

# **Board of County Commissioners**

## **Quadrangle PD/Land Use Plan**

**Case No. DO-21-11-347**

**CDR-21-06-189**

**Agenda Item VI.D.7**

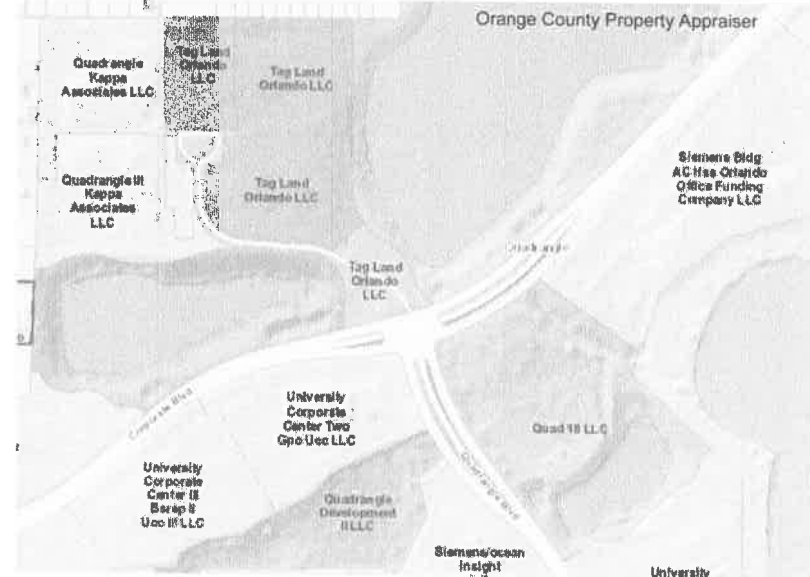
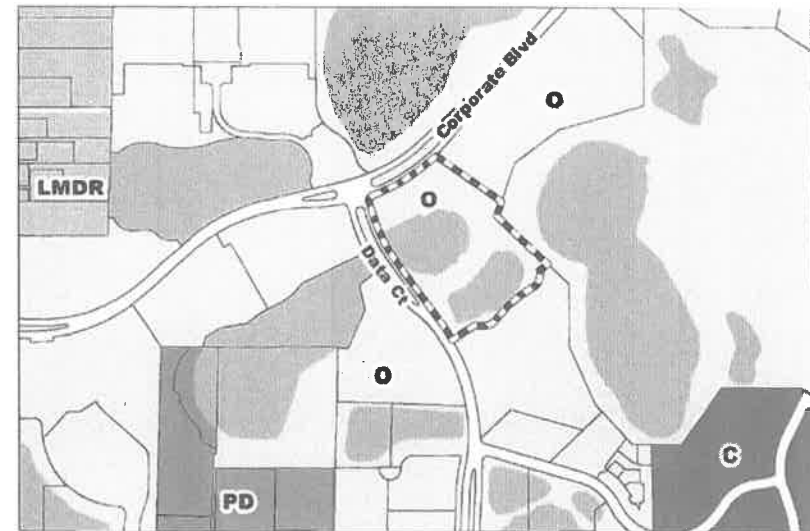
**January 11, 2022**

