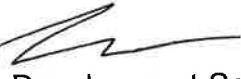




Interoffice Memorandum

DATE: June 18, 2024

TO: Mayor Jerry L. Demings
-AND-
County Commissioners

FROM: Tanya Wilson, AICP, Director 
Planning, Environmental, and Development Services
Department

**CONTACT PERSON: Jason Sorensen, AICP, Chief Planner
407-836-5602**

SUBJECT: August 13, 2024, Adoption Public Hearing – Small-Scale Future
Land Use Map Amendment
Applicant: Rebecca Wilson
SS-24-04-013

Please find the attached staff report and associated back-up material for the Small-Scale Future Land Use Map Amendment scheduled for a Board adoption public hearing on August 13, 2024.

The subject property is located at 11810 High Tech Avenue; generally located north of University Boulevard, east of Quadrangle Boulevard, and south of Corporate Boulevard. The request is to change the Future Land Use Map designation from Office (O) to High Density Residential – Student Housing (HDR-Student Housing). The applicant is proposing a student housing development consisting of 457 beds. If this request is approved, a PD Change Determination Request will be required for the existing Quadrangle Planned Development (PD) prior to student housing development being allowed on the property.

A community meeting was held for this request on April 29, 2024, with three residents in attendance. One resident was supportive of the request. The other two residents expressed opposition to the request citing concerns for traffic and incompatibility.

The adoption public hearing for Small-Scale Development Amendment SS-24-04-013 was conducted before the Planning and Zoning Commission / Local Planning Agency on May 16, 2024, where the request was unanimously recommended for approval after a comment from Commissioner Spears regarding the desire to see multi-family uses in the Quadrangle PD.

Small-Scale Development Amendment
Board Adoption Public Hearing
SS-24-04-013
August 13, 2024
Page 2

If the Board adopts the proposed amendment, the Small-Scale Development Amendment will become effective 31 days after the public hearing, provided no challenges are brought forth for the amendment.

Any questions concerning this document should be directed to Alberto A. Vargas, MArch, Manager, Planning Division, at 407-836-5802 or Alberto.Vargas@ocfl.net, or Jason Sorensen, AICP, Chief Planner, at 407-836-5602 or Jason.Sorensen@ocfl.net.

**ACTION REQUESTED: Make a finding of consistency with the Comprehensive Plan and ADOPT the High Density Residential – Student Housing (HDR-Student Housing) Future Land Use Map amendment, and ADOPT the associated ordinance.
District 5**

AS/JHS

**Small Scale FLUM Amendment Staff Report
Orange County Planning Division
BCC Adoption Hearing Date: August 13, 2024**

CASE # SS-24-04-013

Commission District: #5

GENERAL INFORMATION

APPLICANT: M. Rebecca Wilson, Esq., Lowndes, Drosdick, Doster, Kantor & Reed, P.A.

OWNER: Quadrangle Hospitality, LLC

HEARING TYPE: Local Planning Agency Recommendation

FLUM REQUEST: **Office (O) to High Density Residential – Student Housing** (HDR-Student Housing)

PD CDR REQUEST: A PD Change Determination Request (CDR) application to amend the currently-approved Quadrangle PD Land Use Plan (LUP) will be submitted at a future date. An Amendment to the Quadrangle DRI Development Order (DO) will also be required.

LOCATION: 11810 High Tech Avenue; generally located south of High Tech Avenue, east of Quadrangle Boulevard, and north of University Boulevard.

PARCEL ID NUMBER: 04-22-31-7299-00-020

SIZE / ACREAGE: 2.38 gross/net developable acres

PUBLIC NOTIFICATION: The notification area for this public hearing was 1,500 feet. [Chapter 30-40(c)(3a) of the Orange County Code requires 300 feet.] One hundred ten (110) notices were mailed to those property owners in the surrounding area.

COMMUNITY MEETING: An in-person community meeting was held on April 29, 2024, and is summarized further in this report.

