

INDIAN RIVER COUNTY, FLORIDA
M E M O R A N D U M

TO: Jason E. Brown; County Administrator

THROUGH: Phillip J. Matson, AICP; Community Development Director

THROUGH: Ryan Sweeney; Chief, Current Development

FROM: Brandon C. Creagan, LEED Green Associate; Senior Planner, Current Development

DATE: September 30, 2022

SUBJECT: **Glendale Baptist Church, Inc.'s Request for Modified Conceptual Site Plan and Special Exception Use Approval for Glendale Baptist Church and School [SP-SE-21-08-19 / 2004040365-89958] (Quasi-Judicial)**

It is requested that the data herein presented be given formal consideration by the Board of County Commissioners at its regular meeting of October 11, 2022.

DESCRIPTION & CONDITIONS

Mills, Short, & Associates, on behalf of Glendale Baptist Church, Inc., is requesting modified conceptual site plan and special exception use approval to construct a combined church and school (private K-8 school with child care services) facility to be known as Glendale Baptist Church and School. The site previously received conceptual site plan, administrative permit use, and special exception use approval in 2019 for the same project, but with this request the applicant wants to modify the phasing the required off-site improvements, provide for a more streamlined construction phasing, and add child care services (daycare). The 8.78 acre project site is currently vacant and is located at the northeast corner of 27th Avenue and 4th Street (see attachment 2). The site is zoned RS-6, Residential Single-Family (up to 6 units/acre), a zoning district which requires special exception use approval for child care services (daycare).

Glendale Baptist Church, Inc. currently owns and operates a combined church and school facility located at the southeast corner of 27th Avenue and 8th Street. That site is 2.84 acres, has an approximate seating capacity of 200 seats within the church sanctuary, and an overall student enrollment of 250 students. The subject project is proposed to be constructed in 3 phases. The first phase includes a stand-alone pre-school/daycare facility with all required site improvements and parking spaces provided. The second phase includes a stand-alone elementary/middle school with all required site improvements and the remainder of the required parking spaces being provided. The third phase includes the 400-seat church sanctuary, and additional church classroom (non-school) space. At full build-out, the conceptual site plan proposes a total of 16,271 square feet (SF) of church space with a maximum of 400 seats within the church sanctuary and 43,860 SF of school space with a maximum student enrollment of 400 students.

With regard to the project's required offsite improvements, the applicant is proposing to phase these improvements instead of constructing them all up front (with Phase 1). As proposed, the required 27th Avenue off-site roadway improvements and the 27th Avenue driveway connection will be constructed with Phase 1. The required 4th Street off-site roadway improvements and the 4th Street driveway connection will be constructed with Phase 2. There are no additional off-site improvements required or proposed for Phase 3. Besides the request to phase the required off-site improvements, there are no significant changes to the overall project layout or the proposed building design.

In this case, the applicant has applied for a modification to an existing conceptual site plan in order to obtain a special zoning use approval for the daycare (special exception use) as it was not a part of the project during the original approval process. As stated above, the applicant wishes to phase the required off-site improvements and this requires a re-approval of the conceptual site plan as there are changes to what was originally approved by the Board of County Commissioners (BCC). A conceptual site plan provides general development plan information including overall intensity, but does not include all the details of a "final" site plan design or authorize any construction. If the special exception use approval is granted, then the applicant will submit a separate and complete final site plan application. That final site plan application would proceed through the normal site plan review and approval process, including another review by the Planning and Zoning Commission (PZC) if the overall net new impervious area exceeds 150,000 SF (or could be approved at the staff level if the net new impervious area is below 150,000 SF).

The PZC now needs to consider the modified conceptual site plan and special exception use request for the proposed child care, conduct a public hearing, and make a recommendation to the BCC to approve, approve with conditions, or deny the request for special exception use. Pursuant to Section 971.05 of the County LDRs, the PZC is to consider the appropriateness of the requested use for the subject site and compatibility of the use with the surrounding area. The PZC may recommend reasonable conditions and safeguards necessary to mitigate impacts and to ensure compatibility of the use with the surrounding area.

Planning and Zoning Commission (PZC) Action:

At its meeting of August 25, 2022, the PZC voted 7-0 to recommend that the BCC grant modified conceptual site plan and special exception use approval for the Glendale Baptist Church and School (see attachment 1).

