

MINUTES OF THE PLANNING COMMISSION MEETING HELD ON OCTOBER 21, 2014, AT 6:30 P.M. IN THE CITY COUNCIL CHAMBERS, APOPKA, FLORIDA.

MEMBERS PRESENT: Steve Hooks, Mallory Walters, Melvin Birdsong, James Greene, Teresa Roper, Robert Ryan, and Pamela Toler

ABSENT: Orange County Public Schools (Non-voting)

OTHERS PRESENT: R. Jay Davoll, P.E. – Community Development Director/City Engineer, David Moon, AICP - Planning Manager, Carl Rodden, Ray Moe, Doug Harcombe, Jennifer Wandersleben, Matt Manning, Borron Owen, Dick Davis, Adrienne Downey-Jacks, John Townsend, Tony Luke, Justin Birmele, John Florio, S. Browne, Ellen O'Connor, Katherine Youmans, and Jeanne Green – Community Development Department Office Manager/Recording Secretary.

NOTE: Due to the 5:01 p.m. meeting running over and a brief break, this meeting started at 7:51 p.m.

OPENING: Chairperson Hooks called the meeting to order.

CHANGE IN ZONING/PUD MASTER PLAN – FLORIDA HOSPITAL APOPKA – David Moon, AICP, Planning Manager, stated this is a request to recommend approval of the Change in Zoning “County” A-1 (ZIP) to “City” Planned Unit Development (PUD/Mixed EC) for the property owned by Adventist Health System/Sunbelt, Inc. DBA Florida Hospital Apopka. The applicant is Florida Hospital Apopka, c/o Raymond Moe; and the engineering firm is Donald W. McIntosh Associates, Inc., c/o John T. Townsend, P.E. The property is located south of Harmon Road, west of Ocoee Apopka Road, and east of S.R. 429. The existing use is vacant land and the proposed use is a hospital with ancillary uses and medical offices including a medical helipad. The future land use is Mixed Use. The tract size is 33.7 +/- acres. The staff report and its findings are to be incorporated into and made a part of the minutes.

The subject property was annexed into the City of Apopka on December 19, 2007, through the adoption of Ordinance No. 2013.

Staff has analyzed the proposed amendment and determined that adequate public facilities exist to support this zoning change as depicted in the Zoning Report.

The proposed Planned Unit Development (PUD) rezoning is consistent with the Future Land Use Designation of Mixed Use that is assigned to the property.

The proposed rezoning will not increase the number of permanent residential uses presently occurring at the subject site. A capacity enhancement agreement with OCPS is not necessary for the City to adopt this Change of Zoning.

The JPA requires the City to notify the County 30 days before any public hearing or advisory board. The City properly notified Orange County on September 12, 2014.

The Development Review Committee recommends approval of the: (1.) Change in Zoning from “County” A-1 (ZIP) to “City” Planned Unit Development (PUD); (2.) The PUD Master Plan (including architectural renderings); and (3.) The Transportation Infrastructure Agreement subject to review for form and content by the city attorney, for the parcel owned by Adventist Health System/Sunbelt, Inc., DBA Florida Hospital Apopka subject to the PUD Development Standards and Conditions as well as the findings described within the staff report.

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The proposed PUD zoning and a Master Plan are consistent with the Mixed Use future land use designation assigned to the property. All adjacent parcels within the City of Apopka are assigned the Mixed Use future land use designation. Based on the City's Future Land Use Map as well concept plans previously prepared by the City, the general area including and surrounding the Florida Hospital property is planned for commercial, office, and institutional uses that generate employment. Residential development planned for the surrounding areas is intended to serve workers employed within the area referred to as the Westside Research Park. The Master Plan is also consistent with the intent of the Ocoee Apopka Road Small Area Study that is in progress.

