

**PASCO COUNTY
BIANNUAL COMPREHENSIVE PLAN AMENDMENT NO. BCPA05-2(9)
2005 - SECOND CYCLE
CITIZENS' ADVISORY COMMITTEE PLANNING DISTRICT 5**

SUMMARY

Case Number: BCPA05-2(9)

Applicants Terrence E. Schrader and Gary L. Blackwell, as Trustee

Agents: Stephen C. Booth, Esq.

Location: The subject property is located in Southeast Pasco County, on the north side of S.R. 54, approximately one-quarter mile east of the current Curley Road and approximately 2½ miles east of I-75; Sections 09 and 10, Township 26 South, Range 20 East.

Parcel ID Nos.: 09-26-20-0000-00600-0000 (82.51 acres), 10-26-20-0000-00300-0020 (40.0 acres), and 10-26-20-0000-00300-0000 (30.9 acres)

Acreage: 102.63 Acres m.o.l. (49.78 additional acres are owned by the applicants, but are not part of this request.)

Adopted Future Land Use (FLU) Classifications: RES-3 (Residential - 3 du/ga) and RES-6 (Residential - 6 du/ga)

Proposed FLU Classification: ROR (Retail/Office/Residential)

I. Summary

Section 163.3187, Florida Statutes, allows a local government to process Comprehensive Plan Amendments not more than two times during any calendar year. This is the second of two cycles for the Year 2005.

The Schrader-Blackwell property is a 102.63-acre amendment request that is proposed to contain 300 dwelling units, 379,000 square feet of retail, and 150,000 square feet of office. A total of 152.41 acres of land is owned by the applicants, but only 102.63 acres are the subject of this amendment request. The amendment request is to change the FLU from RES-3 (Residential - 3 du/ga) and RES-6 (Residential - 6 du/ga) to ROR (Retail/Office/Residential). The FLU classifications for the area surrounding the property are RES-3 (Residential - 3 du/ga) and RES-6 (Residential - 6 du/ga) to the north and south, RES-3 (Residential - 3 du/ga) to the east (Harrison Bennett property), and RES-6 (Residential - 6 du/ga) to the west. All the parcels have their original zoning classification of A-C Agricultural, as do the lands to the north, east, and west. The property is approximately 2½ miles south of the proposed Curley Road New Town Center which is planned to serve the Epperson, Kirkland, T & G Groves, and WaterGrass residential developments with 263,760 square feet of retail and 250,000 square feet of office. This proposed amendment is also approximately two miles west of the proposed New River development which includes its own town center and includes 560,000 square feet of retail and 120,000 square feet of office.

Transportation improvements include the following: in 2004-15, six-lane S.R. 54 from Old Pasco Road to Curley Road and four-lane Curley Road from S.R. 54 to the proposed Zephyrhills West Extension; and in 2015-25, four-lane S.R. 54 from Curley Road to Handcart Road. Additionally, there is a current route study to realign the southern part of Curley Road to the east, such that it would abut the western edge of this development.

The Pasco County Utilities Department has verified that potable water, sanitary sewer, and solid waste will be provided in this area.

There is a small area of a 7+ species overlap on the western side of the west parcel. There are no Ecological Planning Units.

II. Benefits/Costs Generated by the Proposed Amendment

Anticipated benefits generated from the proposed amendment include temporary, construction-related jobs; impact fees; sales and ad valorem tax revenues. Monetary costs associated with this Comprehensive Plan Amendment would include the improvements and maintenance of the road system; water, sewer, and solid-waste systems; and stormwater management. An increased demand for sheriff, fire, and rescue services would be generated by the proposed land use amendment. In addition, there is potential for the creation of new jobs within the development which will enhance the potential for economic growth within Pasco County.

III. Staff Recommendation

Staff recommends denial of the applicants' request.