ANALYSIS

1. **Size of Site:** 8.78 acres
2. **Zoning Classification:** RS-6, Residential Single-Family (up to 6 units/acre)
3. **Land Use Designation:** L-2, Low-Density Residential-2 (up to 6 units/acre)
4. **Building Area:** 60,131 square feet (total at build-out)
5. **Impervious Area:** 166,928 square feet or 3.83 acres (total at build-out)
6. **Open Space:** Required: 40%
 Proposed: 56.21%

Note: An unlighted multi-purpose playfield is included in the project's open space calculation (see attachment 4).

7. **Off-Street Parking:** Required: 134
Proposed: 145

Note: The church activities and school activities will peak and occupy the site at different times during the day/week. The church use (based on a weekend peak) requires 134 spaces while the school use (weekday peak) requires only 77 parking spaces. Consistent with County policy and practice for church/school facilities, the required parking figure is based on the higher of the two uses at full build-out, which is the church use in this case. The required parking for Phase 1 will be based on the stand-alone school use (lower parking rate), and then the remaining parking will be "phased-in" based on the full 400-seat church sanctuary (higher parking rate) which exceeds the parking requirements for the school use at full build-out.

8. **Phasing:** The project is proposed to be constructed in three phases, as follows:

| Phase | School Building Area | Church Building Area | Parking Spaces |
|-----------------|----------------------|----------------------|----------------|
| 1 | 14,532 SF | N/A | 38 |
| 2 | 43,860 SF | N/A | 145 |
| 3 | 0 | 16,271 SF | 0 |
| Total Build-out | 43,860 SF | 16,271 SF | 145 |

Note: Most of the site improvements, including all of the stormwater management facilities, will be constructed in Phase 1. The 27th Avenue driveway connection will be constructed in Phase 1 and the 4th Street driveway connection will be constructed in Phase 2. Phase 3 includes the construction of the church, sanctuary (400 seats), and the associated classrooms for the church. There will be no additional expansion of the pre-school, elementary, or middle school buildings in Phase 3. Additionally, all parking requirements for the entire site will be met in Phase 2 of the project, therefore, no additional parking is required for Phase 3.

9. **Utilities:** The project will be served by public water and sewer service provided by County Utility Services. The County Department of Utility Services and the Department of Health have approved these project utility provisions.
10. **Access and Traffic Circulation:** Access to the project site will be provided via a full-movement driveway connection to 27th Avenue and a full-movement driveway connection to 4th Street (see attachment 4). Both driveway connections will be served by left and right turn lanes to be constructed by the project developer during the construction of Phase 1 and Phase 2, respectively (see attachment 5). The traffic circulation plan (at full build-out) includes a two-way loop road/drive aisle that loops around the entire building/facility, parking areas along 27th Avenue and 4th Street, and a one-way, dual lane drop-off area that provides adequate queuing for student drop-off and pick-up. The vehicle queuing areas and the two-way loop road/drive aisle will be constructed with Phase 1 and Phase 2, respectively (see attachment 5).

The proposed driveway connections and traffic circulation plan have been reviewed and approved by Traffic Engineering and Fire Prevention. Additionally, Traffic Engineering reviewed and approved the traffic impact study (TIS) submitted by the applicant. Based on the approved TIS, left and right turn lanes are required at both driveway connections, and the conceptual site plan shows the required left and right turn lanes to be constructed with Phase 1 and Phase 2, respectively. No other off-site traffic improvements are required or proposed.

11. Stormwater Management: The project's conceptual stormwater management design proposes a master stormwater system with two separate stormwater management areas located along the project site's 4th Street frontage, and an interconnected system of stormwater pipes and drainage structures that will direct the project's stormwater runoff into the master system (see attachment 4). In addition to providing for stormwater runoff generated by the project, the project's stormwater management system is also required to accommodate runoff generated by the required left and right turn lanes to be constructed on 27th Avenue and 4th Street. All of the project's master stormwater system is proposed to be constructed with Phase 1 (see attachment 5). Public Works has reviewed and approved the project's conceptual stormwater management design. The final stormwater management design will be reviewed and approved by the Public Works Department via the County stormwater permitting process.

