

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

TO: Jason E. Brown; County Administrator

THROUGH: Roland M. DeBlois, AICP; Interim Community Development Director

THROUGH: John W. McCoy, AICP; Chief, Current Development

FROM: Ryan Sweeney; Senior Planner, Current Development

DATE: June 21, 2019

SUBJECT: Glendale Baptist Church, Inc.'s Request for Conceptual Site Plan and Special Exception Use Approval for Glendale Baptist Church and School [SP-CP-19-03-06 / 2004040365-83388]

It is requested that the data herein presented be given formal consideration by the Board of County Commissioners at its regular meeting of July 9, 2019.

DESCRIPTION & CONDITIONS

MBV Engineering, Inc., on behalf of Glendale Baptist Church, Inc., is requesting conceptual site plan and special exception use approval to construct a combined church and school (private, K-8) facility to be known as Glendale Baptist Church and School. 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 administrative permit use approval for a church (place of worship) and special exception use approval for a school (educational center, including primary and secondary schools). The subject special exception application is on file with the Planning Division.

Glendale Baptist Church 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 school facility with all required site improvements except the total required parking spaces, which will be “phased-in” with Phase 2. The second phase includes the 400-seat church sanctuary, additional classroom space, and additional parking to serve Phase 2. The final phase includes additional accessory church area (no additional seating) and additional accessory school space (non-classroom).

Based on the conceptual phasing plan, the existing school operations would be relocated to the new project site upon completion of Phase 1, and then the church-related activities would be relocated to the new project site upon completion of Phase 2. Building additions for accessory church and school space are included in Phase 3. At full build-out, the conceptual site plan proposes a total of 16,050 square feet (SF) of church space with a maximum of 400 seats within the church sanctuary and 61,447 SF of school space with a maximum student enrollment of 400 students.

In this case, the applicant has applied for a conceptual site plan in order to obtain special zoning use

approvals for the church (administrative permit use) and the school (special exception use). 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 Board of County Commissioners (BCC) now needs to consider the conceptual site plan and special exception use request for the proposed school facility, conduct a public hearing, and approve, approve with conditions, or deny the request. Pursuant to Section 971.05 of the County LDRs, the BCC is to consider the appropriateness of the requested use for the subject site and compatibility of the use with the surrounding area. The BCC 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 June 13, 2019, the PZC voted 5-0 to recommend that the BCC grant special exception use approval for the school with the conditions recommended by staff (see attachment 1). The PZC also granted administrative permit use approval for the church, subject to the BCC granting special exception use approval for the school.

During the June 13 PZC public hearing, two nearby property owners spoke in opposition to the proposed project, and indicated concerns about additional traffic, removal of wildlife habitat, and proposed buffering (see attachment 1). In response to concerns expressed, staff explained how County regulations and project design address those concerns. Staff also explained that the subject request is for conceptual site plan approval, and that additional details would be provided during the “final” site plan review and approval process. Staff also obtained contact information from the two nearby property owners so that they can be contacted if and when the final site plan is submitted, and they will be able to review the final site plan once it is submitted. It is staff’s opinion that the proposed conceptual site plan, and County regulations that will be applied later in the development review process, will provide adequate safeguards for compatibility with the surrounding area.

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:** 77,497 square feet (total at build-out)
- 5. **Impervious Area:** 163,782 square feet or 3.76 acres (total at build-out)
- 6. **Open Space:** Required: 40%
Proposed: 57%

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: 134

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 113 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	44,347 SF	N/A	70
2	10,300 SF	7,250 SF	64
3	6,800 SF	8,800 SF	0
Total Build-out	61,447 SF	16,050 SF	134

Note: Most site improvements, including all driveways and stormwater management facilities, will be constructed in Phase 1. Phase 3 includes additional building area for the church and school, but no additional seating in the church sanctuary. 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. The traffic circulation plan 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. Both driveway connections, the two-way loop road/drive aisle, and the vehicle queuing areas will be constructed with Phase 1.

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. No other offsite 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. 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:

1. *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.
2. *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 4).
3. *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:

1. *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 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.

2. *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.
 3. *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 shall be constructed with the Phase 1 site improvements. The final design of the internal sidewalk/pedestrian system will be reviewed via the final site plan review process for the overall project.
 4. *Streetlighting and Outdoor Lighting:* Streetlights are required for the project's parking areas and loop road system, shall be constructed with the Phase 1 site improvements. 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.
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.
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 the first phase of the project.
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 971.14(4), the specific criteria for the proposed school (educational center) are addressed as follows:

1. *Sites for secondary schools shall be located near thoroughfares so as to discourage traffic along local residential streets in residential subdivisions. Elementary schools should be discouraged from locating adjacent to major arterial roadways;*

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, and neither are classified as a major arterial road. Therefore, the project site is appropriate for a K-8 school (combined primary and secondary school).

