



City of Eustis

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TO: EUSTIS CITY COMMISSION
 FROM: TOM CARRINO, CITY MANAGER
 DATE: MARCH 2, 2023
 RE: RESOLUTION NUMBER 23-18: PRELIMINARY SUBDIVISION PLAT APPROVAL WITH WAIVER FOR ESTES RESERVE SUBDIVISION

Introduction:

Resolution Number 23-18 approves a Preliminary Subdivision Plat with waiver for the Estes Reserve Subdivision, which is a 23-lot single-family residential subdivision located north of Bates Avenue/Lake Lincoln Lane, on the west side of Estes Road.

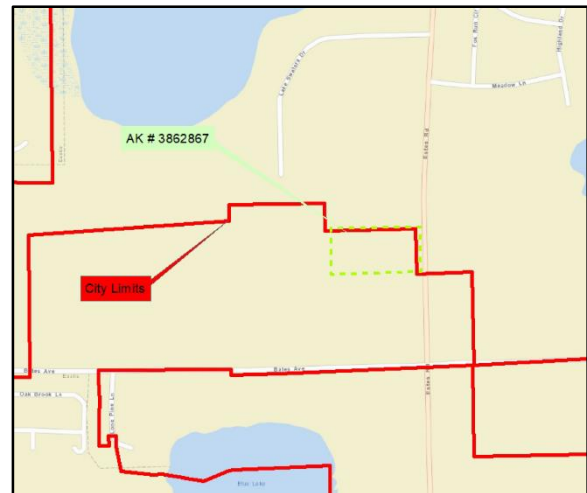
Recommended Action:

The administration recommends approval of Resolution Number 23-18.

Background:

Pertinent Site Information:

1. Located north of Bates Avenue/Lake Lincoln Lane, on the west side of Estes Road, the site contains approximately 4.7 acres, and is comprised of one (1) wooded, vacant parcel.
2. On January 31, 2023, the Development Review Committee recommended approval of the proposed preliminary subdivision plat, subject to adequate responses to the remaining comments, which were addressed on February 8, 2023.
3. The land use designations, design district designations, and existing uses of the site and surrounding area are shown below.



Location	Existing Use	Future Land Use	Design District
Site	Vacant	Suburban Residential	Suburban Neighborhood
North	Single Family Residence	Rural Transition (Lake County)	NA

South	Mayhill Subdivision Under Construction 49 SFR	Suburban Residential	Suburban Neighborhood
East	Vacant – Orange Grove	Rural Transition (Lake County)	NA
West	Eustis Middle School	Public Institutional	Suburban Neighborhood

Proposed Development:

Per the attached Exhibit A, the applicant is requesting approval of a Preliminary Subdivision Plat (with waiver) for a residential subdivision to include twenty-three (23) lots for single-family detached residences with the following development characteristics:

Subdivision Component	Code	Provided
Gross Area	n/a	4.7 acres
Net Area (gross area less wetlands, water bodies)	n/a	4.7 acres
Lot Typology	House Lot	23
Density	5 dwelling units/acre maximum	4.89 dwelling units/acre
Open Space	25% minimum (1.18 ac)	26.5% (1.25 ac)
Park Space	0.25 acres	0.36 acres
Landscape Buffers	15-24 feet adjacent to public r/w	29 feet along Estes Rd

Waiver:

The applicant is requesting one waiver to the Land Development Regulations (LDR) as follows:

- a. Waiver to Section 110-4.2 to allow a House lot type with a minimum lot width of 42 feet.

The reduced lot width at the street will have no effect on properties outside the subdivision.

Analysis of Request According to Applicable Policies and Codes:

- a. Comprehensive Plan - Future Land Use Element Appendix; Land Development Regulations Section 109-2.3, 109-3, 109-4: Suburban Residential (SR) This designation

is provided to accommodate the majority of residential development within the City. General Range of Uses: This designation is intended to provide for a mix of single family detached, patio home, and townhouse dwellings in a suburban atmosphere and may also include ACLF, parks and recreation facilities, and schools. Apartments may be permitted through the PUD process. Public and utility services and facilities that are 2 acres or less in size are also permitted. Maximum Density/Intensity: Suburban Residential lands may be developed up to a maximum density of 5 dwelling units per net buildable acre. The maximum density may be exceeded through an affordable housing density bonus as provided in the Special Provisions. Maximum Impervious Surface Area 40%; Minimum open space required 25% or 35% if environmental analysis finds Wekiva related vegetative species.

