

090741C

## Gainesville Council on Aging

### *Large-scale Comprehensive Plan Amendment (CPA)*

***Prepared for Submittal to:***  
City of Gainesville, Florida

***Prepared on Behalf of:***  
Gainesville Council on Aging, Inc.

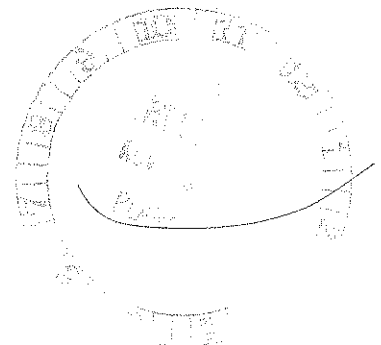
***Prepared by:***



**Causseaux, Hewett, & Walpole, Inc.**  
Engineering • Surveying • Planning  
6011 NW 1st Place Gainesville, Florida 32607  
Phone: (352) 331-1976 Fax: (352) 331-2476  
<http://www.chw-inc.com>

October 14, 2009  
November 9, 2009

PB-09-144 PDV  
GVI Council on Aging (Kanapaha)



## Gainesville Council on Aging, Inc.

### Large-scale CPA and Planned Use District (PUD) Report

#### Statement of Proposed Change

The Gainesville Council on Aging Large-scale Comprehensive Plan Amendment application has been proposed to entitle a development that is ready and able to respond to the unique existing site constraints of an environmentally constrained ±28.9 acre property, and to allow appropriate scaled mixed-use development that is complimentary to the context area and the growing City of Gainesville. The site is composed of five (5) parcels (06916-000-000, 06916-001-000, 06929-000-000, 06935-001-000, and 06933-000-000). Existing future land use categories are consistent with Alachua County classifications as the property was recently annexed into the City. The current classification does not promote nor provide the specialized use criteria, necessary to ensure functional urban redevelopment in either form or use.

The project site exists in an existing urbanized area characterized by multi-family residential, mobile homes, very limited single-family detached homes and commercial development along the multimodal State Road 24 / SW Archer Road corridor. The amendment will provide for protection of the conservation areas, a mix of institutional based residential, and supportive non-residential uses, which are consistent with the City of Gainesville's existing Office future land use classification. The amendment has the following goals:

- (a) Protection of natural conservation areas, consistent with the known identified environmental features and contiguous tree canopy;
- (b) Accommodation of multiple non-residential uses, and supportive of a skilled nursing facility and assisted living facilities;
- (c) Accommodation for adjacent property owners, given the properties' adjacency to numerous neighborhoods and commercial offerings.

This proposed amendment will permit innovative mixed-used design within an area adjacent to Lake Kanapaha, a local environmental resource. Since the property is currently surrounded by development, the proposed facility will foster urban infill, while supporting local job retention, job creation, and economic development, all located along one of Gainesville Regional Transit System's main (RTS) routes. The project's proposed design features are unique and exceed those features currently required within existing available land use categories.

Properties surrounding the site currently exist in either the Residential Medium Density (County) or Low Density Residential (County) land use categories. To the north of the site is the existing Oak Park mobile home park. South of the site,

across State Road 24 / SW Archer Road, is the Hailey Forest condominium development. Immediately west of the site are some limited legacy larger-lot residential areas and Lake Kanapaha recreation / conservation area. Finally, the property is bounded along the east by the Gables condominiums, consisting of mostly octplexes.

This amendment proposes allowing up to a 75,000 square foot Skilled Nursing Facility (SNF), up to a 300 bed Assisting Living Facility (ALF), and up to 15,000 square feet of Office/Medical facilities. The mix of uses have been oriented in a campus-like setting while transitioning the uses from higher intensity uses (SNF) along Archer Road to lower intensity uses (Office & ALF) interior to the site. Taking advantage of access along two (2) roadways and the site's environmental features, the facility separates visitors/resident vehicles from workers/delivery vehicles.

This amendment provides a mix of institutional/residential and non-residential uses that allows the facility to meet changing client needs, healthcare economics, and consumer preferences, primarily the clients' desire to "age in place". This mixture of uses has become the model for healthy living environment for persons of age and is a more economically viable than single-use facilities that had been typically developed in the past for our aging community members.