PROPOSED USE: 475 Student Housing Beds

STAFF RECOMMENDATION

PLANNING

Make a finding of consistency with the Comprehensive Plan and recommend Adoption of Amendment SS-24-04-013, amending the Future Land Use Map designation of the property from Office (O) to High Density Residential – Student Housing (HDR-Student Housing).

SUBJECT PROPERTY ANALYSIS

Overview

The request is to change the Future Land Use Map (FLUM) designation of the 2.38-acre subject property, located within the Quadrangle Planned Development (PD)/Development of Regional Impact (DRI), from Office (O) to High Density Residential – Student Housing (HDR-Student Housing) to allow for the development of a student housing community with up to 475 bedrooms. The undeveloped parcel is described as Tract 16B on the Quadrangle PD Land Use Plan (LUP) and is entitled for up to 133 hotel rooms. The subject site is an undeveloped parcel located less than a mile from the University of Central Florida’s main campus.

The County’s adopted 2010-2030 Future Land Use Map Designation depicts the 2.38-acre subject property as Office (O), which allows for the consideration of general and professional office development. As shown on the County’s Official Zoning Map, the site is zoned PD (Planned Development District) (Quadrangle PD). The undeveloped parcel is identified as Parcel16B on the current Quadrangle PD Land Use Plan (LUP), with a land use designation of “hotel”. The property is entitled for the development of up to 133 hotel rooms in accordance with prescribed standards established on the LUP.

Orange County Comprehensive Plan Policy Future Land Use Element **FLU1.1.2(E)**, provides that student housing may be permitted only on property with a FLUM designation of Medium Density Residential (MDR), Medium-High Density Residential (MHDR), High Density Residential (HDR), or Planned Development (PD). Policy **FLU1.1.2E (1)**, states that a P-D (Planned Development) zoning classification shall be required for all student housing projects. The HDR FLUM designation is defined by **Policy FLU1.1.2(A)**, as high-intensity urban-style development within the Urban Service Area (USA). The HDR FLUM designation permits up to 50 dwelling units per acre. Student housing density is calculated based on the number of bedrooms, with four (4) bedrooms equaling one (1) multi-family unit.

If approved, the requested High Density Residential-Student Housing (HDR-Student Housing) future land use designation will allow for the development of student housing at a maximum density of fifty (50) dwelling units per net acre. The applicant will need to submit a Change Determination Request (CDR) application to amend the currently-approved Quadrangle PD Land Use Plan to allow the construction of a student housing community with up to 475 bedrooms. A non-substantial deviation to the Quadrangle Development of Regional Impact (DRI) Development Order (DO) will also be required.

Table 1 – Existing and Proposed Development

	Existing	Proposed
Future Land Use	Office (O)	High Density Residential (HDR) (Student Housing)
Zoning	PD (Planned Development District) (Quadrangle PD/DRI)	PD (Planned Development District) (Quadrangle PD/DRI)
Maximum Density/Intensity	0.36 FAR	50 dwelling units per net acre

Development Program	133 Hotel Rooms on Tract 16B	Student housing community with up to 475 bedrooms
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Land Use Compatibility

With the subject property’s proximity to UCF and location within the Urban Service Area, development of student housing at this location presents an opportunity to address student housing needs and to achieve infill development. Overall, the High Density Residential-Student Housing (HDR -Student Housing) Future Land Use Map designation would allow for development that is compatible with the character of the surrounding area and would not adversely impact adjacent properties.

Several student housing developments have been approved and constructed within the Quadrangle PD boundary: including the 364-unit Plaza on University complex, located at the intersection of University Boulevard and N. Alafaya Trail, and the 744-unit Knights Circle community, situated at the intersection of N. Alafaya Trail and McCulloch Road.

