

**TO:** City Plan Board

**Item Number: 3**

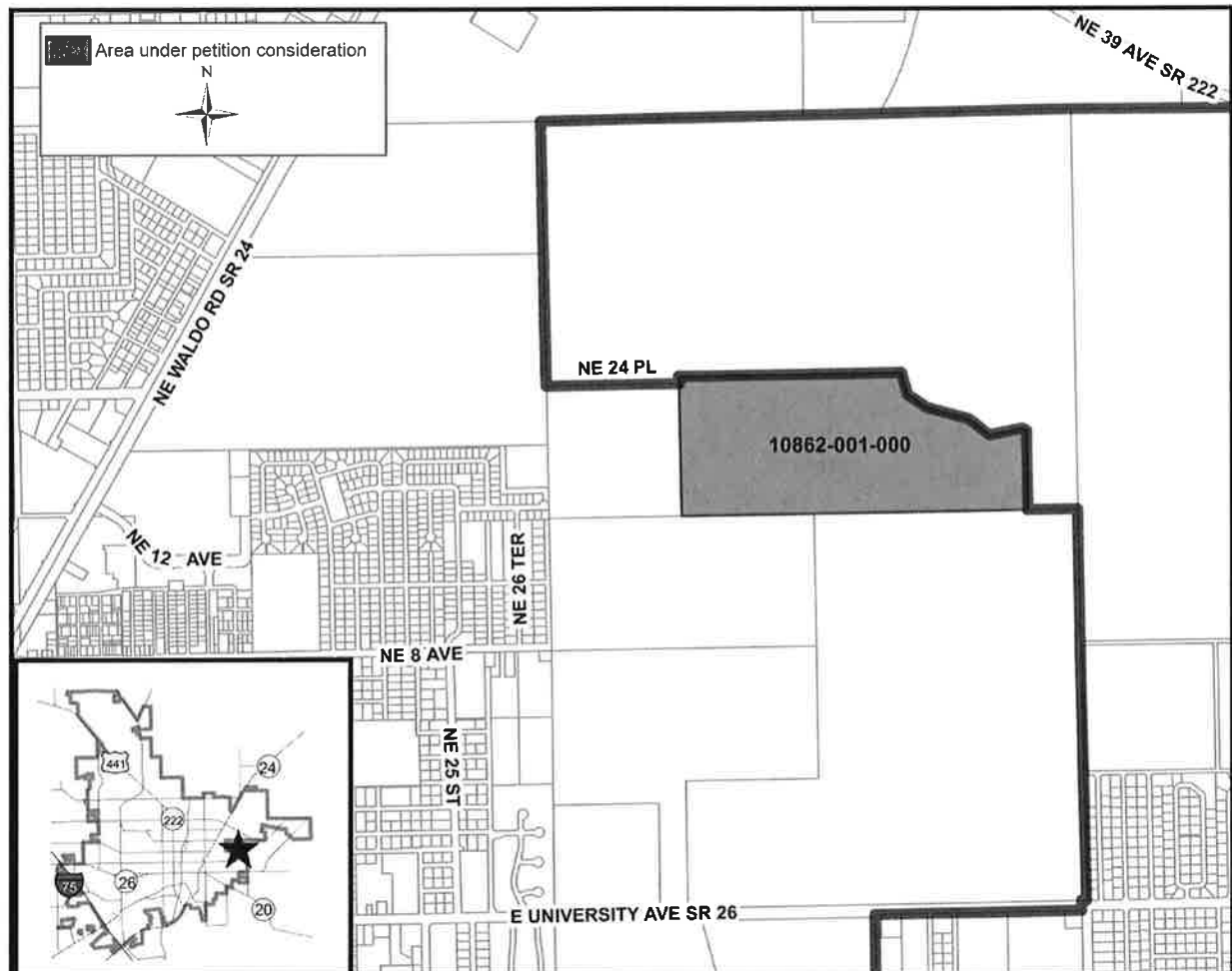
**FROM:** Planning & Development Services Department  
 Staff

**DATE:** January 22,  
 2015

**SUBJECT:** Petition PB-14-162 LUC. City Plan Board. Amend the City of Gainesville Future Land Use Map from Alachua County Institutional to City of Gainesville Conservation (CON). Located north of Morningside Nature Center (3540 E. University Avenue). Tax parcel No. 10862-001-000. Related to PB-14-163 ZON.