**S. Brent Spain, Esquire**

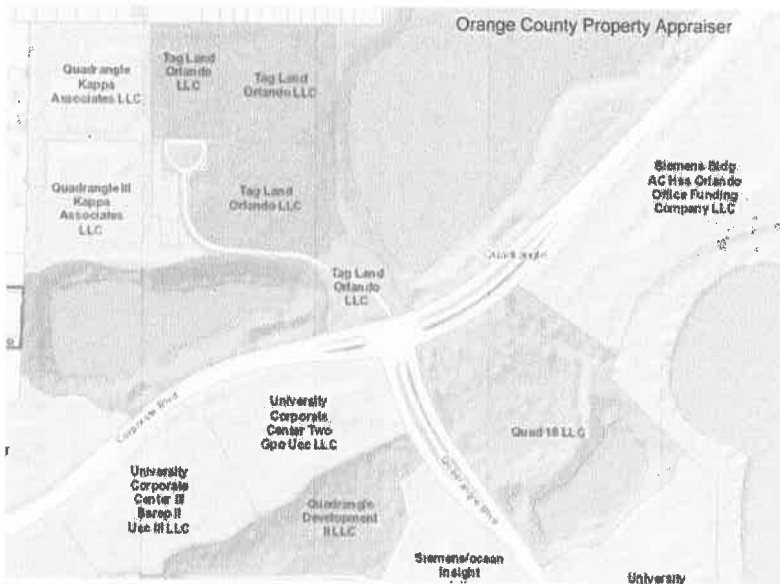
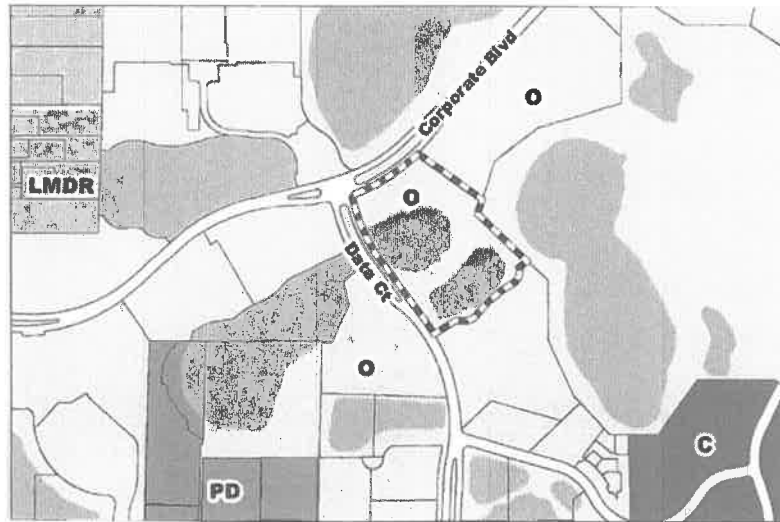
Board Certified Specialist by The Florida Bar  
in City, County & Local Government Law



# Site Location



## Project Description – Tract 18A



- Seeking to amend the Quadrangle PD for Tract 18A to switch from “Office” to “Multi-Family” to allow the development of a 350-unit, 75-foot-tall multi-family apartment complex (given the proximity to UCF, will be a student apartment complex).
- Also seeking a waiver to reduce the required parking for the proposed multi-family/student apartment complex and to increase the maximum allowable height from 50 feet /4 stories to 75 feet/6 stories.
- Fourth multi-family/student housing complex proposed within the Quadrangle PD in the past 18 months. The others involved Tract 5B (approved), Tract 23A (approved), and Tract 7 (withdrawn after recommendation of denial).
- Our clients submits that: (1) the request to locate a multi-family/student apartment complex *internal* to the Quadrangle PD is incompatible with the adjacent and established office development and will be disruptive to these established uses; and (2) the requested waivers to reduce the minimum parking requirements and to increase the allowable height to 75-feet/6 stories are not justified or appropriate.