The amendment clearly brings the potential for an age in place facility, while preserving the existing environmental features and protecting the adjacent residential population. Providing use separation, protecting open space, and creating efficient circulation patterns decreases the proposed development's perceived impact on adjacent landowners. The proposed mix of residential and supportive non-residential activities provides a suitable transition from the Alachua County multi-family and mobile homes uses to a sustainable and appropriate City of Gainesville use

**Table 1: Surrounding Property Uses and Future Land Use Designations**

Direction	Property Use	Future Land Use Designation
North	Oak Park mobile home park	Medium Density 4-8 du/ac (County)
South	SW Archer Road / Hailey Forest	Right-of-Way / Medium Density 4-8 du/ac (County)
East	The Gables Condominiums	Medium Density 4-8 du/ac (County)
West	Kanapaha Pond / Single-Family	Recreation / Low Density Residential

The amendment is located in a strategic portion of town, SW Archer Road. Construction of this site provides an opportunity to fill an existing gap in the varied development pattern along the corridor. Relocating and expanding an existing City of Gainesville facility, within the City Limits, promotes redevelopment efforts.

The use of a unified site plan for the PUD, during the Planned Development (PD) rezoning and development plan approval process, specifies a SNF and a ALF, allowing planned building relationships, which will enhance the site's integration with natural features in a campus setting. Therefore, consistent with *Policy 1.2.3* of the Comprehensive Plan Future Land Use Element, the PUD provides mixture of uses in an appropriate urban location. A Conservation zoning district for the conservation areas will determine the appropriate activities, structures, and infrastructure that will be allowed for the protection and enjoyment of the area.

### **Future Land Use Element**

The Comprehensive Plan Future Land Use Element *Policy 1.2.3* states that the City should encourage mixed-use development where appropriate. The proposed change from Low-Density Residential (County) to PUD and Conservation will remove the existing Alachua County classification in favor of compact, mixed-use development promoting an "age in place" community while protecting our valuable strategic ecosystems.

For example, the PUD requests up to 300 bed ALF and a 75,000 square foot SNF. This consists of the institutional/residential portion of the development. In addition, medical/office uses up to 15,000 square feet will allow for uses supportive of the institutional/residential and the City's population as a whole. The Conservation land use will offer permanent protection the wetland and floodplain features associated with Lake Kanapaha.

The proposed change is compatible with the site's surrounding multi-family and single-family residential land uses. Because of the proposed building orientation and placement of stormwater management, openspace, and conservation features, the development provides further consistency with the Future Land Use Map, Zoning Atlas, and adjacent uses. In addition, the use of Conservation and PD zoning districts will protect existing Regional Transit System (RTS) facilities, by locating a facility along an existing transit route, consistent with Comprehensive Plan Future Land Use Element *Objective 1.2*.

As required by the Planned Use District (PUD) Future Land Use category, the District must be strictly defined. This definition, according to the City of Gainesville Comprehensive Plan *Policy 4.1.1*, "shall address density and intensity, permitted uses, access by car, foot, bicycle, and transit, trip generation and trip capture, environmental features and, when necessary, buffering of adjacent uses."

### Density and Intensity

As previously stated, the site's existing Future Land Use category is Low Density Residential, primarily allowing for single-family type uses and multi-family through planned developments (PDs). In addition, Alachua County allows for a up to 30,000 square feet of non-residential uses on parcels 30 acres or greater. The proposed amendment will increase the density and intensity allowed by the

existing category. The proposed PUD will allow the Gainesville Council on Aging to relocate and expand their existing facilities to promote redevelopment of the Shands Hospital Network. As previously mentioned, this PUD proposes allowing for up to a 75,000 square foot SNF, up to a 300 bed ALF, and up to 15,000 square foot of medical/office which will consist of a 5,000 square foot Outpatient Kidney Dialysis Center, up to a 5,000 square foot Occupational / Physical Therapy Center, and up to 5,000 square feet of administrative offices. The proposed Conservation land use memorializes and expands upon the existing conservation easement that has been placed on the site's western boundary.

