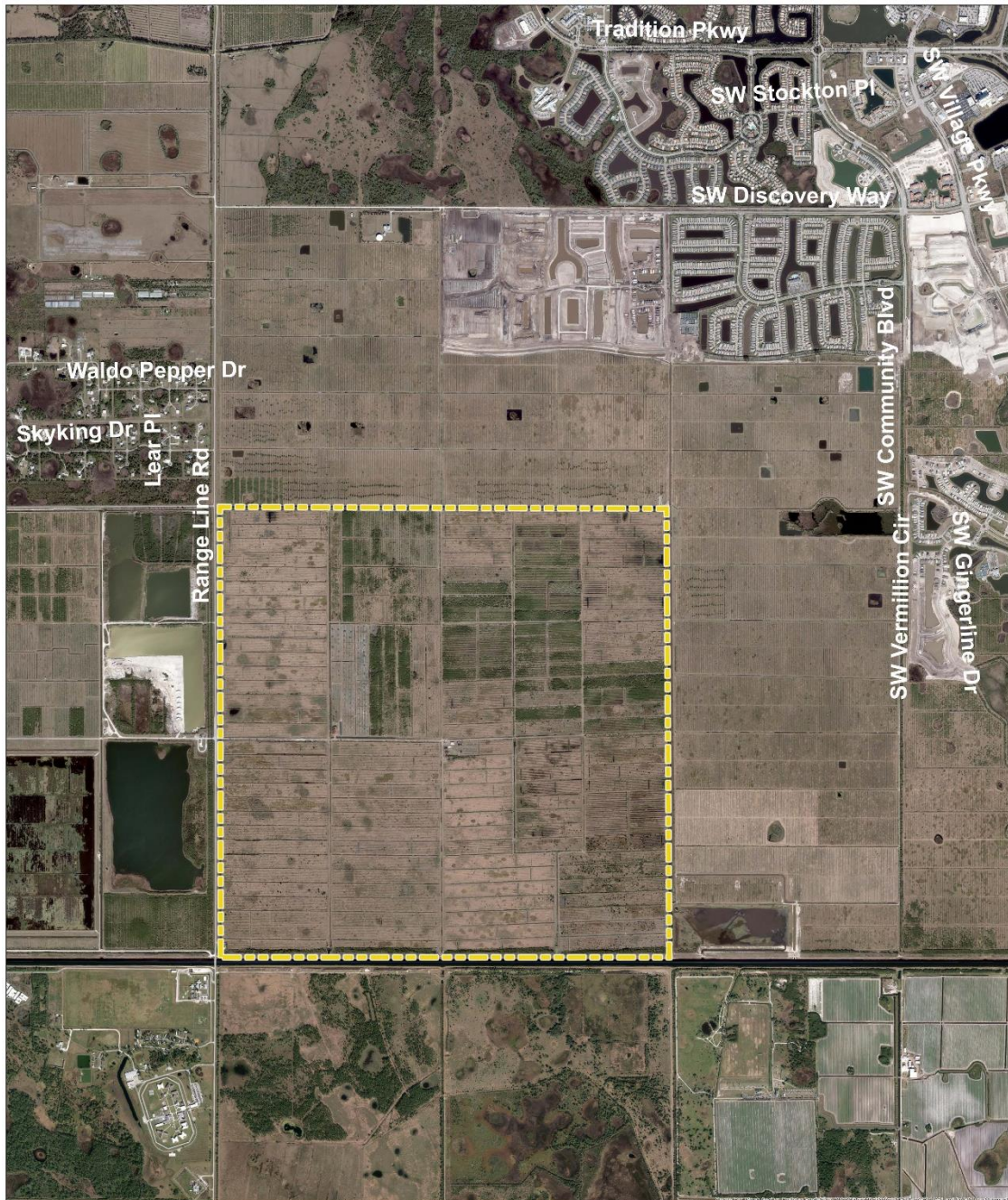




PLANNING AND ZONING BOARD STAFF REPORT  
November 28, 2023 Special Planning and Zoning Board Meeting

