



# City of Eustis

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TO: EUSTIS CITY COMMISSION

FROM: Tom Carrino, City Manager

DATE: November 17, 2022

RE: Ordinance Number 22-37: Planned Unit Development Overlay and Master Plan for the Taylor Morrison Planned Unit Development

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## **Introduction:**

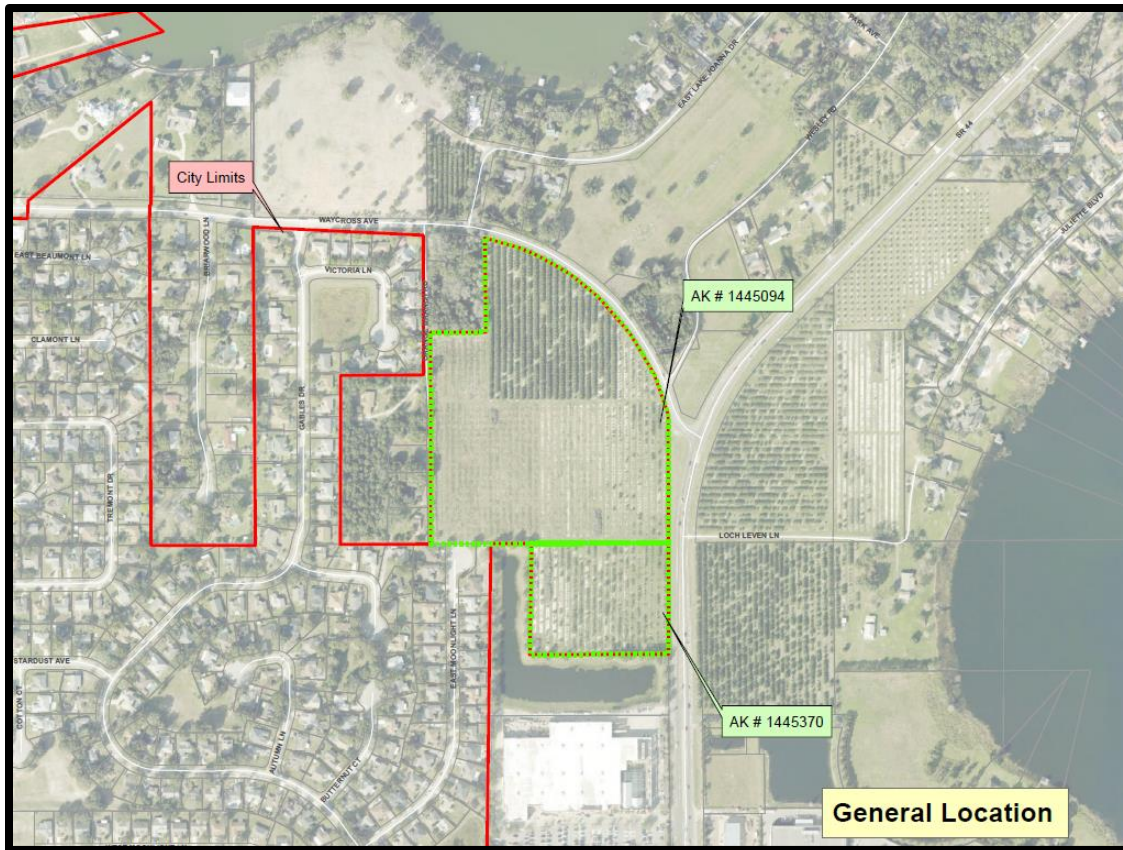
Ordinance Number 22-37 approves a Planned Unit Development (PUD) Overlay and PUD Master Plan for the Taylor Morrison Planned Unit Development, a 230-unit single-story multi-family project, on 24.94 gross acres on the south side of Waycross Avenue and the west side of State Road 44.

## **Background:**

1. The site contains approximately 24.94 acres and is located within the Eustis Joint Planning Area. The site is currently vacant with vegetation in existence. *Source: Lake County Property Appraisers' Office Property Record Card Data.*
2. The property was annexed into the City on April 7 2022 with a Mixed Commercial Residential Future land Use and a Suburban Neighborhood Design District.

Surrounding properties have the following land use designations:

Site	Vacant	Mixed Commercial Residential	Suburban Neighborhood
North	Vacant	Urban Low (Lake County)	N/A
South	Stormwater Pond for Lowes'	Mount Dora	N/A
East	Vacant	Urban Low (Lake County)	N/A
West	Single Family Residence	Suburban Residential	Suburban Neighborhood



### **Applicant's Request:**

The applicant is requesting Planned Unit Development Overlay and Planned Unit Development Master Plan approval for a 230-unit single-story multi-family project, including the establishment of permitted uses and development standards.