Neighboring residential development consists primarily of low-rise, multi-family structures, mobile homes, and a couple of single-family detached homes. Development of the site, as described in this Report, is consistent with the height and scale of surrounding residential developments. Also, by allowing a modest amount of supportive medical/office uses, the development will be able to serve its residents needs as they age in place, in addition to residents within the City of Gainesville and unincorporated Alachua County.

The amendment preserves a portion of the upland area located adjacent to Lake Kanapaha and some quality canopy trees. This area totals  $\pm 20\%$  of the overall site acreage. In addition, the site's open space / drainage area consists of connected areas, totaling approximately  $\pm 5.7$  acres with connections to adjacent parcels, in an effort to be the impetus for additional open space protection in the area.

#### Permitted Uses

Permitted uses are limited to uses within the Office (O) Future Land Use category. The principal uses will be institutional/residential uses associated with "aging in place", professional and service uses, medical, and office uses. Specific Standard Industrial Classification (SIC) and accessory uses considered customarily incidental to a permitted principal use on the subject property shall be limited to the uses permitted within the Planned Development (PD) Report.

Accessory uses shall be appropriately scaled to serve the institutional / residential area, as provided for in the Office category and specifically outlined in the PD zoning district. Uses involving outdoor storage and drive-through facilities are prohibited.

#### Access by Car, Foot, Bicycle, and Transit

##### *Access by Car*

One (1) full-access driveway connection shall be allowed onto the public right-of-way along SW Archer Road at the existing median opening. Additional access point(s) will be located along SW 47<sup>th</sup> Street, which will be primarily reserved for site residents, visitors, and emergency vehicles, if needed.

The Gainesville Council on Aging proposes the construction of on-site parking facilities. Internal parking facilities will be screened from adjacent roadways/development to the east and south by a combination of topography, vegetation, building and stormwater placement, as practicable.

Parking facilities will serve as the primary means of vehicular movement through the site. Staff, residents, and guests can quickly transition to sidewalks and breezeways to move throughout the site. A parking standard for the development shall be established as part of the PD zoning district. Similarly, bicycle and transit access to the site will begin at the southern part of the site.

Access control, if included as a design element, will occur within the boundaries of the site, not on public right-of-way. Furthermore, gated facilities will not limit transportation choice for any residents or guests and will be for the purposes of providing secure areas within the facility. Parking facilities will not be in violation of Future Land Use Element Policy 1.2.8. All parking and driveway installation will be provided in accordance with Article IX and any other applicable regulations, except where otherwise noted herein and in the Planned Development zoning documents. Handicapped spaces and van-accessible spaces will comply with all applicable provisions of Article IX, the Florida Building Code, and the Fair Housing Act.

#### *Access by Foot and Bicycle*

Multi-modal connectivity is an important project component. Safe and convenient on-site pedestrian and bicycle circulation facilities, such as sidewalks and breezeways connecting buildings and parking areas, will be provided in accordance with Concurrency Management Element, *Policy 1.1.4*. Sidewalks will connect the project site to the existing pedestrian facilities on SW Archer Road.

New sidewalks will be constructed along SW 47<sup>th</sup> Street in accordance with applicable design standards, provided the owner/developer receives approval from the appropriate regulatory entities for placement and location. New sidewalks will have an average five feet (5') unobstructed width and will connect to the internal circulation network. Bicycle parking will be provided in the form of outdoor racks and/or indoor bicycle storage facilities for residents and staff. The number of bicycle spaces will be determined during the development plan review process.

#### *Access to Transit*

The property is located on RTS Routes 75, which provides transportation options and connections to the City, County, and region. An RTS Transit stop is located at the southwestern portion of the site. As previously stated, new sidewalks will be constructed from this facility, internal to the site, in accordance with applicable design standards. The developer will explore the need and placement of a RTS bus shelter with RTS Staff as part of the overall development.

In addition, the Gainesville Council on Aging provides on demand transportation for onsite residents and for patients of the outpatient services. This provision for patient transportation decreases the impact on the RTS system, external roadway impacts, and parking requirements.

