Agenda Report



2725 Judge Fran Jamieson Way Viera, FL 32940

Public Hearing

H.14.

7/11/2024

Subject:

Seminary Covenant Community Inc. (Bruce Moia) requests a change in zoning classification from IN(L) to RU-2-15. (24Z00014) (Tax Account 2501136) (District 2)

Fiscal Impact:

None

Dept/Office:

Planning and Development

Requested Action:

It is requested that the Board of County Commissioners conduct a public hearing to consider a change of zoning classification from IN(L) (Institutional Use Low Intensity) to RU-2-15 (Medium-Density Multiple-Family Residential).

Summary Explanation and Background:

The applicant is requesting to change the zoning classification from IN(L) (Institutional Use Low Intensity) to RU-2-15 (Medium-Density Multiple-Family Residential) to allow a 43-unit multi-family development.

To the north, the property is developed with a 487-bed nursing home facility zoned PUD. To the east and south, the area is predominately environmentally sensitive lands with one lot developed with single-family home zoned PUD and RU-1-13, respectively. To the west across s. Courtenay Parkway, the area is a mixture of single-family homes zoned RU-1-13.

The Board may wish to consider whether the proposed zoning request is consistent and compatible with the surrounding area.

On June 10, 2024, the Planning and Zoning Board heard the request and voted 9:1 to recommend approval.

Clerk to the Board Instructions:

Upon receipt of resolution, please execute and return a copy to Planning and Development.

ADMINISTRATIVE POLICIES OF THE FUTURE LAND USE ELEMENT

Administrative Policies in the Future Land Use Element establish the expertise of staff with regard to zoning land use issues and set forth criteria when considering a rezoning action or request for Conditional Use Permit, as follows:

Administrative Policy 1

The Brevard County zoning official, planners and the Director of the Planning and Development, however designated, are recognized as expert witnesses for the purposes of Comprehensive Plan amendments as well as zoning, conditional use, special exception, and variance applications.

Administrative Policy 2

Upon Board request, members of the Brevard County planning and zoning staff shall be required to present written analysis and a recommendation, which shall constitute an expert opinion, on all applications for zoning, conditional uses, comprehensive plan amendments, vested rights, or other applications for development approval that come before the Board of County Commissioners for quasi-judicial review and action. The Board may table an item if additional time is required to obtain the analysis requested or to hire an expert witness if the Board deems such action appropriate. Staff input may include the following:

Criteria:

- A. Staff shall analyze an application for consistency or compliance with comprehensive plan policies, zoning approval criteria and other applicable written standards.
- B. Staff shall conduct site visits of property which are the subject of analysis and recommendation. As part of the site visit, the staff shall take a videotape or photographs where helpful to the analysis and conduct an inventory of surrounding existing uses. Aerial photographs shall also be used where they would aid in an understanding of the issues of the case.
- C. In cases where staff analysis is required, both the applicant and the staff shall present proposed findings of fact for consideration by the Board.
- D. For development applications where a specific use has not been proposed, the worst case adverse impacts of potential uses available under the applicable land use classification shall be evaluated by the staff.

Administrative Policy 3

Compatibility with existing or proposed land uses shall be a factor in determining where a rezoning or any application involving a specific proposed use is being considered. Compatibility shall be evaluated by considering the following factors, at a minimum:

Criteria:

A. Whether the proposed use(s) would have hours of operation, lighting, odor, noise levels, traffic, or site activity that would significantly diminish the enjoyment of, safety or quality of life in existing neighborhoods within the area which could foreseeably be affected by the proposed use.

- B. Whether the proposed use(s) would cause a material reduction (five percent or more) in the value of existing abutting lands or approved development.
- C. Whether the proposed use(s) is/are consistent with an emerging or existing pattern of surrounding development as determined through analysis of:
 - 1. historical land use patterns;
 - 2. actual development over the immediately preceding three years; and
 - 3. development approved within the past three years but not yet constructed.
- D. Whether the proposed use(s) would result in a material violation of relevant policies in any elements of the Comprehensive Plan.

Administrative Policy 4

Character of a neighborhood or area shall be a factor for consideration whenever a rezoning or any application involving a specific proposed use is reviewed. The character of the area must not be materially or adversely affected by the proposed rezoning or land use application. In evaluating the character of an area, the following factors shall be considered:

Criteria:

- A. The proposed use must not materially and adversely impact an established residential neighborhood by introducing types of intensity of traffic (including but not limited to volume, time of day of traffic activity, type of vehicles, et cetera), parking, trip generation, commercial activity or industrial activity that is not already present within the identified boundaries of the neighborhood.
- B. In determining whether an established residential neighborhood exists, the following factors must be present:
 - 1. The area must have clearly established boundaries, such as roads, open spaces, rivers, lakes, lagoons, or similar features.
 - 2. Sporadic or occasional neighborhood commercial uses shall not preclude the existence of an existing residential neighborhood, particularly if the commercial use is non-conforming or pre-dates the surrounding residential use.
 - An area shall be presumed not to be primarily residential but shall be deemed transitional where multiple commercial, industrial or other nonresidential uses have been applied for and approved during the previous five (5) years.

Administrative Policy 5

In addition to the factors specified in Administrative Policies 2, 3, and 4, in reviewing a rezoning, conditional use permit or other application for development approval, the impact of the proposed use or uses on transportation facilities either serving the site or impacted by the

use(s) shall be considered. In evaluating whether substantial and adverse transportation impacts are likely to result if an application is approved, the staff shall consider the following:

Criteria:

- A. Whether adopted levels of services will be compromised;
- B. Whether the physical quality of the existing road system that will serve the proposed use(s) is sufficient to support the use(s) without significant deterioration;
- C. Whether the surrounding existing road system is of sufficient width and construction quality to serve the proposed use(s) without the need for substantial public improvements;
- D. Whether the surrounding existing road system is of such width and construction quality that the proposed use(s) would realistically pose a potential for material danger to public safety in the surrounding area;
- E. Whether the proposed use(s) would be likely to result in such a material and adverse change in traffic capacity of a road or roads in the surrounding area such that either design capacities would be significantly exceeded or a de facto change in functional classification would result;
- F. Whether the proposed use(s) would cause such material and adverse changes in the types of traffic that would be generated on the surrounding road system, that physical deterioration of the surrounding road system would be likely;
- G. Whether projected traffic impacts of the proposed use(s) would materially and adversely impact the safety or welfare of residents in existing residential neighborhoods.

