

Coastal Resort Properties - Re-Zoning & PUD Master Plan

Staff Report: Lee Jones

Application #: ZA19-000048 & ZA19-000050

COW Meeting Date: November 4, 2019

Applicant: Richard Davis, representing Coastal Resort Properties

Property Location: East of Waterway East Blvd

STAFF RECOMMENDATION: APPROVE WITH CONDITIONS

SUMMARY OF REQUEST

The applicant seeks two approvals for 218 acres of property located north of the Intracoastal Waterway and east of Waterway East Boulevard:

1. Rezone 218 acres from ICW-N to BT-1N and
2. Apply a Planned Unit Development (PUD) Master Plan Overlay.

These zoning actions are being requested to better align future development on the property with the approved Army Corps of Engineers Intracoastal Waterway Environmental Impact Study. The City Council shall take separate actions on the BT-1 North rezoning application and on the PUD Master Plan application.

SURROUNDING CONTEXT

- The property abuts the Intracoastal Waterway on the south and east.
- There are many land uses north of the subject property due to its size and linear nature. (±9,000 feet of shoreline along the ICW); the City of Gulf Shores Business, Aviation Park & Claude Peteet Mariculture Center, and Army Corps of Engineers spoil area along the northwest, and directly north is vacant land which in the future will be part of the new ALDOT connector road from the Foley Beach Express to Gulf Shores, and single family houses.
- West of the property is the Claude Peteet Mariculture Center and vacant ICW-North zoned property.

BACKGROUND

Intracoastal Waterway EIS – In 2009 The U.S. Army Corps of Engineers (USACE) prepared an environmental impact statement (EIS) to evaluate the potential environmental and socioeconomic consequences of granting permits for developing marinas along the Intracoastal Waterway (ICW). The EIS study approved 15 mixed-use developments along the ICW consisting of the following: 17 marinas, 16,700 condominium units, 1,722 wet boat slips, 1,742 dry boat storage spaces, various commercial establishments, support facilities, and resort amenities. The purpose for the EIS study was to provide private marinas for condominium residents' and tourists' watercraft.

The Coastal Resort Property (Summerdance) was part of the EIS study, and was approved with the following development components:

- Approximately 3,175 condominium units;
- Amenities such as swimming pools, tennis courts, and a clubhouse;
- Approximately 27,000 square feet of retail and commercial space in the development, including restaurants and convenience stores;
- 100 acres of green space, with parks, lakes, and boardwalks; and
- Three marinas containing a total of 318 boat slips and 490 dry boat slips.

Restore Grant – Tremendous growth over the past decade has led the City of Gulf Shores to pursue a grant that will enhance the capacity and efficiency of the City's transportation infrastructure. One area of particular concern is the east-west corridor, on the north and south sides of the ICW, from HWY 59 to the Foley Beach Express. The City has worked with ADCNR, ALDOT, and Baldwin County to secure \$21.7M in funding for construction through the RESTORE process to increase the capacity and enhance the

efficiency of this corridor. This project will be designed and constructed in coordination with ALDOT's new ICW bridge and Canal Rd. improvements project to increase capacity and efficiency, and reduce traffic congestion. The alignment of the east-west corridor on the north side of the ICW runs directly through the CRP properties.

Existing ICW-N Zoning – In 2002 the Zoning Ordinance was amended to create the ICW Intracoastal Waterway Zoning District. This district was intended to encourage the creation of a unified and continuous mixed-use area which emphasizes a maritime theme and which takes advantage of the natural beauty of the Intracoastal Waterway (ICW). A goal of the district was to help facilitate the development of the area for shopping and residential purposes by replacing the previous Light Industrial, General Business, and Pleasure Boat Marina zoning districts found in this area. In order to warrant the rezoning of this area, entitlements for 8 stories, 42 units per acre, and a floor area ratio of 200% were established for this district.

Planning Commission – At the October 22, 2019 meeting the Commission voted 8-0 to recommend approval for both the zone change application and the PUD Master Plan application for Coastal Resort Properties.

Future Land Use Plan

High Density Residential -- The Future Land Use Plan designates this property as High-density Residential (11-25 units per acre). High Density Residential uses are mostly multi-family condominiums located within the beach area and in more limited instances adjacent to the larger commercial, institutional and employment activity centers and corridors. This pattern provides a logical transition between mixed-use or non-residential areas and lower density residential uses. High-density residential areas have a high level of connectivity to the city street network.

Activity Centers -- The Land Use Plan also indicates an Activity Center should be located on the subject site. Significant nodes or concentrations of people, activity and development are designated in the Land Use Plan as Activity Centers. Activity centers serve as social and recreational focal points for neighborhoods and should be planned and designed to relate to, support and positively affect urban form, environmental quality, adjacent residential neighborhoods and the transportation network.

