


September 23, 2021
Staff Report to the Baldwin Park
Town Review Design Committee

CASE #ZON2021-10017
Item #1

927 LAKE BALDWIN LANE—OFFICE ALLOCATION



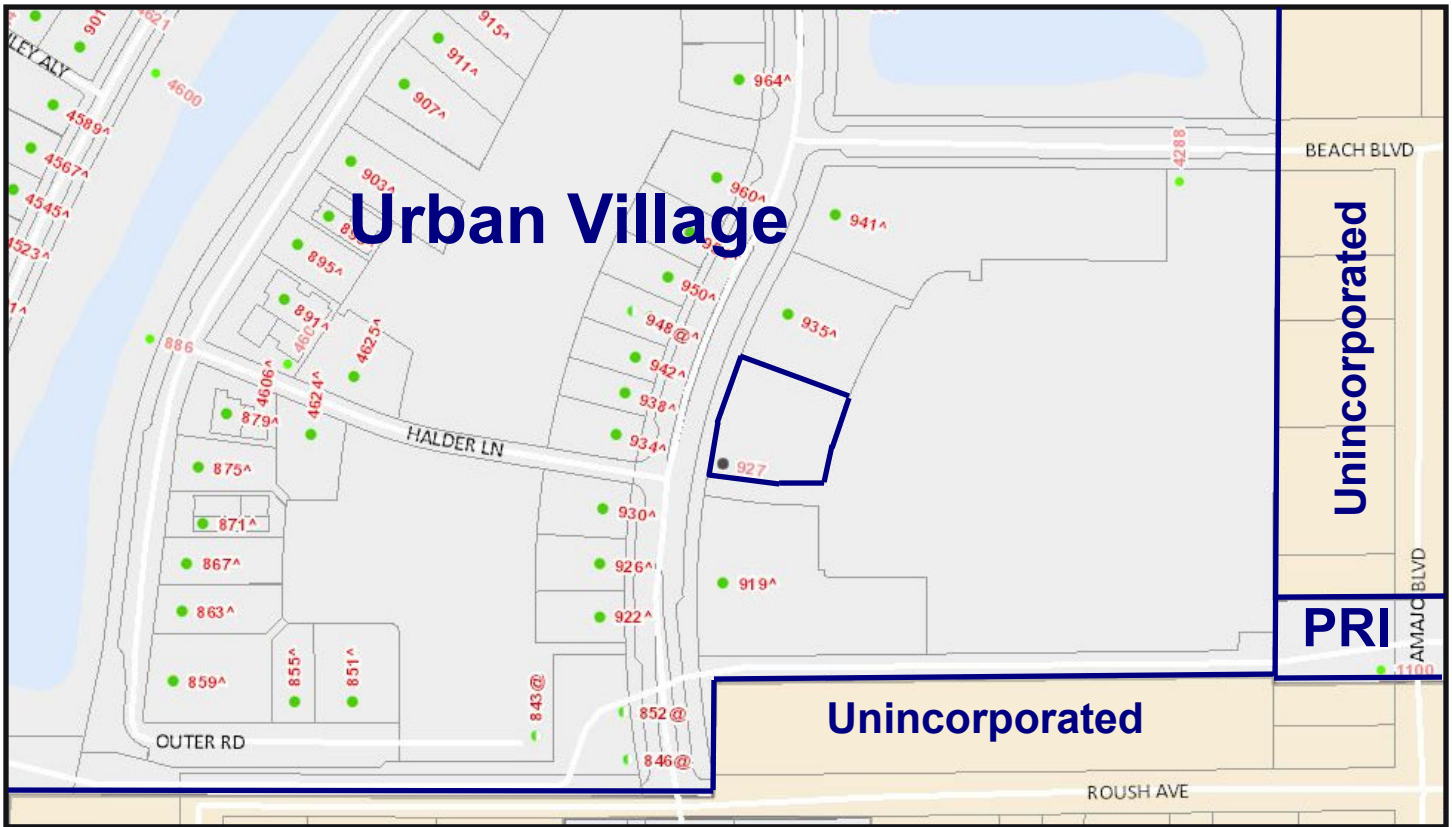
Location Map

 Subject Site

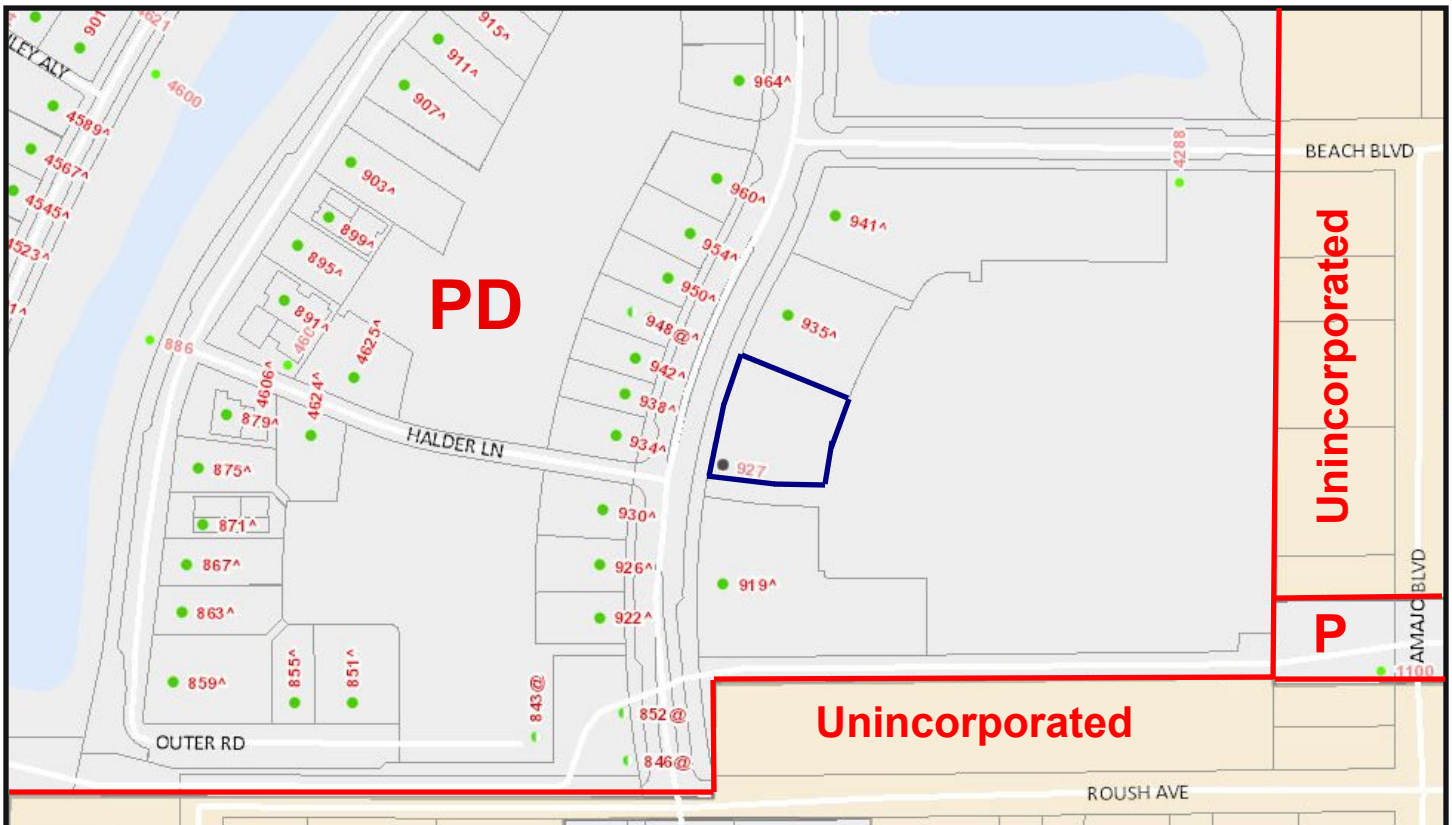
SUMMARY

<p>Owner Colonial Development Group III, LLC</p> <p>Applicant Gregory R. Crawford, PE Florida Engineering Group (FEG)</p> <p>Project Planner Richard Forbes, AIA Appearance Review Official Baldwin Park Town Planner</p> <p>Updated: September 6, 2021</p>	<p>Property Location: 927 Lake Baldwin Lane, located at the northeast corner of Lake Baldwin Lane & Halder Lane. PID: 21-22-30-1501-03-000 (0.40 acres, District 3).</p> <p>Applicant's Request: A Non-Substantial Amendment to the Baldwin Park PD to update the Land Use Program/Entitlements Summary to allocate an additional 10,505 square feet of office space to the subject property to accommodate the development of a new 2-story, +/-12,000 square foot office building (1,495 square feet having previously been allocated) .</p>	<p>Staff's Recommendation: Approval of the request subject to the conditions in the staff report.</p> <p>Public Comment This staff report was posted to the City's Baldwin Park website approximately one week prior to the BP TDRC meeting and was also provided to the Baldwin Park Residential Owners Association (ROA) via e-mail.</p> <p>As of the published date of this report, staff has not received any public comment.</p>
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Future Land Use Map