Administrative Policy 6

The use(s) proposed under the rezoning, conditional use or other application for development approval must be consistent with, (a), all written land development policies set forth in these administrative policies; and (b), the future land use element, coastal management element, conservation element, potable water element, sanitary sewer element, solid waste management element, capital improvements element, recreation and open space element, surface water element, and transportation elements of the comprehensive plan.

Administrative Policy 7

Proposed use(s) shall not cause or substantially aggravate any, (a), substantial drainage problem on surrounding properties; or (b), significant, adverse and unmitigatable impact on significant natural wetlands, water bodies or habitat for listed species.

Administrative Policy 8

These policies, the staff analysis based upon these policies, and the applicant's written analysis, if any, shall be incorporated into the record of every quasi-judicial review application for development approval presented to the Board including rezoning, conditional use permits, and vested rights determinations.

Section 62-1151(c) of the Code of Ordinances of Brevard County directs, "The planning and zoning board shall recommend to the board of county commissioners the denial or approval of each application for amendment to the official zoning maps based upon a consideration of the following factors:

- (1) The character of the land use of the property surrounding the property being considered.
- (2) The change in conditions of the land use of the property being considered and the surrounding property since the establishment of the current applicable zoning classification, special use or conditional use.
- (3) The impact of the proposed zoning classification or conditional use on available and projected traffic patterns, water and sewer systems, other public facilities and utilities and the established character of the surrounding property.
- (4) The compatibility of the proposed zoning classification or conditional use with existing land use plans for the affected area.
- (5) The appropriateness of the proposed zoning classification or conditional use based upon a consideration of the applicable provisions and conditions contained in this article and other applicable laws, ordinances and regulations relating to zoning and land use regulations and based upon a consideration of the public health, safety and welfare.

The minutes of the planning and zoning board shall specify the reasons for the recommendation of approval or denial of each application."

CONDITIONAL USE PERMITS (CUPs)

In addition to the specific requirements for each Conditional Use Permit (CUP), Section 62-1901 provides that the following approval procedure and general standards of review are to be applied to all CUP requests, as applicable.

> (b) Approval procedure. An application for a specific conditional use within the applicable zoning classification shall be submitted and considered in the same manner and according to the same procedure as an amendment to the official zoning map as specified in Section 62-1151. The approval of a conditional use shall authorize an additional use for the affected parcel of real property in addition to those permitted in the applicable zoning classification. The initial burden is on the applicant to demonstrate that all applicable standards and criteria are met. Applications which do not satisfy this burden cannot be approved. If the applicant meets its initial burden, then the Board has the burden to show, by substantial and competent evidence, that the applicant has failed to meet such standards and the request is adverse to the public interest. As part of the approval of the conditional use permit, the Board may prescribe appropriate and reasonable conditions and safeguards to reduce the impact of the proposed use on adjacent and nearby properties or the neighborhood. A nearby property, for the purpose of this section, is defined as any property which, because of the character of the proposed use, lies within the area which may be substantially and adversely impacted by such use. In stating grounds in

support of an application for a conditional use permit, it is necessary to show how the request fulfills both the general and specific standards for review. The applicant must show the effect the granting of the conditional use permit will have on adjacent and nearby properties, including, but not limited to traffic and pedestrian flow and safety, curb-cuts, off-street loading and parking, off-street pickup of passengers, odors, glare and noise, particulates, smoke, fumes, and other emissions, refuse and service areas, drainage, screening and buffering for protection of adjacent and nearby properties, and open space and economic impact on nearby properties. The applicant, at his discretion, may choose to present expert testimony where necessary to show the effect of granting the conditional use permit.

- (c) General Standards of Review.
 - (1) The planning and zoning board and the board of county commissioners shall base the denial or approval of each application for a conditional use based upon a consideration of the factors specified in Section 62-1151(c) plus a determination whether an application meets the intent of this section.
 - a. The proposed conditional use will not result in a substantial and adverse impact on adjacent and nearby properties due to: (1), the number of persons anticipated to be using, residing or working under the conditional use; (2), noise, odor, particulates, smoke, fumes and other emissions, or other nuisance activities generated by the conditional use; or (3), the increase of traffic within the vicinity caused by the proposed conditional use.
 - b. The proposed use will be compatible with the character of adjacent and nearby properties with regard to use, function, operation, hours of operation, type and amount of traffic generated, building size and setback, and parking availability.
 - c. The proposed use will not cause a substantial diminution in value of abutting residential property. A substantial diminution shall be irrebuttably presumed to have occurred if abutting property suffers a 15% reduction in value as a result of the proposed conditional use. A reduction of 10% of the value of abutting property shall create a rebuttable presumption that a substantial diminution has occurred. The Board of County Commissioners carries the burden to show, as evidenced by either testimony from or an appraisal conducted by an M A I certified appraiser, that a substantial diminution in value would occur. The applicant may rebut the findings with his own expert witnesses.
 - (2) The following specific standards shall be considered, when applicable, in making a determination that the general standards specified in subsection (1) of this section are satisfied:

- a. Ingress and egress to the property and proposed structures thereon, with particular reference to automotive and pedestrian safety and convenience, traffic flow and control, and access in case of fire and catastrophe, shall be: (1), adequate to serve the proposed use without burdening adjacent and nearby uses, and (2), built to applicable county standards, if any. Burdening adjacent and nearby uses means increasing existing traffic on the closest collector or arterial road by more than 20%, or 10% if the new traffic is primarily comprised of heavy vehicles, except where the affected road is at Level of Service A or B. New traffic generated by the proposed use shall not cause the adopted level of service for transportation on applicable roadways, as determined by applicable Brevard County standards, to be exceeded. Where the design of a public road to be used by the proposed use is physically inadequate to handle the numbers, types or weights of vehicles expected to be generated by the proposed use without damage to the road, the conditional use permit cannot be approved without a commitment to improve the road to a standard adequate to handle the proposed traffic, or to maintain the road through a maintenance bond or other means as required by the Board of County Commissioners.
- b. The noise, glare, odor, particulates, smoke, fumes or other emissions from the conditional use shall not substantially interfere with the use or enjoyment of the adjacent and nearby property.
- c. Noise levels for a conditional use are governed by Section 62-2271.
- d. The proposed conditional use shall not cause the adopted level of service for solid waste disposal applicable to the property or area covered by such level of service, to be exceeded.
- e. The proposed conditional use shall not cause the adopted level of service for potable water or wastewater applicable to the property or the area covered by such level of service, to be exceeded by the proposed use.
- f. The proposed conditional use must have existing or proposed screening or buffering, with reference to type, dimensions and character to eliminate or reduce substantial, adverse nuisance, sight, or noise impacts on adjacent and nearby properties containing less intensive uses.
- g. Proposed signs and exterior lighting shall not cause unreasonable glare or hazard to traffic safety, or interference with the use or enjoyment of adjacent and nearby properties.
- h. Hours of operation of the proposed use shall be consistent with the use and enjoyment of the properties in the surrounding residential community, if any. For commercial and industrial uses adjacent to or near residential uses, the hours of operation shall not adversely affect the use and enjoyment of the residential character of the area.
- i. The height of the proposed use shall be compatible with the character of the area, and the maximum height of any habitable structure shall be not more than 35 feet higher than the highest residence within 1,000 feet of the property line.

> j. Off-street parking and loading areas, where required, shall not be created or maintained in a manner which adversely impacts or impairs the use and enjoyment of adjacent and nearby properties. For existing structures, the applicant shall provide competent, substantial evidence to demonstrate that actual or anticipated parking shall not be greater than that which is approved as part of the site pan under applicable county standards.

FACTORS TO CONSIDER FOR A REZONING REQUEST

Section 62-1151(c) sets forth factors to consider in connection with a rezoning request, as follows:

"The planning and zoning board shall recommend to the board of county commissioners the denial or approval of each application for amendment to the official zoning maps based upon a consideration of the following factors:

- (1) The character of the land use of the property surrounding the property being considered.
- (2) The change in conditions of the land use of the property being considered and the surrounding property since the establishment of the current applicable zoning classification, special use or conditional use.
- (3) The impact of the proposed zoning classification or conditional use on available and projected traffic patterns, water and sewer systems, other public facilities and utilities and the established character of the surrounding property.
- (4) The compatibility of the proposed zoning classification or conditional use with existing land use plans for the affected area.
- (5) The appropriateness of the proposed zoning classification or conditional use based upon a consideration of the applicable provisions and conditions contained in this article and other applicable laws, ordinances and regulations relating to zoning and land use regulations and based upon a consideration of the public health, safety and welfare."

These staff comments contain references to zoning classifications found in the Brevard County Zoning Regulations, Chapter 62, Article VI, Code of Ordinances of Brevard County. These references include brief summaries of some of the characteristics of that zoning classification. Reference to each zoning classification shall be deemed to incorporate the full text of the section or sections defining and regulating that classification into the Zoning file and Public Record for that item.

These staff comments contain references to sections of the Code of Ordinances of Brevard County. Reference to each code section shall be deemed to incorporate this section into the Zoning file and Public Record for that item.

These staff comments contain references to Policies of the Brevard County Comprehensive Plan. Reference to each Policy shall be deemed to incorporate the entire Policy into the Zoning file and Public Record for that item.

These staff comments refer to previous zoning actions which are part of the Public Records of Brevard County, Florida. These records will be referred to by reference to the file number. Reference to zoning files are intended to make the entire contents of the cited file a part of the Zoning file and Public Record for that item.

DEFINITIONS OF CONCURRENCY TERMS

Maximum Acceptable Volume (MAV): Maximum acceptable daily volume that a roadway can carry at the adopted Level of Service (LOS).

Current Volume: Building permit related trips added to the latest TPO (Transportation Planning Organization) traffic counts.

Volume with Development (VOL W/DEV): Equals Current Volume plus trip generation projected for the proposed development.

Volume/Maximum Acceptable Volume (VOL/MAV): Equals the ratio of current traffic volume to the maximum acceptable roadway volume.

Volume/Maximum Acceptable Volume with Development (VOL/MAV W/DEV): Ratio of volume with development to the Maximum Acceptable Volume.

Acceptable Level of Service (CURRENT LOS): The Level of Service at which a roadway is currently operating.

Level of Service with Development (LOS W/DEV): The Level of Service that a proposed development may generate on a roadway.



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STAFF COMMENTS 24Z00014 Seminary Covenant Community Inc. IN(L) to RU-2-15

Tax Account Number:2501136Parcel I.D.:25-36-01-02-*-20Location:1260 S. Courtenay Parkway Merritt Island. (District 2)Acreage:2.92 acres

Planning and Zoning Board: 06/10/2024 Board of County Commissioners: 07/11/2024

Consistency with Land Use Regulations

- Current IN(L) zoning can be considered under the Future Land Use Designation, Section 62-1255.
- The proposal can be considered under the Future Land Use Designation, Section 62-1255.
- The proposal would maintain acceptable Levels of Service (LOS) (XIII 1.6.C)

	CURRENT	PROPOSED
Zoning	IN(L)	RU-2-15
Potential*	IN(L) 4,200 sq. ft. (133 trips)	43 multi-family units
Can be Considered under	YES	YES
the Future Land Use Map	RES 15	RES 15

* Zoning potential for concurrency analysis purposes only, subject to applicable land development regulations.