### Environmental Features

The Project site does not contain any environmentally significant land or water resources, with exception of the site's abutting land on Lake Kanapha, as designated by the Conservation, Open Space, and Groundwater Recharge Element, *Policy 1.1.1*. As previously mentioned, a portion of the western boundary will be placed in the Conservation land use. Portions of the site contain Federal Emergency Management Agency (FEMA) 100-year floodplain. If during site plan review, these areas are impacted by development, structures will be appropriately elevated. Alternatively, a Letter of Map Amendment (LoMA) will be submitted based on site-specific elevations and floodplain calculations. Stormwater Management Facilities (SMFs) will be constructed to control runoff from the site's impervious areas. SMFs will be constructed in accordance with LDC Section 30-270. Post-development run-off will not exceed pre-development run-off. In addition, trees located along SW 47<sup>th</sup> Street may be removed if it is determined that right-of-way dedication and/or roadway construction is required as part of development plan approval.

### Signage and Lighting

On-site signage will be erected in conformance with the LDC. Article IX, Division I shall be the applicable regulation for any signs erected on the site. On-site lighting will be pedestrian in scale. Lighting may be designed to include full cut-off fixtures to minimize lighting impacts on surrounding properties and the facility's residents. On-site lighting will be in accordance with all applicable sections of the LDC.

### **Transportation Mobility Element**

This site is located in the northwest quadrant of the SW Archer Road and Southwest 47<sup>th</sup> Street intersection. The site is within the newly adopted Transportation Concurrency Exception Area (TCEA), Zone D. Development within TCEA Zone D is not required to meet roadway concurrency requirements, provided the requirements of the Concurrency Management Element are met or payment is made in lieu of. A concurrently submitted Traffic Impact Analysis (TIA) demonstrates the potential impact development will have on the surrounding roadway network. Currently, Zone D is projected to receive final adoption on December 17, 2009. The currently priorities for Zone D are the creation of extension of SW 40<sup>th</sup> Blvd and a SW Bus maintenance facility.

Consistent with Comprehensive Plan Transportation Mobility Element *Policy 3.2.1*, the proposed amendment will allow for development intensity in an area

served by RTS. As Figure 1 illustrates, the project site is located on RTS Route 75. This route transports residents directly to the Oaks Mall and Butler Plaza with connections to University of Florida and Santa Fe College campuses, Shands Healthcare facilities, the Veteran's Administration Medical Center, the Downtown Plaza, and beyond. From this route, riders have access to all areas served by RTS within the City of Gainesville and Alachua County.

