



# Evaluation & Appraisal and Update of Alachua County Comprehensive Plan: 2011-2030

*Review of Draft Policy Revisions to Address  
Evaluation & Appraisal Issues*

# Purpose of Meeting

- Follow-up on Board direction and questions raised by BoCC at December 4<sup>th</sup> and 6<sup>th</sup> Comprehensive Plan workshops.
- Receive input and direction from County Commission on draft policy revisions to the Comprehensive Plan in preparation for public hearings on transmittal of proposed amendments for State review.

# Presentation Outline

1. Recreation Master Plan Policy
2. Solid Waste Policies Relating to Incineration
3. Clustered Rural Subdivisions: Allowable Uses in Open Space Areas and Thresholds for Required Clustering

# Upcoming Schedule – Comprehensive Plan Update

- **March 28<sup>th</sup> BoCC Workshop on Draft Policy Revisions:**
  - Greenways Master Plan and Open Space Policies
  - Suggestions to increase density in Urban Cluster
  - Additional issues raised at January 29<sup>th</sup> BoCC meeting
- **Public Hearings on Transmittal of Draft Amendments:**
  - Local Planning Agency/Planning Commission: May - June
  - County Commission: June - July
- **State deadline for transmitting proposed amendments:**
  - March 19, 2019

# **1. RECREATION MASTER PLAN POLICY**

# Recreation Master Plan Policy

## BoCC Direction from Dec. 6th:

- Reconsider Recreation Master Plan in light of open space ordinance, and consider that it is providing recreational opportunities which might be considered as pocket parks or neighborhood parks, and let us (BoCC) know how that affects Level of Service standards and whether or not we're achieving them.

# Recreation Master Plan Policy

## Revised Language Based on Board Direction

**Policy 1.1.9** The Countywide Recreation Master Plan shall be updated by the year 2020 and every ten (10) years thereafter. The parks and recreation component of the Recreation Master Plan shall be updated every five years. The Recreation Master Plan will accomplish the following objectives:

- a. update the County's inventory of public parks, trails and greenways, and conservation lands;
- b. **(new)** consider the potential role of open space provided in developments as pocket parks and neighborhood parks and how such open space should be counted toward meeting the level of service standards for recreation;
- c. determine residents' needs and priorities;
- d. develop a new long-range parks and recreation vision in response to the community's needs, trends and best practices;
- e. develop a phasing, funding and implementation strategy.

**Policy 1.1.10** The Recreation Master Plan shall be used to update comprehensive plan policies and level of service standards, the Capital Improvements Plan, land development regulations and park/recreation impact fees.

**Policy 1.1.11** The Recreation Master Plan shall be developed in collaboration with the City of Gainesville and other municipalities, state agencies and other parks and recreation providers in Alachua County.

# Board Discussion & Direction

Provide direction regarding draft language on Recreation Master Plan policy.

## **2. SOLID WASTE POLICIES RELATING TO INCINERATION**

# Current Policy on Solid Waste and Incineration

## SOLID WASTE ELEMENT

### Policy 1.2.5

Due to the toxic nature of incinerator and mass burn facilities, no such facility will be included in the County solid waste system.

# Issues with Current Policy

- Does not accurately represent how certain solid waste and hazardous waste materials are handled
- Examples: disaster debris material, yard waste, pesticides, poisons, pharmaceuticals, medical waste, etc.
- Seeking transparency in operations
- Waste to energy is one of the strategies established by FDEP for achieving recycling benchmarks
- County may need additional strategies to meet recycling benchmarks

# Solid Waste Policies Relating to Incineration

## BoCC Direction from Dec. 6th:

- Accept all of the proposed revisions to the solid waste element of the Comprehensive Plan with the exception of policy 1.2.5 and direct Staff to come back to the Board with language which would explicitly prohibit the combustion of plastics to the full extent of the law by either public or private entities in the unincorporated area of Alachua County.
- Direct staff to return with revised policy 1.2.5 (displayed on screen as follows):  
~~Due to the toxic nature of incinerator and mass burn facilities, no such facility will~~ not be included in the County solid waste system. This policy does not prohibit the combustion or thermal decomposition of vegetative yard trash, vegetative biomass and vegetative storm debris. This policy does not prohibit the combustion or thermal decomposition of hazardous waste or other materials for which there is no alternative method of disposal as mandated by Federal Law.

