of the City, urban sprawl shall be discouraged and a compact urban pattern of development shall be provided for in a manner which will promote the conservation of energy resources, the reduction of greenhouse gases, the full utilization of existing public infrastructure, and allow for the orderly extension and expansion of municipal facilities in a fiscally responsible manner within Plant City.*

It should be noted, this is not vacant land in the traditional sense, as the property has been previously developed as a golf course, but the purpose and intent of the policies above appear to be relevant to a development of this type. However, in general staff needs to weigh this policy consideration against whether a proposed project is compatible and furthers the overall character of established neighborhoods in Plant City, and in this case with Walden Lake. Under the Plan's adopted "Implementation Section" it states:

*"...the character of each land use category is defined by building type, residential density, functional use, and the physical composition of the land. The integration of these factors sets the general atmosphere and character of each land use category. Each category has a range of potentially permissible uses, which are not exhaustive, but are intended to be illustrative of the character of uses permitted within the land use designation. Not all of those potential uses are routinely acceptable anywhere within that land use category..."*

This section goes on further to state:

*"...the compatibility of new development in relation to existing development is not necessarily a limiting factor, and compatibility issues should be addressed through more stringent review of site plans and application of site specific land development regulations, such as buffering, rather than simply making new development compatible with the existing development densities and uses..."*

Further direction is provided in Division 8 - Planned Development District, Section 102-443 - Uses Permitted, which, in part, states:

*"...uses proposed must be found to be of such types and to be so located and arranged as to ensure complete compatibility among themselves and with adjacent existing or future land uses upon adjacent property..."*

The proposed multifamily developments would be served by local streets and only the southern pod [Unit 62] would have direct access to Timberlane Drive. Also, the applicant has offered little detail of the type of multifamily units, in particular related to their form or scale, other than their maximum height [up to three or four stories] of 45'. The concept plan does include some detail on the type of multifamily units [four-plexes] and the general layout of each unit, however this detail was not offered in the proposed modification of the site plan of the *Walden Lake Community Unit District*.

Also as illustrated in the concept plan, a buffer is proposed to separate the new multifamily homes from the adjacent neighborhoods with fencing, landscaping and a minimum depth of 30'. Again, this was not made part of the proposed modifications to the *Walden Lake Community Unit District* and therefore cannot be enforced. A minimum 10' wide buffer consisting of walls, fencing and/or landscaping is required between single-family and multifamily developments by the Plant City Code of Ordinances. In addition, there are no provisions noted for buffers between the multifamily homes in Unit 61 and the active railroad tracks operated by CSX Transportation.

It is staff's position, the proposed locations of these multifamily units are not ideal, as they are internal to an area that has predominantly developed as single-family detached neighborhoods, such as Tanglewood, Forest Club and Laurel Lake. More suitable sites would be those at the periphery of Walden Lake. Nearby examples of this development pattern are Plantation and Woodbridge Apartments that have access to Alexander Street/Airport Road.

The staff of the Hillsborough County City-County Planning Commission raised similar concerns in their review which, in part, stated: *"...multi-family housing and an assisted living facility located internal to an existing single family detached neighborhood is not compatible, as the proposed site plan fails to provide a definitive form, scale and massing of these uses..."* [Letter dated July 1, 2015].

As noted above, staff concurs with the analysis provided by the Hillsborough County City-County Planning Commission.

#### **Assisted Living Facility [Unit 60]**

As our population ages, assisted living facilities provide needed services and a housing type that is important to any community, which is further echoed in Future Land Use Policy 1.B.1 that states:

*"...the City shall encourage assisted living facility options in character with surrounding neighborhoods through the City's Land Development Regulations..."*

The proposed assisted living facility would be located along Clubhouse Drive, and to the east about the neighborhood of Eagle Greens. The Plant City Code of Ordinances defines an Assisted Living Facility as:

*"...any building, section of a building, or distinct part of a building, residence, private home, boarding home, home for the aged, or other place, whether operated for profit or not, which undertakes through its ownership or management to provide, for a period exceeding twenty-four hours, housing, food service, and one or more personal services for adults, not related to the owner or administrator by blood or marriage, who require such services..."*

Section 102-352 of the Plant City Zoning Code states the density of such a facility shall not exceed the maximum allowed by the future land use designation of the *Comprehensive Plan for the City of Plant City*. For the purpose of computing density, the following criteria have been established:

- *Each separate housing unit having kitchen facilities is classified as one dwelling unit.*
- *Each separate housing unit not having kitchen facilities but having access to a common dining area is classified as one-half of a dwelling unit.*

Therefore, based on a future land use of Residential-6 and the overall site being 10.13 acres, either 60 units with a kitchen or 121 units without a kitchen [or some combination thereof] could be considered under the Plant City Zoning Code. The proposed unit count is consistent with Section 102-352.