## Tract 7 – Proposed Student Housing (2020)

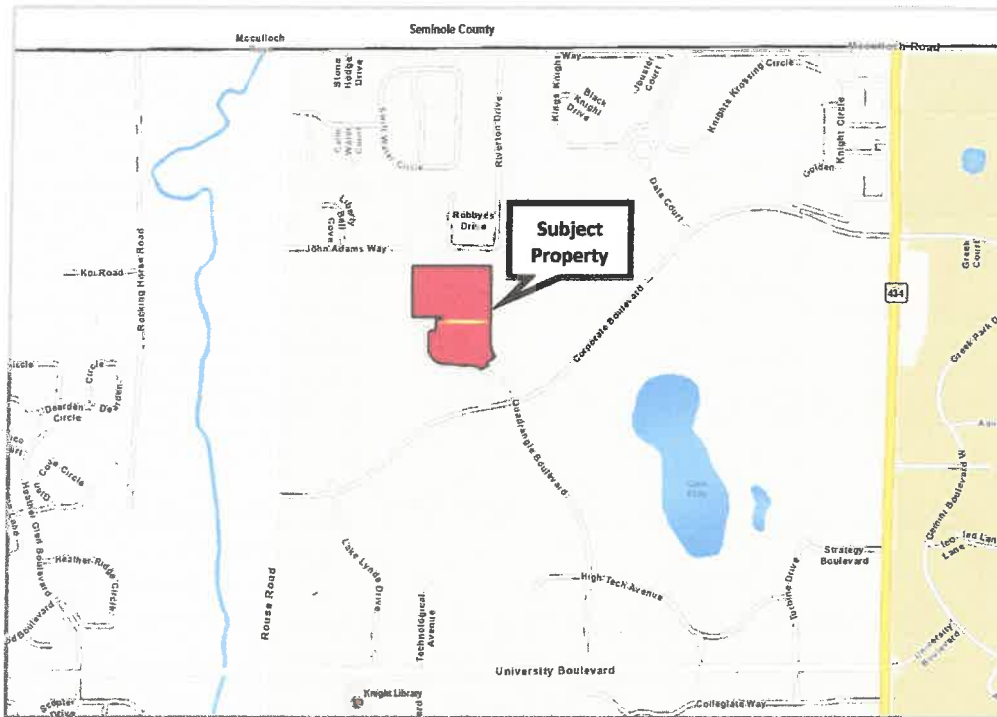


- 4-5 story student housing complex with 894 beds (i.e., 227 mf units per FLU Policy 1.1.2.E) – Staff recommended denial.
- “[T]he proposed 894-bed student housing complex **would likely prove incompatible with and disruptive to the relatively quiet office park** in which the property is located.”
- Other student housing projects “are located at the periphery of the Quadrangle PD, directly opposite the UCF campus and immediately adjacent to collector roads, on which sidewalks, bicycle lanes, and transit stops are present. The subject property, on the other hand, is internal to the PD and lies squarely within an office park . . . . In addition, the site lacks direct access to the shopping, dining, and personal service options that the residents at the other two complexes enjoy.”
- “Staff’s recommendation is to make a finding of **inconsistency** with the Comprehensive Plan” and that it was “**incompatible** with the development pattern of the surrounding community.”

## Tract 7 – Proposed Student Housing (2020)



- Proposed 4-5 story student housing complex vs. 75-feet/6 stories.
- 894 beds (227 mf units per FLU Policy 1.1.2.E) vs. 350 mf units.
- 11.20 gross acres vs. 8.56 gross acres.
- If the **less intense** student housing use on Tract 7 would be “incompatible with and disruptive to the relatively quiet office park,” it necessarily follows that the proposed, **more intense** project is as well.
- Given Tract 18A’s location internal to the Quadrangle PD, the proposed multi-family/student apartment complex suffers from the same deficiencies as the Tract 7 project – i.e., lack of direct access to shopping, dining, and personal service options and lack of direct access to a collector road on which sidewalks, bicycle lanes, and transit stops are present.



**Applicant/Owner:**  
Wayne Rich, Nelson Mullins, for TAG Land Orlando, LLC

**Location:** Generally located east of Quadrangle Boulevard and Rouse Road, north of Corporate Boulevard, and south of Riverton Drive.