Background and Purpose of Request

The applicant is proposing to develop a 43 unit multi-family development. The existing buildings are proposed to be removed from the property. The church appears to have been constructed in 1969 with a 4,200 sq.ft. building and a rectory in 1969. The latest zoning action on file approved on February 1, 2018, was for a Temporary Mobile Home use approved under **17PZ00135**; this action has since expired. Prior zoning actions include an administrative zoning under zoning action # **Z**-**11010(23)** on February 3, 2005. That action changed the zoning from RU-1-11 with a Conditional Use Permit (CUP) for a church to IN(L) with revocation of that CUP which was originally approved under **Z-7218** on August 19, 1985. A prior Special Use Permit (SUP) **Z-2358** for a church was approved by the Board on November 21, 1968.

This property is located in Merritt Island on the east side of S. Courtenay Parkway directly east of Banana Boulevard.

Surrounding Area

	Existing Use	Zoning	Future Land Use
North	487 unit nursing home; vacant	PUD	RES 15
South	Vacant	RU-1-13	RES 15
East	487 unit nursing home; vacant	PUD	RES 15
West	Single-family residential Across S. Courtenay Parkway	RU-1-13	RES 15

To the north, the area is developed with a nursing home facility.

To the east and south, the area is predominately environmentally sensitive lands with one lot developed with single-family home.

To the west across Courtenay Parkway, the area is a mixture of single-family home sites.

Planned Unit Development (PUD) encourages and permits variation in development by allowing deviation in lot size, bulk or type of dwellings, density, lot coverage and open space from that required in any one residential zoning classification. The purpose of a PUD is to encourage the development of planned residential neighborhoods and communities that provide a full range of residence types, as well as industrial, commercial, and institutional land uses.

RU-2-15 classification permits multiple-family residential uses or single-family residences at a density of up to 15 units per acre on 7,500 square foot lots.

RU-1-13 permits single-family residences on minimum 7,500 square foot lots, with minimum widths and depths of 75 feet. The minimum house size is 1,300 square feet. RU-1-13 does not permit horses, barns or horticulture.

Future Land Use

The subject property is currently designated with the Residential 15 FLUM designation. The current IN(L) zoning can be considered consistent with the Residential 15 FLUM designation. The proposed RU-2-15 zoning request can be considered consistent with the Residential 15 FLUM designation.

FLUE Policy 1.2

Minimum public facilities and services requirements should increase as residential density allowances become higher. The following criteria shall serve as guidelines for approving new residential land use designations:

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Criteria:

C. In the Residential 30, Residential 15, Residential 10, Residential 6 and Residential 4 land use designations, centralized potable water and wastewater treatment shall be available concurrent with the impact of the development.

According to the submitted Certificate of Availability from the City of Cocoa, central water and sewer is available.

D. Where public water service is available, residential development proposals with densities greater than four units per acre shall be required to connect to a centralized sewer system.

This request would allow a density up to 43 multi-family units as requested.

FLUE Policy 1.4 – The Residential 15 Future Land Use designation affords the second highest density allowance, permitting a maximum residential density of up to fifteen (15) units per acre. This land use category allows single and multi-family residential development.

The applicant's request can be considered consistent with the existing Future Land Use. The Board should evaluate the compatibility of this application within the context of Administrative Policies 2 - 8 of the Future Land Use Element.

Analysis of Administrative Policy #3 - Compatibility between this site and the existing or proposed land uses in the area.

Compatibility with existing or proposed land uses shall be a factor in determining where a rezoning or any application involving a specific proposed use is being considered. Compatibility shall be evaluated by considering the following factors, at a minimum:

Criteria:

A. Whether the proposed use(s) would have hours of operation, lighting, odor, noise levels, traffic, or site activity that would significantly diminish the enjoyment of, safety or quality of life in existing neighborhoods within the area which could foreseeably be affected by the proposed use;

Development would need to meet performance standards set forth in code sections 62-2251 through 62-2272 and will be reviewed at the site plan review stage.

B. Whether the proposed use(s) would cause a material reduction (five per cent or more) in the value of existing abutting lands or approved development.

Only a certified MAI appraisal can determine if material reduction has or will occur due to the proposed request.

C. Whether the proposed use(s) is/are consistent with an emerging or existing pattern of surrounding development as determined through an analysis of:

1. historical land use patterns;

To the north is an existing nursing home. To the east lies environmental areas and remains undeveloped. To the south across S. Courtenay Pkwy is the Jefferson Jr. high school. To the west the area is developed with single-family homes.

2. actual development over the immediately preceding three years; and

No external development noted.

3. development approved within the past three years but not yet constructed.

No zoning action has been approved within one-half mile:

D. Whether the proposed use(s) would result in a material violation of relevant policies in any elements of the Comprehensive Plan.

No material violation of relevant policies of the Comprehensive Plan has been identified.

Analysis of Administrative Policy #4 - Character of a neighborhood or area.

Character of a neighborhood or area shall be a factor for consideration whenever a rezoning or any application involving a specific proposed use is reviewed. The character of the area must not be materially or adversely affected by the proposed rezoning or land use application. In evaluating the character of an area, the following factors shall be considered:

Criteria:

A. The proposed use must not materially and adversely impact an established residential neighborhood by introducing types or intensity of traffic (including but not limited to volume, time of day of traffic activity, type of vehicles, etc.), parking, trip generation, commercial activity or industrial activity that is not already present within the identified boundaries of the neighborhood.

It is anticipated that this development will operate within the adopted LOS for transportation capacity.

- B. In determining whether an established residential neighborhood exists, the following factors must be present:
 - 1. The area must have clearly established boundaries, such as roads, open spaces, rivers, lakes, lagoons, or similar features.

Along the east side of S. Courtenay Parkway, does not appear to be an established residential area.

2. Sporadic or occasional neighborhood commercial uses shall not preclude the existence of an existing residential neighborhood, particularly if the commercial use is non-conforming or pre-dates the surrounding residential use.

Along the east side of S. Courtenay Parkway no commercial uses have been developed.

