



**TO:** Nicholas Mimms, PE, City Manager

**THROUGH:** Rebecca Grohall, AICP, Planning Director

**FROM:** Kori Benton, Senior Planner

**RE:** **Application for Planned Development (PD)  
 Mayfair at Lawnwood  
 1801 Nebraska Avenue**

**DATE:** October 10, 2016

**STAFF REPORT**

**Owner:** Mayfair At Lawnwood Reph LLC  
 780 NW 42nd Ave Ste 300  
 Miami, FL 33126

**Applicant/Representative:** Richard Wohlfarth, PE - Associate Director  
 IBI Group (Florida) Inc.  
 2300 Maitland Center Parkway-Suite 101  
 Maitland FL 32751-7410

**Requested Action:** Approval of a Planned Development (PD)

**Location:** 1801 Nebraska Avenue

**Parcel IDs:** 2416-504-0199-000-1, 2416-504-0199-050-6 & 2416-504-0199-200-3

**Current Zoning:** PD, Planned Development – Mayfair 2005

**Proposed Zoning:** PD, Planned Development – Mayfair 2015/2016

**Future Land Use:** RM, Medium Density Residential

**Surrounding Zoning:**

North	East	South	West
R-4	PD	OS-1	C-1

**Site Size:** 15.66 acres

**Utilities:** Located within the FPUA Retail Service Area

## **Staff Analysis:**

### ***Request***

In accordance with Sections 22-40, 22-59, and 22-72 of the City Code, the applicant is requesting the review and approval of a Planned Development (PD) encompassing a phased multi-family residential and non-residential development. The subject property, containing three parcels of land, is currently zoned PD, Planned Development and is 15.66 acres in size.

### ***Existing Conditions & Property History***

The subject parcel was cleared in 2006 to facilitate the construction of the previously approved Mayfair at Lawnwood Development Plan, consisting initially of 230 residential units with a later amendment to 220 units. The previous development plan was marginally completed, leaving parking area infrastructure and a single, 10-unit residential building on the northern parcel. A limited collection of oak and pine trees remain across the middle properties, which were planned for preservation. The property has remained stagnant for nearly a decade as the development plan was discontinued and subsequently expired. The current application seeks to reutilize the baseline infrastructure for a redesigned development plan.

The subject site was rezoned in 1982 as a component of the master Planned Unit Development known as Longwood. The initial 1980s plan sought the development of 578 residential units in three phases, offering a variety of housing options and styles. The phasing of the development was not completed as intended, and the density of the completed sections were adjusted from the initial plan, with an overall reduction in units. The 1982 master plan conceptualized 264 units for the subject site, while the formal 1985 proposal for Longwood Place Apartments presented 256 units for this segment of Longwood. The project was never advanced, and remained motionless for nearly two decades. In 2003, an application for Longwood Commons Apartments was proposed for 264 units and later withdrawn. In 2004, a plan known as Lawnwood Gardens presented another plan for 264 units at the subject site, however pursuit of the plan was discontinued.

In 2005, the previously approved Mayfair at Lawnwood received preliminary and final development plan approval with various conditions agreed upon between the former developer and the Villages of Longwood Homeowners Association. The property was subsequently sold for development, cleared, and construction commenced on-site until market conditions impacted the development. The project remained inactive and the property was sold in 2009. In 2011, the new owners of the abandoned project applied to amend the conditions of approval for the development, but later withdrew the request. The subject site has retained the PD, Planned Development zoning designation, however the previously development plan has expired.

### ***Project Summary***

The newly proposed Mayfair at Lawnwood Development (PD-Mayfair) is designed for a 218 unit multi-family residential development, to be accompanied in a later phase by a variable development of the southern parcel as a forty (40) bed Adult Congregate Living Facility (ACLF). This proposal may be shifted to facilitate the construction of an extra five (5) residential units to utilize eligible density, or potentially reserve the southern parcel for Open Space if demand is not present for a small scale ACLF.