Comprehensive Plan Large Scale Text Amendment  
Wilson Groves NCD District Concept Plan - Figure 1-6  
Project No. P23-201



**SUMMARY**

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|----------------------|--|
| Applicant's Request: | A comprehensive plan text amendment (CPA) to amend Figure 1-6 of the Future Land Use Element.  |
| Agent:               | Dan Sorrow, AICP, Cotleur and Hearing  |
| Applicant:           | ACR Acquisitions, LLC, and Florida Power and Light Company (FPL)   |
| Property Owners:     | The property is generally located north of the C-23 Canal, east of Range Line Road, south of the Marshall Parkway right-of-way, and west of the N/B road right-of-way.   |
| Location:            | The property is legally described as a portion of the Alan Wilson Grove plat and portions of Sections 30 and 31 Township 37 South, Range 39 East. A full legal description is available in the Planning and Zoning Department. |
| Legal Description:   | Large Scale CPA Text Amendment   |
| Project Planner:     | Bridget Kean, AICP, Deputy Director  |

**Project Description**

The City has received an application for a large scale comprehensive plan text amendment to amend Figure 1-6 of the Future Land Use Element. Figure 1-6 is the conceptual land use plan for the Wilson Groves NCD Land Use District. Wilson Groves is an approved Development of Regional Impact (DRI) that is located west of Interstate 95, east of Range Line Road, north of the C-23 Canal and immediately south and west of the Riverland Kennedy DRI. The Wilson Groves DRI is approximately 2,499 acres in size. The future land use classification is New Community Development District (NCD). NCD is a future land use classification for developments of regional impact to facilitate the development of mixed use communities. Each NCD District is divided into defined sub-districts. Policy 1.2.1.3 of the comprehensive plan requires a conceptual master plan to be developed to illustrate how the seven land use sub-categories (Residential, Neighborhood/Village Commercial Areas, Town Center, Resort, Employment Center, Regional Business Center and Mixed-Use) in an NCD District are allocated, where they are located, and how they would function in relation to each other. The conceptual master plan for each NCD District is adopted into the City's Comprehensive Plan.

Per Policy 1.2.2.1 of the Future Land Use Element, an NCD District must contain a minimum of three land use sub-districts. The Wilson Groves NCD District is comprised of 57 acres of Neighborhood/Village Commercial, 566 acres of Mixed-Use, and 1,876 acres of Residential as depicted on Figure 1-6 and identified under Policy 1.2.22.2 of the Future Land Use Element. The proposed text amendment will amend Figure 1-6 to adjust the locations for the Mixed Use, Neighborhood/Village Commercial, and the Residential sub-districts to accommodate a revised development plan for the Wilson Groves DRI. No changes are proposed to the acreage totals for each sub-district.

**Project Background**

The Wilson Groves DRI Development Order was first approved by the City Council on October 23, 2006 through Resolution 06-R104 and was last amended on January 24, 2011 through Resolution 11-R01. The Wilson Groves DRI is approved for 7,700 residential units; 765,000 square feet of retail use; 1,583,250 square feet of office use; 1,361,250 square feet of light industrial use; 382,872 square feet of institutional and civic uses; two K-8 school sites, and 90 acres for parks. Wilson Groves is also required to dedicate a 50 acre civic site per the fourth amendment to the SW Annexation Agreement. Florida Power and Light owns 47 acres, which consists of a 200-foot wide right-of-way that runs through the middle of the property. No development will take place on the FPL property, other than roads.

A previous application to amend Figure 1-6, Wilson Groves NCD District concept plan, went before the Planning and Zoning Board on June 6, 2023 (P21-128). The previous application reallocated all of the 566 acres of mixed use land use sub-district south of Becker Road and all of the 57 acres of Neighborhood/Village Commercial sub-district north and south of Becker Road among other changes. The application received a recommendation of approval with conditions from the Planning and Zoning Board at the June 6, 2023 Planning and Zoning Board meeting. The application was denied by the City Council at a special meeting of the City Council on August 7, 2023. The denial was due to concerns that the proposed amendment distributed all non-residential entitlements and associated traffic onto Becker Road. The proposed land use distribution did not provide a mix of uses throughout the development to serve the projected population.