# Draft Recommendations

## SOLID WASTE ELEMENT

### Policy 1.2.5

~~Due to the toxic nature of incinerator and mass burn facilities, no such facility will~~  
not be included in the County solid waste system. The use of tires, plastics or plastic derived materials as a fuel source or as feedstock for a waste to energy facility is prohibited in the County solid waste system. This policy does not prohibit the combustion of vegetative yard trash, vegetative biomass and vegetative storm debris. Hazardous waste or other material for which there is no alternative method of disposal shall be disposed of as mandated by Federal law.

# Draft Recommendations

## FUTURE LAND USE ELEMENT

### 4.0 INDUSTRIAL POLICIES

Policy 4.1.5     The use of tires, plastics or plastic derived materials as a fuel source or as feedstock for a waste to energy facility is prohibited.

### 5.0 INSTITUTIONAL POLICIES

Policy 5.5.4     Landfills and transfer systems shall be designed to have a minimal impact on the environment. The use of tires, plastics or plastic derived materials as a fuel source or as feedstock for a waste to energy facility is prohibited.

# Draft Recommendations

## CONSERVATION AND OPEN SPACE ELEMENT

### OBJECTIVE 5.7 - HAZARDOUS MATERIALS

Policy 5.7.10 The use of tires, plastics or plastic derived materials as a fuel source or as feedstock for a waste to energy facility is prohibited.

# Board Discussion & Direction

Provide direction regarding draft language on solid waste policies relating to incineration.

### **3. Clustered Rural Residential Subdivisions: Allowable Uses in Open Space and Thresholds for Required Clustering**

## County Commission Motions on Dec. 4, 2018 on Clustered Rural Residential Subdivisions

1. Direct staff to develop language regarding the open space associated with Rural Clustered Subdivisions to specify that that area is conservation land and silviculture is not an allowable usage but food production on a limited basis could be an option, staff to provide some language for the Board to review.
2. The trigger for requiring Rural Clustered Subdivisions should be 10 units and not 25.

# Clustered Rural Residential Subdivisions Presentation Outline

- **Overview of Adopted Policies for Rural & Agricultural Future Land Use**
  - General
  - Residential Subdivisions in Rural/Agriculture Area
- **Summary of Adopted Clustering Policies**
- **Approved Residential Subdivisions In Rural/Agriculture Area 2005-2018**
- **Examples of Permitted Uses in Open Space Area**
- **Outline of Policies on Clustered Rural Residential Subdivisions**
- **Review of Draft Policy Revisions in support of Local Foods presented at BoCC meeting 12-4-18**
- **Draft Policy Revisions in response to BoCC motions 12-4-18 for BoCC direction**

# Rural & Agricultural Adopted Objectives & Policies Overview

## **GENERAL (OBJECTIVE 6.1)**

Rural and agricultural areas shall be protected in a manner consistent with:

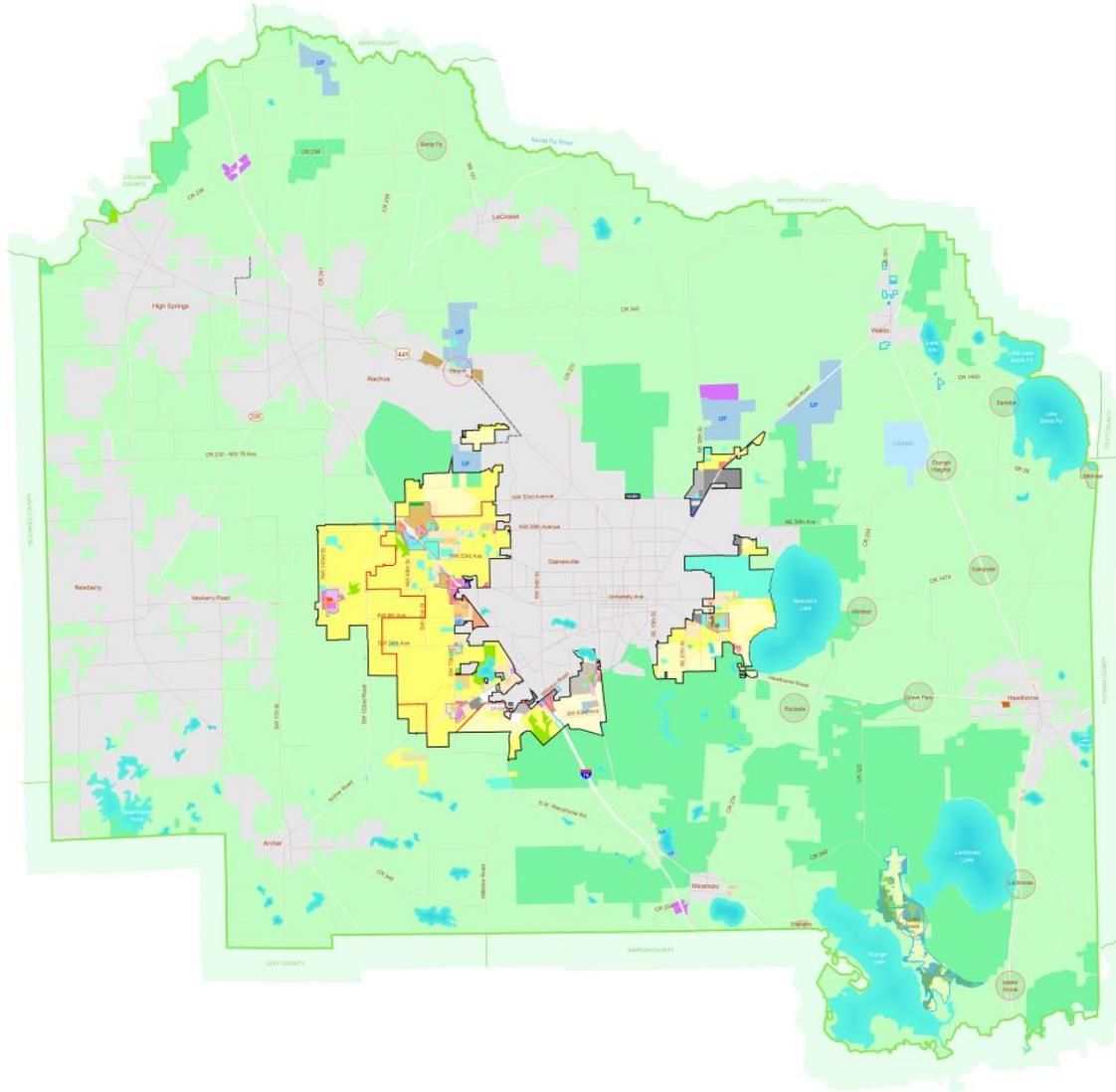
- Retention of agriculture, open space, and rural character
- Preservation of environmentally sensitive areas
- Efficient use of public services and facilities

# Rural & Agricultural Adopted Objectives & Policies Overview

## GENERAL (OBJECTIVE 6.1)

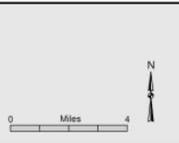
- Encourage continuation of productive agricultural uses through strategies including
  - transfer of development rights
  - support local, State, and Federal incentives including funds for purchase of agricultural conservation easements and purchase of development rights
- Require most recent best management practices for agriculture and silviculture
- Encourage sustainable and conservation-oriented practices for agriculture and silviculture
- Support development of markets and programs that promote sale of locally produced goods
- Agricultural pursuits shall be allowed in all land use classifications, provided the health, safety and welfare of the general public and protection of the natural environment are assured (see e.g. Policy 6.2.5 regarding parcels containing natural resource areas and their protection)

# FUTURE LAND USE MAP 2030 - ALACHUA COUNTY, FLORIDA



**LEGEND**

- Urban Services Area
- Urban Cluster Line
- Rural Cluster
- Municipality Separator
- Commercial Enclaves
- Rural Commercial - Agriculture
- Water Bodies
- Municipalities
- Special Area Studies
- Activity Centers
- Recreation
- Preservation
- Commercial
- Tourist/Entertainment
- Institutional
- CSWRF County Solid Waste Management Facility
- UF Campus Master Plan
- Light Industrial
- Heavy Industrial
- Estate Residential
- Low Density Residential
- Medium Density Residential
- Medium High Density Residential
- High Density Residential
- Rural/Agriculture
- Rural Employment Center
- Rural Community Employment Center