**Existing Use:**  
Undeveloped land

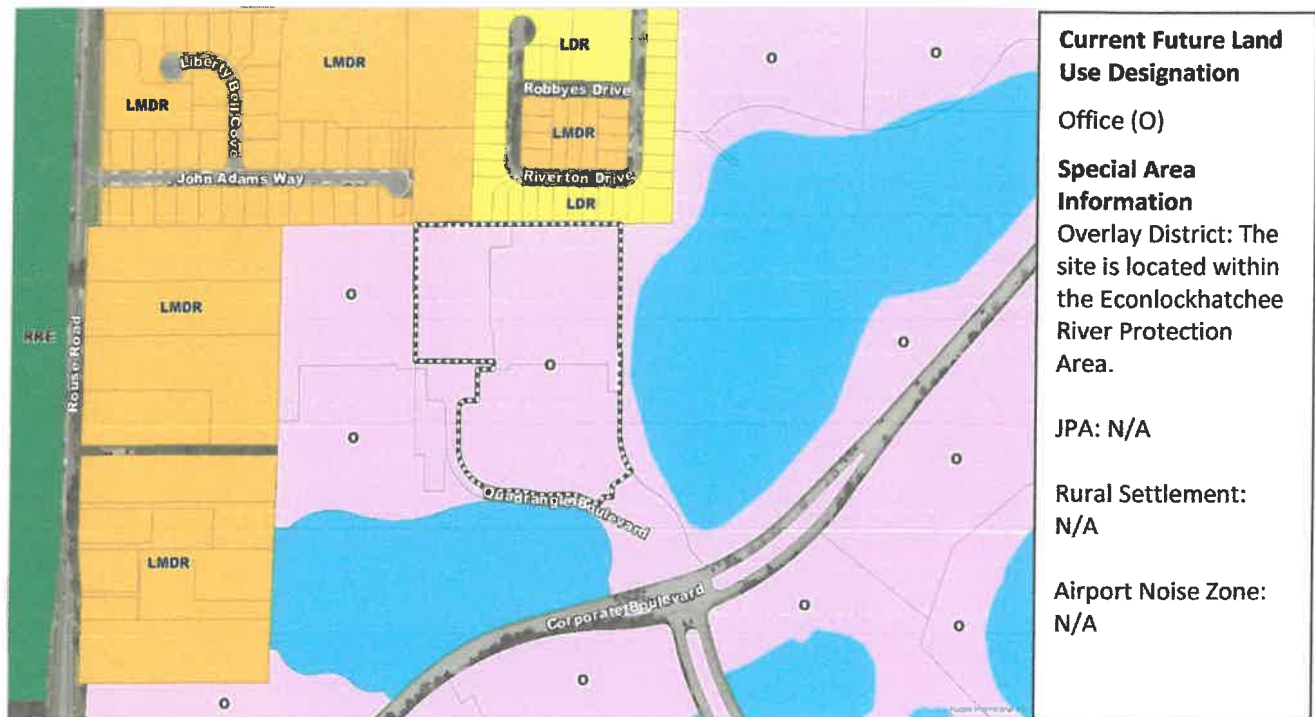
**Parcel ID Numbers:**  
04-22-31-7250-00-010/013/014

**Tract Size:** 11.20 gross/net developable acres

The following meetings and hearings have been held			Project Information
Report/Public Hearing		Outcome	
✓	A virtual community meeting was held July 15, 2020, with 61 members of the public in attendance.	<b>Negative</b> - Participants expressed concern about compatibility with neighboring single-family residential and office development, traffic and congestion on area roads, and noise.	<b>Request:</b> Office (O) to Medium Density Residential (MDR) (Student Housing)  <b>Proposed Development Program:</b> Student housing complex featuring up to 894 beds
✓	Staff Report	Do Not Transmit	
	LPA Transmittal	August 20, 2020	<b>Public Facilities and Services:</b> Please see the Public Facilities Analysis Appendix for specific analysis of each public facility. <b>Transportation:</b> Per the Transportation Planning Division, the proposed student housing complex will generate 278 p.m. peak hour trips, resulting in a net decrease of 356 p.m. peak hour trips from the currently-approved office use. <b>There is presently one deficient roadway segment within the project's impact area.</b> <b>Utilities:</b> The subject property is located within Orange County Utilities' (OCU's) water and wastewater service areas. Reclaimed water, however, is currently unavailable in the vicinity of the site. <b>Schools:</b> The applicant must apply for a formal school capacity determination. The developer may be required to enter into a Capacity Enhancement Agreement (CEA) with the School Board.
	BCC Transmittal	September 1, 2020	
	State Agency Comments	October 2020	
	LPA Adoption	November 20, 2020	
	BCC Adoption	December 15, 2020	<b>Concurrent Change Determination Review Request:</b> If this proposed amendment is transmitted, staff anticipates that a concurrent Change Determination Review (CDR) request to amend the present Quadrangle PD Land Use Plan (LUP) will be considered by the Board of County Commissioners during the adoption public hearing stage.