The Applicant has provided a narrative for the project which is included within the City Commission Agenda Packet.

The Applicant's proposed unique standards are as follows, with all other design and land use standards applying as found within the City of Eustis Land Development Regulations and Engineering and Design Standards Manual, as amended:

### **Permitted Uses:**

Clubhouse/ Cabana	Construction Trailers (Temporary During Construction)
Detached Garages	Dog Park
Home Occupations	Maintenance Buildings
Model Homes	Parks
Pool	Public Service/ Facilities
Leasing/Management Office	Retention Ponds
Multi-Family Detached Residential	Multi-Family Attached Residential
Trails	

## Design Standards Table

<b>PUD</b>	<b>Proposed</b>
Maximum Density	9.22 dwelling units/acre
Maximum Units	230
Minimum Living Area	600 SF (under air/heat)
Detached Garages	.35 garage spaces per unit Up to 5 individual garages can be attached. The minimum area for each garage is 214 square feet.
Minimum Building Separation	10'
Maximum Height	One Story
Lot Width	N/A
Lot Depth	N/A
Lot Size	N/A
Open Space	27% Minimum
Parking	2 Spaces Per Unit
<b>Minimum Building Setbacks</b>	
Eastern Boundary - SR 44	25'
Northern Boundary - Waycross Ave	25'
Western Boundary	25'
Southern Boundary	25'

### **Landscape Buffers:**

Enhanced landscape buffers shall be provided, as shown on the PUD Master Plan and outlined below:

- A. Landscaping
  1. A 15-foot wide landscape buffer with enhanced plantings to be provided along the southern property line adjacent to E. Moonlight Lane (the 44 Gables neighborhood) and along the eastern boundary adjacent to Orange Branch Road (easement).
  2. A 15-foot wide landscape buffer with enhance plantings will be located along Waycross Avenue and SR 44.
- B. Wall/Fencing – a six-foot-tall fence or wall shall be included along the landscape buffer at the perimeter. The fence/wall shall be a decorative PVC fence or pre-cast type wall with decorative stone-finished columns and column caps (or similar) or some combination of the two materials. A six-foot-tall pre-cast type wall will be located within a 15-foot landscape buffer with enhanced plantings along E. Moonlight Lane (the 44 Gables neighborhood).

### **Recreational Amenities**

- A. Dog Park - 0.20-acre
- B. Amenity Area – 0.74-acre

C. Park Space – 1.59-acres

Total - 2.53-acres

**Sec. 102-29. - PUD overlay.**

The intent and purpose of a planned unit development (PUD) overlay is to provide for a diversity of land uses to create a planned, sustainable community and provide an opportunity for flexibility and innovation. The objective is not simply to allow exceptions to otherwise applicable regulations, but to encourage a higher level of design and amenity than it is possible to achieve under the current regulations...

**The applicants proposed Planned Unit Development Standards is intended to provide development standards that are a hybrid between traditional single-family and multi-family development forms. The current Design Districts do not provide for a direct parallel to match the development form proposed by the applicant. That form taking the shape of a single story residential complex constructed to purposefully be managed as a multi-family entity.**

**Analysis of Request According to Applicable Policies and Codes:**

Section 102-29 PUD Overlay: The intent and purpose of a planned unit development (PUD) overlay is to provide for a diversity of land uses to create a planned, sustainable community and provide an opportunity for flexibility and innovation. The objective is not simply to allow exceptions to otherwise applicable regulations, but to encourage a higher level of design and amenity than it is possible to achieve under the current regulations. The city may impose specific conditions of approval upon any PUD. Such conditions shall be recommended for the purposes of assuring consistency with the comprehensive plan or elements thereof; offsetting or minimizing impacts upon public improvements, surrounding land uses, and significant environmental features; and assuring the adequacy of public services and facilities which will specifically serve the proposed planned unit development site. Conditions imposed upon an approved master planned unit development plan shall constitute the standards and guidelines against which the development of the planned unit development site, or any increment or phase thereof, shall be reviewed.

In order to approve a PUD, findings of fact shall be made to support the following conclusions:

- a. There are special physical or geographical conditions or objectives of development which warrant a departure from the standard land use and design district regulations.