12. Environmental and Archeological Issues:

- a. *Wetlands:* County Environmental Planning staff has determined that no jurisdictional wetlands exist on the subject site. Therefore, no wetlands criteria apply to the proposed development.
- b. *Uplands:* Since the project site exceeds 5 acres, the County's native upland set-aside criteria apply. Approximately 4.78 acres of intact native upland plant community exists on the project site, and the project's minimum set-aside requirement is .72 acres (15% of the 4.78 acres). The applicant is proposing to preserve .72 acres of uplands on-site in order to satisfy the upland set-aside requirement. That upland set-aside area will be located near the northeast corner of the project site, and will provide additional perimeter buffering between the site and adjacent single-family homes to the north and east of the set-aside area (see attachment 6).
- c. *Tree Preservation:* Presently, the project site is partially wooded with a mixture of hardwood tree species (e.g. live oak), non-hardwood tree species (e.g. pine trees), cabbage palms, and nuisance exotics (e.g. Brazilian pepper). Hardwood trees and cabbage palm trees (greater than 10' of clear trunk) proposed to be removed must be mitigated per the County's tree mitigation requirements which allow re-planting and/or payment into the County's tree mitigation fund. A detailed final tree survey will be required with the project's final site plan application. If any specimen hardwood trees or cabbage palms are located during the final tree survey, and those trees are proposed to be removed, then those trees must be mitigated per the County's tree mitigation requirements. All nuisance exotic trees will be removed during development. County Environmental Planning staff has reviewed and approved the project's conceptual tree protection and tree mitigation plan. The final tree protection and tree mitigation plan will be reviewed by County Environmental Planning staff during review of the final site plan.

13. Required Dedications and Improvements:

- a. *Turn Lane Improvements for 27th Avenue and 4th Street:* As indicated in above-referenced item 10, left and right turn lanes are required at the project's driveway connections to 27th Avenue and 4th Street, and shall be constructed with the Phase 1 (27th Avenue) and Phase 2 (4th Street) site improvements. The final design of the offsite turn lanes will be reviewed and approved by the Public Works Department via the County right-of-way (ROW) permitting process. Also, the project's stormwater management system will be required to accommodate runoff generated by the offsite left and right turn lanes.

- b. *27th Avenue Sidewalk:* A 5 foot wide sidewalk is required and proposed along the project's 27th Avenue frontage, and shall be constructed with the Phase 1 site improvements. The final design of the 27th Avenue sidewalk will be reviewed via the final site plan review process for the overall project.
 - c. *Internal Sidewalk/Pedestrian System:* An internal sidewalk/pedestrian system is required throughout the project site, and sidewalk connections are required between the internal sidewalk/pedestrian system and the external sidewalks. The internal sidewalk/pedestrian system shall be constructed with the Phase 1 and Phase 2 site improvements (see attachment 5). The final design of the internal sidewalk/pedestrian system will be reviewed via the final site plan review process for each respective project phase.
 - d. *Streetlighting and Outdoor Lighting:* Streetlights are required for the project's parking areas and loop road system, and shall be constructed with the Phase 1 and Phase 2 site improvements (see attachment 5). The proposed streetlight locations and details will be reviewed via the final site plan review process for the overall project. It should be noted that outdoor lighting is not required or proposed for the school's multi-purpose playfield and an approval condition of no outdoor lighting of the field is recommended by staff. With the recommended condition in place, if the applicant desires adding outdoor lighting to the playfield area in the future, then a separate approval for lighting would be required. Such request would require PZC review and BCC approval through the special exception process.
14. **Landscape Plan:** A conceptual landscape and buffer plan has been reviewed and approved for the subject site. With respect to buffering, the plan depicts buffer types, locations, and the physical width and components of the buffers/landscape strips on all of the project's perimeters which includes Thoroughfare Plan road buffers along the site's 27th Avenue (south) and 4th Street (west) frontages, and a 25' wide Type "B" buffer with a 6 foot opaque feature along the site's north and east perimeters. A final landscape plan will be required with the final site plan for each respective project phase.
15. **Other Corridors Special Development Regulations:** The site is subject to the Other Corridors special development regulations. These regulations have special standards for building design, colors, materials, landscape, site lighting, and signage. The conceptual plan is consistent with the Other Corridors regulations. Additional details will be provided with the final site plan for each respective project phase.
16. **Concurrency:** As required under the County's concurrency regulations, the applicant has applied for and obtained a conditional concurrency certificate for the project, which is sufficient for conceptual site plan approval. The concurrency certificate was issued based upon a concurrency analysis and a determination that adequate capacity was available to serve the subject project at the time of the determination. In accordance with County concurrency regulations, the applicant will be required to obtain a final concurrency certificate prior to issuance of a building permit for each respective project phase.
17. **Surrounding Land Use and Zoning:**
North: Single-family homes / RS-6
East: Single-family homes / RS-6
South: 4th Street, Single-family homes / RS-6
West: 27th Avenue, Single-family homes / RS-6