A transportation impact assessment study was prepared by the applicant's transportation consultant, Luke Transportation Engineering Consultants, and has been accepted by the Development Review Committee and the city engineer. Pursuant to the transportation study acceptable road capacity exists to accommodate the traffic generated by the maximum build-out as proposed within the Master Plan subject to construction and implementation of the required transportation improvements set forth in the Transportation Infrastructure Agreement.

The Transportation Infrastructure Agreement also identifies additional transportation improvements that the Florida Hospital will construct if agreed upon by the City Council, as subject to the conditions set forth therein the Agreement.

The proposed Planned Unit Development (PUD) zoning is consistent with the City's Mixed Use Future Land Use category and with the character of the surrounding area and future proposed development.

Policy 3.1.r (Future Land Use Element, Comp. Plan): The primary intent of the Mixed Land Use category is to allow a mixture of residential, office, commercial, industrial, institutional uses and public facility uses to serve the residential and non-residential needs of special areas of the City.

The proposed uses and development intensities are consistent with the Comprehensive Plan. Regarding consistencies with the Land Development Code, a PUD Master Plan allows an opportunity to provide "the zoning regulations and overall development agenda for the proposed planned unit development and shall supplement all other requirements of the Code. Planned unit development shall meet all regulations of this Code unless the city council finds that, based on substantial evidence; a proposed alternative is adequate to protect health, safety and welfare."

One notable alternative standard addresses building height. The Master Plan allows for a maximum height of 160 feet (habitable space). A maximum height of 35 feet is the current Land Development Code standard.

The PUD Master Plan is consistent with the Land Development Code except where alternative standards are set forth with the "PUD Development Standards" of the Master Plan. Development Review Committee has accepted these Development Standards, as appear on Sheet 2 of 9 of the Master Plan, with the exception to the following changes:

1. Exterior Signage and Wayfinding. This section shall be removed from the PUD master plan and deferred to the Final Development Plan, consistent with Note 18.

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2. Landscaping, Condition #1. Tree replacement shall be consistent with the City's arbor procedures. A one-for-one replacement will be required with mitigation fee paid where requirement site plantings are not met.
3. Note 29. Language shall be added that allows for connection to public or private roads or driveways south of the subject property to and through the Loop Road to Harmon Road.
4. Any change to proposed arrival and departure flight patterns must be approved by the City Council.

Architectural renderings of the proposed hospital building are provided with the Master Plan. The DRC finds the renderings to meet the intent of the Development Design Guidelines.

The PUD recommendation is to assign a zoning classification of Planned Unit Development (PUD) for the described subject property.

- A. Use of the subject property shall occur as described within the PUD Master Plan and as described below:
 1. Any change to the arrival or departure flight path for the helipad must be approved by the City Council.
- B. Development Standards applicable to the subject property shall occur consistent with the PUD Master Site Plan and as described below:
 1. Development standards and setbacks shall comply with those established for the within the Master Site Plan. Interpretation of uses allowed within the Master Plan shall be determined by the Community Development Director.
 2. Tree replacement shall occur consistent with the standards set forth in the City's Land Development Code (i.e., inch-for-inch replacement for qualifying trees.)
 3. Architectural design of the building shall be generally consistent with that approved with the PUD Master Plan unless otherwise approved by the City Council at the Final Development Plan application.
 4. Changes to the Master Plan or architectural design considered to be insignificant may be approved by the Community Development Director.
- C. Building and Fire Inspection Services. Prior to submittal of a building permit application, the applicant shall meet and discuss with the City administration regarding inspection services needs from the City. The Development Review Committee has notified Florida Hospital that the City currently does not have adequate number of qualified professional inspectors to timely complete building inspection service anticipated for the hospital complex, considering other level of service commitments for other daily building and fire department inspections. Based on the anticipated inspection needs for the hospital construction, the Development Review Committee anticipates a fiscal impact of up to \$330,000 to provide the services needed to inspect the hospital construction.

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D. The PUD Master Plan is hereby approved and is part of the PUD zoning ordinance.