***The previously disturbed nature of the property (operating orange grove) subject to this request, and the unique development form and operating model being applied to the development, for which there is not a direct correlation with the City's design standards, create the opportunity and need for the City and the applicant to come to a reasonable agreement under the planned unit development process.***

***The following departures from the design district regulations represent minor development standard adjustments to accomplish a reasonable hybrid of Design District Standards to allow for the applicant unique development form.***

**Limitation of Permitted Uses**

***Permitted uses in the Suburban Residential land use district are provided for in Table 109-4 of the Land Development Regulations. To create a community with a higher level of***

***amenity and minimize impacts to the surrounding land uses, the applicant is proposing a limitation of permitted uses as follows:***

Clubhouse/ Cabana	Construction Trailers (Temporary During Construction)
Detached Garages	Dog Park
Home Occupations	Maintenance Buildings
Model Homes	Parks
Pool	Public Service/ Facilities
Leasing/Management Office	Retention Ponds
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Trails	

**Lot Typologies**

***The proposed development form does not fully follow the residential lot typologies nor the applicable multi-family or apartment typologies. Therefore, working with City staff the applicant proposed the following standards.***

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- b. The resulting development is consistent with the character of the surrounding area and the overall planning objectives of the city.

***As designed, the project is consistent with the Development Framework and Planning Principals outlined in the Comprehensive Plan, Goal FLU 1, Objective FLU 1.1 and Policy 1.1.1.***

**GOAL FLU 1: DEVELOPMENT FRAMEWORK**

***Implement a land use and development framework that will:***

- ☐ ***Promote diversified economic development;***
- ☐ ***Protect and enhance residential neighborhoods;***
- ☐ ***Ensure services and facilities for new and existing development;***
- ☐ ***Discourage urban sprawl;***
- ☐ ***Recognize the value of natural resources; and***
- ☐ ***Respect private property rights.***

**OBJECTIVE FLU 1.1: DEVELOPMENT FRAMEWORK IMPLEMENTATION**

***To create a planning framework and implementation strategy that will enhance the livability of the City of Eustis; promote its natural, cultural, and physical resources; minimize any negative effects of urban development on the natural resources of the City; maintain overall air quality; and discourage urban sprawl.***

**Policy FLU 1.1.1: Planning Principles**

***The following principles shall guide the creation of land use policy and development regulations within the City of Eustis:***

- ☐ ***Creating a range of housing opportunities and choices;***
- ☐ ***Creating walkable neighborhoods;***
- ☐ ***Encouraging community and stakeholder collaboration;***
- ☐ ***Fostering distinctive, attractive communities with a strong sense of place;***
- ☐ ***Making development decisions predictable, fair and cost effective;***
- ☐ ***Allowing for a mix of land uses;***
- ☐ ***Providing for open space, natural beauty and protection of critical environmental areas;***
- ☐ ***Providing a variety of transportation choices;***
- ☐ ***Encouraging compact building design.***

- c. The existing or planned infrastructure is adequate to support the anticipated development.

***The project proposes extension of water and wastewater utilities to serve the development, and capacity is available. The development proposes an internal pedestrian system providing walkable connectivity internal to the development.***

- d. The development incorporates best management practices for stormwater management, "green" building, and water and energy efficiency.

***The stormwater management system will be designed to meet the city's land development regulations and St. Johns River Water Management District regulations; post-development runoff shall not exceed predevelopment conditions.***

- e. The development protects, preserves, and/or manages areas of significant natural resources.

***The PUD Master Plan provides an internal passive park and walking trails. When combined with the amenity center, open space areas and landscape buffers, the plan provides above the minimum requirements for open space and park areas to support the development.***

- f. The arrangement of proposed uses better integrates future development into the surrounding neighborhood.

***Where new residential dwelling units are proposed in locations near existing residences open space in the form of landscape buffers are provided along with fence line for visual and noise buffering as well as security for both existing residents and the residents of the proposed development.***

- g. Each development phase can, together with any phases that preceded it, exist as an independent unit that meets all approval criteria and other applicable regulations even if no subsequent phase should ever be completed.

***The PUD Master Plan complies.***

Comprehensive Plan - Future Land Use Element Appendix; Land Development Regulations Section 109-2.6, 109-3, 109-4: Mixed Commercial / Residential (MCR) This land use designation is intended to regulate the character and scale of commercial uses so as to minimize their impacts on adjacent roadways and to promote their compatibility with adjacent or nearby residential uses.

General Range of Uses: This category accommodates a mix of residential, commercial, office, institutional, and schools. Public and utility services that are 5 acres or less in size are also permitted.

Maximum Density: Residential densities may not exceed 12 dwelling units per net buildable acre.

Intensity Range: up to 2.5 FAR subject to restrictions in Section 109-3 of the Land Development Regulations...

