

TO: City Plan Board

Item Number: 3

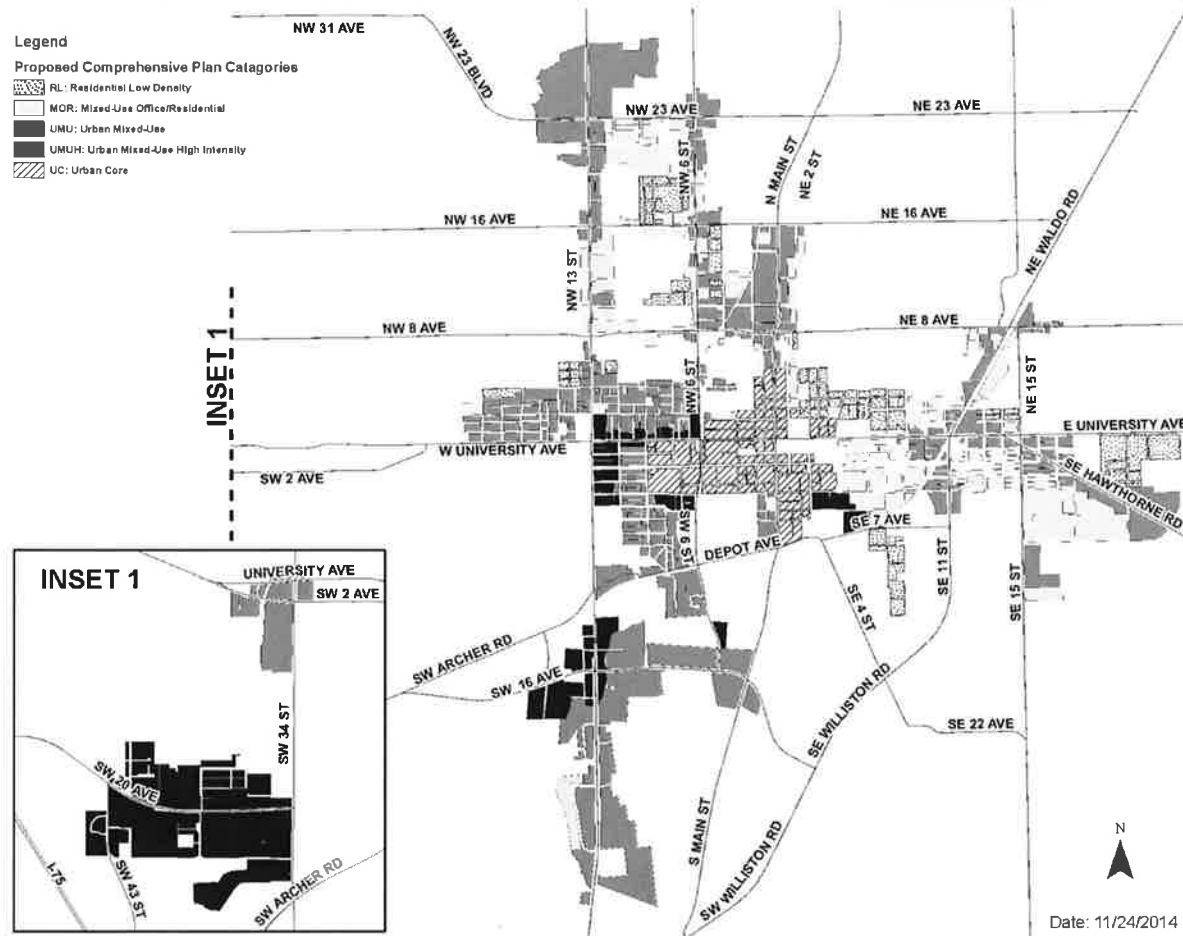
FROM: Planning & Development Services
 Department Staff

DATE: May 6, 2014
Revised: March 17, 2015

SUBJECT: Petition PB-14-42 LUC. City Plan Board. City Plan Board. Amend the Future Land Use Map from multiple land use categories (Mixed-Use High-Intensity, Urban Mixed-Use 1, Urban Mixed-Use 2, Mixed-Use Residential, Residential High-Density, Mixed-Use Low, Mixed-Use Medium, Public Facilities, Office, Residential Low-Density, Residential Medium-Density, Commercial, Single-Family, or Industrial) to Urban Core, Urban Mixed-Use High Intensity, Urban Mixed-Use, Mixed-Use Office/Residential, or Residential Low-Density. Related to PB-14-40 CPA and PB-14-43 ZON.