A Master Plan accompanies the PUD zoning application. All PUD development standards and allowed uses are set forth within the PUD Master Plan. Where a development or zoning standards are not addressed within the Master Plan, the City's Land Development Code, Comprehensive Plan, and Development Design Guidelines shall apply.

This item is considered quasi-judicial. The staff report and its findings are to be incorporated into and made a part of the minutes of this meeting.

Chairperson Hooks opened the meeting for public hearing. With no one wishing to speak, Chairperson Hooks closed the public hearing.

Motion: James Greene made a motion to recommend approval of the: (1.) Change in Zoning from "County" A-1 (ZIP) to "City" Planned Unit Development (PUD, for the parcel owned by Adventist Health System/Sunbelt, Inc., DBA Florida Hospital Apopka subject to the PUD Development Standards and Conditions as well as the findings described within the staff report.; and Melvin Birdsong seconded the motion. Aye votes were cast by Steve Hooks, Mallory Walters, Melvin Birdsong, James Greene, Teresa Roper, Robert Ryan, and Pamela Toler (7-0).

Motion: Teresa Roper made a motion to recommend approval of the PUD Master Plan (including architectural renderings), for the parcel owned by Adventist Health System/Sunbelt, Inc., DBA Florida Hospital Apopka subject to the PUD Development Standards and Conditions as well as the findings described within the staff report.; and Pamela Toler seconded the motion. Aye votes were cast by Steve Hooks, Mallory Walters, Melvin Birdsong, James Greene, Teresa Roper, Robert Ryan, and Pamela Toler (7-0).

Motion: Melvin Birdsong made a motion to recommend approval of the Transportation Infrastructure Agreement subject to calculation revisions and review for format and content by the city attorney, for the parcel owned by Adventist Health System/Sunbelt, Inc., DBA Florida Hospital Apopka subject to the PUD Development Standards and Conditions as well as the findings described within the staff report.; and Mallory Walters seconded the motion. Aye votes were cast by Steve Hooks, Mallory Walters, Melvin Birdsong, James Greene, Teresa Roper, Robert Ryan, and Pamela Toler (7-0).

PRELIMINARY DEVELOPMENT PLAN – FLORIDA HOSPITAL APOPKA REPLACEMENT CAMPUS – Jay Davoll, P.E., Community Development Director/City Engineer, stated this is a request to recommend approval of the Preliminary Development Plan for the Florida Hospital Apopka Replacement Campus. The property is owned by Adventist Health System/Sunbelt, Inc. DBA Florida Hospital Apopka. The applicant is Florida Hospital Apopka, c/o Raymond Moe; and the engineering firm is Donald W. McIntosh Associates, Inc., c/o John T. Townsend, P.E. The property is located south of Harmon Road, west of Ocoee Apopka Road, and east of S.R. 429. The existing use is vacant Land. The proposed use is a seven-story, 600,000 sq. ft. hospital with ancillary uses and medical offices, 200,000 sq. ft. including a medical helipad. The first phase is a 400,000 sq. ft. with 80 beds and 80,000 sq. ft. of medical office space and the helipad. The future land use is Mixed Use. The tract size is 33.7 +/- acres.

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The subject property was annexed into the City of Apopka on December 19, 2007, through the adoption of Ordinance No. 2013. The Florida Hospital Preliminary Development Plan is consistent with the PUD Master Plan.

Transportation infrastructure improvements shall occur consistent with the Transportation Infrastructure Agreement. Modification of the Preliminary Development Plan to address any improvements within the Transportation Infrastructure Agreement shall only require review by the Development Review Committee unless any such plan changes are determined by the Community Development Director to be substantial modifications warranting Planning Commission and/or City Council review.

The proposed Preliminary Development Plan is consistent the Florida Hospital Replacement Campus Master Plan, Land Development Code, Comprehensive Plan and Development Design Guidelines.

Stormwater run-off and drainage will be accommodated by on-site stormwater management system that complies with the City's stormwater drainage standards.