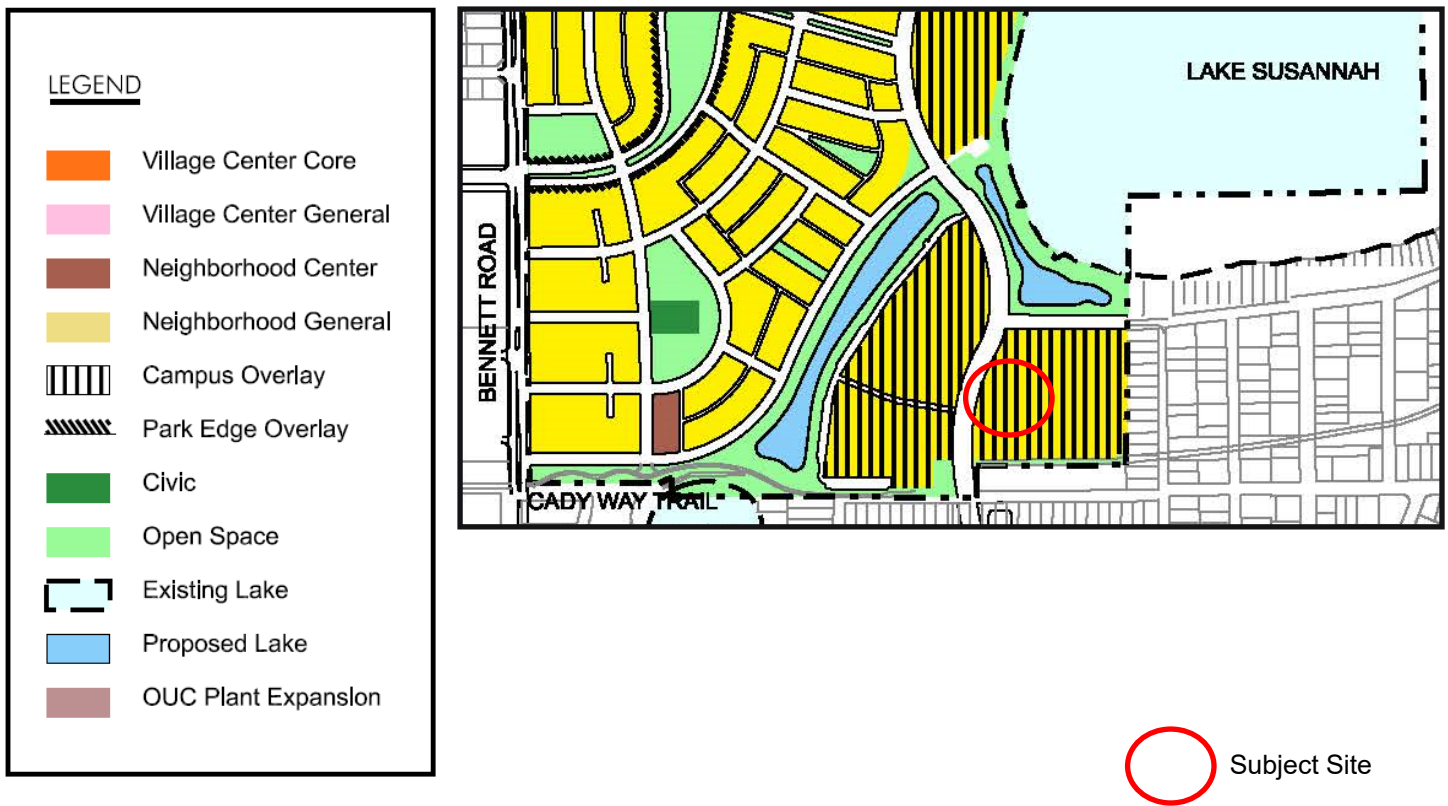
Zoning Map



PD Land Use Map



PD Regulatory Map



Project Analysis

Project Description

The applicant has applied for Specific Parcel Master Plan approval for a 2-story, 12,000 square foot office building on a vacant 0.40 acre property within the Baldwin Park Neighborhood Business District (see companion case #MPL2021-10047). In order to accommodate the proposed development, a Non-Substantial Amendment to the Baldwin Park PD is required to allocate an additional 10,505 square feet of office space to the subject property to accommodate the development of the new +/-12,000 square foot office building (1,495 square feet of office space was previously allocated in relation to MPL2005-00037 for the DRMP project (aka Colonial Development)).

Previous Actions:

- Baldwin Park PD Ordinance was adopted on July 27, 1998.
- On December 15, 2000, the Baldwin Park Town Design Review Committee (TDRC) approved the Infrastructure Master Plan (MPL 2000-00001).
- On April 26, 2001, the TDRC approved the Landscape Master Plan (MPL 2001-00005).
- On June 26, 2003, the TDRC approved the Westside Neighborhoods Master Plan (MPL2003-00007).
- On August 18, 2003, the TDRC approved the Preliminary Plat for Baldwin Park Unit 7 (SUB2003-00044), with the Final Plat being approved by City Council on September 15, 2003.
- On August 18, 2003, the TDRC approved the Specific Parcel Master Plan for the Baldwin Park—Neighborhood Business District (MPL2003-00016).
- On July 28, 2005, the TDRC approved the Specific Parcel Master Plan for DRMP Phase 1 (MPL2005-00037) which consisted of 4 buildings on four lots.
- On August 30, 2007, the Specific Parcel Master Plan for the DRMP Phase II (aka Colonial Development) was revised administratively to develop three buildings rather than four, with some of the office space being reallocated from the subject site to the other three lots. Those three lots were developed between 2006 and 2009 with three office buildings (Lot 1—941 Lake Baldwin Lane—77,337 square feet; Lot 2—935 Lake Baldwin Lane—15,518 square feet; and Lot 4—919 Lake Baldwin Lane—20,650 square feet), leaving 1,495 square feet allocated to Lot 3—927 Lake Baldwin Lane.