3. An area shall be presumed not to be primarily residential but shall be deemed transitional where multiple commercial, industrial or other non-residential uses have been applied for and approved during the previous five (5) years.

There have been no recent zoning changes to change the primarily residential character of the area.

Analysis of Administrative Policy #7

Proposed use(s) shall not cause or substantially aggravate any (a) substantial drainage problem on surrounding properties; or (b) significant, adverse and unmitigable impact on significant natural wetlands, water bodies or habitat for listed species.

A large portion of this property is mapped as FEMA Special Flood Hazard Area (SFHA) AE, as identified by the Federal Emergency Management Agency, and as shown on the FEMA Flood Map. The parcel is subject to the development criteria in Conservation Element Objective 4, its subsequent policies, and the Floodplain Ordinance. Chapter 62, Article X, Division 6 states, "No site alteration shall adversely affect the existing surface water flow pattern." Chapter 62, Article X, Division 5, Section 62-3723 (2) states, "Development within floodplain areas shall not have adverse impacts upon adjoining properties."

The very southern portion of this property is located within the Coastal High Hazard Area (CHHA) as defined by Florida Statute 163.3178(2)(h), and as shown on the CHHA Map. The Coastal Management Element of the Comprehensive Plan, Policy 6.1, designates Coastal High Hazard Areas to be those areas below the elevation of the Category 1 storm surge elevation as defined in Chapter 163, Florida Statute.

The Coastal Management Element of the Comprehensive Plan, Objective 7 states, to "limit densities within the CHHA and direct development outside of this area". The applicant has not provided a site plan to determine if any development is proposed within this area.

Preliminary Concurrency

The closest concurrency management segment to the subject property is S Courtenay Parkway, between S. Tropical Trail to Banana Blvd., which has a Maximum Acceptable Volume (MAV) of 15,600 trips per day, a Level of Service (LOS) of E, and currently operates at 65.35% of capacity daily. The maximum development potential from the proposed rezoning increases the percentage of MAV utilization by 1.39%. The corridor is anticipated to continue to operate at 66.74% of capacity daily (LOS C). The proposal is not anticipated to create a deficiency in LOS.

School concurrency information has been provided under the review of Tapestry Village development. It appears the 43 unit development potential of this site will not create a capacity issue for Tropical Elementary School, Thomas Jefferson Middle School and Merritt Island Senior High School.

The subject property is served by potable water provided by the City of Cocoa. The subject property is not currently connected to county sewer; however, connection to sewer is available. In order to achieve residential density over 4 units per acre, connection to sewer will be required.

Environmental Constraints

Summary of Mapped Resources and Noteworthy Land Use Issues:

The following environmental conditions may limit the development potential of the subject property:

- Floodplain Protection
- Coastal High Hazard Area
- Indian River Lagoon Nitrogen Reduction Septic Overlay
- Protected and Specimen Trees

Please refer to all comments provided by the Natural Resource Management Department at the end of this report.

For Board Consideration

The Board should consider whether the request is consistent and compatible with the surrounding area.

NATURAL RESOURCES MANAGEMENT DEPARTMENT Zoning Review & Summary

Item No. 24Z00014

Applicant: Bruce Moia (Owner: Seminary Covenant Community Inc.)

Zoning Request: IN(L) to RU-2-15

Note: For eventual MFR Site Plan submittal

Zoning Hearing: 06/10/2024; BCC Hearing: 07/11/2024

Tax ID No.: 2501136

- This is a preliminary review based on best available data maps reviewed by the Natural Resources Management Department (NRM) and does not include a site inspection to verify the accuracy of the mapped information.
- In that the rezoning process is not the appropriate venue for site plan review, specific site designs submitted with the rezoning request will be deemed conceptual. Board comments relative to specific site design do not provide vested rights or waivers from Federal, State or County regulations.
- This review does not guarantee whether or not the proposed use, specific site design, or development of the property can be permitted under current Federal, State, or County Regulations.

Summary of Mapped Resources and Noteworthy Land Use Issues:

- Floodplain Protection
- Coastal High Hazard Area
- Indian River Lagoon Nitrogen Reduction Septic Overlay
- Protected and Specimen Trees

Land Use Comments:

Floodplain Protection

Coastal High Hazard Area

The very southern portion of this property is located within the Coastal High Hazard Area (CHHA) as defined by Florida Statute 163.3178(2)(h), and as shown on the CHHA Map. The Coastal Management Element of the Comprehensive Plan, Policy 6.1, designates Coastal High Hazard Areas to be those areas below the elevation of the Category 1 storm surge elevation as defined in Chapter 163, Florida Statute.

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Indian River Lagoon Nitrogen Reduction Septic Overlay

The entire property is mapped within the Indian River Lagoon Nitrogen Reduction Overlay. Per Chapter 46, Article II, Division IV - Nitrogen Reduction Overlay, if adequate sewer for the development is not available, then the use of an alternative septic system, designed to provide at least 65% total nitrogen reduction through multi-stage treatment processes, shall be required. NRM requires a Septic Maintenance Notice be filed with the Brevard Clerk of Courts.

Protected and Specimen Trees

Protected and Specimen Trees may exist on the parcel. Per Brevard County Landscaping, Land Clearing and Tree Protection ordinance, Section 62-4331(3), encourages the protection of Specimen Trees. The applicant is advised to refer to Article XIII, Division 2, entitled Land Clearing, Landscaping, and Tree Protection, for specific requirements for preservation and canopy coverage requirements. Applicant should contact NRM at 321-633-2016 prior to performing any land clearing activities.