Transportation Element -- The Land Use Plan also includes a Transportation and Accessibility element. The improvement and expansion of the City's transportation system is a major challenge for the City of Gulf Shores, because the physical layout of the city offers limited potential for expansion of existing roadways since the three major roadways are state highways. Constructing additional north/south and east/west roadways is a priority for Gulf Shores to provide an alternative to Highway 59.

ANALYSIS

Proposed BT-1 North Zoning – The BT-1 N district is intended to provide suitable locations for walkable, mixed-use developments consisting of hotels, condominiums, multiple-family dwellings and compatible commercial uses that provide residents and tourists with services, conveniences and amenities. While the permitted uses are similar between the existing ICW-N and BT-1N zoning districts, the density and intensity allowed by the existing ICW-N zoning far exceeds what is recommended by the Future Land Use Plan. The 21 dwelling units per acre permitted by the proposed BT-1N zoning fits well within the 11-25 units per acre recommended by the Future Land Use Plan, while the 42 units per acre allowed by the existing ICW-N zoning is nearly double the recommended density. Additionally, the existing zoning permits a floor area ratio (FAR) up to 200%, and the proposed zoning allows a FAR of 100%. The intensity of the proposed BT-1N is much more in line with the Future Land Use Plan.

Proposed PUD Master Plan – The proposed Master Plan creates a framework for the development of the property that establishes the basis for standards related to density, massing, heights, as well as relationships of buildings, circulation, and streets. These elements are all defined in enough detail to assure compliance with the Future Land Use Plan and guide predictable outcomes, but it allows sufficient

flexibility to allow various responses of actual developers and designers to respond to market needs over the lifetime of the development. The following outlines the plan’s compliance with the Future Land Use Plan’s goals and policies, as well as the Zoning Ordinance criteria for Planned Unit Developments.

Future Land Use Plan

1. **Green Infrastructure** – The plan provides standards for mixed-use and residential structures and activities in close proximity to the Intracoastal Waterway, with a multi-use pathway and open spaces for the recreation and enjoyment of guests, owners, and residents.
2. **Land Use** – The Proposed PUD Plan provides two Activity Centers containing a mixture of retail, restaurant, and lodging, located within a short walking distance from neighboring residential uses. Each Activity Center provides a central gathering space that will serve as a social and passive recreational focal point for the surrounding development. Residential standards are provided that keep the density within Future Land Use Plan recommendations.
3. **Transportation** – The developers of Coastal Resort Properties are partnering with the City to construct the extension of Waterway East Boulevard which is one of the implementation opportunities promoted by the Land Use Plan. The extension of Waterway East Boulevard will serve to increase connectivity between Highway 59 and the Foley Beach Express. This project is listed as priority number 4 in the City of Gulf Shores Major Street Plan.
4. **Community Character** – The Proposed PUD Plan achieves the Future Land Use Plan’s policies to maintain and enhance the unique character of Gulf Shores by proposing a development that will ensure an active, vibrant waterfront neighborhood. Intensity will be moderate with building heights capped at four stories within Mixed Residential areas and six stories within Activity Centers. All structures shall comply with the Jack Edwards Airport Height Zoning Overlay District.

PUD Ordinance – The CRP PUD meets the intent of the PUD Ordinance by providing a mixture of uses within Activity Centers. Activity Centers will incorporate workplaces, shops, and restaurants as encouraged by the Ordinance, and these non-residential uses will be supported by a mixture of housing that will be most intense within and immediately surrounding Activity Centers. The PUD includes a Framework Plan that establishes the basis for standards related to density, massing, heights, as well as relationships of buildings, circulation, and streets.

<p>Existing Zoning: ICW-North Existing Land Use: Vacant/Wooded</p>	<p>Surrounding Zoning N – IND, BA, AG, R-1-4 S – Intracoastal Waterway E – Intracoastal Waterway W – Unzoned Baldwin County</p>	<p>Surrounding Land Use N – Claude Peteet Mariculture Center, Gulf Shores Business & Aviation Park, Vacant Land & Single Family Houses S –Intracoastal Waterway E – Intracoastal Waterway W – Claude Peteet Mariculture Center</p>	<p>Property Size 218 Acres</p>
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FACTS TO BE CONSIDERED
<ol style="list-style-type: none"> 1. The rezoning and PUD Master Plan reduces the amount of density allowed on the property by more than 275% versus the existing zoning allowances and cap building heights to 4 stories for residential structures and 6 stories for commercial structures as compared with a maximum of 8 stories permitted by the ICW-North zoning. 2. The proposal complies with and promotes several goals of the Future Land Use Plan: <ul style="list-style-type: none"> • The creation of a compact, interconnected activity center on the property complies with Land Use Plan; • The extension of Waterway East Boulevard furthers the goals of the Transportation and Accessibility component of the Land Use Plan.

Recommendation: Staff recommends approval of the application to rezone the property to BT-1 North and for the Coastal Resort Properties Master Plan.

Attachments: PUD Narrative, Plans, Draft Resolution

Coastal Resort Property – Location Map