The applicant provided staff with a copy of a market analysis that was prepared by Robert Charles Lesser & Company, LLC, for the Schrader/Blackwell and Harrison Bennett FLU Map Amendment. The purpose of the market analysis was to assess the development opportunities for both amendments relative to scale and development concept. In addition, Robert Lesser & Company, LLC, was asked to assess the relationship between town or village centers and power centers. In order to better understand the concepts in the study, staff researched the characteristics that defined different types of retail centers, as shown below:

Characteristics of a Regional Shopping Center: Gross leasable area ranges from 300,000-900,000 square feet, minimum site area is 10-60 acres, primary trade radius is 8 miles, primary trade area driving time is 20 minutes, and the minimum population served is 150,000+. Typical tenants include a full-line department store; fashion department store; megaplex, entertainment center; food court; large-format, specialty store; and large-format, off-price store. Power centers have three or more "big-box" retailers, such as Ross, Home Depot, Linens and Things, etc. Supermarkets can be found in neighborhood and community shopping centers that serve a five-mile radius; they are not part of a regional/super regional shopping center.

Comment: The power center described in the Market Analysis (combined square footage of Schrader/Blackwell and Harrison Bennett) is 778,000 square feet; the trade radius is said to be five miles; and the population growth in the next 20 years for the East Pasco/Wesley Chapel area is 150,000. The power center is 2.5 miles south of the Curley Road Town Center and 2 miles west of the New River Town Center. The project appears to represent a regional shopping center not a community regional shopping center.

Characteristics of a Community Center: The applicant equates a power center with a community center; however, the square footage proposed equates to the size of a regional shopping center. There are different definitions for regional and super regional as well as different characteristics. A community center has 100,000-450,000 square feet of leasable area on 10-30 acres within a 3-5 mile trade area and serves a population of 40,000-150,000 people. The tenants include department stores, supermarkets, off-price stores, furniture stores, sporting goods stores, drugstores, office supply stores, and cinemas.

Comment: Individually, the Schrader/Blackwell and Harrison Bennett proposed FLU Map Amendments appear to represent community centers; however, cumulatively, they represent a regional shopping center.

Characteristics of a Town Center: The size of a town center is 30,000-100,000 square feet with a service area of 2-5 miles. Important considerations for success include 1) development of multifamily should occur first to establish a human presence and a minimum level of everyday activity on the street, 2) achieve a mix of uses, 3) project configuration, 4) critical mass (scale and density of the project), 5) uses need to be in suitable locations, and 6) timing and phasing (success needs to occur in the first phase in order to keep the project viable). Commercial elements operate like shopping centers in terms of siting and tenant mix. Services include the sale of convenience goods and personal services for day-to-day needs of the immediate neighborhood. A supermarket is the principal tenant. All town centers have a grocery store/supermarket as a tenant. Power centers at the regional level don't need a supermarket to be successful.

The following chart shows what is currently approved or pending approval within eight miles of the proposed FLU Map Amendments.

APPROVED/APPROVAL PENDING DEVELOPMENTS

<u>Development</u>	<u>Acres</u>	<u>Retail</u>	<u>Office</u>	<u>Industry</u>	<u>DU</u>
Cypress Creek Town Center	438	2,211,000	2,211,000	0	882
Curley Road Town Center	186	263,760	263,760	0	1,150
New River Town Center	1,796	560,000	560,000	0	2,440
Pasco Town Center	929.6	2,400,000	2,400,000	425,000	1,400
WaterGrass Town Center	<u>1,036.4</u>	<u>140,000</u>	<u>140,000</u>	<u>0</u>	<u>1,999</u>
TOTALS	<u>4,386.5</u>	<u>5,574,760</u>	<u>1,363,400</u>	<u>425,000</u>	<u>7,871</u>

Both the developers of Curley Road Town Center and New River Town Center were contacted regarding this proposed amendment. The developers of Curley Road Town Center have drafted a proposed contractual agreement with the developers of the Schrader/Blackwell and Harrison Bennett proposed projects that limit the types of uses and the timing of those uses so that all projects remain viable. While not binding on any County approvals or denials, this is a sign that the developers desire to make these projects work; however, the developers of New River have not been contacted yet.

