

City of Gainesville

Inter-Office Communication

Department of Community Development
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Item No. 2

TO: City Plan Board

Date: August 16, 2007

FROM: Planning Division Staff

SUBJECT: **Petition 28LUC-07 PB.** David Coffey, P.A., agent for Plum Creek Timberlands, LP. Amend the City of Gainesville 2000-2010 Future Land Use Map from Alachua County Rural/Agricultural and City of Gainesville A (Agriculture) to City of Gainesville PUD (Planned Use District), SF (Single-family, up to 8 units per acre) and CON (Conservation) on approximately 1,754 acres. Located at SR 121, east of Deerhaven Power Plant.

Recommendation

Planning Division staff recommends approval of Petition 28LUC/CPA-07 PB, subject to approval of proposed Future Land Use Element Policy 4.3.4 (Exhibit 1).

Explanation

The 1,754-acre subject property is in the northwest portion of Gainesville (see Exhibit 2). All except approximately 460 acres in the southern part of the subject property were annexed into the city on February 12, 2007. The property is north of NW 53rd Avenue, is largely split by State Road 121 (which, south of NW 53rd Avenue, is NW 34th Street). It is bounded to the southwest by NW 13th Street (US 441).

Adjacent to the west of the subject property is the Deerhaven Power Plant operated by Gainesville Regional Utilities. A report submitted by GRU on July 27, 2007 regarding plans for this Deerhaven property adjacent to the subject property is attached as Exhibit 6.

Most all of the property adjacent to the east and west of the subject property is undeveloped or pine plantation (silviculture). The subject property is currently used for silviculture operations and both the subject property and surrounding areas are rural in character.

One of the most noteworthy features of the property is that at least a third of the subject property is wetland, and the fact that it contains both important environmental features and the headwaters for three creek systems/basins.

The applicant proposes to establish City land use designations for this recently-annexed property. Those designations would be SF (Single-Family, up to 8 dwelling units per acre), CON (Conservation, up to one dwelling unit per five acres), and PUD (Planned Use District). Currently, these properties carry an Alachua County land use designation of Rural/Agriculture (allowing up to one dwelling unit per five acres).

The proposed PUD designation, if approved, will establish the land use for what the applicant proposes to be a future, mixed-use development consisting of up to 100,000 square feet of non-residential uses, of which 80,000 square feet could be retail uses. The PUD designations would

apply to approximately 5 percent of the 1,754 acres (approximately 90 acres), and consist of two semi-centrally located clusters flanking SR 121. Approximately 34 percent of the 1,754 acres is proposed for Conservation land use (approximately 600 acres), and approximately 61 percent of the 1,754 acres would be designated Single-Family Residential (approximately 1,070 acres). See Exhibit 3, "Proposed Land Use."

The applicant has proposed to add a new policy into the Future Land Use Element of the Gainesville Comprehensive Plan that would, within this project area, prohibit the construction of residential units within parcels designated Conservation (the City normally allows up to one single-family residential unit per five acres in the Conservation zoning district). The policy would also require that future development of the parcels designated single-family residential land use could not occur until the parcel is given a Planned Development zoning designation (which requires, among other things, that an ordinance be adopted describing development parameters for the parcel). Finally, the policy would lower the maximum single-family residential density allowed in the project area from 8 dwelling units per acre to 1.5 dwelling units per acre. Note that this lowered maximum density is 7.5 times more dense than the currently allowed rural/agriculture zoning the property had under Alachua County zoning regulations prior to annexation into the city.

A maximum of 540 residential dwelling units are proposed for the roughly 90 acres of proposed PUD land use on the subject property. The consultant for the applicant states that another 1,253 single-family residences are projected for the proposed single-family land use on the subject property, for a total of 1,793 residential units for the subject property at build-out. Should the applicant-proposed maximum density of 1.5 dwelling units per acre be adopted for the approximately 1,070 acres of proposed single-family land use on the subject property, the maximum number of single-family residences that can be built would be 1,605 residences rather than the 1,253 projected by the consultant (for a total of 2,145 residences). Note, however, that the wetness of the subject property will, in all likelihood, result in a build-out of residences closer to the number projected by the consultant rather than the maximum allowable.

The current Development of Regional Impact (DRI) threshold is 1,000 residential units for a county the size of Alachua County. The County population is currently estimated to be approximately 244,000. Should Alachua County exceed a population of 250,000 (which is projected to occur in less than five years), this DRI threshold would become 2,000 units.

The applicant proposes to place conservation easements over important environmental features found within the project area to ensure their permanent protection. The location of these easements has not yet been determined. The applicant expects those determinations to be made at the development plan review stage.

The PUD land use request has been made to enable the future development of a compact, walkable, mixed-use town center, which staff finds substantially desirable in contrast to the conventional suburban residential development, where high levels of auto dependency are induced by the lack of a non-residential town center component.

Impact on Transportation

State Road 121 is the arterial serving the Plum Creek development. Based on the lowest traffic estimates that were provided by the applicant (which subtracts out a substantial number of trips for floodplain/wetlands on the site), the SR 121 road segment can only handle about a quarter of the total trips for the development and meet concurrency.

The SR 121 available capacity today is 7,286 average daily trips. The initial traffic study provided by the applicant is estimated (the low estimate) to generate 23,096 average daily trips at build-out.

One of the most significant problems with the application for this petition is that a full traffic study has not been provided for the land use amendment.

Here are the deficiencies:

1. There is no analysis of the development's impacts on NW 34th Street, southbound from the US 441 intersection. The proposed project will impact that area, yet the application does not describe if the project will negatively impact the LOS for this road segment.
2. The same is true of US 441. The analysis that was provided only addresses SR 121.
3. There are several problems with the traffic analysis that was provided, including the fact that one of the segments the applicant claimed was failing is not based on the latest available traffic counts.