Prepared by:  
 Alachua County  
 Department of Growth Management  
 10 SW 2nd Avenue, Gainesville, FL 32601  
 (352) 374-5249  
<http://growth-management.alachuacounty.us>

**Notes:**  
 The Future Land Use categories shown on this map are defined in the policies in the Alachua County Comprehensive Plan and are to be implemented in conjunction with the Goals, Objectives and Policies.  
 Adopted April 5, 2011; Effective July 22, 2011; Updated as of March 30, 2017  
 UF Campus Master Plan properties are those identified in the UF Campus Master Plan 2005-2015, Figure 14-2, adopted 3/31/06

# Rural & Agricultural Adopted Objectives & Policies Overview

## **RURAL/AGRICULTURE (OBJECTIVE 6.2)**

Areas identified for Rural/Agriculture on the Future Land Use Map are for

- Agricultural activities and other uses
- Rural residential uses at max density of 1 dwelling unit/5 acres (with exceptions such as accessory dwelling units, family homestead exceptions, temporary permits, or incentive bonuses for clustering in Policy 6.2.10, subject to resource protection requirements)

# Residential Subdivisions in Rural/Agriculture Area (Policies 6.2.6 – 6.2.8)

- Access Standards
  - Subdivisions over 6 lots require internal paved roads
  - Subdivisions of no more than 6 lots may access internal private easement road directly connected to public road with sufficient right-of-way
- Cap of 150 new subdivision lots less than 8 acres per year except in clustered subdivisions
- Special Area Study required to address public facilities such as transportation, fire, impacts on surrounding land uses, and environmental issues for subdivisions over 100 lots

# Clustered Rural Residential Subdivisions

## Summary of Major Adopted Policy Components

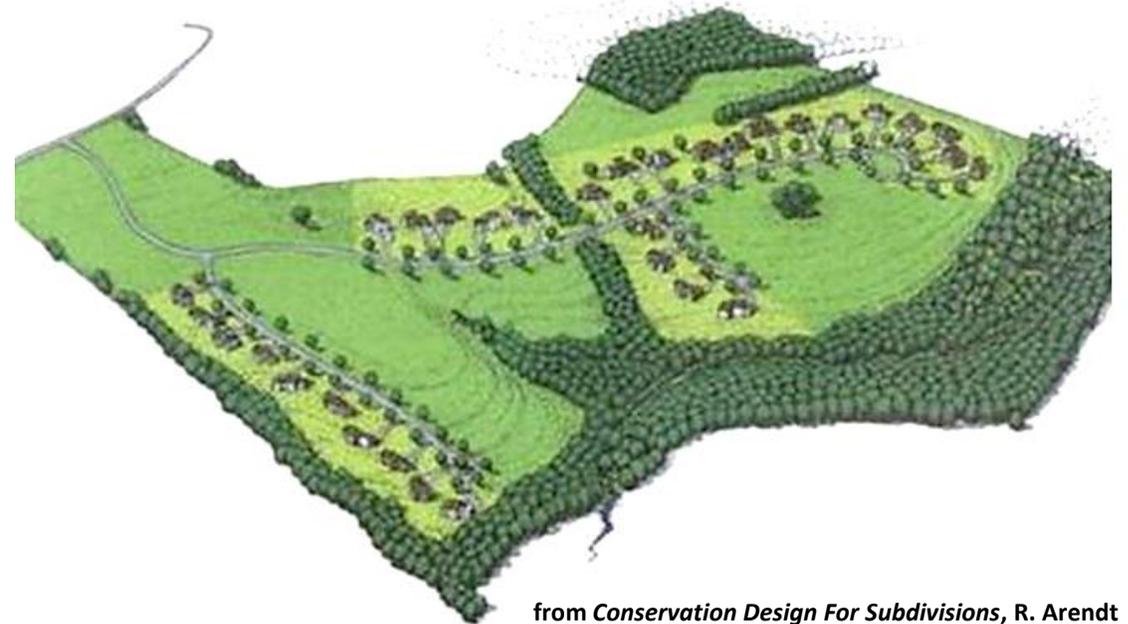
- **Preferred design for new rural residential subdivisions**
- **Required for 25 or more lots**
- **Incentives for Rural Residential Subdivisions to be clustered**
  - 2 additional units
  - 1 additional unit for every 10 acres conservation area set aside as open space
  - 1 additional unit for every 20 acres non-conservation area set aside as open space
- **Minimum 50% open space required in accordance with design principles**
- **Permitted uses in accordance with Policy 6.2.12**