18. Specific Land Use Criteria (Special Exception Use): Pursuant to LDR section 971.28(1), the specific criteria for the proposed daycare are addressed as follows:

- 1. The site shall be located on a paved road with sufficient width to accommodate pedestrian and vehicular traffic generated by the use. The facility shall be located near thoroughfares, as designated in the county's major thoroughfare plan, so as to discourage traffic along residential streets in the immediate area;*

NOTE: The project site has frontage on 27th Avenue, which is classified as a minor arterial road, and 4th Street, which is classified as an urban collector road. Both roads are thoroughfares. Therefore, the project site is appropriate for a child care facility.

- 2. Special passenger loading and unloading facilities shall be provided on the same site for vehicles to pick up or deliver clientele. Such facilities shall include driveways that do not require any back-up movements by vehicles to enter or exit the premises;*

NOTE: The project provides a two-way loop road/drive aisle that loops around the entire building/facility, parking areas along 27th Avenue and 4th Street, and a one-way, dual lane drop-off area that provides adequate queuing for student drop-off and pick-up.

- 3. All regulations of the State of Florida that pertain to the use as presently exists or may hereafter be amended shall be satisfied;*

NOTE: All State of Florida regulations pertaining to this use shall be satisfied and reviewed, monitored, and approved by the appropriate State departments or agencies.

- 4. Child care facilities shall provide recreation area(s) and facilities that meet or exceed applicable state standards. The applicant shall supply to the planning division, prior to site plan approval, written acknowledgement from the state that the proposed recreation area(s) and facilities meet or exceed applicable state standards. The applicant shall provide either a six-foot opaque buffer or one hundred fifty-foot setback between all outdoor recreation areas and adjacent residentially designated properties.*

NOTE: The project provides for a playground area around the pre-school building located in Phase 1 of the project. The playground area will meet the 150' setback requirement and there is a six (6) foot opaque buffer along the eastern property boundary that buffers the residentially zoned property. The final design of the playground area will be approved during the final site plan review stage.

- 5. A Type "C" buffer will be required, acceptable to the planning department.;*

NOTE: A Type "B" buffer with a 6-foot opaque feature is provided for the facility which exceeds the Type "C" buffer requirement outlined in this subsection.

All conditions recommended by staff have been accepted by the applicant.

RECOMMENDATION

Based on the analysis above, staff recommends that the BCC grant the modified conceptual site plan and special exception use approval for child care services to be added as a use on the site, with the following conditions:

1. The final site plan (for each respective project phase) and associated County permits shall include the final design of the following:
 - a. Tree protection and tree mitigation plan;
 - b. Landscape plan;
 - c. Left and right turn lanes at both project driveway connections (27th Avenue and 4th Street);
 - d. Stormwater management system that will accommodate runoff generated by the offsite left and right turn lanes;
 - e. 27th Avenue sidewalk;
 - f. Internal sidewalk/pedestrian system;
 - g. Street lighting plan; and
 - h. Playground area
2. The maximum student enrollment shall not exceed 400 students.
3. The multi-purpose playfield shall not include outdoor lighting. Any future request to add outdoor lighting to the playfield area will require special exception approval (PZC review and BCC approval).
4. Prior to issuance of a Certificate of Occupancy (C.O.) for Phase 1, the required left and right turn lanes at the driveway connection to 27th Avenue shall be completed.
5. Prior to issuance of a Certificate of Occupancy (C.O.) for Phase 2, the required left and right turn lanes at the driveway connection to 4th Street shall be completed.

ATTACHMENTS

1. Excerpt from August 25, 2022 PZC Minutes
2. Location Map
3. Aerial
4. Conceptual Site Plan
5. Phasing Plan
6. Landscape Plan