### Recommendation

Staff recommends approval of Petition PB-14-162 LUC.



## Description

This approximately 97.8-acre property (see map on previous page) was voluntarily annexed into the City on October 2, 2014 by Ordinance No. 140124. The proposed large-scale land use change from Alachua County Institutional to City of Gainesville Conservation pertains to an undeveloped, wooded property in east Gainesville. It is located north of the City's Morningside Nature Center and the Professional Academies Magnet at Loften W. Travis High School. Publicly owned, undeveloped and wooded lands are to the west, east and north of the property. The property is landlocked but is accessible from Morningside Nature Center of the City of Gainesville. The property is within the Plan East Gainesville area.

The City acquired this property in November 2013 with the City's Greenspace Acquisition fund for the purpose of conservation and passive recreation compatible with the protection of natural resources. This undeveloped, wooded property will contribute to the protection of wildlife and water quality at the City's Morningside Nature Center. There is a potential for trails through dry areas and/or boardwalks over wet areas to provide public access and recreation. The property lies just east of the 40.2-acre property to the west that was acquired in April 2012 as part of the Wild Spaces Public Places land acquisitions. These two properties will expand Morningside Nature Center by a total of 138 acres. Together with the new State Forest lands to the north, the properties will be better able to be jointly managed for conservation and appropriate public use. See Exhibit B-4 (Memorandum from City of Gainesville Nature and Cultural Manager).

This petition is related to Petition PB-14-163 ZON, which proposes rezoning from Alachua County Agriculture district to City of Gainesville Conservation (CON) district.

See Exhibit B-1 for an aerial photograph of the property and surrounding area. Exhibits B-2 and B-3 are maps illustrating the existing and proposed land use, and Exhibit C-1 is the application. Also see Exhibit B-4 (Memorandum from City of Gainesville Nature and Cultural Manager).

## Key Issues

- This is an annexed property that requires a City land use designation.
- The proposed large-scale amendment to Conservation is consistent with the City's Comprehensive Plan.
- The property is located within the Plan East Gainesville area.
- The City-owned property will expand the conservation/passive recreation area of the City's Morningside Nature Center.

## 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 change from Alachua County Low Density Residential (1-4 DU/acre) to City of Gainesville Conservation is consistent with Future Land Use Element Policies 4.1.1, 4.4.1 and Objective 4.4, below. See Exhibit A-1 for other relevant Gainesville Comprehensive Plan policies.

**Policy 4.1.1** Land Use Categories on the Future Land Use Map shall be defined as follows:

### Conservation

This category identifies areas environmentally unsuited to urban development, permanent buffers between land uses, areas used for passive recreation and nature parks. Privately held properties within this category shall be allowed to develop at single-family densities of 1 unit per 5 acres. Land development regulations shall determine the appropriate scale of activities, structures and infrastructure that will be allowed.

**Objective 4.4** Newly annexed lands shall retain land uses as designated by Alachua County until the Future Land Use Element of this Plan is amended.

**Policy 4.4.1** Land use amendments should be prepared for all annexed properties within one year of annexation.

## 2. Compatibility and Surrounding Land Uses

This undeveloped, wooded property in east Gainesville is located north of Morningside Nature Center (Conservation land use) and north of the Professional Academies Magnet at Lofton W. Travis High School (Education land use). The property is east of the wooded, undeveloped 40.2-acre City property for which Conservation land use was adopted in November 2014. Publicly owned, undeveloped and wooded lands of Newnan's Lake State Forest are to the east and north of the property and have Alachua County Institutional land use.