Site Analysis

	Yes	No	Information
Rural Settlement	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Joint Planning Area (JPA)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	UCF Study Area JPA
Overlay District Ordinance	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Airport Noise Zone	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Code Enforcement	<input type="checkbox"/>	<input checked="" type="checkbox"/>	

Comprehensive Plan (CP) Consistency

The underlying CP Future Land Use Map (FLUM) designation of the subject property is Office (O). The proposed High Density Residential – Student Housing (HDR-Student Housing) FLUM designation is consistent with the development trends in the area to provide more student housing in the UCF Study Area. The proposed request is consistent with the following Comprehensive Plan provisions:

FLU1.4.2 states that Orange County shall ensure that land uses changes are compatible with and serve existing neighborhoods.

FLU1.4.4 states that the disruption of residential areas by poorly located and designed commercial activities shall be avoided.

FLU8.1.1 states that the zoning and future land use correlation shall be used to determine consistency with the Future Land Use Map. Land use compatibility, the location, availability and capacity of services and facilities, market demand, and environmental features shall also be used in determining which specific zoning district is most appropriate. Density is restricted to the maximum and minimum allowed by the Future Land Use Map designation regardless of zoning.

OBJ FLU8.2 states that compatibility will continue to be the fundamental consideration in all land use and zoning decisions.

FLU8.2.1 states that land use changes shall be required to be compatible with existing development and development trend in the area. Performance restrictions and/or conditions may be placed on property through the appropriate development order to ensure compatibility. No restrictions or conditions shall be placed on a Future Land Use Map change.

FLU8.2.2 states that continuous stretches of similar housing types and density of units shall be avoided. A diverse mix of uses and housing types shall be promoted.

H1.3.8 states that in order to stabilize and improve existing neighborhoods, Orange County shall continue to support compatible infill development in existing neighborhoods where infrastructure already exists.

FLU8.2.11 states that compatibility may not necessarily be determined to be a land use that is identical to those uses that surround it. Other factors may be considered, such as the design attributes of the project, its urban form, the physical integration of a project and its function in the broader community, as well its contribution toward the Goals and Objectives in the CP. The CP shall specifically allow for such a balance of considerations to occur.

SITE DATA

Existing Use

Undeveloped land

Adjacent	FLUM	Zoning
North	Office (O) (1991)	PD (Planned Development District) -Quadrangle (1984)
South	Office (O) (1991)	PD (Planned Development District) - Quadrangle (1984)
East	Office (O) (1991)	PD (Planned Development District) - Quadrangle (1984)
West	Office (O) (1991)	PD (Planned Development District) - Quadrangle (1984)

Adjacent Land Uses

- N: TownePlace Suites by Marriott
- E: Shared stormwater pond (Quadrangle Property Owners Association)
- W: Hampton Inn & Suites
- S: RaceTrac (gas station/convenience store)

SPECIAL INFORMATION

Staff Comments

Environmental

No EPD Concerns - The Environmental Protection Division has reviewed the request and has no comment at this time.

Transportation / Access

Trip Generation (ITE 11th Edition)			
Land Use Scenario	PM Peak Hour Trips	% New Trips	New PM Peak Hour Trips
Existing Use: Vacant	71	100%	71
Proposed Use: 475 Student Housing Bedrooms	114	100%	114
Net New Trips (Proposed Development less Allowable Development)	43		43

Future Roadway Network	
Road Agreements	No road agreements are associated with this parcel.
Planned and Programmed Roadway Improvements	No projects are associated with this parcel.
Right-of-Way Requirements	No right-of-way needs are associated with this parcel.

Summary

The Applicant is requesting to change ~2.37 acres from Office (O) to High Density Residential (HDR) (Student Housing) and no change to the current PD zoning classification.

Analysis of the project trips from the currently approved under future land use versus the proposed use indicates that the proposed development will result in an increase of 43 pm peak trips and therefore will impact the area roadways. The subject property is located on High Tech Avenue. Based on the Concurrency Management System (CMS) database dated March 4, 2024, two (2) roadways currently operate at Level of Service F and capacity is not available to be encumbered. All other roadway segments within the project

impact area operate at acceptable levels of service. This information is dated and is subject to change.