Project Context

The property has a future land use designation of Urban-Village and is zoned PD (Baldwin Park Planned Development). The Land Use Map contained in the PD designates the property as “Office”. The Regulatory Map within the PD designates the subject property as Neighborhood General with the Campus Overlay. No changes to the PD Land Use Plan Map or Regulatory Plan Map are required. The property is surrounded by office uses to the north, south, and west, with a surface parking lot to the east. Additional details on surrounding properties can be found in Table 1 below.

Table 1—Project Context

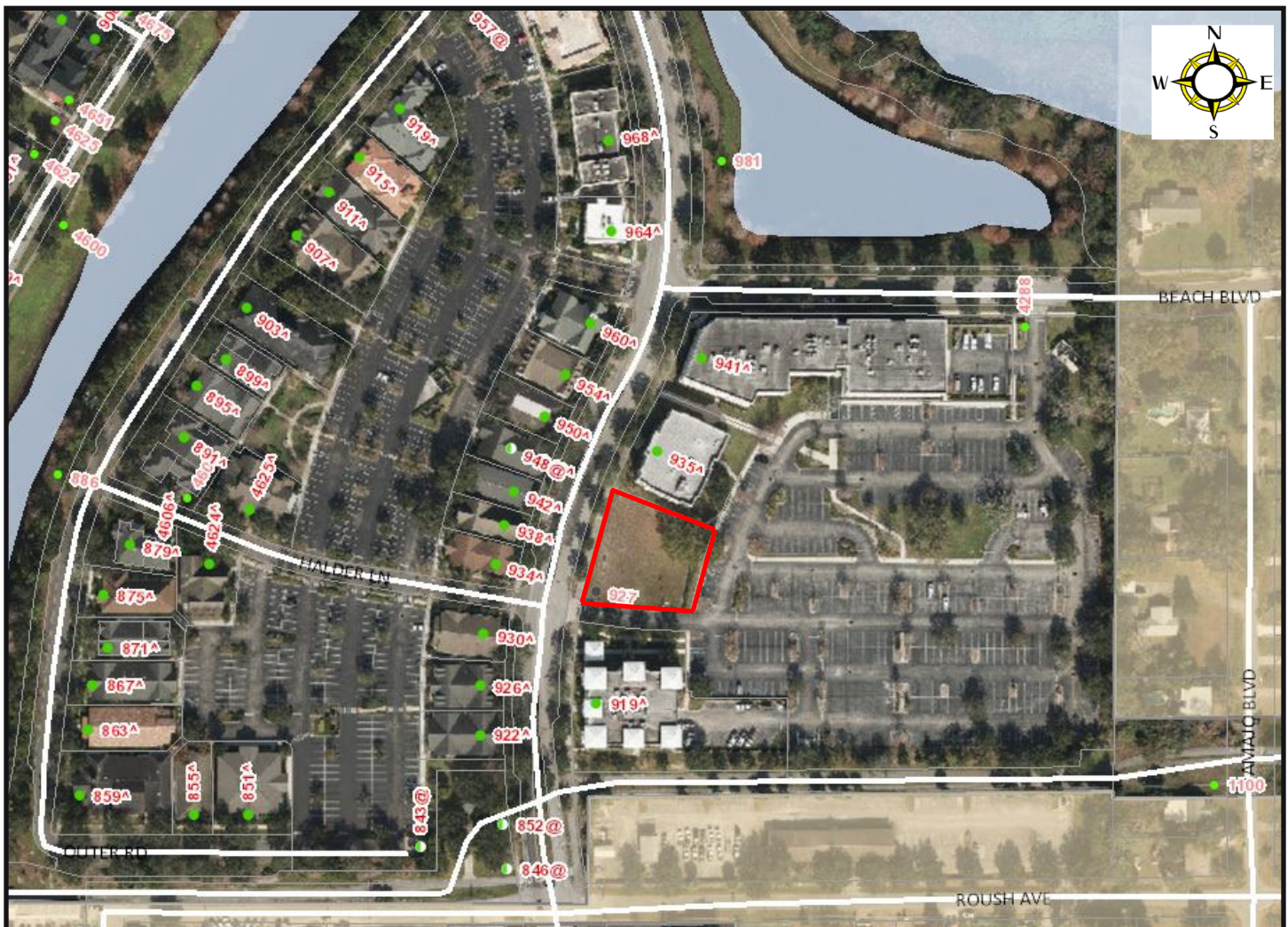
	Future Land Use	Zoning	Surrounding Use
North	URBAN-VILLAGE	Planned Development (Baldwin Park PD)	Office
East			Parking Lot w Residential in Unincorporated Orange County Further to East
South			Office
West			Office