SEMINARY COVENANT COMMUNITY INC



ZONING MAP

SEMINARY COVENANT COMMUNITY INC



FUTURE LAND USE MAP

SEMINARY COVENANT COMMUNITY INC



AERIAL MAP

SEMINARY COVENANT COMMUNITY INC



NWI WETLANDS MAP

SEMINARY COVENANT COMMUNITY INC



SJRWMD FLUCCS WETLANDS - 6000 Series MAP

SEMINARY COVENANT COMMUNITY INC





USDA SCSSS SOILS MAP

SEMINARY COVENANT COMMUNITY INC



FEMA FLOOD ZONES MAP

SEMINARY COVENANT COMMUNITY INC



COASTAL HIGH HAZARD AREA MAP

SEMINARY COVENANT COMMUNITY INC



INDIAN RIVER LAGOON SEPTIC OVERLAY MAP

SEMINARY COVENANT COMMUNITY INC



EAGLE NESTS MAP

SEMINARY COVENANT COMMUNITY INC



SCRUB JAY OCCUPANCY MAP

SEMINARY COVENANT COMMUNITY INC



SJRWMD FLUCCS UPLAND FORESTS - 4000 Series MAP



for errors or omissions hereon. Produced by BoCC - GIS Date: 4/8/2024

Parcels

Subject Property

RADIUS MAP

SEMINARY COVENANT COMMUNITY INC





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From:	issuesinb
To:	Commissioner, D2; Slocum, Kerensa; issuesinb@yahoo.com
Subject:	RE: Seminary Church. 1260 S Courtney Parkway Approval
Date:	Thursday, June 13, 2024 4:51:26 PM

[EXTERNAL EMAIL] DO NOT CLICK links or attachments unless you recognize the sender and know the content is safe.

Dear Mr. Goodson,

Speaking with Kerensa was uplifting. You have a great staff. She is aware of this agenda item.

My concerns that the Zoning Board approved the above cited project with only a single member dissenting seems problematic. I won't use my questions as to why the board made a surprise decision to move this agenda item to the end when only three 3 individuals remained in the audience; or why the agenda item was presented by a board member, Moia ; and both Moia and Rusbury (the individual requesting the zoning change), couldn't really confirm why the change was necessary, and what they envision if the change is confirmed. Is it a group home, mini homes, 45 residential units, and i even heard affordable housing raised. I think post foster care is important but I do not agree that this location is the only option.

My three big concerns and validated in the agenda packet under staff comments (at least two) is the identification that this is a floodplain that serves a very specific hydrologic part regarding flood mitigation. Part of the property is classified as Coastal Hazard Wetlands and the eastern boundary is classified as such and owned by Brevard County. Per the agreement with Fema, Brevard is bound to mitigate flooding and not engage in development projects that could expand flooding concerns leading to increased costs and damage. FEMA would be within their rights to deny any coverage should claims be filed and if FEMA deems the damage is due to loss of floodplains or overdevelopment. Brevard has an agreement with FEMA that provides flood insurance discount incentives, mitigation grants, and access to tools to make better decisions.

The third concern is the location on S Courtney Pkwy. Not only is the property nestled between two schools but as it is on one of only two roadways that serve all residents in South Merritt Island, how does that work in all situations particularly storm surges. When the single dissenter works for emergency management and agrees with my concerns, I hope you vote against this project at the 7/11 CC Zoning Meeting.

Thank you for taking time to consider my concerns. This is more pressing than my previous request; and I am certainly affected by any decisions impacting population density, loss of wetlands, increased LOS, and safety concerns if we do not see the big picture. We have the information to better help us reduce homeowner insurance, reduce stressors upon aging infrastructure, and rethink that wetlands protections are not just environmental talking points. It is about consequences.

Thank you,

Elizabeth Michelman

898 S Tropical Trail Merritt Island

Sent from my Galaxy

------ Original message ------From: Elizabeth Michelman <issuesinb@yahoo.com> Date: 6/10/24 1:29 PM (GMT-05:00) To: issuesinb@yahoo.com Subject: We want something that fits. I hear that over and over. When it comes to development, maybe a softer strategy is required because the ramifications of doing more of the same is fiscally irresponsible. Floodplain management is a community-based effort to prevent or reduce the risk of flooding, resulting in a more resilient community. And the number one cause of community flooding is urbanization and/or over development. Our comprehensive plan was created in 1986? Future land use numbers that impact density are now 40 years old. If we are to be truthful, a lot happens in 40 years. I can see the advantages of increased density to include increasing the tax base and increasing available affordable housing but that isn't always the case. Short term luxury apartments benefit developers and investors and are the cornerstone of our new development projects .

Developing on wetlands and flood plains are taking its toll. Why does government think their strategy will improve what nature does best? The disadvantages of continuing to surrender our greenspace and sensitive wetlands to developers is only adding stressors to residents that might not have been considered in 1986. For example, we know this property (1260 S Courtenay) lies on a floodplain and is bounded by Coastal Hazard wetlands to the east and south and the impact of building potentially 43 new homes on less than three acres is contrary to the comp plan's strategy for riparian zones near rivers which recommends reducing not increasing impervious surfaces. Improper mitigation of floodwaters can create a bigger problem as it introduces additional stormwater runoff. (Part of Brevard's solution for any development is to increase the elevation at least 2 feet above flooding levels or Base Flood Elevation) When I spoke with the Floodplain Administrator, John Smith, and various FEMA departments in length, he emphasized that the existing planning statutes are updated after storm and water events. Updated after....... This is a lose lose for neighbors if we are getting it wrong. The strategy to fill properties above the required elevation only increases stormwater runoff. But what about those major storm and water events. I have provided documents for you to look over as I cannot cover them now in only two minutes. I know each of you is busy and I hope to give some insight into my concerns. Please feel free to contact me before Thursday's meeting. I have skin in this game. Flooding and extreme storms are driving up our homeowners and flood insurance rates. We are an island yet we continue to destroy the natural elements that protect us. What wetlands do for a barrier island is what the barrier islands do for mainland. Protection from hazards and risks associated with these hazards. The fact that Jefferson Middle School is a neighbor should be of further concern. And do you know why I know this isn't a great idea.