The proposed Conservation land use designation is compatible with the adjacent properties and their land uses, and with the surrounding area. See Table 1 on Page 8 of this document for a tabular summary of adjacent existing uses and adjacent land use and zoning categories. As noted in the Description section of this report, see Exhibit B-1 for the aerial photograph, and Exhibits B-2 and B-3 for maps of the existing and proposed land use for the property and surrounding area.

### 3. Environmental Impacts and Constraints

The City's Environmental Coordinator provided the following environmental analysis in a memorandum dated December 23, 2014:

The petitions for a proposed change in land use and zoning for the subject parcel have been reviewed for considerations relating to any environmental resources present on or immediately adjacent which might be regulated by City Land Development Code 30-300 *Surface Waters and Wetlands*, or 30-310 *Natural and Archaeological Resources*. The petitions propose a land use change from Alachua County Institutional to City of Gainesville Conservation (CON), and rezoning from Alachua County Agriculture to City of Gainesville Conservation (CON) district. The property was acquired by the City of Gainesville as an addition to the nature park system, and specifically to expand and protect Morningside Nature Center.

The property is a naturally wooded tract supporting a mix of pine-dominated uplands and mixed hardwood wetlands within the headwaters of the Lake Forest Creek watershed. The quality of the natural communities found in this flatwoods ecosystem is good to excellent, with minimal overall impacts. Exotic, invasive vegetation is minimal, and native understory vegetation is intact. Approximately one-fifth of the parcel is covered by forested wetlands dominated by cypress, natural pine, and hardwoods such as black gum and red maple. Minor headwater tributaries of Lake Forest Creek cross the central and east sides of the property. Forested depressional wetlands (approximately 20 acres) exist on the lower elevations on the western side of the parcel. Hydrology within the wetland areas and across the adjacent flatwoods areas does not appear to be significantly affected by the extensive creek channelization/drainage of the developed lands of the upper Lake Forest Creek watershed which occurred in the mid 1900's. A better drained, xeric habitat with remnant sandhill vegetation is present on the eastern part of the property.

Based on available information, no regulated natural and archaeological resources or resource areas are known to be present on the subject parcel. Listed species may be present, especially in the scrubby flatwoods and xeric habitats of the property, but have not been located through survey or other assessment methods to date. Management with controlled burning through the nature operations program under the proposed land use will be expected to enhance and reveal the presence of listed species across this relatively undisturbed site. The parcel falls within the East Side Greenway (Morningside Greenway) Strategic Ecosystem, and joins Morningside Nature Center on the south and other new State Forest lands to the north and east. The contiguous habitat provided through the consolidation of these lands is a significant achievement in meeting the functional ecological characteristics required by natural communities and native wildlife in the local and regional context described for this strategic ecosystem unit.

The proposed land use and zoning would be optimal in providing for maintenance and potential enhancement of ground water and surface water quality in the watershed, and of flood storage capacity within the mosaic of wetland depressions on and adjacent to the parcel. Conservation uses of this parcel will support and expand the natural resource base and recreational assets associated with nature parks and managed forest lands of eastern Gainesville and ensure the best option for maintenance and enhancement of the resource values intended for protection under the

City's comprehensive plan and land development regulations for protection of surface waters and wetlands, and natural and archaeological resources.

#### **4. Support for Urban Infill and/or Redevelopment**

This proposed large-scale land use amendment to Conservation for this undeveloped property will have no impact upon urban infill or redevelopment in the City.

#### **5. Impacts on Affordable Housing**

The proposed land use change from Alachua County Institutional to City of Gainesville Conservation does not involve residential use, so it will have no impact on the potential supply of affordable housing in Gainesville.

#### **6. Impacts on the Transportation System**

There are no transportation issues associated with this proposed large-scale land use amendment to Conservation for this land-locked parcel on the northern edge of Morningside Nature Park, which is on the north side of East University Avenue. It is located within Zone A of the Gainesville Transportation Mobility Program Area (TMPA). RTS Route 11 provides service along University Avenue every 30-60 minutes on weekdays and every 70 minutes on weekends between the Rosa Parks RTS Downtown Station and Eastwood Meadows (SE 43<sup>rd</sup> ST, near Eastside High School).