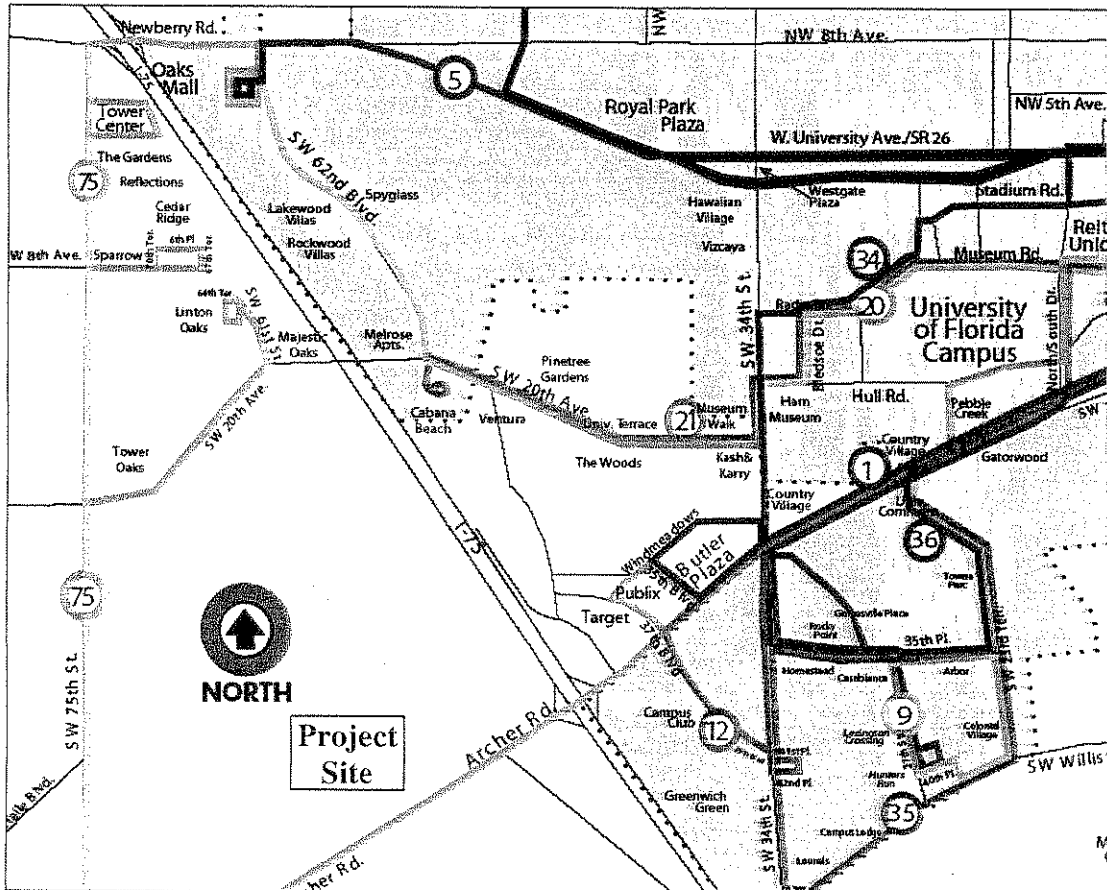


Figure 1. Regional Transit System (RTS) Routes Proximate to Project Site

Furthermore, the Transportation Mobility Element designates SW Archer Road as an important part of the City of Gainesville bicycle facility network. Continued urban development along these corridors encourages individuals to ride their bicycles and utilize the existing and growing bicycle facility network.

The focus on creating and improving multi-modal access is consistent with Transportation Mobility Element *Policy 1.1.2*. The policy promotes transportation choice, healthy lower-impact development, safety, and convenience.

### Housing Element

The Gainesville Council on Aging intends to develop the site as a horizontally mixed-use development, with convenient transit access to the Oaks Mall, Butler



Plaza, Shands Healthcare facilities, the Veteran's Administration Medical Center, the Downtown Plaza, and beyond. The proposed amendment is consistent with the overall goal of the Comprehensive Plan Housing Element by providing adequate, decent, safe, sanitary, healthy, and cost-effective housing alternatives for persons at all stages of life. Therefore, the proposed amendment supports the Comprehensive Plan's Element Goal by promoting the provision of special needs housing and the general population of Gainesville.

#### **Conservation, Open Space and Groundwater Recharge Element (COSGR)**

A portion of the site is located adjacent to Lake Kanapaha. Therefore, the site contains FEMA Floodplain, and wetlands. Field visits to the site have resulted in delineation of the wetland boundary and protection with placement of a generous and appropriate buffer into a Conservation land use. In addition, some significant trees located on the site will be protected.

On-site open space and adjacent conservation may include designated active and passive recreation areas, in addition to courtyards that are commonly provided in medical facilities. Portions of the site will contain pervious surfaces allowing precipitation to percolate through the ground, thereby, minimizing the amount of run-off from the site.

#### **Potable Water/Wastewater Management Element**

The Gainesville Council on Aging amendment will connect to available potable water and sanitary sewer systems. These services are provided by Gainesville Regional Utilities (GRU). The developer will work with GRU to make necessary on-site improvements to ensure safe and efficient utility service provisions.

#### **Stormwater Management Element**

In accordance with the Comprehensive Plan Stormwater Management Element *Objective 1.9*, the design of the SMFs will serve a dual purpose, acting as both a stormwater facility and as an aesthetically pleasing feature. SMFs will be constructed to mitigate the potential impacts of 100-year critical duration rainfall depth. SMF basins will be designed to contain any run-off from the site and to allow stormwater to percolate into the soil rather than run directly into the downstream receiving surface waters.

## Application Responses

### Impact on Residential Streets

The site will connect to Southwest 47<sup>th</sup> Street which is currently a private roadway providing access to the Oak Park mobile home park. Improvements, if required shall be in accordance with City of Gainesville access standards. Since the project site is located at the intersection of Southwest 47<sup>th</sup> Street and Southwest Archer Road, there will be no pass-thru traffic impacting adjacent development.