Recommendation

Staff recommends approval of Petition PB-14-42 LUC.



Description

This petition involves approximately 1,829.34 acres of land (see map on previous page). This represents approximately 4.5% of the City's land area. The proposed large-scale land use changes are related to a proposal to update the City's Land Development Code (see Petition PB-14-41 TCH) to incorporate form-based code principles and Petition PB-14-43 ZON that proposes rezoning of properties consistent with the proposed new land use categories. It is also related to the proposed Comprehensive Plan text amendments needed to form the basis for the updated Land Development Code and new zoning districts (see Petition PB-14-40 CPA).

Exhibit A-1 is an aerial map that illustrates the area being proposed for land use changes. This area contains primarily developed properties, with only about 14.1% of those parcels being vacant (257.3 acres). The areas shown as white on the map that are within the overall boundary are properties that are not subject to the proposed land use designation changes. These excluded areas include areas that are: currently single-family and will continue to have that designation; currently Residential Low Density and will continue to have that designation; or currently have another land use designation (such as Public and Institutional Facilities) that will not be changed.

Since the majority of the area (approximately 85.9%) is already developed, it is anticipated that the proposed changes will primarily result in redevelopment or infill that will occur over a period of 10 – 50 years. Since these developed areas are all within a central portion of the City, they are adequately served by existing public facilities such as streets, potable water, wastewater, water supply, public schools, recreation, and transit services. As redevelopment occurs, new infrastructure such as stormwater systems and utility upgrades may be required of the developers. This entire area falls within the City's Transportation Mobility Program Area. The City rescinded transportation concurrency when it adopted its new Plan in 2013.

Exhibit A-2 illustrates the existing land use category designations on the properties. Exhibit A-3 shows the proposed land use designations.

The intent of the proposed land use changes is to:

- Form the basis for the proposed zoning district changes related to the form-based code;
- Provide for adequate density and intensity to support redevelopment efforts in this area;
- Provide for a mix of uses that supports multimodal transportation opportunities;
- Encourage a more efficient and sustainable urban form by allowing a range of housing, employment, shopping and recreation choices in a compact area within the City.

The selected area is generally located in close proximity to the University of Florida and the downtown area. It includes most of the Special Area Plan areas adopted by the City to promote redevelopment.

Exhibit B-1 contains relevant supporting Comprehensive Plan Goals, Objectives, and Policies. Exhibit C-1 is the application. Exhibit D-1 references the neighborhood workshop materials for the neighborhood workshops that were held in association with the proposed changes.

Key Issues

- The land use changes are necessary to form the basis for the vision associated with the new form-based code area.
- The land use changes are supported by City's Comprehensive Plan Goals, Objectives and Policies related to redevelopment.
- The proposed area for land use changes is more than 85% developed and has existing public facilities in place.
- It is anticipated that redevelopment or infill will occur over a period of 10-50 years.
- This land use change may help meet future affordable housing needs because of increased densities.

Basis for Recommendation

The staff recommendation is based on the factors stated in the Future Land Use Element and on State statute criteria, which are discussed below: Consistency with the Comprehensive Plan; Compatibility and surrounding land uses; Environmental impacts and constraints; Support for urban infill and redevelopment; Impacts on affordable housing; Impacts on the transportation system; An analysis of the availability of facilities and services; Need for the additional acreage in the proposed future land use category; Discouragement of urban sprawl as defined in Section 163.3164, F.S., and consistent with the requirements of Subsection 163.3177(6) (a)9, F.S.; Need for job creation, capital investment, and economic development to strengthen and diversify the City's economy; and, Need to modify land use categories and developmental patterns within antiquated subdivisions as defined in Section 163.3164, F.S.

1. Consistency with the Comprehensive Plan

The proposed land use changes take into consideration the multiple goals that the City is trying to achieve for the community. These goals include:

- Redevelopment to improve the City's economic viability and improve the urban form;
- Neighborhood protection;
- Improvement of the quality and form of the City's development and streetscapes;
- Environmental protection to preserve lands with natural and archaeological resources;
- Economic development to increase local job opportunities and economic diversity;
- Efficient use of utilities and infrastructure;
- Preservation of historic districts and structures;
- Transportation choice;
- Reduction in vehicle miles travelled by providing for employment, housing and goods and services in a compact area.