The Net New Trips and analysis above in the table are not reflective of the Concurrency Vested Rights Certificate #93-000077 for the Quadrangle DRI which provides for traffic concurrency entitlements for this proposed development in the Quadrangle PD. The table in the Application shows a net decrease (-1) of trips based on the vested entitlements of the hotel use. See Section V. Transportation Capacity Analysis of the Application.

Roadway Capacity Analysis

A Traffic Study was submitted with the case for review and comment.

Final permitting of any development on this site will be subject to review and approval under the capacity constraints of the County's Transportation Concurrency Management System. Such approval will not exclude the possibility of a proportionate share payment to mitigate any transportation deficiencies. A Mobility Plan will be required. Finally, to ensure that there are no revisions to the proposed development beyond the analyzed use, the land use will be noted on the County's Future Land Use Map or as a text amendment to the Comprehensive Plan.

Mobility Plan Student Housing (COA for Student Housing for new LUP/PD)

As required by Section 38-1259(e), Orange County Code, for all student housing projects, a Mobility Plan shall be submitted with the DP to the Transportation Planning Division. The student housing mobility plan shall describe and depict pedestrian and bicycle systems and facility needs consistent with this section, transit service and facility needs, university and County coordination measures that will be implemented by the developer to manage transportation demand and promote pedestrian and bicycle safety, and designation of appropriate space within the development for carsharing, bike sharing, and electric car charging stations, as they may be implemented within the university area. The student housing mobility plan also shall describe and depict the pedestrian and bicycle safety features cross-sections, marked and stamped crosswalks, safety beacons, traffic signal modifications, pedestrian scale lighting, and other pedestrian and bicycle safety features (with associated funding and maintenance responsibilities) that will be provided and are needed (and warranted, as applicable) to ensure safe pedestrian and bicycle access to adjacent land uses and across major roadways to commercial land uses and transit facilities. Improvements identified by the plans shall be constructed or implemented prior to issuance of a certificate of occupancy and shall be consistent with the most recent editions of Florida Department of Transportation standards.

As required by Section 38-1259(e), Orange County Code, for all student housing projects, a community/site design plan for crime prevention through environmental controls shall be submitted with the DP to the Planning Division and must be consistent with the Crime Prevention through Environmental Design ("CPTED") Manual used by the International CPTED Association and Florida CPTED Network.

Schools

Orange County Public Schools had no comments.

As established in Public Schools Facilities Element Policy PS6.3.7 of the County's adopted Comprehensive Plan and consistent with the Interlocal Agreement with Orange

County Public Schools referenced in Public Schools Facilities Element Policy PS5.1.10, certain residential uses are exempt from the requirements of school concurrency, including group living facilities that do not generate public school students, such as residential dormitory-type facilities for post-secondary students.

Parks and Recreation

Orange County Parks and Recreation had no comments.

Community Meeting Summary

A community meeting was held on April 29, 2024, at Riverdale Elementary School. Present at the community meeting were Orange County Planning Division staff, the applicant team, and three members of the public. One attendee was supportive of the proposed student housing project. The other two voiced their opposition to the construction of additional off-campus student housing and expressed concerns about the project's compatibility with single-family residential development in the vicinity of the subject site and traffic and congestion on area roads.

Utility Service Areas (availability of services may vary)

Water: Orange County Utilities

Wastewater: Orange County Utilities

Reclaimed Water: Orange County Utilities

Detailed Utility Information:

This property is within Orange County Utilities' Water, Wastewater, and Reclaimed Water Service Areas. In accordance with Orange County Code Chapter 37:

Potable Water: Development within this property will be required to connect to Orange County Utilities' Water system. The connection points will be assessed during Final Engineering/Construction Plan permitting.

Wastewater: Development within this property will be required to connect to Orange County Utilities' wastewater system. The connection points will be assessed during Final Engineering/Construction Plan permitting.