A summary of the Florida Department of Transportation (FDOT) comments for this petition include:

- The applicant information is insufficient to address possible impacts on the road network.
- The information only addressed Phase I and does not address Phase II needs. Phase II analysis will be necessary.
- FDOT analysis shows a segment of SR 121 will be significantly and adversely affected by 2013.
- No financial feasibility plan was provided by the applicant.
- No analysis of the anticipated impacts to affected intersections was provided by the applicant.
- It is unclear what transportation model was used for trip analysis.
- Trip generation and pass-by figures seem incorrect.

Note that there is a substantial difference in the road construction cost estimates estimated by the applicant compared to FDOT. The FDOT does not believe that SR 121 can be built as a rural section. That due to limited right-of-way, an urban section (costing approximately three times as much as the rural section, per mile) will be necessary.

A summary of the Alachua County Growth Management Department comments for this petition include:

- FDOT costs should be used, not the County estimates.
- Construction costs from the applicant do not include affected intersections.
- The intersection of 441 and 121 can expect significant and costly impacts as a result of the build-out of this project.

Transit. RTS does not have any service planned to this area in the near future.

Impact on Recreation

To determine the impact of the development involved in the Plum Creek proposal and its population on the recreation level of service standards, a population scenario was considered based on an anticipated 581 residential units to be developed in the first five years of the development. The recreation level of service standard was analyzed for the estimated population based on the 2006 population estimate for the City of Gainesville of 120,919, and the estimated population of 1,307 for Plum Creek. This population figure simply multiplied the estimated 581 residential units with the persons per household figure of 2.25 that is estimated by the Census for the City of Gainesville. In this population scenario, the City of Gainesville would continue to meet the minimum level of service standards for facilities and park acreage.

However, the petitioners should strongly consider providing on-site recreational facilities for their anticipated population.

The applicant is prepared to provide recreation facilities on-site to ensure that the needs of its future population are met on-site, as indicated in the application.

Impact on Water and Wastewater Service

The proposed development has an ultimate build-out of 2160 units. GRU assumed that this will occur over a 5-year period ending in 2013.

Potable Water Demand

Completion Date	Number of Units	Project Potable Water Demand (mgd)	System Water Treatment Demand (mgd)	Total Water Demand Including Plum Ck (mgd)	Water Treatment Capacity (mgd)	Surplus Water Capacity (mgd)
2013	2160	0.76	47.5	48.26	54	5.74

Wastewater Demand

Completion Date	Number of Units	Project Wastewater Demand (mgd)	Wastewater Treatment Demand (mgd)	Total Water Demand Including Plum Ck (mgd)	Water Treatment Capacity (mgd)	Surplus Water Capacity (mgd)
2013	2160	0.76	19.07	19.83	22.4	2.57

Based on current demand projections, existing facilities, budgeted capital improvements, and anticipated facilities beyond the 6-year capital budget horizon, there is excess or surplus capacity of 5.74 mgd in the water system and 2.57 mgd in the wastewater system.

Note that the surplus capacity listed in the above table takes into account projected flows from all development within GRU's service area including the connections that would be anticipated from the proposed development. The surplus capacity listed exceeds the demand projected from the proposed project. Based on the information provided, GRU will have adequate capacity to provide water and wastewater service to the proposed build-out of this project. Construction of water distribution and wastewater collection facilities will be required. Current GRU extension policies require the developer to pay for all on-site and off-site extension costs to provide sufficient level of service to the development.

This does not constitute a reservation or guarantee of capacity. Extension of facilities to serve this project and associated connection charges will be subject to policies and ordinances in place at the time of extension or connection as applicable. Major extensions may require City Commission approval.

Environmental Impacts and Constraints

General. The site is a headwaters for Rocky Creek, Hatchet Creek, and Turkey Creek. It is in a moderate to high recharge area for the Floridan Aquifer, as identified by the Suwannee River and St. Johns River Water Management Districts. This does not preclude some single-family development here, but does require that any development must be particularly sensitive to the protection of groundwater, especially when the water table is as close to the surface as it is on this site. The site is adjacent to the conservation easement surrounding the Murphree Wellfield. Numerous wetlands are found on the site that may serve as habitat for listed species, waterfowl, and amphibians. Large acreages of uplands on the site may provide habitat for upland listed species.

Surrounding land uses. The entire eastern side of the proposed land-use change is adjacent to the Murphree Wellfield Conservation Easement, which helps to protect Gainesville Regional Utility's water-supply wells. The applicant proposes placing single-family land use on four areas directly adjacent to the conservation easement, and proposes at least four new wetland crossings to reach the three single-family areas in the southeastern part of the proposal. A buffer to the adjacent county preservation land use is more appropriate than single-family land use here. (Note: Alachua County's land development code (section 405.33) requires a buffer of from 100 to 660 feet around preservation areas.)

Surface Waters. The site has few or no natural surface waters, nor are there many closely adjacent. The USGS quadrangle map shows an intermittent stream crossing SR 121 just south of the fork with CR 231. This leads to the head of Rocky Creek, which flows northwest into the Santa Fe River. Ditches undoubtedly carry water between many of the wetlands on the site. The southeastern part of the site lies in the Hatchet Creek drainage basin, which drains east towards Newnan's Lake, and the southwestern part of the site drains towards Turkey Creek, which flows west into a sink. Drainage divides are hardly evident in such a flat area, and at times of high water many of the wetlands on the site are probably interconnected.

Wetlands. Wetlands, mostly cypress or gum swamps, occur throughout the site. Wetlands are also adjacent to the site on all sides. The applicant reports that there are 629 acres of wetlands found on the site.