Development Entitlements

Development within the Baldwin Park PD is governed by the Baldwin Park Land Use Program/Entitlements Summary. The Entitlements Summary identifies the total amount of approved, allocated, built and unallocated development within each Unit of Baldwin Park. Development in Baldwin Park is approved through Neighborhood Master Plans, Specific Parcel Master Plans, and Subdivision Plats, each of which draw from available entitlements within the PD. The Baldwin Park PD Land Use Program/Entitlements Summary was reconciled as part of a Planning Official Determination issued in 2019 (DET2019-10058) which has been attached to this staff report for reference.

The applicant is requesting that the City allocate approximately ±10,505 square feet of office space from the Office Low Intensity column found in the Land Use Program/Entitlements Summary. There is currently 215,639 square feet of unallocated capacity in the Office Low Intensity column. With the proposed allocation of 10,505 square feet taken into account, the remaining unallocated capacity in the Office Low Intensity column would be 205,134 square feet.

Aerial Photo



Subject Site

Findings

Subject to the conditions contained herein, the proposal is consistent with the requirements for approval of Planned Development applications contained in Section 65.000 of the Land Development Code (LDC):

1. The proposal is consistent with the City's Growth Management Plan.
2. The proposal is consistent with the purpose and intent of the PD zoning district and all other requirements of the LDC.
3. The proposal is compatible with surrounding land uses and the general character of the area.
4. The necessary public facilities will be adequate to serve the proposed use, or will be provided by the applicant as a condition of this approval.

Staff recommends approval of ZON2021-10017 subject to the conditions located in this staff report:

Conditions of Approval

City Planning

1. **Land Use and Zoning.** Except as provided herein, development of the property shall be consistent with the development standards of the Baldwin Park PD zoning district.
2. **General Code Compliance.** Development of the proposed project should be consistent with the conditions in this report and all codes and ordinances of the City of Orlando, the State of Florida, and all other applicable regulatory agencies. All other applicable state or federal permits must be obtained before commencing development.
3. **Minor modifications.** Zoning variances may be approved pursuant to the procedures set forth in Part 2J Chapter 65, Orlando City Code. Additionally, recognizing that development plans can change in small ways between the planning and permitting stages of development, the planning official may approve up to a 10% modification of any applicable numerical development standard if the planning official finds that the proposed modification is consistent with the applicable goals, objectives, and policies of the GMP, is compatible with nearby existing land uses, would not result in inadequate public facilities, and is otherwise consistent with the public health, safety, and welfare. When approving such a modification of a development standard, the planning official may impose one or more of the conditions of development provided at section 65.334, Orlando City Code, but such condition or conditions must be reasonably calculated to mitigate the identifiable land use impacts of the modified standard.
4. **Regulations Subject to Code.** Except as provided herein, the proposed project is subject to the conditions of this report and all codes and ordinances of the State of Florida, City of Orlando and all other applicable regulatory agencies. All other applicable state or federal permits must also be obtained before commencing development.
5. **Consistency.** Development within the subject property must remain consistent with all exhibits provided within this application subject to the conditions ultimately approved by City Council.
6. **Permits.** As provided by subsection 166.033(5), Florida Statutes, issuance of a development permit by a municipality does not in any way create any right on the part of an applicant to obtain a permit from a state or federal agency and does not create any liability on the part of the municipality for issuance of the permit if the applicant fails to obtain requisite approvals or fulfill the obligations imposed by a state or federal agency or undertakes actions that result in a violation of state or federal law. In accordance with subsection 166.033(5), Florida Statutes, it is hereby made a condition of this permit that all other applicable state or federal permits be obtained before commencement of the development.
7. **Maximum Square Footage.** The maximum amount of office space that may be developed on the subject site is 12,000 square feet (1,495 square feet previously allocated and 10,505 square feet allocated as part of this Non-Substantial PD Amendment). Any request to increase the amount of office space will require an amendment to the PD to amend the Land Use Program/Entitlements Summary.
8. **Baldwin Park PD—Land Use Program/Entitlements Summary (DET2019-10058).** The Planning Official Determination which summarizes the Baldwin Park Land Use Program/Entitlements is attached for reference. After City Council approves the minutes of the Baldwin Park TDRC in regards to this case, City staff shall prepare an amended Land Use Program/Entitlements Summary via Planning Official Determination.

Contact Information

For questions, contact Richard Forbes at 407-246-3350 or at richard.forbes@cityoforlando.net.

Review Process—Next Steps

1. TDRC minutes scheduled for review and approval by City Council.

March 26, 2019

Planning Official Determination
For File

Subject: Baldwin Park PD – Land Use Program/Entitlements Summary Update **(DET2019-10058)**.