Reclaimed Water: There are no reclaimed water mains in the vicinity of this property. Reclaimed water is considered unavailable. Connection, therefore, is not required.

State of Florida Notice

Pursuant to Section 125.022, Florida Statutes, issuance of this development permit by the County does not in any way create any rights on the part of the applicant to obtain a permit from a state or federal agency and does not create any liability on the part of the County for issuance of the permit if the applicant fails to obtain requisite approvals or fulfill the obligations imposed by a state or federal agency or undertakes actions that result in a violation of state or federal law. Pursuant to Section 125.022, the applicant shall obtain all other applicable state or federal permits before commencement of development.

Specific Project Expenditure Report and Relationship Disclosure Form

The original Specific Project Expenditure Report and Relationship Disclosure Form are on file with the Planning Division.

ACTION REQUESTED

Local Planning Agency (LPA) Recommendation – May 16, 2024

Make a finding of consistency with the Comprehensive Plan and recommend ADOPTION of the requested High Density Residential – Student Housing (HDR-Student Housing) Future Land Use Map designation.

PLANNING AND ZONING COMMISSION (PZC) PUBLIC HEARING SYNOPSIS

The staff report was presented to the PZC with the recommendation that they make a finding of consistency with the Comprehensive Plan and recommend adoption of the requested High Density Residential – Student Housing (HDR-Student Housing) Future Land Use Map designation. The applicant was present and agreed with the staff recommendation. There were no members who spoke during public comment.

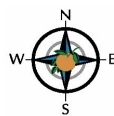
After a brief comment regarding the desire for multi-family within the Quadrangle PD, a motion was made by Commissioner Spears and seconded by Commissioner Evans to recommend ADOPTION of the requested High Density Residential – Student Housing (HDR-Student Housing) Future Land Use Map designation. The motion carried unanimously.

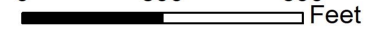
Motion / Second	<i>Gordon Spears / Camille Evans</i>
Voting in Favor	<i>Camille Evans, George Wiggins, Nelson Pena, Gordon Spears, Michael Arrington, David Boers, and Eric Gray</i>
Voting in Opposition	<i>None</i>
Absent	<i>Evelyn Cardenas and Eddie Fernandez</i>