FEMA creates a CRS, Community Ratings System, that is updated every 5 years. P.S. in 2021, FEMA sent our Administrator 127 pages of properties whose flooding status was updated. Although Brevard's newest CRS hasn't been updated online, the Administrator informed me that Brevard's rating moved from Class 7 to , Class 8. The wrong direction. Our FEMA discount is shrinking. We went from 15% to 10%. For Brevard it indicates we are not in compliance with best Floodplain management. For residents already struggling with bills, this is an additional cost since Flood insurance is mandatory for those with mortgages and/or want to protect their flood prone properties. In addition, properties worth \$600,000 and more are required to obtain flood insurance if they are insured with Citizens, our insurance company of last resort. Then that \$600,000 threshhold drops every year. Basically, FEMA is doing what Florida is trying to do by removing homeowners from their rolls.

The estimated cost of flooding and hurricane hazard risks is outstanding. You have a map attached. \$366 Billion with a B and an additional \$10B for coastal and riverine flooding in just Brevard. FEMA is not rewarding runaway development. Look what happened to LEE County who lost any discount and actually put more pressure on its residents. Brevard is number 10 on a dubious list of top flooding counties in the US. Many of our cities are on the top 15 in the US as well. On another map, please note that this property like many of the new development projects on Merritt Island lies smack in the middle of high risk areas.

Impact fees do not add substantial funds to upgrade infrastructure and we are left holding the bag.

Florida, post the establishment of the national wetlands inventory lost 58,000 acres of wetlands annually from 1986 to 1997 or approximately 664,000 acres in total . Once upon a time the joke about selling swampland in Florida was as keen as selling the Brooklyn bridge.

If we don't pause and think about cause and effect when will we realize our mistakes?. Within just the last 20 years, many of our Florida colleges and universities are seriously studying the impact of restoring and protecting our Wetlands. Not only do we need to protect our environment but need to better understand the relationship it has on our economic well-being. We continually hear that we need affordable housing yet I am seeing new development is about short- term rentals. High rents, no new neighbors, and residents are left to deal with any problems that arise and developers get richer. Barrier islands protect coastal communities from extreme weather, absorb wave energy, mitigate sand loss, and I will leave the rest to the experts. Protecting Merritt Island, Cocoa Beach, Cape Canaveral is not some conspiracy by environmentalists to thwart development



July 04, 2024

National Risk Index

Brevard County, Florida

Summary

Risk Index is Relatively High	Score 99,4	transferrar and the second states	R.
		0 1	100
Expected Annual Loss is Relatively High	Score 99.4	0 1	100
Social Vulnerability is Relatively Moderate	5core 47.1) 0 1	100
Community Resilience is Relatively Moderate	Score 59.8	0 1	100

While reviewing this report, keep in mind that low risk is driven by lower loss due to natural hazards, lower social vulnerability, and higher community resilience.

For more information about the National Risk Index, Its data, and how to interpret the information it provides, please review the About the National Risk Index and How to Take Action sections at the end of this report. Or, visit the National Risk Index website at hazards.fema.gov/nrl/learn-more to access supporting documentation and links.

Hazard Type Risk Index

Hazard type Risk Index scores are calculated using data for only a single hazard type, and reflect a community's Expected Annual Loss value, community risk factors, and the adjustment factor used to calculate the risk value.

Hazard Type	Risk Index Rating	Risk Index Score	National Percentile	
Avalanche	Not Applicable	22		
Coastal Flooding	Relatively Moderate	92.4	0 100	,
Cold Wave	Very High	99	0 100	J.
Drought	Relatively Moderate	84.5	0 100	ł
Earthquake	Relatively Low	68	0 100	J
Hail	Very Low	16.4	0 100	į
Heat Wave	No Rating	0	0 100	ļ
Hurricane	Very High	99.7	0 100	1
ice Storm	Not Applicable	14		
Landslide	Relatively Low	42.2	0 100	J
Lightning	Very High	99.4	0 100	ļ
Riverine Flooding	Relatively Moderate	90.3	0 100	1
Strong Wind	Relatively Moderate	87.7	0 100	ł



PLANNING AND ZONING BOARD/LOCAL PLANNING AGENCY MINUTES

The Brevard County Planning & Zoning Board met in regular session on **Monday, June 10, 2024,** at **3:00 p.m**., in the Florida Room, Building C, Brevard County Government Center, 2725 Judge Fran Jamieson Way, Viera, Florida.

The meeting was called to order at 3:00 p.m.

Board members present were: Henry Minneboo (D1); Ron Bartcher (D1); Ian Golden (D1 Alternate); Robert Sullivan (D2); Brian Hodgers (D2); Ben Glover (D3); Mark Wadsworth, Chair (D4); Debbie Thomas (D4); Bruce Moia (D5); Robert Brothers (D5); and John Hopengarten (BPS).

Staff members present were: Tad Calkins, Planning and Development Director; Jeffrey Ball, Planning and Zoning Manager; Alex Esseesse, Deputy County Attorney; Trina Gilliam, Senior Planner; and Kristen Champion, Special Projects Coordinator.

Excerpt of complete agenda.

Seminary Covenant Community Inc. (Bruce Moia) requests a change in zoning classification from IN(L) (Institutional Use Low Intensity) to RU-2-15 (Medium-Density Multiple-Family Residential. The property is 2.92 acres, located on the northeast side of S. Courtenay Pkwy., east of Banana Blvd., approx. 1,466 ft. south of Airport Rd. (24Z00014) (1260 S. Courtenay Pkwy., Merritt Island) (Tax Account 2501136) (District 2)

Jeffrey Ball read the application into the record.

Bruce Moia, 1250 W. Eau Gallie Blvd., Melbourne, stated that they're representing a group called Wings of Grace and what they do is they build affordable housing. They house underprivileged youth. We have developed a model that we're building the first of its kind in the City of Melbourne. It's just received site plan approval and it's getting ready to break ground for 24 units of affordable housing that is specifically geared for youths turning out of foster care.

What happens currently is when teens turn 18, they're no longer funded by the state. The parents kick them out and they're basically homeless and it's a shock to them. What Wings of Grace, who's a nonprofit organization, has done is they've partnered with Ways for Life who's been working with teens aging out of foster care for quite some time. They've established this prototype of units where they house them temporarily. They train them on site and get them ready for life if they're not prepared. They train them on how to get a job, how to interview, how to take care of themselves, how to do their finances, etc.