Soils. The soils mapped on the site are either poorly drained soils of flatwoods (largely Pomona, Wauchula, Newnan, and Pelham series) or are hydric, very poorly drained soils of depressional areas and wetlands (Surrency, Pomona depressional, Montéocha, and Shenks series). For the flatwoods soils, the water table is within 18 inches of the surface in the wet summer months in all except the Newnan soil, where the wet-season water table can range from 18 inches to 5 feet below the surface (Alachua County Soil Survey). These wet soils are a major constraint to single-family land uses on the subject property.

Ecological Communities. The upland communities on the site are apparently former longleaf-pine or slash-pine flatwoods that have been bedded and planted in slash pine. The wetland communities are largely cypress-gum or bay swamps that have been disturbed by forestry practices. The area does make up part of two of Alachua County's strategic ecosystems, Hague

Flatwoods and Buck Bay Flatwoods, and is significant in that it is probably the largest undeveloped area now within the city limits of Gainesville.

Listed Species. Listed species that use large areas of flatwoods and swamps are possible, such as flatwoods salamander, Florida pine snake, Sherman's fox squirrel, and black bear. The applicant has provided a survey of listed species for the site. This survey reported 22 active gopher-tortoise burrows in the northeast part of the property (Area 3, east of highway 121). This suggests that listed species that share gopher-tortoise burrows, such as gopher frog (*Rana capito*), eastern indigo snake (*Drymarchon couperi*), and the Florida pine snake (*Pituophis melanoleucus mugitus*), may also be present. There may also be remnant populations of listed plants such as orchids and butterworts (*Pinguicula* spp) on the site.

Probably the most important habitats on this site for listed animal species and other wildlife are the many isolated cypress-gum wetlands. Wetlands such as these are well known as significant habitat for frogs, salamanders, and some snakes and turtles. On this site the listed flatwoods salamander (*Ambystoma cingulatum*) may be present. Many studies emphasize the importance of broad upland buffers (as broad as 300 meters [1000 feet]) around these wetlands for the protection of these species.

Wells No wells are known to be found on the site.

Karst Features. No karst features (caves, springs, sinks, etc.) are known, nor are they expected in this part of Alachua County.

Topography. The site is nearly level, but slopes gently to the north and east. It ranges from about 190 feet above sea level in the south to less than 155 feet above sea level in the northeast corner, along a drainage leading to Rocky Creek, which flows north to the Santa Fe River. Slightly lower areas throughout the site are occupied by cypress-gum swamps. Topography should not restrict single-family land uses on the subject property.

Floodplain. A large proportion of the proposed single-family area lies within the 100-year floodplain as currently mapped by the Federal Emergency Management Agency (FEMA), making these areas even less suitable for single-family land use without extensive excavation and filling.

Historical and Archaeological Resources. No historical or archaeological resources are known.

Wellfield. The eastern portion of subject property is located in the Tertiary Wellfield Protection Zone, and therefore existing and future development on and of the property will be subject to the wellfield protection requirements of the land development code. A Wellfield Protection Special Use Permit is required for a wide range of uses in the Wellfield Protection Zones. GRU has concerns about the subject property partially falling within the tertiary well field zone. No deep excavations, wells or septic tanks will be allowed in the tertiary zone, and any wells and septic tanks that do exist on the subject property within the tertiary zone (or other forms of potential contamination), they will need to properly abandoned.

Strategic Ecosystem. The subject property, before annexation into the city, was designated a Strategic Ecosystem by Alachua County. There are two strategic ecosystems found on the subject property and identified by Alachua County: Buck Bay east of State Road 121 and Hague Flatwoods west of 121. These ecosystems are valuable not because they are pristine, but because they are a major headwaters area within the county. This site includes much of the headwaters of Rocky Creek, which flows north to the Santa Fe River; it also includes, in the southeast, headwaters of Hatchet Creek, which flows east to Newnan's Lake, and, in the

southwest, headwaters of Turkey Creek, which flows west to a sink in San Felasco Hammock State Preserve. Because of the significance of this area within the county, the city should exercise care in determining its appropriate future land use or uses. The County Conservation & Open Space Element of their comprehensive plan states that strategic ecosystems are "Conservation areas consist[ing] of natural resources that, because of their ecological value, uniqueness and particular sensitivity to development activities, require stringent protective measures to sustain their ecological integrity." Special Area Plans are required to be created for each strategic ecosystem in order to protect the ecological integrity of the designated strategic ecosystem. Management strategies may include prescribed burns, invasive species control, Best Management Practices for silviculture, moderate use of herbicides and bedding, ensuring development and use of the property is sensitive to habitat needs, monitoring, establishment of a management plan, and land acquisition. Up to 50 percent of the uplands in the County strategic ecosystems may be required to be preserved as undeveloped area.

The applicant has stated that during the rezoning to PD and then site design process, every effort will be made to maintain connectivity between identified habitats, to minimize natural area fragmentation, and to protect wetlands, associated wetland buffers, and floodplains.

Compatibility with surrounding land uses

The proposed PUD (with its mix of commercial and residential uses), single-family, and conservation are generally compatible with the surrounding land uses, which will consist of low-density, single-family homes and environmental conservation areas owned by the applicant. A 25-foot buffer will be established by the applicant along the western perimeter of the subject property to provide reduced impact to the single-family residences from the Deerhaven Power Plant adjacent to the west.

Impact on Schools

The Alachua County School District's Facilities Department Director states that Phase I (2009-2013) will result in the construction of a total of 581 new residential units (100 MF & 481 SF). Based on the current student generation multipliers the impact of this phase of construction will result in a total of 227 new students in the school system (79 elementary, 72 middle, 76 high).

Further, the full development build-out will result in the construction of a total of 2,160 new residential units (540 MF & 1620 SF). Based on the current student generation multipliers the total impact of this development, including Phase I, will result in 817 new students in the school system (288 elementary, 258 middle, 271 high).