Background – Development within the Baldwin Park Planned Development (PD) is governed by GMP Future Land Use Subarea Policies S.16.4 and S.16.5, the original PD ordinance, and subsequent Non-Substantial Amendments to the PD ordinance which have occurred between 1998 and 2018. Specifically, those amendments provided for changes to the PD Land Use Program, to convert office square footage to residential units through the land use equivalency formula specified in Subarea Policy S.16.4. In total, there have been eight (8) such conversions as reflected in the attached Entitlements Summary.

The Baldwin Park PD Entitlements Summary is broken down into two component parts. The first part summarizes the Base Development Capacity per GMP Subarea Policy S.16.4, and the maximum capacity before any land use conversions took place taking into consideration several “existing buildings to remain” including the Department of Corrections, Defense Finance and Accounting, US Customs, and Fairwinds Credit Union buildings. Part 1 then depicts each of the eight office to residential conversions that have occurred over the past twenty years culminating in a “maximum capacity after all conversions” figure. Finally, Part 1 lesses out the Baldwin Park Development Program (allocated and/or built land use) as well as the Building 310 Development Program to provide a “total unallocated capacity” for the Baldwin Park PD. The chart also provides the total unallocated capacity remaining in the Village Center portion of the project.


Part 2 of the Baldwin Park PD Entitlements Summary provides a detailed accounting of land use allocations broken down by Neighborhood Unit (there are ten such neighborhood units within Baldwin Park including the Village Center) and then by specific project, providing the total number of allocated and/or built units or square footage. Totals by Neighborhood Unit and for the PD as a whole are provided. In the past, this component of the Entitlements Summary was maintained by the Master Developer and then verified by City staff. City staff will maintain both components of the Entitlements Summary going forward.

Analysis – Development in Baldwin Park is approved by the Baldwin Park Town Design Review Committee and City Council through Neighborhood Master Plans, Specific Parcel Master Plans, and subdivision plats, each of which draw from the available entitlements within the PD. At times the actual amount of development constructed may vary slightly from the amount approved. For example, a Specific Parcel Master Plan may allow 30 dwelling units, but only 26 units are constructed, which leaves a balance of four (4) approved but unallocated units. The Entitlements Summary was updated in 2007 and then again in 2012 to reflect actual development based on building permits issued by the City of Orlando. In February and March 2019, City staff once again reviewed previous staff report analyses and building permit activity in order to update both parts of the Entitlements Summary, making some very minor corrections to ensure accuracy.

Determination – In consideration of the above, I have determined that the attached Baldwin Park PD Entitlements Summary (Parts 1 & 2) dated March 12, 2019 represents a true and accurate reconciliation of the PD Land Use Program.

Please direct questions via email to Paul Lewis at Paul.Lewis@orlando.gov.

Sincerely,

A handwritten signature in blue ink, appearing to read "Dean Grandin, Jr.", is written over the word "Sincerely,".

Dean Grandin, Jr., AICP
Planning Division Manager

Baldwin Park PD **Entitlements Summary - Part 1**

March 12, 2019

Land Use Program Including Conversions & Remaining Capacity	Civic	Office Low Intensity	Office Medium Intensity and Industrial/Office	Residential	Village Center Commercial	Village Center Office
Base Capacity Per GMP Policy 16.4 ⁽¹⁾⁽²⁾	319,941	196,035	2,036,474	2,212	665,575	451,932
Max. Capacity Factor	1.1	1.1	1.1	1.1	1.1	1.1
Max. Base Capacity	351,935	215,639	2,240,121	2,433	732,133	497,125
Existing Buildings to Remain						
DOC (Department of Corrections)			(29,362)			
DFAS (Defence Finance & Accounting)			(79,600)			
US Customs			(52,000)		(11,090)	
Fairwinds Credit Union						
Maximum Capacity Before Conversions	351,935	215,639	2,079,159	2,433	721,043	497,125
Conversion #1, July 1998 PD ⁽³⁾			(519,533)	795		
Maximum Capacity After Conversion #1	351,935	215,639	1,559,626	3,228	721,043	497,125
Conversion #2, 2002 PD Amendment ⁽⁴⁾			(308,452)	472		
Maximum Capacity After Conversion #2	351,935	215,639	1,251,174	3,700	721,043	497,125
Conversion #3, 2004 PD Amendment ⁽⁵⁾			(261,400)	400		
Maximum Capacity After Conversion #3	351,935	215,639	989,774	4,100	721,043	497,125
Conversion #4, 2005 PD Amendment ⁽⁶⁾			(130,700)	200		
Maximum Capacity After Conversion #4	351,935	215,639	859,074	4,300	721,043	497,125
Conversion #5A, 2007 PD Amendment ⁽⁷⁾			(65,350)	100		
Maximum Capacity After Conversion #5A	351,935	215,639	793,724	4,400	721,043	497,125
Conversion #5B, 2007 PD Amendment ⁽⁸⁾			(50,320)	77		
Maximum Capacity After Conversion #5B	351,935	215,639	743,404	4,477	721,043	497,125
Conversion #6, 2008 PD Amendment ⁽⁹⁾			(66,004)	101		
Maximum Capacity of Building 310			(116,630)	178		
Maximum Capacity After Conversion #6	351,935	215,639	677,400	4,578	721,043	497,125
Conversion #7, 2017 PD Amendment ⁽¹¹⁾			(1,271)	2		
Maximum Capacity After Conversion #7	351,935	215,639	676,129	4,580	721,043	497,125
Conversion #8, 2018 PD Amendment ⁽¹²⁾				122		
Maximum Capacity After Conversion #8	351,935	215,639	676,129	4,702	721,043	(79,727) 417,398
Maximum Capacity After All Conversions ⁽¹⁰⁾	351,935	215,639	676,129	4,702	721,043	417,398
Less Baldwin Park Development Program	(284,399)		(469,953)	(4,443)	(310,000)	(170,273)
Less Building 310 Development Program				(178)		
TOTAL UNALLOCATED CAPACITY	67,536	215,639	206,176	81	411,043	247,125
Village Center Capacity Remaining Per MPL	n/a	n/a	n/a	12	83,331	21,943