The subject site encompasses three parcels of land segmented by Nebraska Avenue and South Lawnwood Circle, situated between Lawnwood Regional Medical Center to the west and the Villages of

Longwood to the east. The development of the Mayfair property is being considered for development as follows:

	<b>North Parcel</b>	<b>Middle Parcel</b>	<b>South Parcel</b>	<u>Total</u>
<b>Parcel Size</b>	5.24 acres	7.76 acres	2.66 acres	<u>15.66 acres</u>
<b>Development Type</b>	<ul style="list-style-type: none"> <li>• 86 residential units</li> </ul>	<ul style="list-style-type: none"> <li>• 132 residential units</li> </ul>	<ul style="list-style-type: none"> <li>• 40 Bed ACLF/Memory Care Facility or</li> <li>• 5 residential units or</li> <li>• Open space</li> </ul>	<u>223 Residential Units - Maximum</u>
<b># of Residential Structures</b>	7	11	0*	<u>18</u>
<b>1 Bedroom Units</b>	40	66	0*	<u>106</u>
<b>2 Bedroom Units</b>	42	66	0*	<u>108</u>
<b>3 Bedroom Units</b>	4	0	0*	<u>4</u>

The new development plan seeks a similar building layout to the approved 2005 plan, with a concentration of residential dwellings to the northern two parcels of the site. The new design features twelve to fourteen unit structures which adjust the overall building footprints and decrease the size of each unit marginally. The redesigned plan eliminates four (4) residential structures previously planned on the parcel south of South Lawnwood Circle and integrates two pools and cabanas, designated one for each segment of the residential development.

The concentration of the residential units provides cost savings per unit, and provides flexibility for the use of the southern 2.66 acre parcel which is considered for open space, an Adult Congregate Living Facility, development of five (5) additional residential units or the capacity to request consideration of a limited commercial use of the southern site at a later time.

**Density**

The Medium Density Residential (RM) Future Land Use designation is designed for parcels that are best suited for multifamily residential uses ranging in density from 6.5 to 12 dwelling units. The City's Comprehensive Plan and Land Development Code provide the capacity for a density bonus of up to five (5) dwelling units per acre upon fulfillment of the established criteria. A portion of the subject development is located within one-fourth (¼) mile radius of two (2) transit stops, which are actively serviced by the St. Lucie County transit authority. Approximately 7.05 acres of the site meet the distance requirements, therefore the proposed project qualifies for a prorated density bonus for such portion, representing up to thirty-five (35) additional units per Policy 1.1.6 of the City's Comprehensive Plan and Section 22-72 of the City Code.

A total of two-hundred and twenty-three (223) units may be proposed for this particular project, or an overall density of 14.24 dwelling units per acre. The review of the requested density bonus requested and transit map are provided within the application packet.

**Design**

The presented architectural design is reflective of the existing residential structure present from the previous development plan, embodying a passive contemporary style typified by an

architectural shingle roof, defined covered entries, visible second floor walkways and elevated rear porches. The proposed two-story design features some variation in roof height, and articulated stucco design to enhance front and rear facades. The design utilizes a variety of landscaping species and sizes to accent elevations, and provide visual relief for each unit. The peak height of the residential structures is 24 ft., providing consistency with the established structure on-site and compatibility with surrounding developments.

The building placement maintains a minimum twenty-five foot setback from the adjacent property lines to the east, orienting the structures and placement of a decorative masonry wall for separation and privacy for the adjacent residential development. Entry points to the development and each building are emphasized through use of landscaping.

The project further incorporates active recreation for residents through the inclusion of two pools and cabanas, common area BBQ grills with seating, a dog walking area, and interconnected pedestrian pathways.

The development options for an ACLF/Memory Care facility for the southern parcel will be required to submit a design review application pursuant to City Code Section 22-59. - Design review for further consideration by the Planning Board and City Commission, prior to advancement of such development. The impending application will be required to contain a final design narrative, site plan, lighting plan, landscape plan, floor plans and elevation drawings of the proposed facility, meeting the requirements of City guidelines.

The development option of the southern parcel as an additional five (5) residential units is subject to the administrative review provisions of City Code Section 22-59. - Design review.

### ***Transportation & Sidewalks***

Access points to the development will be provided on North Lawnwood Circle, Nebraska Avenue and South Lawnwood Circle, with limited connectivity for vehicles across each segment of the project. This design minimizes the speed travelled within the parking areas, restricts pass through traffic, and more appropriately disperses traffic generated by the facility. Turn lanes within the median of Nebraska Avenue will remain.

On-site parking is provided beyond the requirements of City Code, incorporating parking for residents, guests and use of the on-site amenities. Bicycle racks will be provided on-site pursuant to City Code requirements. Site lighting will be provided via LED fixtures for the parking areas, and decorative light fixtures around the residential structures, in accordance with City Code requirements. The site design and lighting plan emphasizes limitation of spill-over to adjacent sites.