### Impact on noise and lighting

This amendment proposes an “age in place” campus-type design and conservation, proximate to existing multi-family and mobile home residential developments. In addition, the site will house a variety of uses consistent with providing comprehensive health care services. On-site lighting will be designed to provide safe circulation for pedestrians and vehicles and will be consistent with existing City of Gainesville design standards. Site design will include landscaping and best management practices to reduce the amount of noise that may be generated within the development. On-site noise generated should not impact nearby development and not violate the adopted ordinances.

### Environmental Features

The project site is located adjacent to Lake Kanapaha recreation/conservation area. As such, the project site has wetland and floodplain associated with this resource. A wetland line has been delineated and approved through the Suwannee River Water Management District (SRWMD). As part of the currently approved development plan, a 75 foot buffer has been provided to this wetland line exceeding the 50 foot City of Gainesville requirement. This ±6.3 acres along the western project boundary, is being requested as Conservation for perpetual protection and buffer to Lake Kanapaha.

Soils in the site’s development area are generally suitable for urban-type development. Millhopper Sand 0-5% Slopes (Grade A), Candler Fine Sand, 0-5% Slopes (Grade A), Millhopper-Urban Land Complex; 0-5% Slopes (Grade A), and Arredondo Fine Sand; 0-5% Slopes (Grade A). Site specific geotechnical samples will be taken, during development review, to determine specific soil composition and engineering characteristics. Where necessary, appropriate best management practices will be used to provide suitable construction and building methods.

### Historic and Archaeological Resources

According to Alachua County and the Florida Division of Historical Resources (DHR), no archaeological resources are located on the property. In addition, during a former preliminary development plan approval process, Phase 1, 2, and

3 archeological assessments were performed on the majority of the site. Based on this in-depth examination of the site, no artifacts were found requiring specific protections by DHR. Please see attached Archeological Report performed by SouthArc, Inc.

### Community Contribution

The site's change in land use will allow a City Land Use consistent with the City of Gainesville's Comprehensive Plan and Future Land Use Map. The proposed amendment will provide a balance between environmental protections and placing urban uses in an area readily served by urban amenities to meet the aging population's medical and housing needs as both the City of Gainesville and Alachua County population grows.

### Potential Long-term Economic Benefits

Specific tax-base increases are difficult to calculate. Generally, the allowance for residential, medical, and office uses will increase the value of the property more than a singular use. Thus, it is likely that the land-use change will increase the potential value of the property and thus the property's tax generation.

The provision of on-site institutional/residential non-residential uses will also generate added employment opportunities proximate to a large existing residential population. Wages paid to employees should be consistent with similar industry wages throughout the City of Gainesville.

### Level of Service Standards

#### Roadways:

Category	Intensity	AADT		A.M. Peak Hour		P.M. Peak Hour	
		Rate	Trips	Rate	Trips	Rate	Trips
Nursing Home (ITE 620)	180 Beds	2.37	427	0.17	31	0.22	40
Assisted Living Phase 1 (ITE 254)	60 Beds	2.66	160	0.14	8	0.22	13
Medical / Dental Office (ITE 720)	10,000 sq. ft.	36.13	361	2.3	23	3.46	35
Trip Reductions (25%) <sup>1</sup>		-	-90	-	-6	-	-9
<i>Phase 1 Total</i>		-	<i>858</i>	-	<i>56</i>	-	<i>79</i>
Assisted Living Phase 2 (ITE 254)	240 Beds	2.66	638	0.14	34	0.22	53
<i>Phase 1 &amp; 2 Total</i>		-	<i>1,496</i>	-	<i>90</i>	-	<i>132</i>

Potable Water:**Residential:**

$$\begin{array}{r}
 480 \text{ beds (1 bed = 1 person)} \\
 \times \quad 105 \text{ gallons per day per person} \\
 = \quad 50,400 \text{ gallons per day}
 \end{array}$$