# Clustered Rural Residential Subdivisions

**Conventional Subdivision**



**Clustered Subdivision**



from *Conservation Design For Subdivisions*, R. Arendt

# **Summary of Major Adopted Policy Components on Open Space in Clustered Rural Residential Subdivisions Policy 6.2.12(a)&(b)**

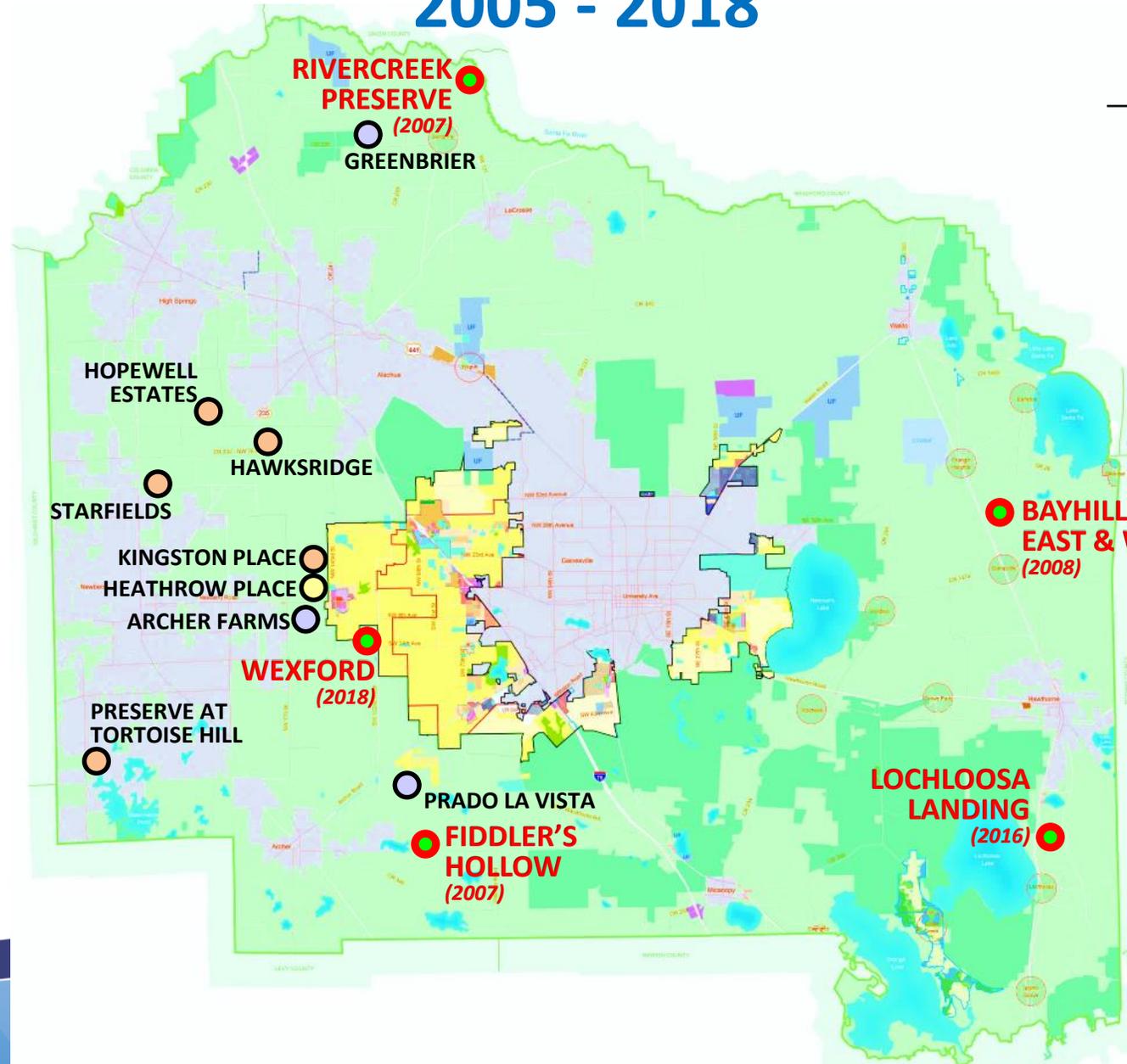
- **Minimum 50% open space in accordance with design principles consistent with Conservation and Open Space Element Policies for protection of natural resources**
- **Protect natural, historic, paleontological resources and agricultural areas through site specific inventory**
- **Conservation areas shall receive top priority . . . and may only be impacted in accordance with Conservation and Open Space Element policies**
- **Agricultural areas with viable soils and effective land masses shall be included . . . after resource protection criteria are met. Agricultural uses encouraged to be included.**
- **Historic and paleontological resources shall be included . . . in accordance with the Historic Preservation Element**
- **Single contiguous area, logical boundaries, eliminate and minimize fragmentation**
- **Linked open space networks**