In the Alachua planning sector there is currently some available elementary school capacity but it is projected to be utilized by existing growth in the next five years. There are no plans for capacity enhancements within this planning sector in the District's current Capital Outlay Work Program.

In the Mebane planning sector there is middle school capacity that is projected to be available for the next five years. There are no plans for capacity enhancements within this planning sector in the District's current Capital Outlay Work Program.

In the Santa Fe planning sector there is no available high school capacity currently or in the next five years. There are no plans for capacity enhancements within this planning sector in the District's current Capital Outlay Work Program

Based on these impacts, and the long-term nature of this development, it is requested that the petitioner work with the school district to: dedicate an appropriate elementary school site (25 acres +/-) within the development; explore innovative techniques for financing/construction of an elementary school; and establish a proportionate share mitigation plan to enhance the middle and high school capacities within the planning sectors.

Financial Feasibility

In 2005 and 2007, amendments adopted to Florida's Growth Management Act required all local government comprehensive plans to be financially feasible. A comprehensive plan is deemed financially feasible if adequate financial resources are, or will be available over the next five years (as shown in the 5-Year Schedule of Capital Improvements) and for the long term, to ensure adopted level of service (LOS) standards will be achieved and maintained on relevant public facilities and services to support the level and pattern of development shown on the future land use map.

As part of the financial feasibility requirement, amendments to the future land use map must also be financially feasible as they relate to adopted levels of service. Amendments typically involve an increase in the density or intensity of use. The implications of changes to the future land use map must be assessed to determine whether sufficient capacity is available to service the needs produced by the development that would be associated with the amendment.

The developer has agreed to a phased development program that allows a maximum of 581 residential units in the first phase (see Exhibit 1, proposed new Future Land Use Element policy 4.3.4 [6]). There is sufficient roadway capacity at this time to accommodate the associated trips with this phase of the development.

Based on the proposed 4.3.4 policy being considered in conjunction with this proposed land use amendment (Exhibit 1), the developer has agreed to sign a binding letter of agreement for provision of the roadway improvements necessary to accommodate the proposed development and to ensure financial feasibility. The binding letter of agreement will be signed prior to the second reading of the land use amendment ordinance for this property. The City will provide the Department of Community Affairs a copy of the fully executed agreement upon completion. Once the agreement has been signed, the City will amend its 5-Year Schedule of Capital Improvements to account for this developer funding.

The developer has provided an initial estimate of \$1.195 million dollars for roadway widening/improvements to SR 121 as part of the transportation financial feasibility requirements for the first 5-year phase of the development (through 2013). This estimate was based on a rural-section type roadway, and does not address all of the impacts of the development on the surrounding roadway network. Based on information provided by Lake City FDOT, there is inadequate right-of-way along SR 121 to build a rural road section. The latest cost estimates provided by FDOT indicate that the cost per mile for an urban-type road section is \$10 million per mile. The City finds that the developer has underestimated the full costs of providing the needed improvements to meet adopted levels of service. The City will expect to receive a revised traffic study and better cost estimates from the developer prior to signing the binding letter of agreement.

Gainesville Regional Utilities has indicated there is presently sufficient potable water and wastewater capacity to service the entire proposed development.

Density and intensity of land uses

The applicant proposes 61 percent of the 1,756 acres (1,070 acres) as policy-restricted single-family residential land use. The proposed policy to be inserted within the Future Land Use Element of the Gainesville Comprehensive Plan would restrict the density on these 1,070 acres to a maximum density of 1.5 dwelling units per acre. This yields a maximum number of 1,605 single-family homes on these 1,070 acres.

Another 5 percent of the site (90 acres) is proposed as Planned Use District (PUD) Land Use District (intended to be mixed use, compact town center). The PUD is intended to contain 100,000 square feet of non-residential development—up to 80,000 square feet of which could be retail. Within its 90 acres, the PUD is intended to contain a maximum of 540 residential units.

The remaining 34 percent of the site (597 acres) is proposed as policy-constrained Conservation Land Use (primarily due to the wetland areas found on the site). The proposed policy to be inserted within the Future Land Use Element of the Gainesville Comprehensive Plan would prohibit the construction of dwelling units on these 597 acres.

In sum, the 1,756 acres of subject property (including, SF, CON, and PUD, and including the proposed density and intensity restrictions) can contain up to 2,145 residential dwelling units and 100,000 square feet of non-residential development.

Whether the Change Promotes Urban Infill

This petition does not promote urban infill. The proposed project is at the urban periphery in an area that now consists of agricultural and rural lands.

Planned Use District Criteria

Unique, innovative or narrowly construed land use proposal

The proposed PUD component will conform to traditional town planning principles. The PUD will provide a compact, mixed-use design where residences will be interspersed with the daily needs and destinations of the residents. Proximity to shops, offices, civic, cultural and recreational uses will enable residents to relatively easily walk, bicycle or drive to such needs and destinations. By using this compact design, the project will be compatible with City objectives which hold that such self-sufficient, compact, walkable designs promote broader conservation objectives by discouraging dispersed sprawl design. Residential allocations will be calibrated and balanced with non-residential allocations within the PUD so that trips originating from outside the project area will be minimized, and trip-capture for trips originating within the project area will be relatively high. The proposed project will take advantage of the conservation of natural areas to serve as amenities for the residences.

Compatibility with Surrounding Land Uses

The proposed PUD component, with its mix of commercial and residential uses, is generally compatible with the surrounding land uses, which will consist of low-density, single-family homes, and environmental conservation areas owned by the applicant.

Compatibility with Environmental Conditions

See the “Environmental Impacts and Constraints” section above.