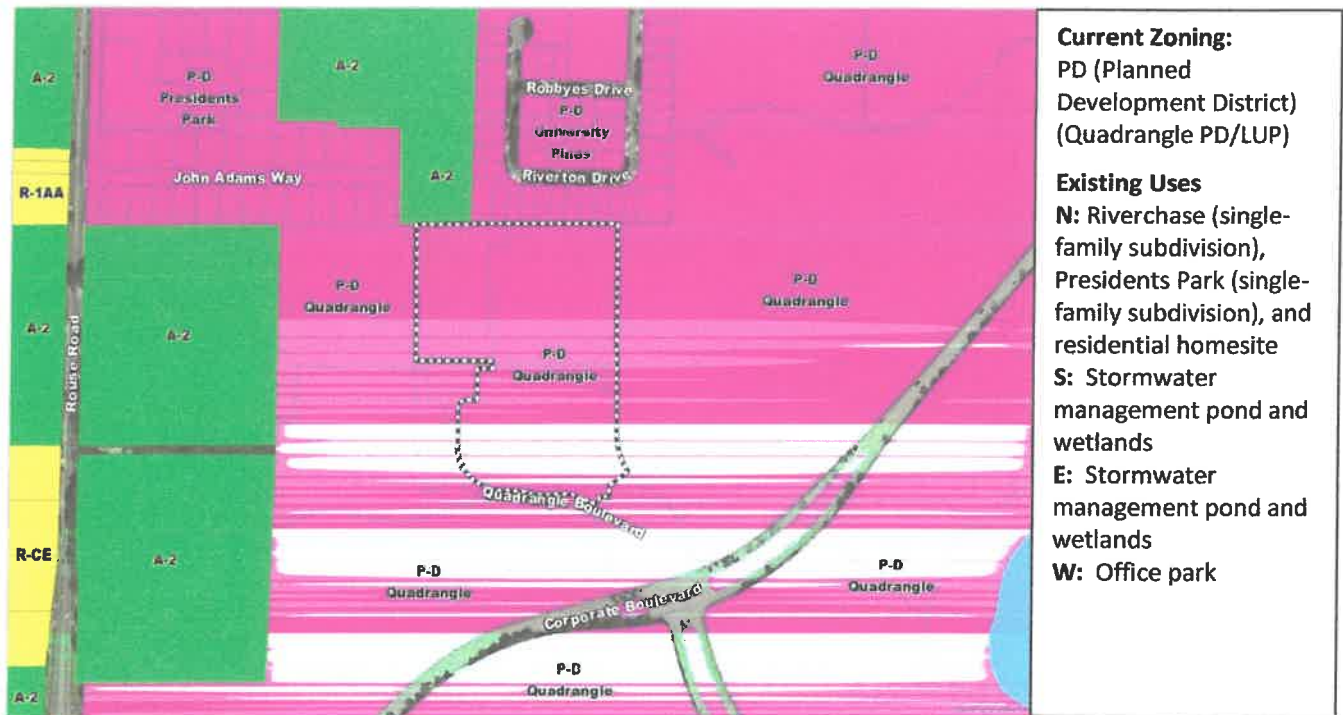
## FUTURE LAND USE - CURRENT



## FUTURE LAND USE - PROPOSED



## ZONING – CURRENT





## Staff Recommendation

Make a finding that the information contained in the application for the proposed amendment is not sufficiently complete; that the proposed amendment does not have the potential to be found “in compliance,” as defined by Section 163.3184(1)(b), Florida Statutes; and recommend to the Board of County Commissioners that Amendment 2020-2-A-5-2 **NOT BE TRANSMITTED** to the reviewing agencies.

## Analysis

### 1. Background & Development Program

The applicant, Wayne Rich, is seeking to change the Future Land Use Map (FLUM) designation of the 11.20-acre subject property, located within the Quadrangle Planned Development (PD), from Office (O) to Medium Density Residential (MDR) (Student Housing). The property, comprised of three individual parcels, is presently undeveloped and is located less than a mile west of the University of Central Florida’s main campus. If this requested amendment is ultimately adopted, it is the intent of the prospective developer, Core Spaces, to develop a student housing complex, Hub II at Orlando, featuring up to 894 beds.