**Medical Office:**

$$\begin{array}{r}
 15,000 \text{ sq. ft.} \\
 \times \quad 15 \text{ gallons per 100 sq. ft. per day} \\
 \times \quad 1.6 \text{ (water LOS to wastewater LOS ratio)} \\
 = \quad 3,600 \text{ gallons per day}
 \end{array}$$

Wastewater Flow:**Residential:**

$$\begin{array}{r}
 480 \text{ beds (1 bed = 1 person)} \\
 \times \quad 105 \text{ gallons per day per person} \\
 = \quad 50,400 \text{ gallons per day}
 \end{array}$$

**Medical/Office:**

$$\begin{array}{r}
 15,000 \text{ sq. ft.} \\
 \times \quad 15 \text{ gallons per 100 sq. ft. per day} \\
 \times \quad 1.6 \text{ (water LOS to wastewater LOS ratio)} \\
 = \quad 3,600 \text{ gallons per day}
 \end{array}$$

NOTE: Renal Dialysis calculations have been accounted for in the wastewater flow calculations.

Recreation:

For the purposes of calculating new impacts, the existing facility consisting of 180 beds has been subtracted from the overall proposed intensity. In addition, it is assumed that 1 bed = 1 person.

**Table 2. Estimated Recreation Impacts**

	LOS (1 per # of persons)	Inventory (Present)	Impact from PUD
Southwestim Pool (50 M)	85,000	1	0.004
Southwestim Pool (25 Yd)	75,000	2	0.004
Softball Field (adult)	14,000	12	0.02
Soccer Field	11,000	14	0.03
Miles of Trail	4,500	30	0.06
Basketball Court	4,500	28	0.06
Tennis Court	6,000	22	0.05
Racquetball Court	12,000	14	0.03
Equipped Play Area	10,000	28	0.03

## Gainesville Council on Aging Large-scale CPA

	LOS (Acres per 1,000)	Inventory (Present)	Impact from PUD
Local Nature / Conservation	6.0	2,270.6	1.8
Sports	0.5	103	0.15
Community Park	2.0	266	0.60
Neighborhood Park	0.8	161.3	0.24
Total	9.3	2,800.9	2.79

1. Data presented in this table are taken from the City of Gainesville Comprehensive Plan's Recreation Element. Existing City of Gainesville Population is 122,671, the 2007 estimate for the City. Impact is based upon 300 units.

Solid Waste Generated:**Residential****Medical / Office**

1.10 tons/unit/year	15,000 square feet
x 480 beds	x 5.34 lbs/square feet/year
= 528 tons/year	= 40.05 tons/year
Total = 568.05 Tons/year	

## Planned Use District (PUD) Conditions and Restrictions

The Gainesville Council on Aging PUD shall consist of a mix of Institutional residential and non-residential uses under the following conditions and restrictions:

This PUD is permitted for up to a 75,000 square foot Skilled Nursing Facility (SNF), a 300 bed Assisting Living Facility (ALF), and 15,000 square foot of supportive medical/office space.

Building heights for the development shall be a maximum of three (3) stories, which shall be interpreted as a 45' maximum, similar to context multi-family.

Internal Pedestrian/Bicycle facilities shall be connected to the existing SW Archer Road facilities in coordination with Alachua County and the City of Gainesville.

Except as may be established and shown for good cause by the owner/developer, and provided in the planned development zoning ordinance, an internal pedestrian network of sidewalks shall be provided within the development. Connections shall be made from the internal sidewalk system to the external public sidewalk. All non-residential uses shall be interconnected by safe means.

Parking shall be provided internal to the site, where practicable. Where parking areas are adjacent to public roadways, landscaping or other screening methods such as vegetation and/or walls may be provided for the purposes of providing increased safety and security onsite.

The owner/developer shall work with the Regional Transit System (RTS) during the development review process to ensure access to the existing public mass transit stop is provided.

The PUD land use category does not vest the development for concurrency. The owner/developer is required to apply for and meet concurrency management certification requirements, including transportation mitigation.

Vehicular parking standards shall be established by the Planned Development zoning district.

Trees located along the western boundary may be removed based on right-of-way dedication and/or roadway construction.

The total percentage of building façade facing Archer Road shall be established by the Planned Development zoning district.