Density and Intensity of Land Uses

The applicant proposes that approximately 5 percent of the site (90 acres) consist of Planned Use District (PUD) land use district (intended to be mixed use, compact town center). The PUD is intended to contain 100,000 square feet of non-residential development—up to 80,000 square feet of which could be retail. Within its 90 acres, the PUD is intended to contain a maximum of 540 residential units (townhouses, apartments, attached and detached single-family would be allowed)

Transportation

See the “Unique, innovative or narrowly construed land use proposal” section above for a discussion of how the PUD will reduce car trips and promote travel choices by reducing trip lengths and balancing residential with non-residential.

Planned Development zoning required

PD zoning is required within 18 months of the PUD land use designation.

Applicable Goals, Objectives and Policies of the Comprehensive Plan

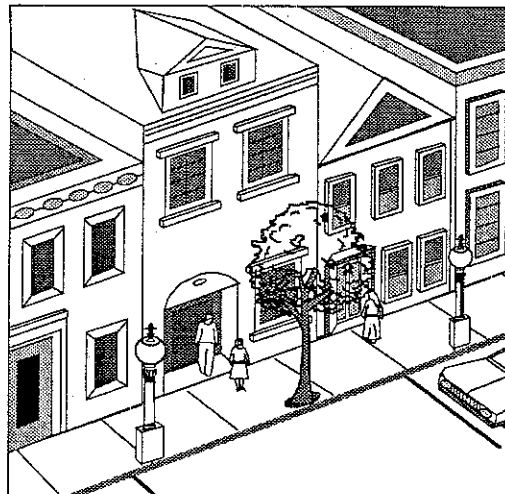
Future Land Use Element

Policy 1.1.1 To the extent possible, all planning shall be in the form of complete and integrated communities containing housing, shops, work places, schools, parks and civic facilities essential to the daily life of the residents.

Policy 1.1.2 To the extent possible, neighborhoods should be sized so that housing, jobs, daily needs and other activities are within easy walking distance of each other.

Policy 1.2.3 The City should encourage mixed use development, where appropriate.

Policy 1.2.7 The City should strive, incrementally, and when the opportunity arises street by street—to form an interconnected network of



neighborhood streets and sidewalks supportive of car, bicycle, pedestrian, and transit routes within a neighborhood and between neighborhoods—knitting neighborhoods together and not forming barriers between them. Dead ends and cul-de-sacs should be avoided or minimized. Multiple streets and sidewalks should connect into and out of a neighborhood.

Policy 1.3.3 Centers should, to the extent feasible, contain a range of mixed land use types—preferably within a one-quarter mile area—including such uses as neighborhood-scaled retail, office, recreation, civic, school, day care, places of assembly and medical uses. The uses are compact, and vertically and horizontally mixed. Multiple connections to and from surrounding areas should be provided along the edges of a mixed use area.

Policy 1.3.4 Centers should be designed so that densities and building heights cascade from higher densities at the core of mixed use districts to lower densities at the edges.

Policy 1.4.2 The City should require strategies such as traffic calming and transportation demand management to reduce traffic impacts experienced by residences in mixed-use areas.

Policy 1.4.3 Mixed-use development should emphasize transit design and compatible scale – compatible scale especially when facing each other on a street.

Policy 4.1.3 The City will review proposed changes to the Future Land Use Map by considering factors such as, but not limited to, the following:

1. Overall compatibility of the proposal;
2. Surrounding land uses;
3. Environmental impacts and constraints;
4. Whether the change promotes urban infill; and
5. Whether the best interests, community values, or neighborhood support is achieved.

In no case shall this or any other Policy in the Future Land Use Element indicate a presumption that the City shall support a change of designation of land use for any parcel.

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

Single-Family District. This land use category shall allow single-family detached dwellings at densities up to 8 dwelling units per acre. The single-family land use classification identifies those areas within the City that, due to topography, soil conditions, surrounding land uses and development patterns, are appropriate for single-family development. Land development regulations shall determine the performance measures and gradations of density. Land development regulations shall specify criteria for the siting of low-intensity residential facilities to accommodate special need populations and appropriate community-level institutional facilities such as places of religious assembly, public and private schools other than institutions of higher learning, and libraries. Land development regulations shall allow home occupations in conjunction with single-family dwellings under certain limitations.

Conservation District 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.

Planned Use District. This category is an overlay land use district which may be applied on any specific property in the City. The land use regulations pertaining to this overlay district shall be adopted by ordinance in conjunction with an amendment to the Future Land Use Map of this comprehensive plan. The category is created to allow the consideration of unique, innovative or narrowly construed land use proposals that because of the specificity of the land use regulations can be found to be compatible with the character of the surrounding land uses and environmental conditions of the subject land. This district allows a mix of residential and non-residential uses and/or unique design features which might otherwise not be allowed in the underlying land use category. This category shall allow traditional neighborhoods on sites 16 acres or larger in conformance with the adopted Traditional Neighborhood Development (TND) ordinance. Each adopting PUD overlay land use designation 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. Planned Development zoning shall be required to implement any specific development plan under a PUD. In the event that the overlay district has been applied to a site and no planned development zoning has found approval by action of the City Commission within 18 months of the land use designation, the overlay land use district shall be deemed null and void and the overlay land use category shall be removed from the Future Land Use Map, leaving the original and underlying land use in place.

Transportation Mobility Element

Policy 1.1.11 Site plans for new developments and redevelopment of non-residential sites shall be required to show any existing and proposed bicycle and pedestrian access to adjacent properties and transit stops.

Policy 1.1.12 New development will be encouraged to provide non-motorized vehicle and non-street connections to nearby land uses such as schools, parks, retail, office, and residential when feasible.