They found another spot, they want to build these all over the county, so they found this spot on Merritt Island and that's this site right here. What they want to do now is get rezoned so they can actually put this development in this location and then hopefully get another one and do them all over the county.

Henry Minneboo asked where they get the money to finance this project and Bruce Moia responded that fortunately, he's not the one who has to find it, but they do grants to do these things. Right now, Wings of Grace has scattered homes all over the county that they do this but now they're going to put it into a multi-family development where they can be there on site and provide the services for them on site.

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Henry Minneboo asked if it takes into account perpetual maintenance and Bruce Moia replied yes, they want this to be long term.

John Hopengarten stated that he's on the affordable housing council here and we've seen projects like this come forward and they're needed. The problem with the youth, they're 18 years old, they have no place to go. We need properties like this, so I'm hoping they'll do a good job and that they will put up some nice buildings and have nice training for the people so they can become productive citizens.

Bruce Moia said yes, that's the whole idea.

Public Comment:

Elizabeth Michaleman, Merritt Island, stated that she lives within the zone of reason around this development. I don't have a single problem with what is said about what the facilities are to be used for. I have a major problem where it is. This property is in a flood plain. It is zoned as such. A portion of this property is considered a Coastal Hazard Region. It's across the street, nestled lovingly in between Jefferson and Tropical Elementary. We're a small, tiny island. I would love to see affordable housing; I just don't think this property is geared for that particular project.

Now I wanted to go through this and based upon the application, I'm seeing 45 homes. They want to go to RU-2-15, so that is the opportunity is to build 45 homes on this property if I'm not mistaken. I have a concern with that as well. The traffic, this is an island and some of you live here so you already know the challenges, especially in South Merritt Island. We have two by-ways. We have Tropical Trail and Courtenay Pkwy and then we get one, Tropical Trail.

As someone who lives in the area, I already know the traffic issues at school time going to and coming from. I already know the problems with 520, which by the way, in case anyone wants to know, 520 West and 520 East (both sides) were picked as the top five for most congested byways. If we have storms and we want to get off the island, according to Emergency Management, it's somewhere in the range of 66 hours to try and get to safety.

When do we stop looking at what you think we need and look at what we have? And protect what we have? We're a barrier island, our job is to protect the mainland. That's what we're here for. They're doing more studies about it and out best universities are doing these studies and they're interesting.

I'm against it. I'd like to know more about it. I got a chance to meet the gentleman (applicant) when we were out there to have a discussion, and this is not what he told me out there. I think it's great, my friend is a foster group home right next door to me, and I don't have a problem with that. She's not on a floor plain. She's not in an area that I think is very sensitive. I think there's risk to flooding with the school. You have to start weighing what's more important; the kids that are going to school and the possible flooding and how many kids end up in this program.

It sounds like a great organization, maybe we have another opportunity to do something in something that already exists. I hope you hear me. I can get into the environmental aspect of it. I was supposed to have 20 more people here, we were going to talk about the traffic. I'm just asking very politely to please consider what I'm talking about.

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Robert Sullivan stated to the Chair that he just wanted to reiterate what he had on the very first set of agendas about evacuations and Coastal High Hazard areas. This does abut it. We are talking about Merritt Island. We are talking about a single access for evacuation and half of it is in the FEMA Flood Zone. It's a Zone AE, I fish bodies out of the water doing search and rescue, it's not fun.

I do agree with the young lady here, it's an extremely noble commitment here, I just think it's the wrong spot.

Brian Hodgers asked Bruce Moia if it's 43 units, not 45 units, correct?

Bruce Moia responded that would be the max that we could possibly build, but we're not proposing to build that number. I don't know what the number is, but it's not going to be 45.

Brian Hodgers asked since it says multi-family, is it going to be townhomes?

Bruce Moia responded no, it's going to be a housing complex, I guess institutional looking kind of thing, where they have all their rooms but have a common kitchen, common laundry, common facilities. They'll have training rooms. It's not townhouses or anything like that.

Brian Hodgers asked how many buildings it is going to be, and Bruce Moia responded that he doesn't know how many units we're going to be able to fit on site but it's his understand that they're going to take the building that they did in Melbourne at 24 and put it on that site. It's also his understanding that they might try and add a couple more units, but I don't believe we're going to get anywhere near 43.

Brian Hodgers asked if that one in Melbourne is one single building and Bruce Moia responded yes, it is.

Pastor Paul Rosbury, Chairman of Seminary Community, stated that Wings of Grace is one of their ministries. We have 30 ministries up and down the coast and we acquired this church in 2012 from an existing church. At the time, the roof was gone, and we've renovated it to that point. Currently, when we're talking about this aging out of foster care, there's an education building right next to the sanctuary that's about 4,800 sq. ft. There's also a parsonage on the property. So, what we're talking about is maybe taking the education building, which is already existing on higher ground, and using that as the possible building that would house the youths as well as maybe some other facilities. The maybe where the parsonage is, extend it over to there. We really don't know what the site plan is going to be, we don't know the numbers yet, but we want to move forward with this as quickly as possible.

I did tell the lady (Elizabeth) that I will meet with them and have them come talk to us because we are in the neighborhood. We want to be friendly and I'm working every way I can so that we can help our County to build what we need. Right now, we need over 300 housing units for aging out foster care kids. Now, every place we're going to look we're going to have to come back to you and see if that's the right property. I thank you for your time and I hope that you'll help us move forward because that's what we need to do for the whole County. P&Z Minutes June 10, 2024 Page 4

For clarification, Mark Wadsworth asked that we're going to utilize some of the existing buildings and maybe add one if needed.

Bruce Moia replied yes. Obviously, we're going to use the building if they're already there.

Motion to approve rezoning from IN(L) to RU-2-15 by Brian Hodgers, seconded by Debbie Thomas. The vote was nine to one to recommend approval.

"500_A H.14.