Other than this, little detail has been provided on the proposed ALF other than it will comply with R-2 Multiple Family Dwelling District requirements and have a maximum height of 45'. In this regard, it is difficult to determine if the proposed ALF is in character with the surrounding neighborhoods of Walden Lake.

As noted elsewhere in this report, the applicant submitted a concept plan that proposes the ALF as a two story building that would be separated from Eagle Greens with an 8' wall, landscaping and a minimum buffer depth of 30'. Again, this was not made part of the proposed modifications to the *Walden Lake Community Unit District*. Therefore, these provisions cannot be enforced, as the maximum height allowed would be 45' and a minimum 10' wide buffer consisting of walls, fencing and/or landscaping is required between adjacent neighborhoods and an assisted living facility by the Plant City Code of Ordinances. Some of the other policies that regulate assisted living facilities or elderly housing from the *Comprehensive Plan for the City of Plant City*, include:

Future Land Use Policy 1.B.2: *The City shall encourage development of projects serving the elderly that are accessible to medical services, transportation, and other necessary support systems through locational criteria within the City's Land Development Regulations.*

Future Land Use Policy 1.B.3: *Calculate total beds permitted in assisted living facilities (ALF) by determining the number of housing units, which would be permitted on site and multiplying the units by the average persons per household for Plant City in the most recent U.S. Census. As long as the proposed ALF facility maintains the overall character of the area, density bonuses up to 20% may be considered when it is part of a planned unit development (Community Unit).*

*Future Land Use Policy 1.B.4: The City shall support increased residential densities for developments that provide assisted elderly housing. Increased residential densities shall be in compliance with the Housing Element's definition of Assisted Elderly Housing and the adopted policies of the Comprehensive Plan for the City of Plant City.*

*Housing Policy E.1: The City shall adopt or amend, as necessary, ordinances to provide for the zoning of group homes, including homes for the elderly and persons with disabilities.*

*Housing Policy E.2: Locate group homes and assisted elderly housing within the City to provide for a variety of neighborhood settings and to avoid undue concentrations in individual neighborhoods.*

*Housing Policy E.3: Ensure the provision of adequate sites to establish assisted elderly housing through an approved site plan by the City Commission through a CU Community Unit Zoning District.*

*Housing Policy E.4: The City's approval of assisted elderly housing sites shall be subject to the City Commission's determination that said use is compatible with surrounding uses through architectural style and design, that it meets the buffering and landscaping requirements and is consistent with the other provisions of the Comprehensive Plan for the City of Plant City.*

*Housing Policy E.5: Assisted Elderly Housing shall be located within all land use categories allowing residential uses except Residential-4 (R-4) as depicted on the Future Land Use Map, provided that such housing meets the following locational standards:*

- 1. If Assisted Elderly Housing is located within Residential-6 (R-6), Residential-9 (R-9), Residential-12 (R-12), or Residential-20 (R-20), it shall be within one mile of either the Downtown Core, Midtown or any Commercial or Mixed-Use Land Use Plan Categories; and*
- 2. Assisted Elderly Housing shall be within one mile of shopping, restaurant(s) or public recreation site(s).*

As noted above, the City has several policies and directives that promote the development of assisted elderly housing or ALFs, however this should be tempered with the need to ensure these facilities are suitably located and in character with adjacent neighborhoods. Staff has concerns that, if approved, the proposed ALF would not prove to be "...compatible with surrounding uses..." as required by Housing Element Policy E.4.

Again, the staff of the Hillsborough County City-County Planning Commission raised similar concerns in their review which, in part, stated: “...*the proposed assisted living facility is not compatible, based upon the uncertainty of the possible placement of the use, relative to the adjacent residential neighborhood, coupled with the failure to graphically depict or provide certain information dealing with the perspective form, scale and massing of the proposed structure(s) in relation to its proposed and built surroundings...*” [Letter dated July 1, 2015].