Urban Design Element

Policy 1.1.7 In order to encourage neighborhood-serving town centers, the City shall allow for the designation of new town centers only if they, at a minimum, meet the following standards:

- Modest commercial build-to lines that pull the building up to a wide streetside sidewalk with a row of trees.
- Modest instead of abundant off-street parking, located at the rear or side of buildings, and away from pedestrian areas.
- A sense of arrival and departure.
- A connected sidewalk and path system promoting safety, comfort and convenience by linking buildings within the Center and to adjacent properties.
- Building facades facing the street and aligned to form squares, streets, plazas or other forms of a pleasant public realm.
- A vertical mix of residences above non-residential uses within the center, and a required percentage of Center floor area that is residential and retail.
- No free-standing retail establishment within the center exceeding 30,000 square feet (or some set maximum) of first floor area.

- First floor uses promoting entertainment and retail uses, and articulation and glazing for pedestrian interest.
- Rules that restrict establishment of auto-oriented uses, or uses that generate significant noise, odor, or dust

Objective 1.3

Any additions or changes to the existing city street network pattern shall be designed to provide interconnected patterns that promote effective circulation of car, transit, bicycle, and foot traffic, and to take some of the pressure off the major arterial streets in the city as the city grows.

Policy 1.3.1 Gridded, interconnected street networks with a generally north-south, east-west orientation are encouraged. Streets should be connected with other streets to the maximum extent feasible.

Objective 1.7

The City shall encourage walkable, vibrant, appealing mixed-use developments through its Traditional Neighborhood Development and Planned Development ordinances.

Policy 1.7.2 The City shall maintain a planned development ordinance that establishes objectives for walkable developments with their orientation toward streets and street-side sidewalks.

Concurrency Management Element

Objective 1.10

The City shall continue to enforce transportation concurrency requirements for all developments outside the adopted TCEA.

Policy 1.10.1

Outside the TCEA, transportation concurrency requirements (for roads and transit) shall be met under any of the following standards:

- a. The necessary facilities and services, at the adopted level of service standard, are in place or under construction at the time a final development order is issued.
- b. The necessary facilities and services to serve the new development, at the adopted level of service standard, are scheduled to be in place or under actual construction not more than three years after issuance of a certificate of occupancy as provided in the City's adopted Five-Year Schedule of Capital Improvements. The Capital Improvements Element must include the following information and/or policies:
 1. The estimated date of commencement of actual construction and the estimated date of project completion.
 2. A provision that a plan amendment is required to eliminate, defer, or delay construction of any road or transit facility or service which is needed to maintain the

adopted level of service standard and which is listed in the Five-Year Schedule of Capital Improvements.

c. The necessary facilities and services to serve the new development, at the adopted level of service standard, are transportation projects included in the first three years of the applicable adopted FDOT five-year work program.

d. At the time a final development order is issued, the necessary facilities and services are guaranteed in an enforceable development agreement, pursuant to Section 163.3220, Florida Statutes, or an agreement or development order issued pursuant to Chapter 380, Florida Statutes, to be in place or under actual construction not more than three years after issuance of a Certificate of Occupancy.

e. At the time a final development order is issued, the necessary facilities and services are guaranteed in an enforceable development agreement, which guarantee is secured by a completion bond, letter of credit, or other security acceptable to the City Attorney. The agreement must guarantee that the necessary facilities and services will be in place or under actual construction not more than three years after issuance of a Certificate of Occupancy.

Conservation, Open Space and Groundwater Recharge Element

Policy 1.1.1 At a minimum the following standards and guidelines shall be used to protect environmentally sensitive resources identified in the Environmentally Significant Land and Resources map series within the Future Land Use Map Series. The City shall develop and adopt land development regulations that establish criteria for expansion of the minimum standards addressed below

- a. Creeks: Between 35 and 150 feet from the break in slope at the top of the bank, there is a rebuttable presumption that development is detrimental to the regulated creek. Development must conform to applicable provisions of the land development regulations which prohibit development within a minimum of 35 feet of the break in slope at the top of the bank of any regulated creek.
- b. Wetlands: Developments containing wetlands must avoid loss of function or degradation of wetland habitat and/or wetland hydrology as the highest priority. Degradation or loss of function that is unavoidable shall be minimized, and the applicant must demonstrate that the project is clearly in the public interest, with final administrative approval by the city commission on appeal, if necessary. The City shall develop and implement land development regulations that at a minimum:
 1. Establish criteria that are at least consistent with the relevant criteria of Section 373.414(1), F.S. for determining whether the project is clearly in the public interest.
 2. Establish mitigation ratios for wetland preservation, enhancement, restoration and creation. The mitigation ratios shall be at least 5:1 (acreage of mitigation area to impacted area) for impacts to natural wetlands or wetlands created as part of a mitigation project; and shall be at least 1:1 for impacts to created wetlands (e.g., livestock watering ponds, borrow pits, drainage ditches, etc.) that were not created as part of a mitigation project. Should there be irreconcilable differences between the mitigation required by the City and that required by the state (water management district or FDEP), then the

mitigation requirements of the state will prevail where there are irreconcilable differences.