# Residential Subdivision Approvals in Rural/Agriculture Area 2005 - 2018

Type	# of Lots	Acres
Anfinzen Estates	2	40.00
Parrish 2 lot subdivision	2	41.52
<b>Family Homestead Subdivisions (7)</b>		
Grandjean-Brown Family Homestead	2	11.75
Trowell Family Homestead	2	20.00
Emerson/Howell Family Homestead	2	20.38
Khurana Family Homestead	3	5.65
Fernandez Family Homestead	3	14.38
Burnsed Family Homestead	5	22.50
W.A.Taylor Family Homestead	6	23.80
<b>4 - 6 Lot Subdivisions (3)</b>		
Archer Farms Planned Development	4	44.90
Prado La Vista - Unit 1	6	30.13
Greenbrier	6	37.00
<b>7 - 9 Lot Subdivisions (1)</b>		
Heathrow Place	9	46.38
<b>19 - 24 Lot Subdivisions (5)</b>		
The Preserve at Tortoise Hill	19	97.96
Hopewell Estates	20	101.73
Kingston Place	24	121.50
Hawks Ridge (El Dorado)	24	136.00
StarFields	24	155.03
<b>Clustered Subdivisions (5)</b>		
<b>Wexford (fka Parker Road)</b>	<b>13</b>	<b>55.60</b>
<b>Lochloosa Landing</b>	<b>18</b>	<b>129.52</b>
<b>Fiddler's Hollow (fka Bishop's Glenn)</b>	<b>58</b>	<b>252.23</b>
<b>Bayhill East and West</b>	<b>80</b>	<b>345.53</b>
<b>Rivercreek Preserve</b>	<b>100</b>	<b>439.00</b>

-  2 Lots
-  Family Homestead
-  4-6 Lots
-  7-9 Lots
-  19-24 Lots
-  Clustered (13-100 Lots)

# Residential Subdivision Approvals in Rural/Agricultural Area 2005 - 2018



## Approved Subdivisions

- 4-6 Lots
- 7-9 Lots
- 19-24 Lots
- Clustered (13-100 Lots)

# Some Permitted Uses in Open Space in Approved Clustered Rural Residential Subdivisions

## **Wexford**

- Gopher tortoise habitat
- Community Green Space containing managed natural forested areas for passive recreation
- Stormwater Management Areas

## **Lochloosa Landing**

- Conservation Management Areas including upland and wetland areas
- Nature trails, elevated walkways and boardwalks, and low intensity, passive recreational activities such as wildlife viewing and hiking
- Placement of small bird or mammal feeders
- Use of small motorized vehicles on trails for handicapped access and maintenance access
- Hunting deer and wild hogs
- Management activities such as fire, vegetation thinning, and selective hand harvesting

# Some Permitted Uses in Open Space in Approved Clustered Rural Residential Subdivisions

## **Fiddler's Hollow**

- Gopher Tortoise Conservation Area
- Natural forest, fields in managed succession, and pine plantation managed to promote a more natural forest structure and species composition
- Nature trails and low intensity, passive recreational activities such as wildlife viewing and hiking
- Community green space including stormwater facilities

## **Bay Hill East and West**

- Conservation Management Areas
- Gopher tortoise habitat
- Nature trails and low intensity, passive recreational activities such as wildlife viewing and hiking
- Equestrian trails, pastures, and pole barn for use of residents
- Stormwater facilities