The applicant has submitted a new application to amend Figure 1-6. The new application removes approximately 214 acres of mixed use land use from the area between SW Hegener Drive and Becker Road. The mixed use area north of SW Hegener Drive is increased from 136 to 243 acres and the mixed use land use south of Becker Road is increased from 216 acres to 323 acres. Minor adjustments were made to the locations for the Neighborhood/Village Commercial sub-districts.

An updated traffic study was provided and reviewed by the Public Works Department and the City's 3<sup>rd</sup> Party traffic consultant (Kittelson and Associates). As noted in the attached memo from the Public Works Department and attached review memo from Kittelson and Associates dated November 10, 2023, the proposed changes to Figure 1-6 could be accommodated within the planned roadway network for Wilson Groves at the time of buildout and construction of all required transportation improvements. The reassignment of trips with this proposal does not result in any additional capacity deficiencies on the roadway segments internal to the site that are not already addressed in the Development of Regional Impact (DRI) commitments.

The City's traffic consultant does recommend that the City require an up-to-date traffic study with any future amendment to the Wilson Groves DRI. The consultant also recommends that the City require a traffic analysis of the intersections with each future plat to verify if any improvements are needed at that time for the intersections. There is a condition in the DRI development order that requires a trip generation analysis with each site plan and residential subdivision plat. The Public Works Department will be able to address the traffic consultant's recommendations with future submittals

### **Proposed Amendment**

The proposed changes to Figure 1-6 are as follows:

1. The proposed amendment provides for the re-alignment of Becker Road approximately 500 feet to the north to reflect the revised alignment of the roadway agreed to by the City.
2. The proposed amendment renames the area that is bounded by Range Line Road to the west, E/W 3 (Marshall Parkway) to the north, N/S A to the east, and SW Hegener Drive to the south that is identified as Parcel F on the existing Figure 1-6 as Parcel E on the proposed Figure 1-6.
  - a. On the existing Figure 1-6, Parcel F consists of 62 acres of mixed use land use immediately west of N/S A and between E/W 3 (Marshall Parkway) and SW Hegener Drive, 300 acres of residential land use, and 10 acres of Neighborhood/Village Commercial land use at the northwest corner of Hegener Drive and N/S A.
  - b. On the proposed Figure 1-6, Parcel E will consist of 115 acres of mixed use land use immediately west of N/S A and between E/W 3 (Marshall Parkway) and SW Hegener