Therefore, like the multifamily units, staff contends the proposed ALF does not demonstrate it is in character with the surrounding neighborhoods and thus, the applicant has not demonstrated compliance with this and other provisions of the *Plant City Code of Ordinances and Comprehensive Plan of the City of Plant City*.

### **Transportation Facility Impacts**

In January 2015, a transportation analysis [see report at [www.plantcitygov.com](http://www.plantcitygov.com)] was conducted by Sprinkle Consulting for the proposed modification of the Walden Lake Community Unit District. During the development of the methodology, staff and the traffic consultant identified the following key intersections for the analysis of PB-2014-06. Therefore, turning movement counts were performed at each of the study intersections as outlined below:

#### Primary Development Access Points/Intersections:

- *Alexander Street at Timberlane Drive*
- *Timberlane Drive at Trapnell Road*
- *Griffin Boulevard at Turkey Creek Road*
- *Griffin Boulevard at Mud Lake Road*

#### Internal Development Intersections:

- *Clubhouse Drive at Timberlane Drive*
- *Griffin Boulevard at Timberlane Drive*  
(2 Separately Operating Offset Intersections)

#### Other Impacted Intersections:

- *Alexander Street at Airport Road/Grant Street*
- *Alexander Street at Mud Lake Road*
- *Alexander Street at YMCA Place*
- *Charlie Griffin Road at James L. Redman Parkway (SR 39)*
- *Turkey Creek Road at Sydney Road*
- *Mud Lake Road at Charlie Griffin Road*
- *Turkey Creek Road at Martin Luther King Jr. Boulevard (SR 574)*
- *Turkey Creek Road at Trapnell Road*
- *Mud Lake Road at Trapnell Road*

The results of this traffic impact study indicate that the trips generated by the proposed development would not significantly degrade the existing levels-of-service at the nearby analyzed intersections within Plant City. Only three intersections suffer a decline in their overall level-of-service (LOS) score:

Alexander Street at Timberlane Drive would fall from a “C” to a “D” during AM Peak Conditions; Griffin Boulevard at Mud Lake Road would fall from an “A” to a “B” during AM Peak Conditions; and Turkey Creek Road at Sydney Road would fall from an “E” to a “F” during PM Peak Conditions.

In regards to the intersection of Turkey Creek Road at Sydney Road, falling from a level-of-service “E” to “F”, staff requested Sprinkle Consulting to re-analyze this intersection based on its planned signalization by Hillsborough County. In a technical addendum dated March 2015, the results indicate that signalization of the intersection is expected to significantly reduce delays and improve the intersection’s overall level-of-service to an acceptable level. In addition, the addendum did not include the potential turn lane improvements, meaning this analysis likely represents a worst-case scenario based on existing traffic characteristics. Once these planned improvements are implemented it would not be expected to fail if these additional units were approved within Walden Lake.

Initially the methodology did not include analysis of the two new intersections created by the proposed roadway connecting Clubhouse Drive and Griffin Boulevard. Therefore, staff asked Sprinkle Consulting to analyze these potentially two new intersections within Walden Lake. The base condition was assumed that the new roadway would be designed as a local street and that these two new intersections would be two-way stop controlled “T” intersections (no turn lanes) at both ends. For each of those intersections, Sprinkle Consulting conducted an estimated capacity analysis. The volumes for this analysis were taken from the PM peak turning movement counts (specifically, the movements that would lead to the new intersections) at several nearby intersections and the trips generated by the new homes. The analysis was designed as a worst-case scenario in which none of the vehicle count from the nearby intersection turn off elsewhere and the majority of the existing and new trips make turns at these new intersections (especially left turns, which create the most delay). The estimated results suggest that both intersections would operate at LOS “B”. Even if the assumed volumes at the Griffin Boulevard intersection, the busier of the two, were increased by a factor of 1.5, the LOS would still be “C.” This analysis is supported by Transportation Policy 1.B.1, which states:

*“...using professionally accepted techniques, the City shall maintain a development review system to evaluate, and identify required mitigation of land use impacts of a development’s access point(s) to the transportation system...”*

In summary, no individual turning movement for any impacted intersection experienced a decline in level-of-service score by more than one letter grade within or outside of Walden Lake.