The preliminary subdivision plat provides for single-family detached homes at a maximum density of 4.89 dwelling units per acre in a Suburban Residential land use district, which permits up to 5 dwelling units per acre. Yet, the property subject to this request is indicated for a density limitation of 2.5 dwelling units per acre on Map 19 of the Eustis Comprehensive Plan Future Land Use Element Map Series. However, Map 19 is inconsistent with the balance of the Comprehensive Plan Future Land Use Element and Future Land Use Element Appendix. The Future Land Use Element Appendix indicates the Suburban Residential (SR) designation is provided to accommodate the majority of residential development within the city at up to 5 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 subject property is not in an outlying rural area nor an area that has physical limitations to development. The proposed project is located over a mile west of the Eustis Joint Planning Area boundary and is within the city limits. Best planning practices indicate that recommended lot sizes where water or sewer are lacking are limited to four per acre...the proposed density of 4.89 dwelling units per acre will be served with water and sewer.

As the property is located over a mile from the JPA boundary outside of which the true rural areas of unincorporated Lake County, the proposed density provides for an appropriate transition from the higher density of the downtown (up to 40 units per acre) to the areas outside the downtown which transition from 12 units per acre to 5 units per acre, and in the case of this project 4.89 units per acre.

In keeping with 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. Provision of cost-effective public services is not only provided for in Eustis' Strategic Plan, it is an important factor in protecting natural resources, including groundwater. Greater densities are warranted and necessary for cost effective provision of public services where both water and sewer are provided. Compact service areas reduce per capita costs of public services.

The preliminary subdivision plat, consistent with the Comprehensive Plan and Land Development Regulations, provides for roadway, sidewalks and maximum lot coverage of 1.88 acres equating to a 40% impervious surface area (maximum 40%). The environmental report submitted for the project did not show Wekiva related vegetative species resulting in a 25% open space requirement; the plan provides 26.5%, or 1.25 acres. The proposed plan is consistent with the Suburban Residential land use per the Future Land Use Element Appendix of the Comprehensive Plan and the Land Development Regulations.

- b. Land Development Regulations – Design Districts Section 109-5.5 Suburban development patterns: 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.

The subdivision layout meets the intent of the Suburban Neighborhood development district. One subdivision entrance is provided on Estes Road. Sidewalks are provided throughout the subdivision and along the public road frontage of Estes Road.

- c. Land Development Regulations – Building Lot Types – Section 110-4.2 House Lot Minimum house lot requirements in Suburban design districts include the following: Width of 55-feet; Depth of 120-feet; Square Footage of 6,600 feet

Minimum setback requirements for House Lots in Suburban design districts include the following: Street setback of 25-feet; Common lot setback of 5-feet; Rear setback of 10-feet

The subdivision plat proposes modified House Lot typologies, which require the following waiver approval:

Waiver to Sec. 110-4.2 to reduce the minimum lot width to allow 42-foot wide lots.

Pursuant to Section 109-5.6, the Suburban Neighborhood design district permits Estate Lots, House Lots and Duplex lots.

The smaller lot type in an area with nearby community service and shopping uses will provide housing options for a niche market (those pursuing home ownership versus apartment living yet seeking low cost and maintenance). Providing for a more affordable, lower maintenance home ownership opportunity is consistent with the goals and objectives of the Comprehensive Plan Housing Element in meet projected demand and to accommodate the needs of the various household types and income groups characteristic of the city and planning area. (HOUSING GOAL HSG 1 & OBJECTIVE: HSG 1.1).

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

Section 115-3.2. (a), (b) and (c) address suburban districts and residential compatibility as follows:

Sec. 115-3.2. - Suburban districts.

(a) *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.

The maximum residential density of the Suburban Residential future land use district is 5 dwelling units per acre, the subdivision proposes a density of 4.89 dwelling units per acre.

(b) 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:

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

(a) The existing or platted lots are non-conforming to the suburban design district standards;

(b) Central sewer service is not available.

Section 115-3.2.(b)(1) is not applicable.

(c) When any suburban design district abuts a rural design district, and proposed new residential lots will share a common boundary with existing or platted lots:

(1) The width of the new lots may be no less than 75 percent of the width of the existing or platted lots; unless:

(a) A landscape buffer (10 to 15 feet wide) is provided between the new lots and existing or platted lots; or

(b) Park space as permitted by Section 115-8.3. is provided between the new lots and existing or platted lots.

Section 115-3.2(c)(1) is not applicable. The property to the west and south is within a suburban design district. The properties to the north and east are in unincorporated Lake County, which properties are not currently assigned a design district designation. However, the Development Patterns Map (Map 2 of the Eustis Comprehensive Plan) indicates a suburban development pattern in this area of the City, which is indicative of the design district designation that would be assigned were those properties to be annexed into the City. (Per Section 102-17 consistent transect required; design district changes should occur along rear alleys, lanes or conservation areas).

Section 115-4.2.1. (and Comprehensive Plan Policies FLU 5.2.1 and 5.2.9) includes general site design criteria to respect the natural topography of the site and follow the outlined four-step design process. Compliance as is demonstrated as follows:

Sec. 115-4.2.1. - All districts.