SS-24-04-013



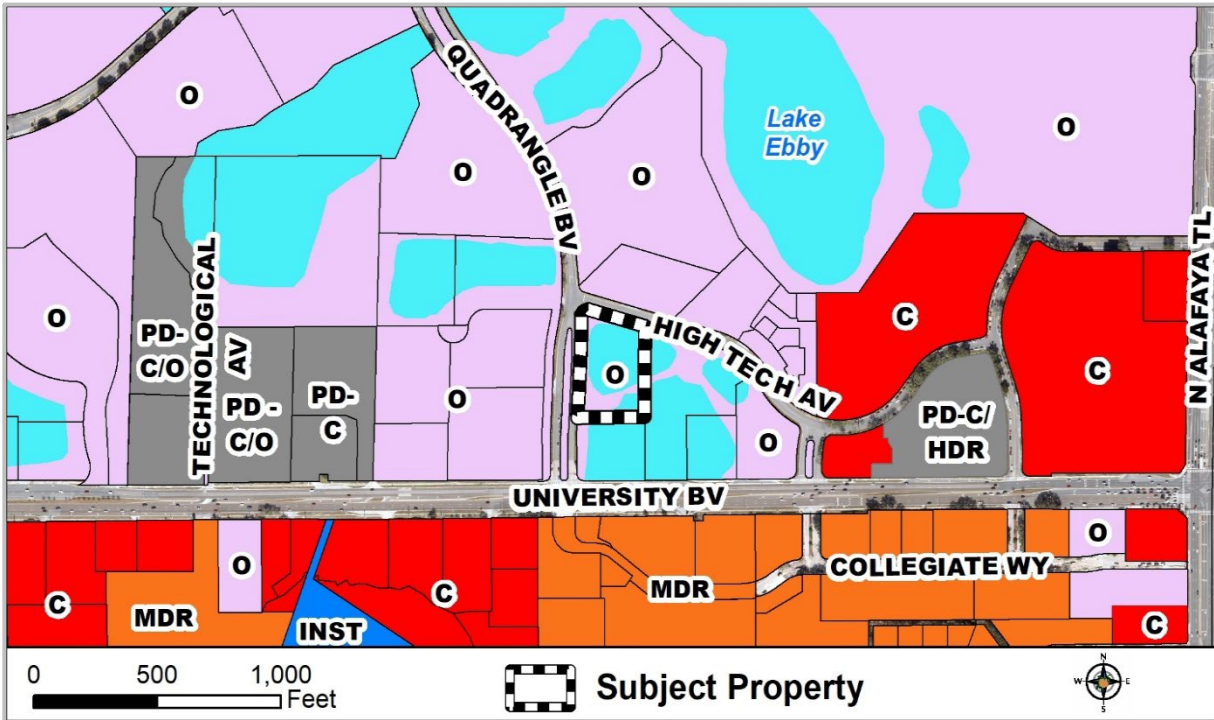
 Subject Property



0 300 600 Feet


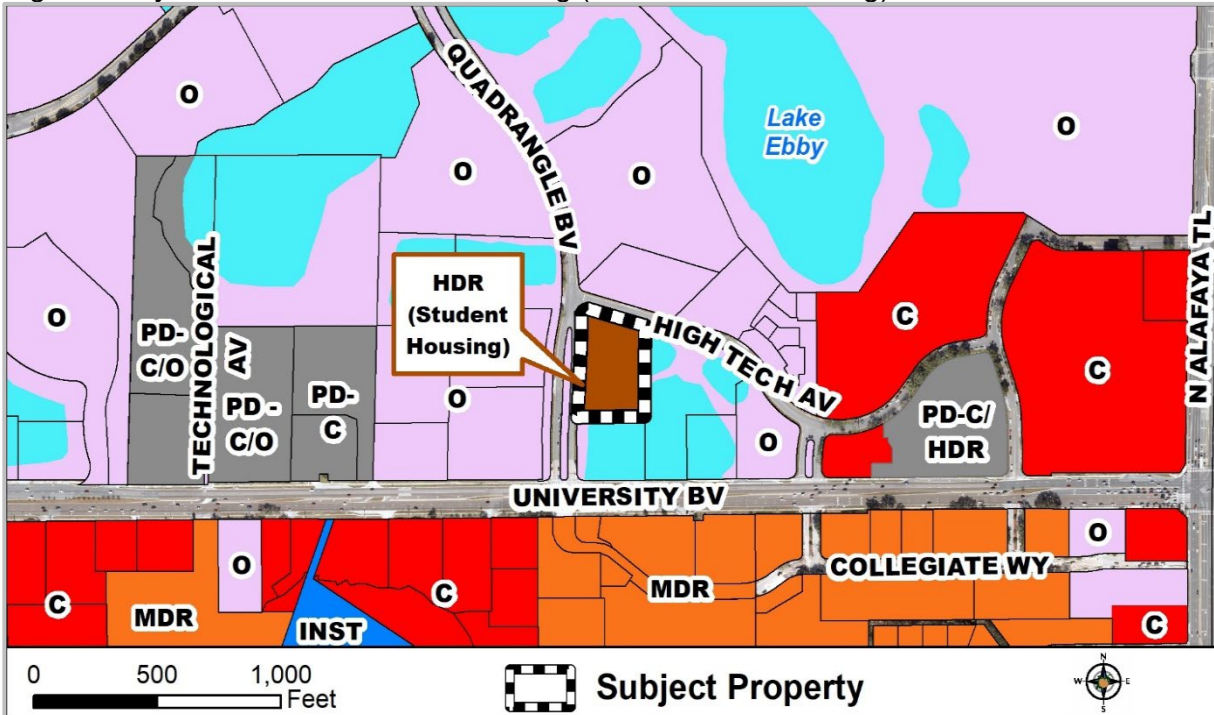
FUTURE LAND USE – CURRENT

Office (O)