### **Stormwater & Drainage Impacts**

This section examines the proposed site plan and other reports that have been submitted for the proposed rezoning as it relates to stormwater and drainage impacts. An engineering firm, Applied Sciences, was retained to assist with the review [see report at [www.plantcitygov.com](http://www.plantcitygov.com)] of the rezoning application for PB-2014-06. The following is a brief synopsis of their findings:

- *Offsite Drainage: If the rezoning is approved, the applicant must provide engineering design data and information in sufficient detail to show how offsite drainage is handled and to demonstrate there are no adverse impacts to other properties.*
- *Hydrologic and Hydraulic Modeling: During the design/permitting phase, the existing and proposed hydraulic conditions for the design storms must be detailed enough to identify elevations along property boundaries. This detailed information will be utilized to quantify if any impacts to adjacent and offsite properties are created and must contain accurate calculations of the available storage and conveyances within the existing and proposed systems. The modeling must demonstrate that the discharge from adjacent properties is not impeded or impacted in an adverse manner. Any existing structures which are proposed to be modified must be shown to be under the ownership and/or control of the applicant at the time the modifications are proposed to be made.*
- *Water Quality: The stormwater and drainage design must include adequate water quality treatment volumes for the entire project area and all contributing off-site flows to meet SWFWMD requirements for permitting in Plant City. Additional treatment may be required for off-site contributing drainage should the drainage be routed through the proposed stormwater facilities. Net environmental improvement is expected to be required by SWFWMD, as the receiving waters are identified as being impaired.*

This analysis is supported by several policies in the *Comprehensive Plan for the City of Plant City*, which include:

*Conservation and Aquifer Recharge Policy B.7: The City shall require that redevelopment projects provide or support stormwater treatment improvements within the affected drainage basin where treatment facilities are lacking. The City shall require retrofitting of stormwater treatment facilities in urbanized areas lacking such facilities, where necessary to meet water quality standards.*

*Conservation and Aquifer Recharge Policy C.3: The City, through the land planning and development review processes and in cooperation with the Environmental Protection Commission, shall continue to prohibit unmitigated encroachment into the 100-year floodplain of riverine systems and wetlands.*

Public Facilities Policy 1.A.8: *The City shall continue to implement regulations which provide site alteration procedures prior to building construction that protects the natural drainage features of the land. The City shall review the function of the natural drainage features of the land proposed for development through the development review process (including, but not limited to, rezonings and subdivision reviews).*

In summary, stormwater and drainage impacts will be required to be addressed during the final design, engineering and site plan development, if the rezoning is approved by the Plant City City Commission.

#### **Potable, Waste and Reclaimed Water Facility Impacts**

The proposed development is not likely to have any adverse impact on the potable water, wastewater, or reclaimed water systems of the City of Plant City. The annual average demand is expected to be on the order of 80,000 gallons per day for potable water and wastewater, and 100,000 gallons per day on the reclaimed water system of Plant City. This demand represents no more than 2% of the existing systems' available capacities, as estimated by the Plant City Utilities Department.

The areas proposed for development would be expected to be supplied with reclaimed water for irrigation and potentially other non-potable uses. New reclaimed water users typically consume more reclaimed water than they generate in wastewater, which plays a valuable role in reducing the need to otherwise dispose of excess reclaimed water in Plant City.

The pipeline infrastructure systems that would serve the proposed units may require adjustments such as the relocation of existing sewage force mains from the current golf course rough areas, modification of existing sewage pump station(s) and force main(s), and the extension of a reclaimed water transmission main through the north-south extent of proposed Unit 63. An extension of this type would help provide cost effective reclaimed water service to more areas in and south of Walden Lake. In summary, water, wastewater and reclaimed water capacity is projected to be available and needed utility lines will be designed during final design, engineering and site plan development, if the rezoning is approved by the Plant City City Commission.

#### **Police, Fire and Emergency Service Impacts**

Police, fire and emergency services are currently available and in place to serve the proposed development, if approved by the Plant City City Commission. Comments concerning such topics as fire hydrant placement, roadway widths and vehicle turning radii would be reviewed and commented on during final design, engineering and site plan development, by the Plant City Fire and Police Chiefs.