(a) General site design criteria. Proposed development plans must be organized into three components: 1) wetlands and water bodies; (2) open space; and (3) developed areas. The plan design must respect the natural topography of the site and generally follow the four-step design process described below:

(1) Step 1 - Delineate open space areas as outlined below: a. Create or add to a larger contiguous off-site network of interconnected open space, particularly existing habitats and opportunities for restoring native habitats. b. Create connected and integrated open space within the development to the maximum extent practicable based on the context sensitive site design standards and priorities below: 1. Protect listed species. 2. Create/enhance connectivity. 3. Protect native habitat. 4. Restore native habitat.

The proposed subdivision plan provides for a 0.36-acre greenway park along the north side of the property as well as right-of-way dedication and pedestrian connections that provides opportunity to create contiguous interconnected open space as parcels develop/redevelop along Estes Road. Attention was given to provide for tree preservation, to the extent possible, in the greenway park area, by retaining the majority of the native species in that area.

The plan provides for the retention of native trees that would remain viable post-development, and the landscape plan provides for planting of new native species.

(2) Step 2 - Define development areas in such a way as to preserve the function, purpose and integrity of the natural features of the land, the on-site natural resources, and the environmental systems to the maximum extent practicable.

The engineer designed the site to match existing grade as much as possible.

(3) Step 3 - Align streets and trails to avoid or at least minimize adverse impacts on designated open space. The streets and trails shall provide external and internal connectivity and the street layout of subsequent phases shall be coordinated with the street system of previous phases.

The site is currently wooded and does not provide functional open space. The street layout and greenway have been designed to provide both external and internal connectivity. Subsequent phases are not proposed, but the street layout is designed to accommodate connectivity to the north or west should a future development occur.

(4) Step 4 - Lots lines and building placement should be added as the last step in the design process.

The applicant stated that by creating a greenway tract, connecting the landscape buffer, maintaining existing grade, maximizing open space, and adding lot lines and buildings as a final step of the design process, the Estes Reserve project will have excellent curb appeal while also maintaining the original natural integrity of the land.

Section 115-4.9 includes the City's stormwater management regulations. ***The site is within Drainage Basin 50 (Lake Lincoln) and drains to the northeast. Via the development review committee process, the city engineering department reviewed and approved the drainage calculations and stormwater plan. A St. Johns River Water Management District permit will also be required for the project.***

Sections 115-7, 8 and 9 outline standards for transportation, parks, and landscaping. A trip generation statement and request for an exemption from a tier 1 traffic analysis (TIA) was prepared by Traffic and Mobility Consultants for the subdivision and submitted for review by Lake County Public Works (Bates/Estes are county roads) and the city's transportation consultant, Kimley-Horn. The traffic impact is de-minimis and exempt from a full TIA.

Regarding parks, the subdivision plan provides for a greenway park with trail on the western portion of the site. The provided park space on the subdivision plan exceeds the minimum park space required by the Land Development Regulations (0.36 acres vs. minimum 0.25 acres). A landscape buffer compliant with city regulations is proposed along Estes Road.

Summary of Recommendation:

Staff recommends approval of the Estes Reserve Subdivision as the proposed density of 4.89 units per acre falls below the maximum and the subdivision plan meets or exceeds required design standards per the Land Development Regulations. The requested waiver will not negatively affect the health, safety and welfare of the public.

Alternatives:

1. Approve Resolution Number 23-18
2. Deny Resolution Number 23-18

Discussion of Alternatives:

Alternative 1 approves Resolution Number 23-18

Advantages:

- The property owner can move forward with the proposed development.
- The action will provide for new residential development, potential job creation in the city, and increased tax revenue.
- The action is consistent the Commission's Strategic Plan policies to encourage economic development.
- The action is consistent with the goals, objectives, and policies of the Comprehensive Plan, including the Housing Element, which outlines the goal to promote safe, sanitary and affordable housing to meet the needs of various household types and income groups characteristic of the city and planning area.

Disadvantages:

- The action includes approval of a waiver to the Land Development Regulations. Alternative 2 denies Resolution Number 22-13.

Advantages:

- The Commission could request modifications to the preliminary plat layout.

Disadvantages:

- The property owner could not develop according to the submitted preliminary plat.
- The City could lose an economic development opportunity.

Budget / Staff Impact:

There would be no direct cost to the City associated with the action other than providing standard City services to the development. There would be no additional staff time beyond the normal plan review process and building inspection. Upon end user development, the City would realize increased tax revenue.

Community Input:

Development Services has placed the proper legal advertisements in the newspaper; notified surrounding property owners within 500 feet; and the property was posted. As of February 23, 2023, staff has not received any input from the community. An opportunity for public input will be provided at the March 2, 2023 public hearing.

Prepared By:

Heather Croney, Senior Planner

Attachments

- Resolution Number 23-18 with Exhibit A – Preliminary Subdivision Plat
- Elevations for Proposed Homes