These goals must be balanced against each other to achieve a vision for the community that can create a future land use pattern that allows for quality development and redevelopment while maintaining protections for single-family areas, historic districts, and environmentally sensitive/open space areas.

The proposed land use changes are consistent with Future Land Use Element Goals 1, 2, 3 and associated Objectives and Policies. See Exhibit B-1 for a complete listing of relevant Gainesville Comprehensive Plan policies.

Goal 1

IMPROVE THE QUALITY OF LIFE AND ACHIEVE A SUPERIOR, SUSTAINABLE DEVELOPMENT PATTERN IN THE CITY BY CREATING AND MAINTAINING CHOICES IN HOUSING, OFFICES, RETAIL, AND WORKPLACES, AND ENSURING THAT A PERCENTAGE OF LAND USES ARE MIXED, AND WITHIN WALKING DISTANCE OF IMPORTANT DESTINATIONS.

The proposed land use changes increase mixed-use areas and promote redevelopment so that there will be increased choices for residential, commercial, and office uses in close proximity. As redevelopment occurs, walkability will increase and the increased densities will support additional transit and bicycling opportunities for those wanting to choose that type of urban form.

Goal 2

REDEVELOP AREAS WITHIN THE CITY, AS NEEDED, IN A MANNER THAT PROMOTES QUALITY OF LIFE, TRANSPORTATION CHOICE, A HEALTHY ECONOMY, AND DISCOURAGES SPRAWL.

Increasing densities and intensities in the downtown and areas around the University of Florida promotes transportation choice and reduces the need for sprawl development in outer areas.

Goal 3

ACHIEVE THE HIGHEST LONG-TERM QUALITY OF LIFE FOR ALL GAINESVILLE RESIDENTS CONSISTENT WITH SOUND SOCIAL, ECONOMIC, AND ENVIRONMENTAL PRINCIPLES THROUGH LAND DEVELOPMENT PRACTICES THAT MINIMIZE DETRIMENTAL IMPACTS TO THE LAND, NATURAL RESOURCES, AND URBAN INFRASTRUCTURE.

The proposed land use changes provide an opportunity for redevelopment that can reduce pressures on undeveloped lands and environmentally sensitive areas. The areas proposed for the changes are already in an urbanized area that has existing urban infrastructure such as potable water and wastewater distribution and collection systems, public schools, parks and recreation areas, streets, sidewalks, and transit availability, and some master stormwater facilities. This maximizes the use of existing infrastructure and lessens the need to extend infrastructure to undeveloped areas.

2. Compatibility and Surrounding Land Uses

In order to ensure compatibility with surrounding uses, the City's proposed land use changes include step downs of density and intensity when near single-family areas. Most single-family neighborhoods have been excluded from the proposal to ensure their protection.

3. Environmental Impacts and Constraints

The majority of the parcels under consideration in the land use amendment proposal are already developed (over 85% of the land area). These parcel areas include portions of the City such as: the downtown area; areas that are east, north, south, and west of the University of Florida; and existing shopping areas (such as NW 13th Street and the Westgate Regency areas). There are limited environmental impacts due to the developed nature of these parcels.

None of the parcels within the proposal fall within the Strategic Ecosystem area as adopted in the Conservation Element and Future Land Use Map Series.

Vacant lands will be subject to environmental review based on the City's criteria in the Land Development Code.

4. Support for Urban Infill and/or Redevelopment

This proposed large-scale land use amendment is consistent with the City's goals for infill and redevelopment in the City. By providing for increased densities and intensities in a central portion of Gainesville, redevelopment opportunities will be increased.

5. Impacts on Affordable Housing

The proposed land use changes have the potential for a positive impact on the supply of affordable housing in Gainesville because of increased densities and encouragement of mixed-use development that may provide housing in association with non-residential development.

6. Impacts on the Transportation System

The entire area within this proposal is in the Transportation Mobility Program Area (TMPA). The City rescinded transportation concurrency in 2013 as part of the update of the Comprehensive Plan. As redevelopment or infill development occurs, the properties will be subject to the various zone requirements as stated in Transportation Mobility Element Goal 10 and associated objectives and policies. Properties within this area are generally served by transit and sidewalk and bicycle facilities.