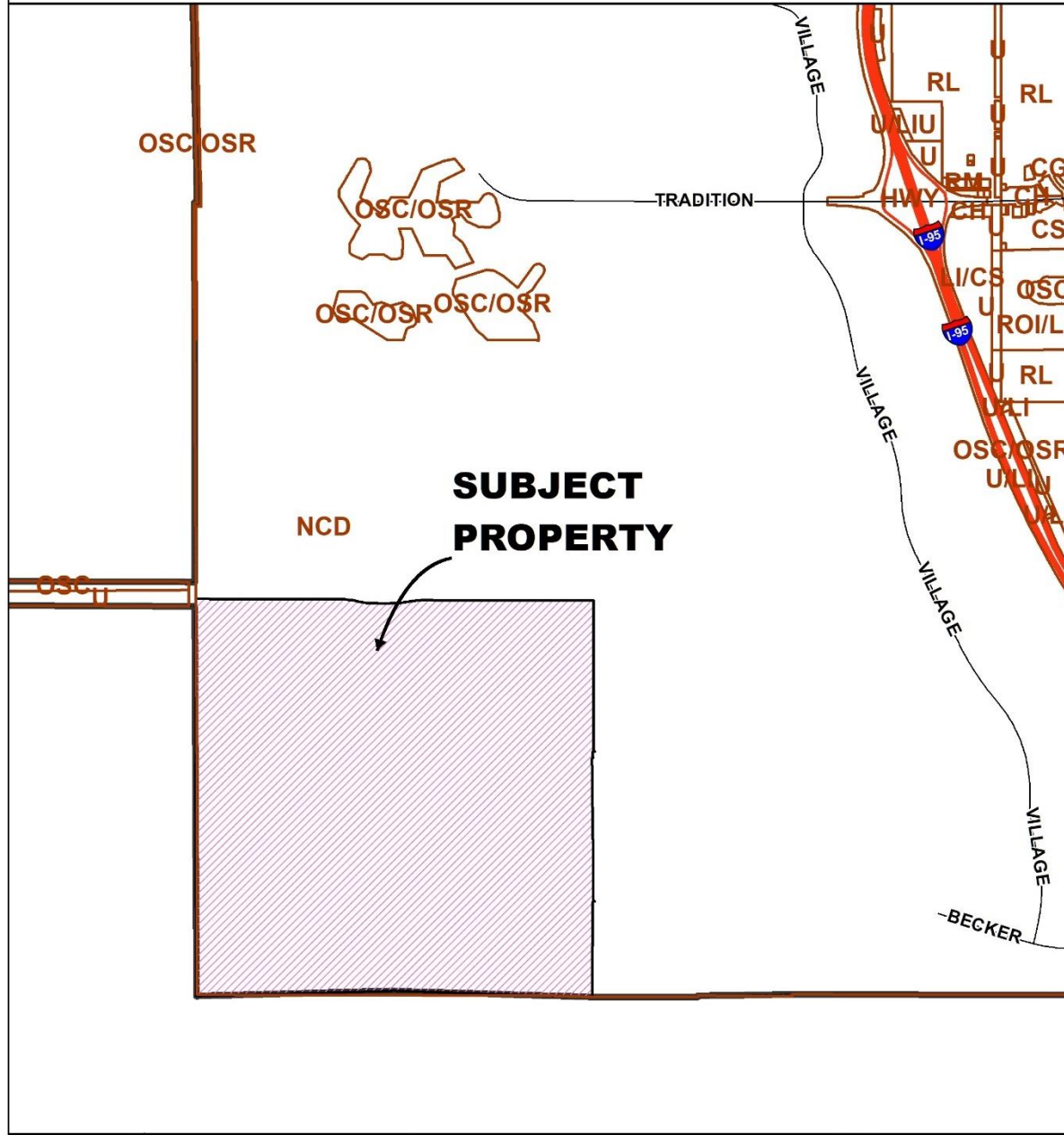
- Drive, 10 acres of Neighborhood/Village Commercial land use at the northwest corner of the SW Hegener Drive and N/S A, and 247 acres of residential land use.
3. The proposed amendment renames the area that is bounded by N/S A to the west, E/W 3 (Marshall Parkway) to the north, N/S B to the east, and SW Hegener Drive to the south that is identified as Parcel E on the existing Figure 1-6 as Parcel F on the proposed Figure 1-6.
    - a. On the existing Figure 1-6, Parcel E consists of 74 acres of mixed use immediately east of N/S A and between E/W 3 (Marshall Parkway) and SW Hegener Drive and 370 acres of residential land use.
    - b. On the proposed Figure 1-6, Parcel F will consist of 128 acres of mixed use land use immediately east of N/S A and between Marshall Parkway and SW Hegener Drive and 316 acres of residential land use.
  4. The proposed amendment renames the area that is bounded by Range Line Road to the west, SW Hegener Drive to the north, N/S A to the east, and Becker Road to the south that is identified as Parcel D on the existing Figure 1-6 as Parcel B on the proposed Figure 1-6.
    - a. On the existing Figure 1-6, Parcel D includes 110 acres of mixed use land use immediately west of N/S A and between SW Hegener Drive and Becker Road, 10 acres of Neighborhood/Village Commercial land use at the northeast corner of Range Line Road and Becker Road, 10 acres of Neighborhood/Village Commercial at the northwest corner of N/S A and Becker Road, and 362 acres of residential land use.
    - b. On the proposed Figure 1-6, Parcel B will consist of 358 acres of residential land use and a 10 acres of Neighborhood/Village Commercial at the northeast corner of Range Line Road and Becker Road.
  5. The proposed amendment renames the area that is bounded by N/S A to the west, SW Hegener Drive to the north, N/S B to the east, and Becker Road to the south that is identified as Parcel B on the existing Figure 1-6 as Parcel A on the proposed Figure 1-6.
    - a. On the existing Figure 1-6, Parcel B includes 104 acres of mixed use land use immediately east of N/S A and between SW Hegener Drive and Becker Road, 15 acres of Neighborhood/Village Commercial at the northwest corner of the Becker Road and N/S B, and 390 acres of residential land use.
    - b. On the proposed Figure 1-6, Parcel A will consist of 419 acres of residential land use and 20 acres of Neighborhood/Village Commercial at the northeast corner of Becker Road and N/S A.
  6. The proposed amendment maintains the name Parcel C for the area bounded by Range Line Road to the west, Becker Road to the north, the FPL tract to the east, and the C-23 Canal to the south.
    - a. On the existing Figure 1-6, Parcel C consists of 126 acres of mixed use land use immediately south of Becker Road and east of Range Line Road, 12 acres of Neighborhood/Village Commercial at the southeast corner of Range Line Road and Becker Road, and 204 acres of residential land use.
    - b. Under the proposed Figure 1-6, Parcel C will consist of 180 acres of mixed use immediately south of Becker Road and east of Range Line Road, 12 acres of Neighborhood/Village Commercial at the southeast corner of Range Line Road and Becker Road, 5 acres of Neighborhood/Village Commercial at the southwest corner of Becker Road and N/S A, and 183 acres of residential land use.