The development includes an extensive sidewalk plan which provides internal connectivity across the sites, to adjacent developments, and adjacent transit stops. The plan encompasses sidewalks along the boundaries of the development, as well as the infill of approximately 1,300 linear feet of off-site connections to eliminate gaps present to the west. The connection provides future residents valuable connections to the surrounding medical uses, transit stops, and parks. The applicant will be required to coordinate construction of such sidewalks with the adjacent properties owners and the City.

### ***Stormwater Retention & Landscaping***

Stormwater facilities for the development are integrated throughout the site via minor retention areas and shallow swales to provide pretreatment and storage prior to further discharge into the master

retention lakes designed within Longwood. These dry retention areas are intermingled across the property and screened with landscaping to minimize appearance.

The stormwater management system previously authorized by the South Florida Water Management District (SFWMD) for the former project was only partially completed, and has since expired. A new SFWMD permit that complies with current District rules (Rule 60-330, Fla . Admin. Code) will be required prior to construction of the proposed development.

The presented landscape plan emphasizes the provision of parameter buffers along the boundaries of the site augmentation of the planned decorative masonry wall proposed along the eastern property lines. Each building has landscaping designed to accent each elevation and enhance integration into the master development.

The landscape plan proposes the planting of over 1,000 new trees across the development, providing a variety of species to augment the proposed structures, provide mitigation for the numerous trees previously cleared, and further the transition from Lawnwood Regional Medical Center to the Villages of Longwood. A series of hedge plants, flowering plants, and ground cover complete the extensive landscape plan presented. The overall development plan presents a planned open space level of 36.40%.

### **Traffic Impacts**

The traffic impact study presents the generation of approximately 1450 Average Daily Trips (ADT) for the proposed 218 residences, of which 135 trips are PM and 112 trips are PM Peak hour trips. The variable development capacity for the southern parcel presents fluctuating traffic impacts, contingent upon the final direction for development. The utilization of the remaining segment for open space eliminates the production of traffic impacts, whereas the development of this parcel as an forty (40) bed ACLF or Memory Care facility adds approximately 96 ADT and 6.8 Peak Hour Trips to the development. The added impacts of these uses do not adversely affect the surrounding roadway links

The initial transportation network throughout Longwood was strategically designed and constructed within the initial Longwood PUD to accommodate the master development and expansion of medical uses surrounding the hospital. The trips are primarily concentrated onto Nebraska Avenue, a divided four-lane roadway linking 25<sup>th</sup> Street to 13<sup>th</sup> Street, providing access to surrounding developments. North and South Lawnwood Circles provide secondary connections to the integrated residential and medical uses.

The adjacent roadway linkage of 13<sup>th</sup> Street from Virginia Avenue to Nebraska Avenue and from Nebraska Avenue to Georgia Avenue presents level of service concerns, and further impact from the planned trips, as both segments operate at a Level of Service D. In the absence of additional right-of-way to expand travel lanes, or the designated turn lanes for various institutional users, options to improve the traffic service are limited. The replacement of the traffic light at Nebraska Avenue and 13<sup>th</sup> Street with a traffic circle (roundabout) would enhance the level of service, but may present functional challenges for the existing schools along this roadway. If the applicant seeks to amend the Planned Development to pursue approval for a limited commercial use for the southern parcel, reassessment of traffic impacts will be required. Additional review of the intersection of Nebraska Avenue and 25<sup>th</sup> Street will also be necessary in the future, as additional office commercial is development around Lawnwood.

## **Phasing**

The project is planned to for development in multiple phases. Phase 1 encompasses the completion of 86 units and incorporated amenities at the north parcel. The initial phase of building construction is planned to begin within 12 to 18 months after the plan approval and is intended to be constructed in 2-3 years.

Phase 2 includes the middle parcel, which may commence in as little as 2 years after the plan approval however the applicant is seeking a development window of 5-7 years from development plan approval to complete this phase.

The Final Phase, for the southern parcel, is not dependent on the first two phases and will be marketed separately of the initial two phases. The applicant is requesting authorization of Phase 3 for 7 years from approval.

The applicant considers the timelines presented as the maximum timeline necessary to complete the development, anticipating that the phases will be completed prior to the dates outlined above. The offsite and common area improvements such as pool, cabana, and sidewalks will be appropriately linked to the corresponding phase.

The City Commission may seek to consider recommending specific timelines or thresholds for tying certificate of occupancy for residential structures to the completion of the common area amenities, for example the requirement to complete the pool and cabana concurrent with the certificate of occupancy of the first residential structure, or an appropriate benchmark.