### **Recreation and Open Space Impacts**

Plant City's Recreation and Open Space Element - Policy 1.C.3 states:

*...the City shall provide recreation space through subdivision reviews, planned unit developments, development of regional impacts, impact fees and other mechanisms...*

Overall, the municipality currently has adequate recreational land and amenities to serve its residents and if approved, this project would not cause a drop below the adopted level-of-service standard for parks in Plant City. However, this site was approved as a recreational amenity as part of the development of Walden Lake. Further, there are few public parks in the southwest quadrant of Plant City. In lieu of public parks, many nearby residents take advantage of the private park facilities managed by the Walden Lake Homeowners Association. It is unclear to staff, if these new homes were approved would their residents have access to these private amenities.

The applicant does propose a park associated with Unit 62. However, very little detail has been included that describes this facility, such as its overall size, access points, parking areas [if any], and the proposed recreational amenities to be provided, with the exception that it is to be located in close proximity to Timberlane Drive. The submittal letter stated the new park would be approximately seven acres, but this was not shown on the proposed changes to the site plan of the *Walden Lake Community Unit District*. Therefore, it is difficult to assess if these potential new residents will be adequately provided with recreational amenities in close proximity to their homes or will need to travel further afield within or outside of Plant City.

### **Public School Facility Impacts**

On June 11, 2015, the Hillsborough County School District provided their review of the proposal of Visions Golf LLC. The proposed development is projected to generate 49 elementary school students, 29 middle school students and 32 high school students for a total of 110. Based on the current capacity of surrounding facilities there is adequate capacity to serve these students at Walden Lake Elementary, Tomlin Middle and Plant City High Schools.

### **Environmental Systems Impacts**

Staff predominately relied on the environmental impact analysis for this proposed rezoning on the review provided by the Environmental Protection Commission (EPC) of Hillsborough County. In their review dated July 13, 2015, EPC *"...objects to the site plan..."* submitted by Visions Golf LLC. Their objection was based on the following:

- *A site inspection conducted by EPC staff [on] October 30, 2014 revealed wetlands pursuant to Chapter 1-11, Rules of EPC, exist on site. The onsite wetland areas appear to be more extensive than those depicted on the subject plan. As a result, the development as proposed would likely result in wetland impacts which have not been authorized by the Executive Director of the EPC, as required under Chapter 1-11, Wetlands, Rules of EPC.*
- *To receive a recommendation of approval from EPC Wetlands Management Division, EPC staff recommends that the applicant redesign this site plan to utilize the available upland areas and avoid impacts to wetlands, pursuant to Chapter 1-11.*

This review is consistent with the following policies of the *Comprehensive Plan for the City of Plant City*, which include:

*Future Land Use Policy 6.B.2: The City shall, through land use planning and land development review processes, and in cooperation with the Environmental Protection Commission of Hillsborough County, continue to conserve and protect wetlands from detrimental physical and hydrological alteration.*

*Future Land Use Policy 6.B.4: The City shall apply a comprehensive planning based approach to the protection of wetlands within the City of Plant City, which includes:*

- *The identification and mapping of significant wetlands ecosystems through the designation of an Environmentally Sensitive Areas Overlay on the Future Land Use Plan Map.*
- *Utilize this overlay early in land development review processes (map amendments, rezonings, site plans) to direct incompatible uses away from wetlands by first, prohibiting development that impacts jurisdictional wetlands, with the exception of:*
  - *Minimum impact projects such as piers, docks, boardwalks, foot-bridges, observation decks and similar structures, and;*
  - *Other encroachments only when options to avoid and minimize wetland impacts prove to be infeasible and do not provide for a reasonable use of the property, as determined by the City and the Environmental Protection Commission of Hillsborough County.*
- *Second, requiring wetland encroachment and impacts be mitigated, as appropriate, to maintain a viable and productive vegetative and wildlife habitat, with a no net loss of wetland value or function, as determined by regulations and scientific standards set forth by the City and the Environmental Protection Commission of Hillsborough County.*
- *Furthermore, the City will coordinate with other agencies (such as the Environmental Protection Commission of Hillsborough County and Southwest Florida Water Management District) in their ongoing efforts to achieve a measurable increase in functionally restored wetland acreage within the City of Plant City.*