7. The proposed amendment renames the area bounded by the FPL tract to the west, Becker Road to the north, N/S B to the east, and the C-23 Canal to the south that is identified as Parcel A on the existing Figure 1-6 as Parcel D on the proposed Figure 1-6.
  - a. On the existing Figure 1-6, Parcel A consists of 90 acres of mixed use land use immediately south of Becker Road between the FPL tract and N/S B and 250 acres of residential land use.
  - b. On the proposed Figure 1-6, Parcel D will consist of 143 acres of mixed use immediately south of Becker Road between the FPL tract and N/S B and 227 acres of residential land use.
8. The proposed amendment relocates one of the K-8 schools from the southeast quadrant of the intersection of E/W # (Marshall Parkway) and N/S A (existing Parcel E) to the area south of Becker and east of the FPL tract (proposed Parcel D).
9. The proposed amendment relocates a proposed fire station site from the northwest corner of the SW Hegener Drive and N/S A (existing Parcel F) to the area south of Becker Road and east of FPL tract (proposed Parcel D).
10. The proposed amendment maintains the location for a 50 regional park site as shown on existing Parcel A and future Parcel D north of the C-23 Canal and near the Riverland DRI.
11. The proposed amendment adds the 50 acre civic site required by the fourth amendment to the SW Annexation Agreement to Figure 1-6. It is shown on proposed Parcel D.