2. *For the type of facility proposed, the minimum spatial requirements for the site shall be similar to standards utilized by the Indian River County school board and the State of Florida;*

NOTE: The minimum spatial requirements for the site are similar to the standards utilized by the Indian River County School Board and the State of Florida.

3. *Except as provided below, no building designed for occupancy by students shall be located within one hundred (100) feet of any property line not adjacent to a street or roadway, and no building designed for occupancy by students shall be located within fifty (50) feet of any property line abutting a local road right-of-way;*
 - a. *Where a building designed for occupancy by students is to be located adjacent to a mixed use or TND site, or to a property zoned RM-6, RM-8, RM-10, commercial, or industrial, and there is a non-residential use or reduced setback project (small lot subdivision or planned development) on that adjacent property, then the building setback along that adjacent property may be reduced to no less than twenty-five (25) feet.*
 - b. *Where a building designed for occupancy by students is to be located adjacent to property zoned RM-4, RM-3, single-family, or agricultural, and there is a non-residential and non-agricultural use on that adjacent property, then the building setback for the educational use may be reduced to no less than fifty (50) feet.*
 - c. *Where a setback of one hundred (100) feet is required, the setback may be reduced to fifty (50) feet if a Type B buffer with a six (6) foot opaque feature is provided within the setback.*
 - d. *Where the education facility is located adjacent to an existing cemetery, place of worship, child care facility, adult care facility, community center, school, or other non-residential use, buffer requirements for each use may be combined into a single buffer located between the education facility and adjacent use. The single buffer shall be greater than or equal to a Type "C" buffer.*

NOTE: The south and west property lines are located adjacent to Thoroughfare Plan roads, and the school facility exceeds the standard RS-6 setbacks along those property lines. A Type "B" buffer with a 6 foot opaque feature is provided along the north and east property lines. Therefore, the north and east setbacks for the school facility may be

reduced to 50 feet, per above-referenced item 3c, and the school facility exceeds the 50 foot setback along those property lines.

4. *The applicant shall demonstrate that existing and proposed recreation, parking, and traffic circulation facilities adequately accommodate projected student enrollment including adequate pick-up and drop-off queue area to ensure that vehicle queues during peak pick-up and drop-off times do not adversely impact adjacent streets.*

NOTE: The conceptual site plan design provides adequate recreation, parking, and traffic circulation facilities including an adequate pick-up and drop-off queue area for a total student enrollment of 400 students. The recreation areas include two playground areas located near the school building and away from adjacent residences, and an unlighted multi-purpose playfield. The provided parking exceeds the minimum required parking for the school by 21 parking spaces (at full-buildout), and the traffic circulation design provides adequate queue length from both the 27th Avenue and 4th Street driveway connections. Also, both driveways will be served by left and right turn lanes which will further alleviate impacts to the adjacent streets.

5. *No rooms within the school shall be regularly used for the housing of students when located in a single-family residential district;*

NOTE: No housing or boarding of students is proposed.

6. *The facilities shall have a Type "C" buffer in the A-1, A-2, A-3, RFD, RS-1, RS-2, RS-3 and RS-6 districts;*
 - a. *The board of county commissioners may waive or reduce the buffer requirements where the educational facility is located next to an existing cemetery, place of worship, child care facility, adult care facility, community center, school, or other non-residential use. Consideration shall be given to security, noise, and visual impacts. Where a waiver or buffer reduction is granted, normal perimeter landscaping requirements shall apply, and alternative requirements (such as fencing) may be required.*

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. Also, the project site is not located next to an existing cemetery, place of worship, child care facility, adult care facility, community center, school, or other non-residential use. Therefore, the buffer waiver or reduction allowance does not apply.

7. *The facilities shall have a Type "C" buffer in all other residential districts not listed in the subsection above.*
 - a. *The board of county commissioners may waive or reduce the buffer requirements where the educational facility is located next to an existing cemetery, place of worship, child care facility, adult care facility, community center, school, or other non-residential use. Consideration shall be given to security, noise, and visual impacts. Where a waiver or buffer reduction is granted, normal perimeter*

landscaping requirements shall apply, and alternative requirements (such as fencing) may be required.

NOTE: The project site is located within the RS-6 district. Therefore, this subsection does not apply.

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

RECOMMENDATION

Staff recommends that the BCC grant conceptual site plan and special exception use approval for the school facility, with the following conditions:

1. The final site plan 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; and
 - g. Streetlighting plan.
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 both project driveway connections (27th Avenue and 4th Street) shall be completed.

ATTACHMENTS

1. Excerpt from Draft June 13, 2019 PZC Minutes
2. Location Map
3. Aerial
4. Conceptual Site Plan