Although the town center concept is becoming an attractive option to the proliferation of strip commercial development and affords alternatives to typical shopping centers, it will be prudent to ensure that siting of town centers is carefully considered in order to ensure their potential viability and success. The combined square footage of the Schrader/Blackwell and Harrison Bennett FLU Map Amendments equates to the size of a power center. As described above, there are more than 5,574,000 square feet of commercial development approved/pending approval within an eight-mile radius. A further, independent analysis is necessary to determine where town centers should be located within Central Pasco County in order to co-exist with regional shopping centers (power centers), community centers, and other town centers. At this time, the Growth Management Department staff does not recommend approval of the proposed FLU Map Amendment.

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SECOND CYCLE
CITIZENS' ADVISORY COMMITTEE PLANNING DISTRICT 5**

REPORT

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Agents: Figurski and Harrill

Location: The subject property is located in Southeast Pasco County, on the north side of S.R. 54, approximately one-quarter mile east of the current Curley Road and approximately 2½ miles east of I-75; Sections 09 and 10, Township 26 South, Range 20 East.

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I. Site Characteristics

A. Soil

The development potential based upon the soil classifications found on the subject property varies. Data from the Soil Survey of Pasco County states that development limitations are classified as slight, moderate, or severe. Development limitations are considered slight if soil properties and site features are generally favorable for the indicated use and limitations are minor and easily overcome; moderate, if soil properties or site feature are not favorable for the indicated use; and severe, if soil properties or site features are so unfavorable or so difficult to overcome that special design, significant increases in construction cost, and possibly increased maintenance are required. Special feasibility studies may be required where the soil limitations are severe. Four soil types are found on the property: Pomona (approximately 30 percent), Sparr (approximately 50 percent), Ona (approximately 15 percent), and Newnan (approximately 5 percent). All are fine sands; Sparr and Newnan are rated "moderate," and Pomona and Ona are rated "severe" for wetness and ponding.

B. Flood Plain

The parcels lie exclusively in Flood Zone "X" which identifies an area determined to be outside the 100- and 500-year floodplains. There was no 1998 or 2003 El Niño flooding on the property.

C. Wetlands

There are approximately 15 acres of Class II wetlands on the property and approximately 10 acres of lakes.

D. Historic/Archeological Sites

There are three "lithic scatters" found on the property, but none were found eligible for listing in the National Registry of Historic Places.

II. Background

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III. Comprehensive Plan Review

The following is an assessment of the proposed amendment's consistency with the Goals, Objectives, and Policies of the Comprehensive Plan and an analysis for whatever further amendment, if applicable, that would be advisable in conjunction with the proposed amendment.

Chapter 2, Future Land Use Element

Goal 1: Achieve a high-quality-living environment for the citizens of Pasco County through improved management of the County's land, natural, and economic resources.

Growth Management

Objective 1.2: Achieve an arrangement of land uses which is efficient with respect to land utilization, reduces average travel distances, and reduces the average cost of delivering public services.

Policy 1.2.5: Permit mixed- and multiple-use projects within activity centers which provide integration and interaction among land uses. This policy shall not preclude nor provide a bias against single-use projects if inappropriate mixing will create incompatibility between adjacent land uses.

Policy 1.2.12: Limit the scale of development commensurate with the minimum level of service standards established by Pasco County for transportation, utilities, and other public services (see Objective 1.3).

Comment: This proposed land use change potentially conflicts with the viability of the proposed town centers, approximately 2.5 miles to the north and two miles east, which are priorities for Pasco County. The Growth Management Department staff is concerned that the uses and timing of development may detract from the viability of the Curley Road and New River Town Center.

Goal 3: Provide opportunity for commercial development that will be economically and functionally beneficial to Pasco County.

Commercial Development

Objective 3.1: Achieve appropriate size, function, and required compatibility of new commercial development following Comprehensive Plan adoption.