Special Provisions:

- (1) Future amendments to designate areas as MCR shall be permitted only along arterial and collector roads and in certain neighborhoods which meet the following conditions:
  - a. where the arterial road frontage is generally undeveloped, residential development may be feasible and will be encouraged;
  - b. strip commercial development shall be minimized, including actions that would extend or expand existing strip development;
  - c. the arterial road frontage contains an existing mix of viable commercial and residential uses;
  - d. the clustering of viable commercial businesses within or adjacent to residential neighborhoods is determined to not have a detrimental visual or operational impact on such adjacent or nearby residential uses;
- (2) Developments within the Wekiva Protection Overlay that include longleaf pine, sand hill, sand pine, and xeric oak communities shall protect these areas as dedicated open space or conservation easements, with total open space equal to at least 35% of the net buildable area.

***The Planned Unit Development Overlay provides for the proposed hybrid single story multi-family use type at a at a maximum density of 9.22 units per acre in a Mixed Commercial Residential land use district, which permits up to 12 dwelling units per acre.***

***Furthermore, Policy FLU 1.3.2: Maintain Residential Compatibility of the Eustis Comprehensive Plan indicates, "review and analysis of development applications and future land use map amendments shall recognize as a fundamental principle of the City's Comprehensive Plan that the highest concentration of development density and intensity within the City shall be permitted in the downtown and that this overall density/intensity decreases incrementally outward from the downtown to lower densities that are located in outlying rural areas or areas of the City which have physical limitations to development.***

***Higher density in locations away from downtown, but supported with urban services and retail/employment activity, is permitted as an exception to this principle.”***

***The proposed development of 9.22 dwelling units per acre will be served with water and sewer. The property is located on the periphery of the City of Eustis Municipal boundary, however the property is in close proximity to the US Hy 441 corridor and is in an urbanized / urbanizing area between the meeting of the municipal borders of the City of Eustis with the City of Mount Dora.***

***In keeping with Florida Statute (FS) 163.3177, directing density to municipalities reduces the proliferation of sprawl thereby protecting true rural and agricultural lands. By directing development to municipalities, development pressure on outlying areas is reduced. The provision of cost-effective public services is not only provided for in Eustis’ Strategic Plan, but it is also an important factor in protecting natural resources, including groundwater. Greater densities are warranted and necessary for the cost-effective provision of public services where both water and sewer are provided. Compact service areas reduce per capita costs of public services.***

***The Planned Unit Development Overlay, consistent with the Comprehensive Plan and Land Development Regulations, provides for roadway, sidewalks, and residences equating to a maximum 40%. The plan provides 27% open space, exceeding the minimum 25% requirement. The proposed plan is consistent with the MCR land use per the Future Land Use Element Appendix of the Comprehensive Plan and the Land Development Regulations.***

- c. Land Development Regulations – Design Districts Section 109-5.5. – Suburban development pattern intent statements.

***Intent.*** The suburban development pattern relies primarily on a pattern of residential development that provides the majority of property owners with substantial yards on their own property. The street layout, comprised of streets with fewer vehicular connections, helps to reduce cut-through traffic and establishes distinct boundaries for residential communities/subdivisions. Nonresidential uses are primarily located on corridors, districts and a mix of uses is prominent in centers. Each land use provides for pedestrian and bicycle connections.

***Suburban neighborhood.***

***Definition.*** Predominately residential uses with some neighborhood-scale commercial services.

***Structure.*** Interconnected trails, bikeways and walkways with a street framework comprised of a range of blocks permitted throughout the neighborhoods.

***Form.*** Mix of detached residential uses with some neighborhood-supporting retail, parks and civic spaces as focal points in the neighborhoods.

***The PUD plan meets the intent of the of the Suburban development pattern and Suburban Neighborhood design district.***

- d. Land Development Regulations – Chapter 115 General Building and Site Design Standards

***Section 115-3.2. addresses suburban districts and residential compatibility as follows:***



Sec. 115-3.2. – Suburban districts.

Suburban residential compatibility. The maximum residential density permitted within any suburban design district shall be consistent with the maximum density of the applicable land use district assigned to each individual property.

When any suburban design district abuts an existing development in a suburban district, and proposed new residential lots will share a common boundary with existing or platted lots:

The width of the new lots may be no more than 150 percent of the width of the existing or platted lots, unless:

***The property has a Mixed Commercial land use designation which permits a maximum of 12 dwelling units per acre. The proposed PUD is designed at 9.22 dwelling units per acre. The proposed development is not designed with individual lots (fee simple). The development plan depicts common areas between the units and the overall project boundary.***

**Recommended Action:**

The administration recommends approval of Ordinance Number 22-37.

**Policy Implications:**

None

**Alternatives:**

1. Approve Ordinance Number 22-37
2. Deny Ordinance Number 22-37

**Budget/Staff Impact:**

None

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