7. Availability of Facilities and Services

The area under consideration is more than 85% developed, and the vacant areas within the overall area have existing public facilities and services such as potable water, wastewater, public schools, streets, roads, sidewalks, transit, and recreation available. An allowance to provide water supply capacity for future population growth is included in the current Consumptive Use

Permit for Gainesville Regional Utilities. The area falls within the City's Transportation Mobility Program Area (TMPA) which requires new development and redevelopment to mitigate net, new trips on roadways through Comprehensive Plan Policies adopted in the Transportation Mobility Element. The City rescinded transportation concurrency in 2013.

Stormwater level of service requirements will have to be met when development plans for specific sites within the area are submitted.

8. Need for the Additional Acreage in the Proposed Future Land Use Category.

None of the properties included in the proposed land use changes are going from an agricultural-type or open space future land use category. These properties have existing land use category designations that are generally urban in nature. The proposal is based on allocating additional density and intensity in certain areas of the central part of Gainesville (in an area that is already more than 85% developed) to provide for redevelopment opportunities and to increase opportunities for a mix of uses.

9. Discouragement of urban sprawl as defined in Section 163.3164, F.S., and consistent with the requirements of Subsection 163.3177(6) (a) 9, F.S.

Sub-section 163.3164 (51), F.S. states that "Urban sprawl" means a development pattern characterized by low density, automobile-dependent development with either a single use or multiple uses that are not functionally related, requiring the extension of public facilities and services in an inefficient manner, and failing to provide a clear separation between urban and rural uses. Sub-section 163.3177(6) (a) 9 requires that the future land use element and any amendment to the future land use element shall discourage the proliferation of urban sprawl.

This amendment to the future land use map discourages the proliferation of urban sprawl because it meets the following criteria of Sub-section 163.3177(6) (a) 9 b.:

- (I) Directs or locates economic growth and associated land development to geographic areas of the community in a manner that does not have an adverse impact on and protects natural resources and ecosystems.

Yes. The area proposed for change is already more than 85% developed, which means that vacant lands that may be environmentally sensitive or contain significant natural resources such as listed species will not be heavily impacted.

- (II) Promotes the efficient and cost-effective provision or extension of public infrastructure and services.

Yes. Because this area is already significantly developed there are existing public facilities such as potable water, wastewater, streets, sidewalks, transit and public schools already available. In portions of the area proposed for land use changes there are existing master

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stormwater basins to provide for urban style use of the land with off-site stormwater provisions.

- (III) Promotes walkable and connected communities and provides for compact development and a mix of uses at densities and intensities that will support a range of housing choices and a multimodal transportation system, including pedestrian, bicycle, and transit, if available.

Yes. The proposed densities and intensities associated with this proposal support compact development and multimodal transportation opportunities.

- (V) Preserves agricultural areas and activities, including silviculture, and dormant, unique, and prime farmlands and soils.

Yes. The area under consideration is developed land and does not involve changing agricultural land into developed land.

- (VI) Preserves open space and natural lands and provides for public open space and recreation needs.

Yes. Since the majority of this area is already developed it will promote redevelopment opportunities that reduce the pressure on open space and natural lands for development. Areas designated for Conservation that fall within the proposed overall area are not proposed to be changed, which means those areas will be preserved.

10. Need for job creation, capital investment, and economic development to strengthen and diversify the City's economy; and,

The proposed land use changes provide for additional density and intensity that may encourage infill and redevelopment within this area. Redevelopment will result in job creation and the increased density/intensity may result in new industries locating in Gainesville. In particular, the changes enhance the Innovation Square area, which is part of the City's overall economic development strategy.

11. Need to modify land use categories and developmental patterns within antiquated subdivisions as defined in Section 163.3164, F.S.

This is not applicable to this petition.

Respectfully submitted,



Onelia Lazzari, AICP
 Principal Planner

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List of Exhibits

Exhibit A: Maps

- Exhibit A-1: Aerial Photograph Map
- Exhibit A-2: Existing Land Use Map
- Exhibit A-3: Proposed Land Use Map

Exhibit B-1: Comprehensive Plan GOPs

Exhibit C-1: Application

Exhibit D-1: Neighborhood Workshop Materials (see Petition PB-14-43 ZON, Exhibit C)

Exhibit E-1: Listing of parcels