Conservation and Aquifer Recharge Policy C.1: *The City, through the land use planning and development review processes, and in cooperation with the Environmental Protection Commission, shall continue to conserve and protect wetlands and floodplains from detrimental physical and hydrological alteration.*

Conservation and Aquifer Recharge Policy C.13: *Development which impacts wetlands may be deemed appropriate only as a last resort; where:*

- 1. Reasonable use of the property is otherwise unavailable and/or onsite preservation of a functioning wetland system is deemed unsustainable;*
- 2. The adverse impact is offset by the benefit of the development to the public such that it is reasonable, in the public interest and an acceptable mitigation plan is proposed. This determination shall be made by Plant City and/or the Environmental Protection Commission.*

Conservation and Aquifer Recharge Policy C.14: *The development review process, part of a comprehensive program for the protection of wetlands, shall make every effort to maintain natural undisturbed wetlands by way of a sequential review process that first evaluates all means of avoiding wetland impacts in regard to a particular project; if necessary, secondly, evaluates and requires measures to minimize wetland impacts; and if necessary, thirdly, evaluates and requires the mitigation of wetland impacts.*

The applicant believes this issue was addressed by wetland surveys previously submitted and an ecological assessment [see report at [www.plantcitygov.com](http://www.plantcitygov.com)], which was conducted by Cardno Entrix, dated December 2013. In any event, wetland and surface waters impacted by the proposed development will need to meet the regulatory permitting requirements of Environmental Protection Commission (EPC) of Hillsborough County, Southwest Florida Water Management District (SWFWMD) and the United States Army Corps of Engineers (ACOE), as well as any other regulatory agency having jurisdiction. Each agency will follow their regulatory guidelines with respect to avoidance, elimination, reduction and mitigation of wetland and surface water impacts.

In addition, there may be protected species (gopher tortoises) and/or habitat (wood stork foraging areas) on the site and if the project was approved, these issues will need to be discussed and addressed in consultation with the affected environmental agencies, including the Florida Fish and Wildlife Conservation Commission. This is consistent with Conservation and Aquifer Recharge Policy G.1 and G.4, which states:

*“...the City will recommend consultation with, and will consider the recommendations of, the Florida Fish and Wildlife Conservation Commission (FWC) in determining the issuance of land development approvals that would impact upon threatened and endangered species or species of special concern and their essential habitats...”*

*“...the City shall consult, coordinate with, and consider the recommendations of the Florida Department of Environmental Protection, the Florida Fish and Wildlife Conservation Commission (FWC), and the U.S. Fish and Wildlife Service to ensure the protection of wildlife and wildlife habitat. Furthermore, the City shall ensure that development is directed away from areas of protected wildlife and wildlife habitat...”*

### **Other Issues**

The concept plan describes a new 6,000 sq. ft. clubhouse, however the modifications as submitted offer little detail on this new facility, with the exception of noting its general location, just west of the current location of the Walden Lake Country Club. Because of issues related to massing, design and outdoor use of facilities, there may be compatibility issues with the nearby properties. Again, the applicant has not provided enough detail to demonstrate compliance with the *Comprehensive Plan of the City of Plant City*.

### **Conclusion/Staff Recommendation**

As stated earlier, there are several policies that favor this proposed infill and redevelopment project, such as those promoting a variety of housing types, discouragement of urban sprawl and the provision of elderly housing, as already noted from the *Comprehensive Plan for the City of Plant City*.

Also, preliminary analysis appears to indicate that transportation impacts, stormwater drainage, the availability of utilities [potable water, wastewater and reclaimed water], the provision of emergency services [police and fire protection] and public school capacity could be, and will be required to be, adequately addressed during the final design, engineering and site plan development for this proposed project, if approved by the Plant City City Commission.