Baldwin Park PD
Entitlements Summary - Part 1

March 12, 2019

Footnotes:

- ⁽¹⁾ 1,110,388 square feet (Office Medium Intensity) + 926,086 square feet (Industrial/Office) = 2,036,474
- ⁽²⁾ 665,575 square feet (Village Center Commercial) + 451,932 square feet (Village Center Office) = 1,117,507 square feet (Village Center Base).
- Breakdown is based on 1997 NTC Base Reuse Plan.
- ⁽³⁾ Office to Residential Conversion using ratio of 1 dwelling unit per 653.5 square feet of office (795 x 653.5 = 519,533).
- ⁽⁴⁾ Office to Residential Conversion using ratio of 1 du per 653.5 square feet of office (472 x 653.5 = 308,452).
- ⁽⁵⁾ Office to Residential Conversion using ratio of 1 du per 653.5 square feet of office (400 x 653.5 = 261,400).
- ⁽⁶⁾ Office to Residential Conversion using ratio of 1 du per 653.5 square feet of office (200 x 653.5 = 130,700).
- ⁽⁷⁾ Office to Residential Conversion using ratio of 1 du per 653.5 square feet of office (100 x 653.5 = 65,350).
- ⁽⁸⁾ Office to Residential Conversion using ratio of 1 du per 653.5 square feet of office (77 x 653.5 = 50,320). Note: Building 310 was originally allocated 116,630 square feet.
- ⁽⁹⁾ Office to Residential Conversion using ratio of 1 du per 653.5 square feet of office (101 x 653.5 = 66,004).
- ⁽¹⁰⁾ Civic floor area was amended from 244,362 to 284,399 with Amendment #7. Civic floor area to date includes Glenridge Middle School (146,087 sf), Enders Community Center (4,628 sf), Grace Hopper Hall (6,896 sf), Baldwin Park Elementary School (86,404 sf), High Park Community Center (384 sf), and North Park Baptist Church (40,000 sf).
- ⁽¹¹⁾ Office to Residential Conversion using ratio of 1 du per 653.5 square feet of office (2 x 653.5 = 1,271).
- ⁽¹²⁾ Office to Residential Conversion using ratio of 1 du per 653.5 square feet of office (122 x 653.5 = 79,727).

Baldwin Park Planned Development (PD) Entitlements Summary - Part 2

March 12, 2019

Detailed Allocations by Neighborhood Unit									
Unit 1	Residential	Attached Housing	Detached Housing	Total Residential	Village Center Commercial	Village Center Office	Civic	Office	
	99	188		287					
Enders Place	220			220					
Centerline - Lots 186 & 197	32			32					
Centerline - Lots 194 & 195	24			24					
Post - Lots 206 & 207	30			30					
Enders Park Community Center				0			4,628		
Subtotal	405	188		593	0	0	4,628	0	
Unit 2	Residential		51	87					
Centerline - Lots 355 & 356	29			29					
Centerline - Lots 393 & 394	62			62					
Centerline - Lots 355, 356, 393 & 394 (tbd)	6			6					
Centerline - Lots 395 & 396	28			28					
City Homes	128			128					
Grace Hopper Community Center							6,896		
Bright Horizons Day Care								14,588	
Elementary School							86,404		
Subtotal	289	51		340	0	0	93,300	14,588	
Unit 3	Centerline - Lot 615	21		21					
Centerline - Lot 615 (tbd)	1			1					
Cuhaci Peterson - Lot 616				0				16,512	
Cuhaci Peterson - Lot 616 (tbd)				0				3,488	
North Park Church Phase 1				0			16,119		
North Park Church (tbd)				0			23,881		
DWH - City Homes	39			39					
Subtotal	61	0		61	0	0	40,000	20,000	
Village Center (Unit 3)	City Homes (Rey Homes)	150		150					
Centergate 1	196			196					
Centergate 2	154			154					
Live/Work	28			28		18,200			
Baldwin Harbor (Lots 626 & 629)	483			483					
RP Residential	177			177					
SunTrust (4751 NBS - Lot 556)						21,618			
Lincoln 1 (4750 NBS - Lot 489)						34,593			
Lincoln 2 (4750 NBS - Lot 488)						29,040			
Lincoln 3 (4798 NBS - Lot 487)						45,335			
Lot 555 (fka Battaglia) - Baldwin House	122			122		4,500			
C-1 Publix - Lot 575						47,727			
C-1 Stalls B & C - Lot 575						1,815			
C-1 Stalls D thru N - Lot 575						50,994			
C-2 Barnies (now Publix Liquor) - Lot 574						1,500			