3. Wetland creation is presumed to be the least desirable mitigation strategy
 4. Establish bonding, long-term monitoring and enforceable long-term maintenance requirements for wetland mitigation projects to ensure that all the negative impacts have been mitigated. Monitoring should be reviewed by the Alachua County Environmental Protection Department, the appropriate water management district, the University of Florida, or other appropriate monitoring agency or reviewing entity, with regulatory fees paid by the permitted applicant. The mitigation plan must be approved prior to the initiation of the project.
 5. Require off-site mitigation to be performed within the same sub-basin and basin (the basins are depicted on the map entitled Wetland Mitigation Basins that is on file with the Community Development Department and is in the Data & Analysis section of this comprehensive plan element) in which the impact occurred, unless it is shown that mitigation outside the sub-basin is more appropriate. The order of preference for the location of the mitigated area(s) in relation to the impacted areas will be established in the land development regulations (LDRs)
 6. Require that development shall not cause hydrological or wetland impacts off-site;
 7. A minimum buffer distance of 35 ft. and an average buffer distance of 50 feet shall be required between the landward extent of any wetland or surface water and the developed area. Larger buffers may be warranted. The criteria for buffer expansion will be developed in the land development regulations;
 8. Specify that the protections for wetlands shall be extended to all wetlands delineated in accordance with Section 62-340, F A C , regardless of whether they are currently mapped by the City of Gainesville;
 9. Require review and approval of wetland mitigation projects by qualified professionals.
 10. Outstanding Florida Waters, as listed in Section 62-302.700, F A C ., shall have a minimum buffer of 200 feet. The City shall develop and implement land development regulations that establish appropriate setbacks for wetlands containing listed plant or animal species. Where these distance requirements preclude all economic development of a parcel, exceptions can be made upon approval by a majority of the city commission and with appropriate mitigation of wetland loss.
 11. Wetlands damaged on or subsequent to the effective date of this policy shall either be restored to their original function and condition prior to such damage, at the owner's expense or mitigated for, pursuant to the mitigation requirements of this comprehensive plan element.
- c. Lakes: Developments containing or adjacent to a natural lake (or lakes) must not adversely impact the condition of the lake. Dredge and fill shall be prohibited. Development shall be prohibited within 75 feet of the landward extent of a lake.
- d. Wellfields: Development must be consistent with Policies 2.3.2 and 2.3.3 of this Element.

- e. Major Natural Groundwater Recharge Areas: Development within this area must be consistent with Policies 2.3.3 and 2.3.5 of this Element.
- f. Upland Areas: Developments within an area identified as Upland must submit an ecological inventory of the parcel. Based on the inventory, development may be allowed on up to the maximum of 75 percent of the parcel.

Objective 2.2

The City shall improve the quality of stormwater entering City lakes and creeks by requiring development and redevelopment to meet the adopted water quality standards of this Element and the Stormwater Management Element.

Policy 2.2.2 The City shall adopt land development regulations that reduce the amount of impervious parking surface allowed within any environmentally significant area, as compared to impervious allowances outside these areas.

Policy 2.2.5 The City shall continue to have land development regulations that supplement the standards of the applicable Water Management District to promote the natural cleansing of water in creeks. Such standards include:

- a. Limiting creek dredging;
- b. Prohibiting channelization;
- c. Requiring sedimentation controls during and after construction;
- d. Protecting creek banks and vegetation;
- e. Requiring treatment of the first "one inch" of runoff;
- f. Restoring previously channelized creeks identified for restoration by the City, when feasible.

Policy 2.3.2 The City shall allow land uses and facility design within wellfield protection zones (and other "community water system" cones of influence as defined by Fla. Administrative Code Chapter 62-550.200 (Drinking Water Standards, Monitoring, and Reporting, Definitions for Public Water Systems) and Chapter 9J-5.003(27-) (Definitions, "cone of influence") and identified in the Environmentally Significant Land and Resources map series within the Future Land Use Map Series, that are in compliance with the Murphree Wellfield Protection Code.

Policy 2.4.3 The City shall continue to have guidelines for the design of stormwater basins that require the use of native vegetation and basin slopes suitable for stormwater treatment that promote highly diverse plant and animal habitats, particularly within stream-to-sink basins, and that enhance the hydrological and ecological functions of related wetland areas.

Policy 2.4.6 The City shall continue to have land development regulations for environmentally significant wetlands, lakes and regulated creeks that require:

- a. Setbacks from regulated creeks, lakes and wetlands;
- b. Prohibition of development that would cause erosion and sediment pollution to regulated creeks, lakes and wetlands;

- c. No net increase in the rate of runoff from development sites adjacent to regulated creeks, lakes and wetlands;
- d. Retention or detention of the first inch of runoff of developments adjacent to regulated creeks, lakes and wetlands, through on-site filtration;
- e. Retention of vegetation integral to the ecological value of regulated creeks, lakes and wetlands;
- f. Compliance with the City's adopted criteria for controlling sediment and erosion;
- g. Allowance of a transfer of development intensity and density from lower to higher elevations of a site; and
- h. Prohibition on the installation of all septic tanks.

Policy 2.4.10 The City shall protect floodplains through existing land development regulations that at a minimum:

- a. Prohibit development within the flood channel or floodplain without a City permit;
- b. Prohibit filling in the flood channel by junk, trash, garbage, or offal;
- c. Prohibit permanent structures in the flood channel, except for those necessary for flood control, streets, bridges, sanitary sewer lift stations, and utility lines;
- d. Prohibit the storage of buoyant, flammable, explosive, toxic or otherwise potentially harmful materials in the flood channel;
- e. Prohibit development within the floodplain that would reduce the capacity of the floodplain;
- f. Prohibit development that would cause or create harmful soil erosion, stagnant water, and irreversible harmful impacts on existing flora and fauna;
- g. Limit flood channel uses to agriculture, recreation, lawns, gardens, and parking areas; and
- h. Limit floodplain uses to launching areas for boats and structures at least one foot above the 100-year flood elevation, in addition to those allowed in the flood channel

Policy 2.4.11 The City's land development regulations shall protect environmentally significant lands and resources by:

- a. Controlling permissible uses through regulatory overlay districts;
- b. Providing opportunities for alternative and innovative site development;
- c. Providing setback and parking standards;
- d. Providing mandatory mitigation to ensure no net loss of acreage and functions when wetlands are unavoidably lost;
- e. Allowing for, or requiring the clustering of development away from environmentally significant resources; and

f. Restricting on-site waste disposal systems.

Policy 2.4.12 At a minimum, conservation strategies for significant natural communities shall include:

- a. Required conservation of native upland natural communities;
- b. Installation of native vegetation landscaping and removal of invasive trees and shrubs; and
- c. Setbacks.