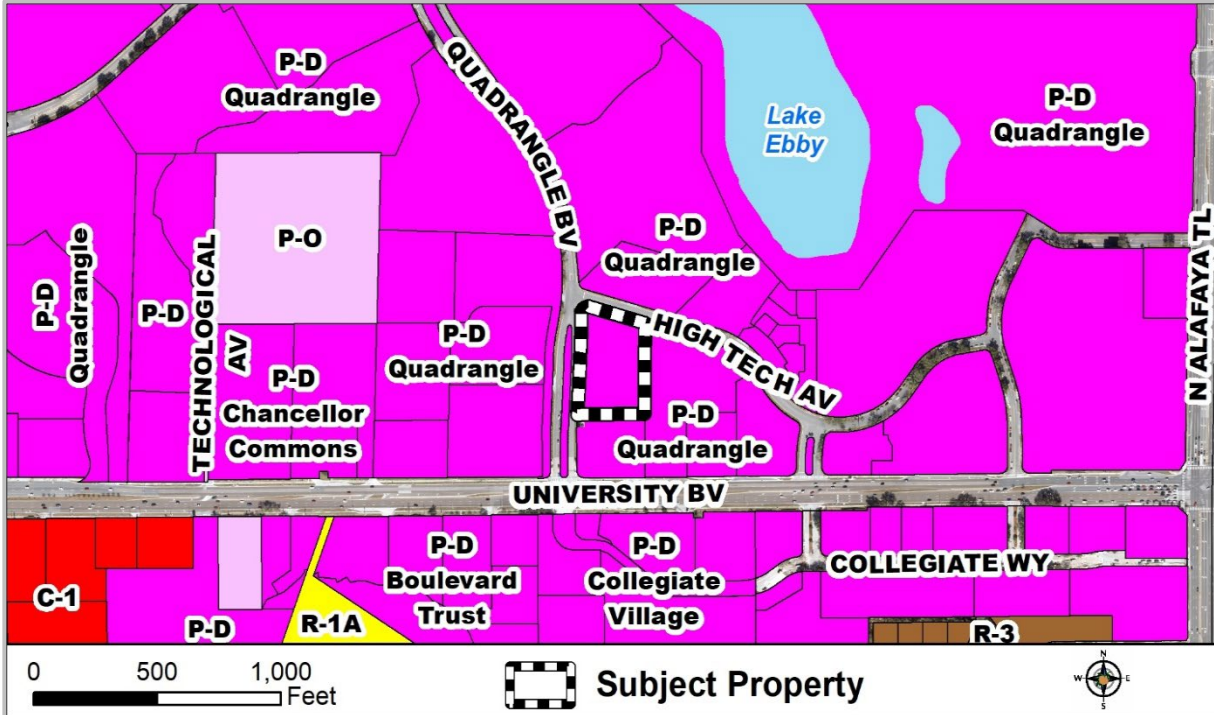
FUTURE LAND USE – PROPOSED

High Density Residential – Student Housing (HDR-Student Housing)



ZONING – CURRENT

PD (Planned Development District) - Quadrangle PD/DRI



NOTIFICATION MAP







Public Notification Map

SS-24-04-013



\\ocnas\gndep\Business Systems\Board Administrations\SUBSTANTIAL CHANGE\2024\High Tech Avenue Student Housing (SS-24-04-013)\S

MAP LEGEND

	SUBJECT SITE		PARCELS
	1500 FT BUFFER		NOTIFIED PARCELS
	1 MILE BUFFER		
	HYDROLOGY		

BUFFER DISTANCE: 1500
 # OF NOTICES: 110