However, as the potential impacts of this project are long-lasting; this needs to be balanced with the determination as to whether this project furthers the overall *character* of the area and is *compatible* with the surrounding neighborhoods of Walden Lake. In particular, staff does not believe as proposed, there is sufficient detail regarding the design and placement of the multifamily units and assisted living facility to determine if those facilities will be in character with the surrounding neighborhoods and in keeping with several policies, including Future Land Use Policies 7.D.5 and 7.D.8, which state:

*“...development and redevelopment shall be integrated with adjacent land uses through:*

- *Creation of like uses;*
- *Creation of complementary uses; or*
- *Mitigation of adverse impacts...”*

*“...redevelopment projects shall not destroy the existing social/cultural framework and character of the area. The City shall not approve any development that is contradictory to neighborhood improvement efforts...”*

The proposed locations of the multifamily units and assisted living facility would be surrounded by predominantly single-family homes and would not build upon the low-density, suburban development pattern of this area of Walden Lake. This observation is reinforced by the review of the staff of the Hillsborough County City-County Planning Commission, which stated:

*“...the proposed rezoning lacks significant detail in respect to location, form, scale and massing of the proposed multi-family uses and assisted living facility, offering no assurances as to the compatibility of the project relative to an existing, long-established single family residential development pattern...”*

In addition, the staff of the Environmental Protection Commission (EPC) of Hillsborough County raised significant concerns over the wetland impacts associated with the proposed modification of the Walden Lake Community Unit District. They recommended *“...the applicant redesign this site plan to utilize the available upland areas and avoid impacts to wetlands...”* in their review dated July 13, 2015.

Like the staff of the Planning Commission, Plant City staff also found it impossible to determine compliance of the proposed project with the *Plant City Code of Ordinances* and the *Comprehensive Plan for the City of Plant City*. This also includes the lack of detail provided for the proposed park and the new Walden Lake Country Club. The conclusions contained within this report were not arrived at without significant thought, and staff appreciates the efforts of the applicant to respond to and address planning and engineering issues raised during our review of the proposed modification to the *Walden Lake Community Unit District* [PB-2014-06].

However, at its heart, the analysis needs to focus on and ensure the proposed redevelopment project complies with the requirements of the *Plant City Code of Ordinances* and the *Comprehensive Plan for the City of Plant City*, does not degrade protected environmentally sensitive areas and is in character to this internal area of Walden Lake. Based on our review, this request does not. Therefore, staff recommends as proposed the rezoning be found inconsistent with the *Comprehensive Plan for the City of Plant City* and the application be recommended for denial by the Plant City Planning Board.

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# Appendix

**[Except from the *Comprehensive Plan for the City of Plant City*]**

**B. RESIDENTIAL–6 (R-6)**

**1. Description:**

These areas should offer safe, quiet and attractive environments for people to live. An important aim in Residential-6 areas is to allow individuals to enjoy personal space and time with greater opportunities to control their exposure to people and activities outside their home. Single-family homes on individual lots are the predominant use in these areas, although other housing and development approaches can also be integrated at lower densities. Residential development within Residential-6 will be no more than six (6) units per gross acre. Neighborhood parks, scenic open space, institutional uses (e.g. churches) and public facilities serving neighborhood residents are often integral parts of these residential areas. Convenience commercial establishments can also be accommodated under controlled conditions that protect the basic quality of the residential environment. Mixed use residential developments that are planned projects designed to serve the local residents may be considered in accordance with the Goals, Objectives, and Policies of the Future Land Use Element and applicable Land Development Regulations. Agricultural uses are supported in accordance with the Goals, Objectives, and Policies of the Future Land Use Element and applicable Land Development Regulations.

**2. Relationship to Other Areas of Use and the Street System:**

- Perimeters should be buffered from other use areas by open space, streets and/or visual screening techniques used in site planning.
- Work, trade and community service activities should be readily accessible via collector and arterial streets. Arterials, however, should be at or beyond the edge of areas designated as Residential-6.
- Local street systems in these areas should be designed to discourage through traffic.
- Neighborhood office/commercial uses shall be located only at intersections of arterials, arterials with collectors or collectors and developed at a maximum intensity of 0.25 FAR in accordance with locational criteria and development standards of the Future Land Use Element and applicable Land Development Regulations.

**3. Relationship to Facilities and Services:**

- Public water and sewer service available or programmed for the area.
- In fire, police and EMS service areas.

- Schools, neighborhood recreation, and small scale semi-public uses such as churches and home daycare facilities integrated into area and accessible via collector streets.

#### **4. Relationship to Natural Resources and Features:**

- Areas where most land is not subject to flooding and where soil conditions are suitable for bearing structures, streets, etc.
- Areas where land contour, tree cover and views can be used in site design to add scenic amenity and diversity to the residential neighborhood.