## **Rivercreek Preserve**

- Wetlands, floodplains, habitat, and strategic ecosystems
- Pine plantation conversion to flatwoods in consultation with Division of Forestry
- Community green space and amenities, trails, stormwater facilities

# Outline of Adopted Policies on Clustered Rural Residential Subdivisions

- **Clustering (Policy 6.2.9)** Preferred design in furtherance of listed goals
- **Density and Intensity (Policy 6.2.10, 6.2.10.1)** Including natural resource protection standards
- **Design Sequence (Policy 6.2.11)** 4 step process: open space area including natural resources consistent with COSE, ag areas, network connections; then developed area; streets; and lot lines
- **Open Space Area in Clustered Subdivisions (Policy 6.2.12)**
  - (a) Minimum 50% of site
  - (b) Design Principles
  - (c) Permitted Uses
  - (d) Permanent Protection
  - (e) Ownership, Maintenance, Management Plan
- **Developed Area (Policy 6.2.13)** Principles – home siting, lot sizes; development impacts within developed area & to open space and adjacent offsite areas; impacts to adjacent public roads
- **Applicability (Policy 6.2.14)  $\geq 25$  lots shall be clustered**

# Clustered Rural Residential Subdivisions

## Review of Draft Policy Revisions in Support Of Local Foods

### Staff Presented at BoCC Meeting 12/4/2018

- **Clustering** (Policy 6.2.9) - *added opportunities for community gardens and farms to Goals*
- **Density and Intensity** (Policy 6.2.10, 6.2.10.1) - *modified incentive structure*
- **Design Sequence** (Policy 6.2.11) 4 step process
- **Open Space Area in Clustered Subdivisions** (Policy 6.2.12)
  - (a) Minimum 50% of site
  - (b) Design Principles
  - (c) Permitted Uses - *added community farms*
  - (d) Permanent Protection
  - (e) Ownership, Maintenance, Management Plan
- **Developed Area** (Policy 6.2.13)
- **Applicability** (Policy 6.2.14)  $\geq 25$  lots shall be clustered

## County Commission Motions on Dec. 4, 2018 on Clustered Rural Residential Subdivisions

1. Direct staff to develop language regarding the open space associated with Rural Clustered Subdivisions to specify that that area is conservation land and silviculture is not an allowable usage but food production on a limited basis could be an option, staff to provide some language for the Board to review.
2. The trigger for requiring Rural Clustered Subdivisions should be 10 units and not 25.

# Some Examples Of Agriculture Uses in Open Space in Clustered Subdivisions Based on Literature and Internet Research

## 1. Crops, orchards, vineyards, groves

- a. For use of residents
- b. Limited scale commercial for distribution to local markets
- c. Larger scale, subject to performance standards

## 2. Livestock and Pasture

- a. Horses owned by and for use of residents
- b. Livestock grazing (cattle, goats, sheep, etc)
- c. Hay production

### Considerations

- Density and intensity standards for crops and animals (e.g., per IFAS)
- Standards to prevent adverse impacts to conservation resources
- Innovative techniques such as hydroponics encouraged

# Clustered Rural Residential Subdivisions

## Outline of *Draft Policy Revisions* in Response to BoCC Motions 12/4/2018

- **Clustering** (Policy 6.2.9)
- **Density and Intensity** (Policy 6.2.10, 6.2.10.1)
- **Design Sequence** (Policy 6.2.11) 4 step process
- **Open Space Area in Clustered Subdivisions** (Policy 6.2.12)
  - (a) Minimum 50% of site
  - (b) Design Principles - *cross-reference specific requirements on uses and standards in (c) and management plan requirements in (e)(3)*
  - (c) Permitted Uses - *detail particular ag uses, prohibit intensive silviculture, tie to criteria and standards per (e)(3) management plan*
  - (d) Permanent Protection
  - (e) Ownership, Maintenance, Management Plan - *add non-profit ag organization, add detail on management plan objectives and standards*
- **Developed Area** (Policy 6.2.13)
- **Applicability** (Policy 6.2.14)  $\geq 25$  lots shall be clustered *change to  $\geq 10$  lots*

# Clustered Rural Residential Subdivisions

## Draft Policy Revisions In Response To BoCC Motions 12/4/2018

### Policy 6.2.12 Open Space Area in Clustered Subdivisions

- (b)(1)b. Agricultural areas with viable soils and effective land masses shall be ~~included~~ evaluated for inclusion as part of the designated open space area after resource protection criteria are met. Agricultural uses consistent with 6.2.12(c) Permitted and Prohibited Uses and in accordance with requirements for management plans in 6.2.12(e)(3) are encouraged to be included as part of the designated open space area.