March 12, 2019

Detailed Allocations by Neighborhood Unit								
	Attached Housing	Detached Housing	Total Residential	Village Center Commercial	Village Center Office	Civic	Office	
	C-2 Mixed Use Building - Lot 574			27,534				
	D-1 Retail - Lot 576			26,265				
	D-2 Retail - Lot 611			24,486				
	E Retail - Lot 628			16,273				
	F Retail - Lot 627			25,575				
	Subtotal	1,310	0	1,310	226,669	148,786	0	0
	Current Village Center Maximum	1,322	0	1,322	310,000	170,273	0	0
	Village Center Capacity	12	0	12	83,331	21,487	0	0
Unit 4	Residential	67	254			146,087		
	Glenridge Middle School							
	Subtotal	67	254	0	0	146,087	0	
Unit 5	Baldwin Point (Traveler's Bldg)						164,875	
	Subtotal						164,875	
Unit 6	Residential	38	157					
	Centerline - Lots 986, 1016, 1043	48						
	Subtotal	86	157	0	0	0	0	
Unit 7 Neighborhood Business District	1168 (919 Outer Road)						5,241	
	1169 (976 Lake Baldwin Lane)						17,046	
	1170 & 1171 (968 Lake Baldwin Ln)						7,293	
	1172 (964 Lake Baldwin Ln)						3,802	
	1173 (960 Lake Baldwin Ln)						3,470	
	1174 (954 Lake Baldwin Ln)						3,238	
	1175 (950 Lake Baldwin Ln)						2,995	
	1176 (946 Lake Baldwin Ln)						3,109	
	1177 (942 Lake Baldwin Ln)						2,342	
	1178 (938 Lake Baldwin Ln)						2,874	
	1179 (934 Lake Baldwin Ln)						2,845	
	1180 (930 Lake Baldwin Ln)						3,278	
	1181 (926 Lake Baldwin Ln)						4,532	
	1182 (922 Lake Baldwin Ln)						3,617	
	1184 (851 Outer Road)						5,506	
	1185 (855 Outer Road)						2,405	
	1186 (859 Outer Road)						7,672	
1187 (863 Outer Road)						4,536		
1188 (867 Outer Road)						4,435		
1189 (871 Outer Road)						3,902		
1190 (875 Outer Road)						3,700		
1191 (4606 Halder)						2,838		

Baldwin Park Planned Development (PD) Entitlements Summary - Part 2

March 12, 2019

Detailed Allocations by Neighborhood Unit									
	Attached Housing	Detached Housing	Total Residential	Village Center Commercial	Village Center Office	Civic	Office		
1192 (4624 Halder)							3,026		
1193 (4625 Halder)							5,545		
1194 (891 Outer Rd)							6,151		
1195 (895 Outer Rd)							3,785		
1196 (899 Outer Rd)							3,387		
1197 (903 Outer Rd)							6,813		
1198 (907 Outer Rd)							6,174		
1199 (911 Outer Rd)							4,406		
1200 (915 Outer Rd)							3,827		
Colonial Dev - Lot 1 (941 LBL)							77,337		
Colonial Dev - Lot 2 (935 LBL)							15,518		
Colonial Dev - Lot 3 (927 LBL)							1,495		
Colonial Dev - Lot 4 (919 LBL)							20,650		
Subtotal							258,790		
Unit 8									
Residential (8A)	22	84	106						
Live/Work (8A)	18		18						11,700
Post Properties (8B)	380		380						
Subtotal	420	84	504	0	0	0	11700		
Unit 9									
Residential (9A)		156	156						
The Village at Baldwin Park (9B)	528		528						
Subtotal	528	156	684						
Unit 10									
Residential	24	240	264						
Westminster Baldwin Park	123		123						
High Park Community Center						384			
Subtotal	147	240	387	0	0	384	0		
Total Allocated and/or Built	3,313	1,130	4,443	226,669	148,786	284,399	469,953		