Policy 3.1.6: Permit Commercial development of a character, intensity, and location which complements surrounding land uses and public facilities.

Comment: See comment for Policy 1.2.12, above.

Chapter 13, Economic Element

Goal 1: To provide a diverse economic base which affords Pasco County and its residents a maximum amount of economic opportunity.

Economic Development Integrated with Planning

Objective 1.1: The County shall develop and maintain programs designed to expand and enhance the County's economic base.

Objective 1.4: The County shall ensure that land is allocated for future agricultural, commercial, and industrial land uses to allow for a viable economy.

Comment: The Growth Management Department has serious reservations that this proposed development, without an agreement in place as to specific uses and the timing of

construction of those uses, can coexist with the proposed town center to the north. This proposed development must be evaluated within an overall context of the demand for retail versus office uses. The Pasco County Economic Development Council has repeatedly stated that there is a need for more office and industrial uses that attract quality jobs.

IV. Impact Analysis

A. Transportation

Transportation improvements include the following: in 2004-15, six-lane S.R. 54 from Old Pasco Road to Curley Road and four-lane Curley Road from S.R. 54 to the proposed Zephyrhills West Extension; and in 2015-25, four-lane S.R. 54 from Curley Road to Handcart Road. Additionally, there is a current route study to realign the southern part of Curley Road to the east such that it would abut the western edge of this development. The current Capital Improvement Plan shows that this construction is scheduled to be completed in late 2008.

B. Sanitary Sewer

A letter from the Pasco County Utilities Department verifies that sanitary sewer is currently available along S.R. 54.

C. Potable Water

A letter from the Pasco County Utilities Department verifies that potable water is currently available along both S.R. 54 and U.S. 41.

D. Drainage

Upon review by the Pasco County Design/Stormwater Division, it has been determined that the department has major concerns about the discharge of stormwater from the property. The property is situated in the New River Basin which, while being an open basin, will be subject to a new, more stringent, stormwater ordinance that will nearly double the storage capacity of retention/detention areas. This property should be designed under this new ordinance.

E. Recreation and Open Space

The applicants have documented the need for 3.0 acres for neighborhood parks, 7.6 acres for regional parks, and \$188,100.00 in impact fees (\$627/du X 300 du).

F. Solid Waste

A letter from the Pasco County Utilities Services Branch indicates that solid-waste service is available.

G. Mass Transit

Mass Transit is not available in this area. Paratransit (advance reservation, door to door) service is available.

H. Additional Service Requirements

1. Utilities: This property is in the Withlacoochee River Electric Cooperative service area.
2. Fire, Police, and Emergency Services: Services will be provided by the Pasco County Sheriff's Office and the Pasco County Emergency Services Department. The applicants, through impact fees in accordance with the Fire Combat and Rescue Services Ordinance, will pay the cost of additional services. In addition, fire protection shall be required with the installation of fire hydrants and additional land may be requested for a future fire/rescue station.
3. Health Care: The nearest regional hospital is located in New Port Richey.
4. Schools: The following schools are or will be available to serve this project: Elementary "E," Weightman Middle, and Wesley Chapel High School.

V. Population Projections and Land Use Allocations

Population projections based upon the Pasco County EAR have concluded that between 2000-25, Pasco County will grow by 160,565 residents. Based on proposed and approved development, the majority of this growth is occurring in Citizens' Advisory Committee (CAC) Districts 4 and 5. The general population growth areas in CAC District 5 is the U.S. 41/Ridge Road Extension/Connerton area with over 10,000 dwelling units proposed. The other high-growth area in this district is the Wesley Chapel north of S.R. 54 where over 25,000 dwelling units are proposed.

VI. Intergovernmental Coordination

The property lies approximately 4½ miles north of Hillsborough County. Intergovernmental Coordination is not required.

Attachments:

1. Location Map
2. Existing FLU Maps
3. Proposed FLU Maps
4. County Correspondence
5. Service Provider Correspondence
6. Robert Charles Lesser and Company, LLC, Market Analysis