# Clustered Rural Residential Subdivisions

## Draft Policy Revisions In Response To BoCC Motions 12/4/2018

### Policy 6.2.12 Open Space Area in Clustered Subdivisions

- (c) Permitted and Prohibited Uses.
- (1) Permitted uses in the open space area are natural resource conservation areas, non-intensive agriculture for food production including community gardens, farms, and orchards, non-intensive silviculture consistent with (3) below, ~~and~~ common open space, resource-based recreation uses which maintain the undeveloped area in a natural state, permeable stormwater facilities consistent with [Stormwater Element](#) Policy 5.1.11, community energy systems, and common water supply systems and common septic system drainfields. Agricultural uses such as larger scale food production, livestock, and equestrian-related uses may be permitted subject to performance standards required in management plans in 6.2.12(e)(3). A residential unit used as a homestead just prior to the creation of the clustered subdivision can continue to be used as a homestead within the open space area and not counted toward the total number of units allowed in the rural clustered subdivision.

# Clustered Rural Residential Subdivisions

## Draft Policy Revisions In Response To BoCC Motions 12/4/2018

### Policy 6.2.12 Open Space Area in Clustered Subdivisions

- (c) **(3) More intensive silviculture uses of planted monoculture “plantation” forests, with intensive management regimes that include practices such as regular applications of fertilizer and herbicide treatments, shall not be allowed in any clustered rural residential subdivision. Only natural forest management, as recognized by the Florida Forestry Association, in accordance with provisions of the applicable management plan consistent with 6.2.12(e)(3) may be considered.**

# Clustered Rural Residential Subdivisions

## Draft Policy Revisions In Response To BoCC Motions 12/4/2018

### Policy 6.2.12 Open Space Area in Clustered Subdivisions

- (e)(1) Ownership methods. Ownership and maintenance of open space shall be by one or a combination of the following:
- a. Original landowner
  - b. Homeowners association
  - c. Established land trust
  - d. Non-profit conservation **or agricultural** organization
  - e. Alachua County, with county approval
  - f. Other public agency (e.g. Water Management District)

# Clustered Rural Residential Subdivisions

## Draft Policy Revisions In Response To BoCC Motions 12/4/2018

### Policy 6.2.12 Open Space Area in Clustered Subdivisions

(e)(3) Management plan. An open space management plan shall be required to accompany the development plan, subject to county review and approval. The management plan shall establish management objectives **consistent with conservation objectives and policies and public health and safety**, outline procedures, and define the roles and responsibilities for managing the open space. Management shall include wildfire mitigation. **Any current and ongoing silviculture activities must transition to a natural forest management regime with specific objectives to improve the health and diversity of the forest community, exclude bedding and herbicide application, with particular management emphasis on preserving, enhancing, and restoring the natural resource values and functions of the forest system. Agriculture activities shall be subject to performance standards in the land development regulations consistent with recommended practices from University of Florida Institute of Food and Agricultural Sciences (UF IFAS).**

**The management plan shall identify how agriculture and silviculture operations shall avoid impacts to conservation resources according to standards in the land development regulations.**

# Clustered Rural Residential Subdivisions

## Draft Policy Revisions In Response To BoCC Motions 12/4/2018

### Policy 6.2.14 Applicability

~~(a) New rural residential subdivisions of parcels legally created prior to October 2, 1991, consisting of 25 or more lots shall be clustered according to the policies and requirements under this section.~~

New rural residential developments of 10 or more lots shall be developed as clustered rural residential subdivisions in accordance with the policies and requirements under this section and implementing land development regulations.

*Note: modify other policies referencing this threshold for consistency, such as Policy 6.2.5*

# Board Discussion & Direction

Provide direction regarding draft policy language on Clustered Rural Residential Subdivisions to include in drafts for Public Hearings on transmittal for State review.