#### **7. Availability of Facilities and Services**

This undeveloped property is in an urban area that is served by public utilities and other public services. The proposed land use of Conservation will not impact adopted levels of service for potable water and wastewater, water supply, solid waste, stormwater, or public schools because the property will remain undeveloped. This proposed land use will have a positive impact upon the adopted level of service for recreation by adding to the supply of Local Nature/Conservation park land. The adopted LOS (Level of Service) standard for Local Nature/Conservation Parks is 6.00 acres per 1,000 people; the existing LOS is 15.71 acres.

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

There are approximately 8.2 square miles (5,250.73 acres) of land with the Conservation land use category in Gainesville, of which approximately 705 acres are within the Plan East Gainesville area. Addition of this undeveloped 97.8-acre property increases both green space and passive recreation in east Gainesville, which are less extensive than in the western side of Gainesville (per a February 6, 2014 memorandum (Exhibit B-5) from Linda Demetropoulos, Nature and Cultural Manager). The additional acreage in Conservation land use will help protect natural resources in Gainesville.

**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 element 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. Conservation land use will support and expand the natural resource base and recreational assets associated with both nature and active parks in the area, and will indirectly contribute to directing economic growth and associated land development to more appropriate locations in the area.*

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

*Yes. This property will remain vacant and undeveloped and will not require extension of public infrastructure and services.*

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

*Yes. This property was acquired by the City of Gainesville for the purpose of conservation and passive recreation compatible with the protection of natural resources. The proposed Conservation land use is consistent with that purpose. As stated in the January 7, 2015 memorandum (Exhibit B-4) from the City's Nature and Cultural Manager, there is a potential for trails through dry areas and/or boardwalks over wet areas to provide public access and recreation.*

- (VII) Creates a balance of land uses based upon demands of the residential population for the nonresidential needs of an area.

*Yes. Conservation land use for this property is supportive of passive recreation which will help meet a nonresidential need of the residents in the area.*

Petition PB-14-162 LUC  
January 22, 2015

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

The proposed land use change to Conservation will not address this need other than by providing a passive recreational amenity in east Gainesville.

**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 because the property does not contain a subdivision.

Respectfully submitted,



Onelia Lazzari, AICP  
Principal Planner

Prepared by:



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Lead Planner

**Table 1****Adjacent Existing Uses**

<b>North</b>	Newnan's Lake State Forest (undeveloped and wooded)
<b>South</b>	Conservation: Morningside Nature Center. Secondary education: Professional Academies Magnet at Loften W. Travis High School.
<b>East</b>	Newnan's Lake State Forest (undeveloped and wooded)
<b>West</b>	Conservation (undeveloped and wooded)

**Adjacent Zoning and Land Use and Zoning**

	<b>Land Use Category</b>	<b>Zoning Category</b>
<b>North</b>	Alachua County Institutional	Alachua County Agricultural (A) district
<b>South</b>	Conservation; Education	Conservation (CON); Educational services district (ED);
<b>East</b>	Alachua County Institutional	Alachua County Agricultural (A) district
<b>West</b>	Conservation	Conservation (CON)



Petition PB-14-162 LUC  
January 22, 2015

## List of Appendices

### Appendix A Comprehensive Plan GOPs

Exhibit A-1 Comprehensive Plan GOPs

### Appendix B Supplemental Documents

Exhibit B-1 Aerial Photograph

Exhibit B-2 Map: Existing Land Use

Exhibit B-3 Map: Proposed Land Use

Exhibit B-4 Memorandum from City of Gainesville Nature and Cultural Manager,  
1/7/15

Exhibit B-5 Memorandum from City of Gainesville Nature and Cultural Manager,  
2/6/14

### Appendix C Application

Exhibit C-1 Application