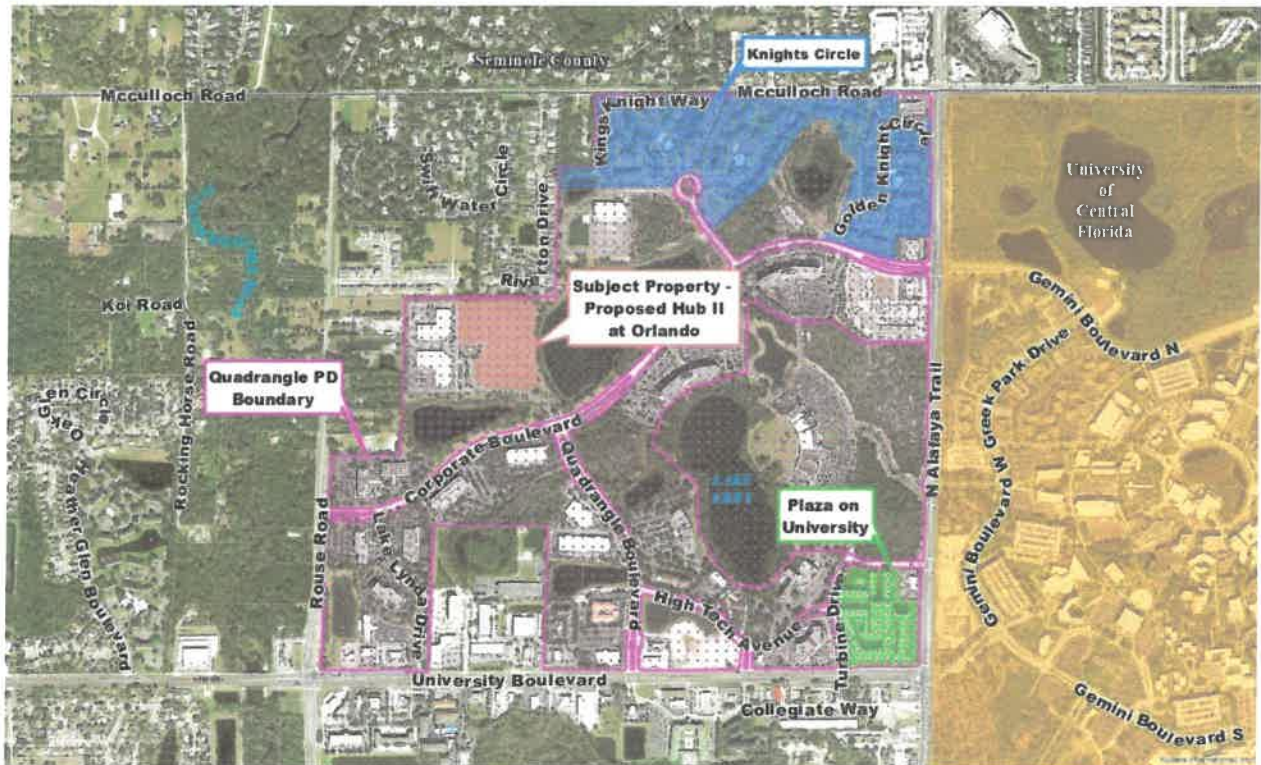
As presented during the July 15, 2020, virtual community meeting held for this application, Core Spaces is proposing residential buildings varying between four and five stories in height and 868 resident and 20 guest parking spaces, to be accommodated in a five-level parking structure and a surface lot. The project is also expected to feature a clubhouse with recreational amenities and a considerable amount of active and passive green space.

Initially approved on October 15, 1984, the Quadrangle PD was last amended by the Orange County Development Review Committee (DRC) on June 13, 2018, as a non-substantial change to the PD Land Use Plan (Case CDR-18-02-041). Per the currently-approved Quadrangle PD Land Use Plan (LUP), dated “Received April 20, 2018”, the 11.20-acre property is a portion of the 24.62-acre Tract 7, designated for office development in accordance with prescribed standards established on the LUP.

As shown on the aerial map and site visit photographs, the west 9.89 acres of Tract 7 are already the site of a single-story professional office park, constructed in 2006. While at first glance, the subject property appears to be ideally situated for a student housing complex, based on its proximity to the UCF campus and its status as a vacant infill parcel within the County’s Urban Service Area. However, following the site visit and the virtual community meeting, staff believes that the proposed 894-bed student housing complex would likely prove incompatible with and disruptive to the relatively quiet office park. In addition, it is staff’s position that the complex would be inconsistent in scale and character with the two single-family residential subdivisions—Riverchase and Presidents Park—that border the project site to the north, as well as the individual unplatted homesites lying north of the subject property. As the residents of those homes repeatedly asserted during the community meeting, an 894-bed complex filled with college students would generate unwelcome levels of noise and traffic that could negatively impact their quality of life.

Staff recognizes that two student housing developments have been approved and constructed within the Quadrangle PD boundary: 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. However, as illustrated on the

map below, these two developments are located at the periphery of the Quadrangle PD, directly opposite the UCF campus and immediately adjacent to collector roads, on which sidewalks, bicycle lanes, and transit stops are present. The subject property, on the other hand, is internal to the PD and lies squarely within an office park, immediately adjacent to suburban residential development. In addition, the site lacks direct access to the shopping, dining, and personal service options that the residents of the other two complexes enjoy.