Buffers are provided consistent with the PUD Master Plan Sheets L40.02 and L40.3 Landscape buffers along Ocoee Apopka Road, Harmon Road, and Sr. 429 are 13, 11, and 15 feet in width, respectively.

Final tree replacement calculation and mitigation shall be addressed with the Final Development Plan application.

A total of 840 parking spaces are provided, of which 59 are handicapped spaces and 10 are designated motorcycle space. Two electric car recharging stations are provided as well. The main entrance to the site is from Ocoee Apopka Road with a second access from Harmon Road. A delivery-only entrance is also provided along Harmon Road. A future LYNX bus transit shelter and pull-off lane are also planned along Ocoee Apopka Road

The design of the building exterior meets the intent of the City's Development Design Guidelines and was provided with the PUD Master Plan.

The following road improvements; will be required as part of the Initial Phase as the only required and necessary site-related improvements for the entire Hospital Project; are conceptually depicted in Exhibit "B" of the Transportation Improvements Development Agreement; are not eligible for transportation impact fee credits; and are subject to the City's approval of the design:

- (1) Improve Harmon Road to twenty-four (24) foot cross-section with four (4) foot paved shoulders between Binion Road and S.R. 429 limited access right-of-way consistent with the existing section for Harmon Road under the S.R. 429 overpass (+/-900 linear feet, estimated cost \$90,000.00).
- (2) Improve Harmon Road to thirty-three (33) foot cross-section (two-lane road designed to "urban" standards, with a continuous turn lane each eleven (11) feet) from the east edge of the limited access right-of-way of S.R. 429 to Ocoee-Apopka Road (+/-1,100 linear feet, estimated cost \$250,000.00).
- (3) Extend existing auxiliary southbound right turn lane (designed to "urban" standards) on Ocoee-Apopka Road at the Florida Hospital Main Entrance, as depicted in the Master Plan (estimated cost \$90,000.00).

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- (4) Add auxiliary northbound left turn lane (designed to “urban” standards) on Ocoee-Apopka Road at the Florida Hospital Main Entrance depicted in the Master Plan (estimated cost \$90,000.00).
- (5) If approved by the City and a warrant is not required by Orange County, as applicable, install a strain pole traffic signal at the intersection of Ocoee-Apopka Road and Keene Road based on the current traffic lane configuration (estimated cost \$100,000.00).
- (6) Provide a transit shelter and bus turnout bay pursuant to the standards of LYNX at the time LYNX provides a bus route to the Hospital Project. Relative to the design of the transit shelter, Florida Hospital shall select one (1) of LYNX’s pre-designed transit shelters that is architecturally compatible with the Hospital Project, subject to the City’s approval of the design. Florida Hospital shall be responsible for the maintenance of the transit shelter.
- (7) Provide an eleven (11) foot wide multi-use trail along Florida Hospital’s property frontage on Harmon Road, as depicted in the Master Plan (+/-1,100 linear feet, estimated cost \$31,000.00).
- (8) Provide an eleven (11) foot wide multi-use trail along Florida Hospital’s property frontage on Ocoee-Apopka Road from Harmon Road south to +/-190 feet south of the main entrance to the Hospital Project, as depicted in the Master Plan (+/-1,300 linear feet, estimated cost \$36,000.00).

The following non-site-related road improvements and road design (i) are not required for the Hospital Project, but any one (1) or more of them may be undertaken by Florida Hospital as part of the Initial Phase (subject to the City’s approval of design, estimated construction costs and proportionate share in accordance with a construction schedule provided by Florida Hospital to the City, provided that the City and Florida Hospital shall agree, no later than final approval by City Council of the final Development Plan, upon which of these road improvements will be undertaken by Florida Hospital), (ii) are conceptually depicted in Exhibit “C” of the Transportation Improvements Development Agreement attached hereto and incorporated herein by this reference, and (iii) are listed below in order of priority from the highest to the lowest priority:

- (1) Construct a two-lane roundabout (designed to “urban” standards, subject to the City’s approval of design) at the intersection of Harmon Road and Ocoee-Apopka Road (estimated cost \$750,000.00, estimated proportionate share (fair share percentage) of Florida Hospital – 11%). Florida Hospital shall be responsible for maintaining any and all landscaping, hardscaping and irrigation installed by Florida Hospital as part of the construction of the roundabout, unless such maintenance is assumed by the City or some other entity pursuant to a separate agreement with Florida Hospital. Relative to landscaping only, Florida Hospital shall be entitled to transportation impact fee credits for the value of landscaping that the City would typically install in a public right-of-way of this size and configuration. Nothing herein precludes the City from placing a gateway sign within the roundabout. No signage, structures, art, or fixtures shall be placed within the roundabout without the consent of the City.
- (2) In the event the roundabout described in subparagraph (1) above is determined by the City, after consultation with Florida Hospital, to not be feasible or practicable, install & construct a mast arm signalization, with upgraded pavement treatments (pavers, decorative concrete, etc.), landscaping, hardscaping and irrigation, (designed to “urban” standards, subject to the City’s approval of design) at the intersection of Harmon Road and Ocoee-Apopka Road (estimated cost \$500,000.00, estimated proportionate share (fair share percentage) of Florida Hospital – 11%). Florida Hospital shall be responsible for maintaining any and all landscaping, hardscaping and irrigation installed by Florida Hospital as part of the construction of the intersection, unless such maintenance is assumed by the City or some other entity pursuant to a separate agreement with Florida Hospital.

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- (3) Provided the City takes over the jurisdiction of Ocoee-Apopka Road from Orange County, provide to the City “private developer formatted” construction drawings, in accordance with City standards, of the design of the road improvements (designed to “urban” standards, subject to the City’s approval of design) to widen Ocoee-Apopka Road from two lanes to four lanes (divided) from Emerson Park on the north to the S.R. 429 Interchange on the south (estimated cost \$275,000.00, estimated proportionate share (fair share percentage) of Florida Hospital – 11%).
- (4) Subject to ability to obtain permits, add five (5) foot wide paved shoulders to Ocoee-Apopka Road in the vicinity of Keene Road from Emerson Park entrance on the north to the S.R. 429 interchange on the south where shoulders do not already exist (+/-2,250 linear feet) (estimated cost \$350,000.00, estimated proportionate share (fair share percentage) of Florida Hospital – 11%).
- (5) Install a mast arm traffic signal at the intersection of Ocoee-Apopka Road and Boy Scout Road (estimated cost \$300,000.00, estimated proportionate share (fair share percentage) of Florida Hospital – 15.0%).

Additional non-site-related road improvements are not required for the Hospital Project, but may be undertaken by Florida Hospital as part of subsequent development phases after the Initial Phase, provided that during the approval of the preliminary development plan and the final development plan for each such subsequent phase, such improvements are identified by Florida Hospital, approved by the City, and the design, estimated construction costs and Florida Hospital’s proportionate share thereof agreed to by the City, and this Agreement modified and amended to include any such additional road improvements.

The above road improvements shall include all signage and pavement and markings and all stormwater and other improvements and appurtenances related to and required therefore (all of the foregoing is referred to herein collectively as the “Road Improvements”). Unless otherwise agreed by the City, Florida Hospital shall control all aspects of the design, construction and installation of the Road Improvements, subject to right-of-way permit/use regulations and requirements of the City and other governmental agencies with jurisdiction, and Florida Hospital shall select and hire any necessary independent contractors. In connection with any of the Road Improvements for which Florida Hospital will be seeking transportation impact fee credits from the City, Florida Hospital shall competitively bid the projects for such Road Improvements in accordance with Florida Hospital’s policies and procedures.

The Development Review Committee recommends approval of the Florida Hospital Replacement Campus Preliminary Development Plan Phase 1 subject to the findings of the staff report.

This item is considered quasi-judicial. The staff report and its findings are to be incorporated into and made a part of the minutes of this meeting.