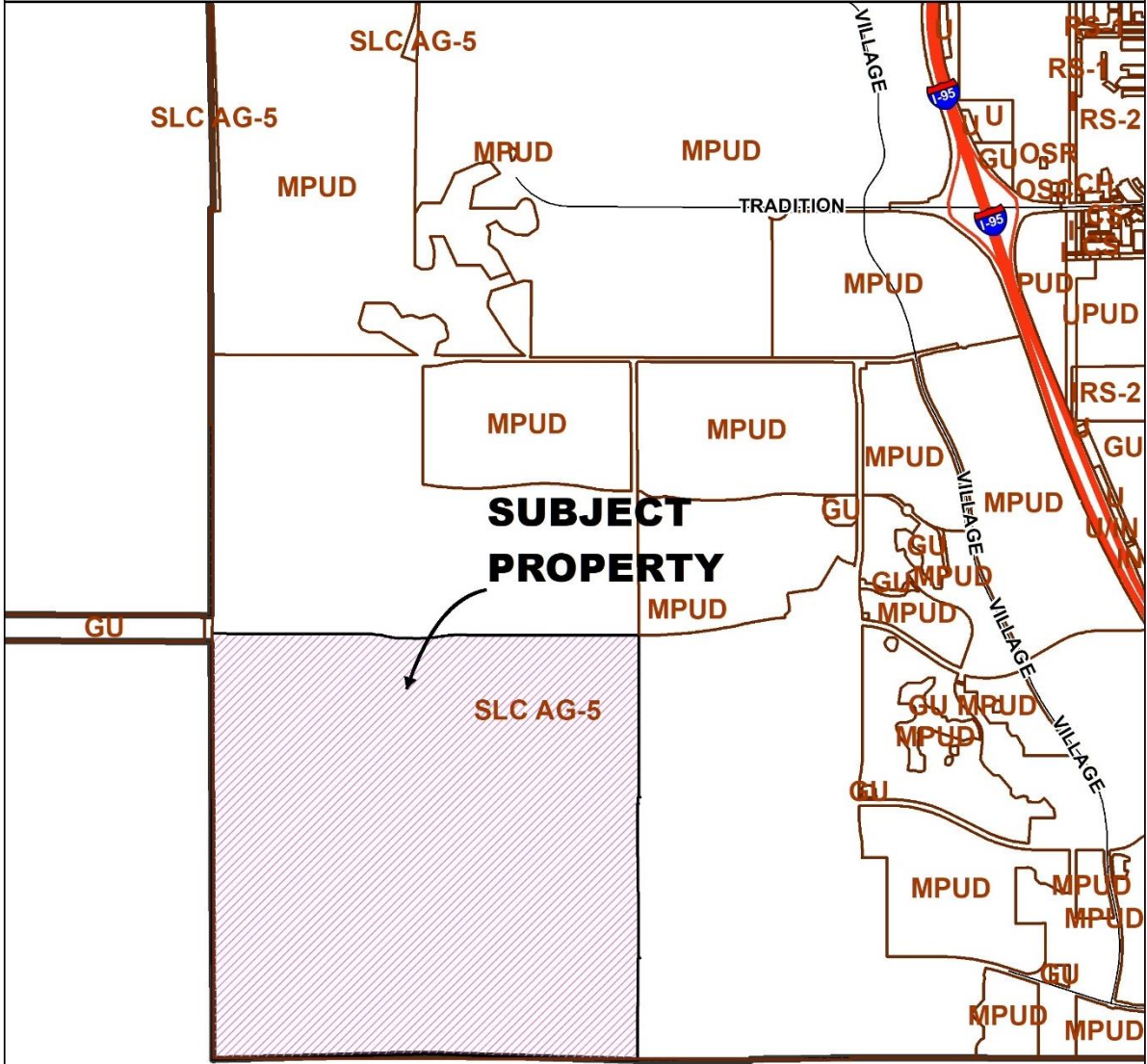
There is an associated application to amend Map H, the master development plan, for the Wilson Groves DRI (P21-127). The application to amend Map H has been revised since it went before the Planning and Zoning Board on June 6, 2023. At the June 6, 2023 Planning and Zoning Board meeting, the Planning and Zoning Board recommended approval with conditions of a proposed amendment to Map H that re-allocated all 566 acres of mixed use land use sub-district south of Becker Road and all of the 57 acres of Neighborhood/Village Commercial sub-district north and south of Becker Road among other changes. Since the associated comprehensive plan amendment (P21-128) was denied by City Council, the proposed DRI amendment that went to the Planning and Zoning Board on June 6, 2023 Planning and Zoning Board meeting could not move forward. A revised application to amend the DRI consistent with the proposed changes to Figure 1-6 outlined in this staff report is scheduled for the November 28, 2023 Special Planning and Zoning Board meeting.

The adopted Figure 1-6 is provided as Attachment "A" to the staff report and the proposed amendment to Figure 1-6 is provided as Attachment "B" to the staff report.