## **Comprehensive Plan & Compatibility**

The subject property is designated with a Future Land Use of Medium Density Residential (RM) which is best suited for multifamily residential uses ranging in density from 6.5 to 12 dwelling units per acre. This category allows small-lot single family units and multifamily dwellings including duplexes, condominiums and townhomes. Limited commercial uses intended to serve the residential uses are also allowed. Compatible public, quasi-public, and special uses including parks, churches, non-profit clubs, schools and daycare facilities may be integrated as well. The plan also seeks consideration of a density bonus, for a portion of the property, pursuant to Comprehensive Plan Policy 1.1.5 which allows a density bonus of 5 dwelling units per acre above the maximum permitted density for developments located within ¼ mile of a rail station, multimodal transit center, or transit stop.

The proposed plan seeks to offer residential housing opportunities, within the allowable density limits, adjacent to Lawnwood Regional Medical Center, Indian River State College, and the various public facilities surrounding Lawnwood. The proposed development presents a transitional development between the established Villages of Longwood and the commercial hub surrounding Lawnwood Regional Medical Center. The design, height, and density of the residential project offer compatibility with the surrounding environment. The further development of the southern parcel with the flex option of an ACLF or Memory Care Facility will require further submittal for review of design compatibility.

## **Technical Review Committee**

All affected departments have reviewed the proposed development plan for consistency with established ordinances and requirements of the City Code. Comments and approval from review by

affected departments, and the corresponding responses and plan amendments by the applicant are provided for consideration.

**Property Owner Response Summary:**

A total of 179 notifications of the proposal were mailed to the owners of property located within 500 feet of the subject property. As October 10, 2016, 1 response has been received in favor of the request. An update will be provided to the City Commission at the public hearing.

**Planning Board Recommendation:**

The Planning Board, at their September, 13<sup>th</sup> 2016 meeting, voted to **8-2** to recommend **disapproval** of the request as presented.

The Planning Board, prior to passing the noted motion, entertained a motion to forward a recommendation of approval with a *maximum density of 12 units per acre plus 2 bonus units per acre* as provided in Code 22-72 of the City Code of Ordinances. Additionally, that the north parcel, 5.24 acres would be built out with 73.6 (74) units, the middle parcel of 7.76 acres would be built out in 108.64 (109) dwelling units for a total residential capacity of 184 dwelling units on the two northern parcels, totaling 13 acres, with the following conditions:

- 1) The property owner and/or applicant secure the necessary authorization and/or easements to complete the proposed off-site sidewalk connections;
- 2) The development of the southern parcel as a forty (40) unit ACLF/Memory Care facility is subject to the review and approval of a design review application pursuant to City Code Section 22-59. - Design subject to consideration by the Planning Board and City Commission.
- 3) An agreement between the Villages of Lawnwood and Mayfair of Lawnwood concerning drainage and that consideration and agreement would need to be cast per South Florida Water Management and the Codes of the City of Fort Pierce.

This particular motion failed due to a split, 5-5 vote.

**Staff Recommendation:**

The proposed Planned Development (PD) presents a residential and minor non-residential development plan consistent with the City's Land Development Regulations and Comprehensive Plan, therefore Staff recommends **approval**, with the following conditions:

- 1) The property owner and/or applicant secures the necessary authorization and/or easements to complete the proposed off-site sidewalk connections; and
- 2) The development of the southern parcel as a forty (40) unit ACLF/Memory Care facility is subject to the review and approval, of a final design review application, by the Planning Board and City Commission.

**Alternative Recommendation:**

Staff acknowledges an alternative consideration which would limit the application of the eligible density bonus, and remains consistent with City land development code and the Comprehensive Plan, as presented by a segment of the Planning Board;

Approval with a *maximum density of 12 units per acre plus 2 bonus units per acre* as provided in Code 22-72 of the City Code of Ordinances. Additionally, that the north parcel, 5.24 acres would be built out with 73.6 (74) units, the middle parcel of 7.76 acres would be built out in 108.64 (109) dwelling units for a total residential capacity of 184 dwelling units on the two northern parcels, totaling 13 acres, with the following conditions:

- 1) The property owner and/or applicant secure the necessary authorization and/or easements to complete the proposed off-site sidewalk connections;
- 2) The development of the southern parcel as a forty (40) unit ACLF/Memory Care facility is subject to the review and approval, of a final design review application, by the Planning Board and City Commission.

This alternative motion may facilitate further consideration to allow further completion of the southern parcel of land as a continuation of the requested multifamily residential, with a consistent density, at 14 units per acre or approximately 37 additional units, not exceeding a comprehensive total of 220 units. This type of development would be completed in-lieu of the potential ACLF contemplated.