In response to questions by Chairperson Hooks, Mr. Davoll stated the shared paths will be 11 feet in width. The costs listed in the transportation agreement are the total costs and Florida Hospital would pay a proportionate fair share. They will have to be paying impact fees to the City for their building. If the City wants to do the round-about Florida Hospital would participate to their proportionate fair share but because they would probably be willing to build it with phase one it might cost upwards of \$150,000 of which they would get impact fee credits for the remaining portion. They are going to build the seven stories with the top couple of floors be shells for future use.

Jennifer Wandersleben, Vice-President and Administrator at Florida Hospital Apopka, 201 North Park Avenue, Apopka, introduced Borron Owen, the legal consultant for Florida Hospital. She stated that they have two phases in this plan. Phase one includes a five story building; however they may go ahead and build all seven stories proposed. They will know prior to breaking ground in the spring. She thanked staff for working diligently with them on the project. She stated that there were two public meetings held on the project. In 1967 the Apopka community celebrated the open house and dedication of North Orange Memorial Hospital. It was a tax district hospital and it had 50 beds. In the mid-70s the tax district board

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looked to hire a management company to take over the hospital and engaged in discussions with Florida Hospital. The discussions ended with Florida Hospital buying the hospital. In 1975 the North Orange Memorial Hospital transitioned, along with its 44 staff members and one patient, to Florida Hospital Apopka. Florida Hospital has served the citizens of Apopka for almost 40 years. She asked that the Commission recommend approval of the change in zoning, master plan, transportation agreement, and preliminary development plan to the City Council.

In response to questions by Ms. Toler, Ms. Wandersleben affirmed that the tower is going to house the patients. The ground floor is support services. The first floor surgical services, radiology, and the emergency department. The second floor starts the tower side and that's where we would have 40 bed pods.

Borron Owen, 301 East Pine Street, Orlando, stated that the way the hospitals are built is the first two floors are hospital support. All the things that are necessary to support a hospital from an administrative standpoint. The best floor plan for a hospital services 40 beds. That provides sufficient function for nurses stations, the right equipment that you can have on one particular floor. If the hospital chooses to build the full seven stories, there will be the two stories mentioned and five floors of 40 beds each; however, they will not occupy all five floors at one time. The first phase is 80 beds. So we could occupy floors 3 and 4. The top three floors, for another 120 beds, would be built out at the appropriate time. As needed by the community. The shell will be there to be filled out as needed.

In response to a question by Ms. Walters, Ms. Wandersleben stated that they plan when they move out in 2017, the goal is to know exactly what happens with that property. They have two consultants looking at what will happen with that property. They have three design drivers in mind which is the economic impact to the City of Apopka, that it is the highest and best use of the land, and that it will compliment the current assets that are there such as the nursing home and the church.

Chairperson Hooks thanked the Florida Hospital team working the staff on the whole walkability in that area and the willingness to consider the round-about.

Chairperson Hooks opened the meeting for public hearing. With no one wishing to speak, Chairperson Hooks closed the public hearing.

Motion: Mallory Walters made a motion to recommend approval of the Preliminary Development Plan for the Florida Hospital Apopka Replacement Campus owned by Adventist Health System/Sunbelt, Inc. DBA Florida Hospital Apopka, to be located south of Harmon Road, west of Ocoee Apopka Road, and east of S.R. 429, north of East Keene Road, west of Clarcona Road, subject to the information and findings in the staff report. Teresa Roper seconded the motion. Aye votes were cast by Steve Hooks, Mallory Walters, Melvin Birdsong, James Greene, Teresa Roper, Robert Ryan, and Pamela Toler (7-0).

OLD BUSINESS:

Planning Commission: None.

Public: None.

NEW BUSINESS:

Planning Commission: None.

Public: None.

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ADJOURNMENT: The meeting was adjourned at 8:26 p.m.

/s/ _____
Steve Hooks, Chairperson

/s/ _____
R. Jay Davoll, P.E.
Community Development Director

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