# FUTURE LAND USE



# EXISTING ZONING



**ANALYSIS:** As stated in Policy 1.2.2.1 of the Future Land Use Element of the Comprehensive Plan, an NCD District must contain a minimum of three land use sub-districts. The Wilson Groves NCD District is comprised of 57 acres of Neighborhood/Village Commercial sub-district, 566 acres of Mixed-Use sub-district, and 1,876 acres of Residential sub-district.

Objective 1.2.11 of the Future Land Use Element establishes the Wilson Groves NCD District and Policies 1.2.11.1 to 1.2.11.5 pertain to the development of the Wilson Groves NCD District. Policy 1.2.11.1 identifies the entitlements permitted with the Wilson Groves NCD District consistent with the development entitlements in the Wilson Groves DRI. Policy 1.2.11.2 identifies the allocation of land uses within the Wilson Groves NCD District as 57 acres of Neighborhood/Village Commercial, 566 acres of Mixed-Use, and 1,876 acres of Residential. Per Policy 1.2.11.3, the Wilson Groves NCD must provide 50 acres dedicated toward a 100 acre regional park and an additional 40 acres of neighborhood and community parks. Per Policy 1.2.11.4, the Wilson Groves NCD District shall provide a mix of land uses within close proximity to work and home; establish a hierarchy of interconnected streets and pedestrian/bike paths within and between uses that promote internal trip capture; and incorporate transit-oriented design features. In conjunction with development of the Wilson Groves NCD District, land may be reserved for schools, fire stations, utilities, civic sites, private institutional sites for religious institutions, clubs, private schools, adult congregate living facilities and other uses that may be identified throughout the development process. Policy 1.2.11.5 states that the Wilson Groves NCD District shall provide the transportation improvements and other public facilities, in the manner prescribed by the development order adopted pursuant to Section 380. F.S., and the Annexation Agreement dated July 19, 2004, as amended.

No changes are proposed to development entitlements identified under Policy 1.2.11.1 with this application or the associated DRI amendment (P21-127). The proposed amendment maintains the 57 acres of Neighborhood/Village Commercial, 566 acres of Mixed-Use, and 1,876 acres of Residential required by Policy 1.2.11.2. No changes are proposed to the transportation improvements listed under Policy 1.2.11.5 or required by the Wilson Groves DRI Development Order (Resolution 11-R01) with this application or the associated DRI amendment (P21-127). The proposed amendment to Figure 1-6 depicts the location for the 50 acres of land that is required to be dedicated to the City for a regional park per Policy 1.2.11.3. A note has been added to state that an additional 40 acres is required for parks. The proposed amendment to Figure 1-6 provides for a mix of non-residential uses near the residential sub-districts, depicts the location for the 50 acres for civic uses, depicts the two school sites and a fire station site consistent with Policy 1.2.11.4.

Future applications for the development of the property will be reviewed for consistency with the requirements of Policy 1.2.11.4 for a hierarchy of interconnected streets and pedestrian/bike paths within and between uses to promote internal trip capture and transit-oriented design features.

Following Planning and Zoning Board action, the proposed comprehensive plan amendment will be scheduled for a transmittal hearing before the City Council. Following the transmittal hearing and state review of the proposed amendment, the proposed amendment will be scheduled for an adoption hearing before the City Council. The adoption hearing for the associated DRI Amendment (P21-127) will be scheduled for the same Council meeting as the adoption hearing for the comprehensive plan amendment.



## **RELATED PROJECTS**

P23 -127 – Wilson Groves DRI Amendment

P23-183 – Wilson Groves DRI Concept Plan

P21-148 - Sundance at Wilson Groves MPUD Rezoning Application

## **STAFF RECOMMENDATION**

The Planning and Zoning Department staff finds the petition to be consistent with the intent and direction of the City’s comprehensive plan and recommends approval of the proposed comprehensive plan text amendment as depicted in Attachment “B” to the staff report.

### Planning and Zoning Board Action Options:

- Motion to recommend approval to the City Council
- Motion to recommend denial to the City Council

Please note: Should the Board need further clarification or information from either the applicant and/or staff, it may exercise the right to *table* or *continue* the hearing or review to a future meeting.