Staff's recommendation is to make a finding of inconsistency with the Comprehensive Plan and recommend that this proposed amendment not be transmitted to the reviewing agencies.

## 2. Project Analysis

### Consistency

The requested FLUM amendment appears to be **inconsistent** with the applicable Goals, Objectives, and Policies of the Comprehensive Plan.

As stated previously, the applicant is requesting the Medium Density Residential (Student Housing) future land use designation to allow for the development of a student housing community featuring up to 894 beds. As established in **Future Land Use Element Policy FLU1.1.2(F)**, student housing may be permitted only on property with a future land use designation of Medium Density Residential, Medium-High Density Residential, High Density Residential, or Planned Development (in which medium or high density student housing is included as a single use or part of a mix of uses). Pursuant to **Future Land Use Element Policy FLU1.1.2(B)**, the MDR future land use designation recognizes urban-style multi-family residential densities within the Urban Service Area. The area surrounding the subject parcel, though, is unquestionably suburban in nature. As discussed earlier, the site is internal to the Quadrangle PD, in a single-story office park setting. Likewise, it is bounded to the north by similarly suburban single-family residential development. It is staff's belief that the student



housing community, as proposed, would be better suited to a more urban environment.

### **Compatibility**

The proposed FLUM amendment appears to be incompatible with the development pattern of the surrounding community.

**Future Land Use Element Objective FLU8.2** states that compatibility will continue to be the fundamental consideration in all land use and zoning decisions, while **Policy FLU8.2.1** requires land use changes to be compatible with the existing development and development in the area. As stated previously, staff believes that the proposed 894-bed student housing complex would likely prove incompatible with and disruptive to the quiet office park in which the subject property is located. In addition, it is staff's position that the complex—with a maximum desired height of five stories—would be inconsistent in scale and character with the two single-family residential subdivisions—Riverchase and Presidents Park—that border the project site to the north, as well as the individual unplatted homesites lying north of the subject property. As staff believes this project would be appropriate in an urban, rather than a suburban setting, staff recommends that this amendment not be transmitted to the State.

### **Public Facilities and Services**

**Environmental.** The Orange County Environmental Protection Division (EPD) has no comments at this time. The project site was cleared. It was previously reviewed as part of Development Plan #5012581, The Quadrangle PD/Tract 7/Office Complex DP.







**Transportation.** The Transportation Planning Division has informed staff that development of the site for up to 609,840 square feet of office uses under its current Office (O) future land use designation would generate 634 peak hour trips, while the proposed development of a student housing community featuring up to 894 beds under the requested Medium Density Residential (MDR) (Student Housing) designation would generate 278 new p.m. peak hour trips, resulting in a net decrease of 356 peak hour trips.

#### **Planned and Programmed Roadway Improvements: UCF Area Pedestrian Safety**

Alafaya Trail/University Boulevard - Research Parkway/University Boulevard to Quadrangle Boulevard/Alafaya Trail. The Phase I design will consist of additional guideway signage, new pedestrian channelization in medians, new landscaping, intersection improvements with curb modifications and enhanced crosswalks, new pedestrian-scale lighting, a much wider sidewalk along the UCF frontage, and two new signalized mid-block crosswalks. Construction is anticipated to begin March 2021 and end March 2022.

- Per Transportation Planning, the subject property is not located within the County's Alternative Mobility Area (AMA) or along a backlogged/constrained facility.
- The subject property is located adjacent to Corporate Boulevard. Based on existing conditions, this facility currently has one (1) deficient roadway segment within the project's impact area. This information is dated and subject to change. The following segment is operating above its Maximum Service Volume (MSV):
  - University Boulevard from Dean Road to Rouse Road
- Based on the project trip distribution, 30% will be travelling eastbound on Corporate Boulevard, while 70% will be projected to travel westbound.
- The short term analysis year 2020 revealed that in addition to the one (1) segment mentioned above, the following segment is projected to fail:

**Site Visit Photos**

<b>Subject Site</b>	<b>Subject Site</b>
	
<b>North of Subject Site</b>	<b>South of Subject Site</b>
	
<b>East of Subject Site</b>	<b>West of Subject Site</b>
	

## PUBLIC NOTIFICATION MAP