Applicant Information

C. David Coffey, P A., agent for Plum Creek Timberlands, LP

Request

Amend the City of Gainesville 2000-2010 Future Land Use Map from Alachua County Rural/Agricultural and City of Gainesville A (Agriculture) to City of Gainesville PUD (Planned Use District), SF (Single-family, up to 8 units per acre) and CON (Conservation) on approximately 1,754 acres.

Existing Land Use Plan Classification

Agriculture, Alachua County Rural/Agriculture

Existing Zoning

Agriculture, Alachua County Agriculture

Purpose of Request

The proposed CON, PUD and SF designations, if approved, would ultimately permit application for the development of approximately 1,070 acres of single-family residential, approximately 90 acres of PUD town center, and approximately 600 acres of conservation.

Location

East of Deerhaven Power Plant, north of NW 53rd Avenue, is largely split by State Road 121 (which, south of NW 53rd Avenue, is NW 34th Street). It is bounded to the southwest by NW 13th Street (US 441).

Size

1,756.5 acres

Existing Use

Undeveloped

Surrounding Land Uses

North

Silviculture, undeveloped forest and wetlands, single-family residential

South

Single-family dwellings, industrial

East Silviculture, undeveloped forest and wetlands
West Silviculture, undeveloped forest and wetlands

Note: There is a summary of the Deerhaven Power Plant adjacent to the west of the subject property attached to this report as Exhibit 6.

Surrounding Controls	Existing Zoning	Land Use Plan
North	Alachua County Agriculture	Alachua County Rural/Agriculture
South	I-2, AGR, PD, MH	Industrial, Agriculture, Residential-Low
East	Alachua County Agriculture	Alachua County Preservation
West	Alachua County Agriculture	Alachua County Rural/Agriculture

Impact on Affordable Housing

The applicant has not provided information regarding anticipated prices for future residential units

Respectfully Submitted,



Ralph Hilliard
Planning Manager

DM:DN

List of Exhibits

- Exhibit 1** Proposed Future Land Use Element Amendment to the Comprehensive Plan
- Exhibit 2** Map entitled "Existing Land Use"
- Exhibit 3** Map entitled "Proposed Land Use"
- Exhibit 4** Map entitled "28LUC-07PB Aerial Photograph"
- Exhibit 5** Table from FDOT showing projected significant and adverse links
- Exhibit 6** Report from GRU about Deerhaven and potential expansion
- Exhibit 7** Excerpts from applicant's report
- Exhibit 8** Alachua County Environmental Protection Department recommendations
- Exhibit 9** Comments from Lea Gabbay, FDOT
- Exhibit 10** Comments from Jonathan Paul, Alachua County Growth Management
- Exhibit 11** Map entitled "Regional Road Network"
- Exhibit 12** Letter from Alachua County Environmental Protection Department

Exhibit 1

Proposed Future Land Use Element Amendment

Objective 4.3

The City shall establish protection and enhancement policies, as needed, for selected neighborhood (activity) and regional centers.

4.3.4 Due to the unique infrastructure and environmental constraints of the Plum Creek area as shown in Map XX [see Exhibit 3], the area shall be governed by the following policies:

1. All areas designated Conservation land use shall receive a zoning district designation of Conservation and shall not be permitted to have any residential units, and there shall be no transfer of density to other areas; and
2. All areas designated Single-Family land use shall be rezoned to planned development district (PD) prior to issuance of development permits within the rezoned area. The required rezoning to Planned Development may occur in increments over time upon request of the property owner and approval by the City. Until such rezonings to Planned Development occur, the zoning designations shall remain Agriculture for all areas designated Single-Family land use.
3. The areas designated Single-Family land use shall be limited to a total maximum gross residential density of 1.5 residential units per acre.
4. The PD rezoning application for each area designated Single-Family land use shall include a plan that ensures that the allowed uses are integrated on to the existing site landscape in a way that reasonably assures that:
 - a. functioning ecological ecosystems existing on the property are retained to the extent practicable while accommodating the uses and intensity of uses compatible and consistent with the land use policies for the Plum Creek area; and
 - b. the biodiversity of the area is protected by requiring a detailed survey for listed species that shall identify habitat needs for maintaining species diversity and sustainability by preserving areas of uplands as well as wetlands, and by requiring conservation easements and management plans on all areas to be preserved; and
 - c. existing wetlands are protected, or enhanced with approved treated storm water to wetlands, and impacts to such wetlands are

limited to impacts necessary to achieve interconnectivity between upland properties and requiring that any such crossings be designed to minimize wetland impacts; and

d. a 100-foot natural and/or planted buffer is retained for the Conservation Area along the eastern edge of the property; and

e. a natural and/or planted 25-foot buffer is retained along the western property line abutting the Gainesville Regional Utilities Deerhaven power plant site

5 Prior to the second reading of the land use amendment ordinance(s) for the Plum Creek area, the developer shall sign a binding agreement acknowledging developer responsibility for proportionate fair-share mitigation for the transportation level of service (LOS) impacts associated with the maximum amount of development identified in the future land use map amendment. The City shall amend the 5-Year Schedule of Capital Improvements to show the developer funding for required transportation modifications to maintain adopted LOS and funding provided by the proportionate fair share agreement. If sufficient funds are not available for the required transportation modifications, the developer shall be required to limit the development program associated with the land use amendment to that which would not degrade the transportation LOS below the adopted LOS for impacted roads after taking into account all improvements funded in the 5-Year Schedule of Capital Improvements.

6 The Plum Creek area shall be limited to the maximum levels of development specified below for the initial phase until such time that adequate public facilities and services at the City's adopted levels of services are demonstrated for subsequent phases. Each phase of development is required to be reviewed and submitted in its entirety, and each phase shall be analyzed showing the cumulative impacts of previously approved phases

The initial phase of development over the first five years shall be:

581 residential units, which shall include a maximum of 481 single-family detached units and 100 multi-family units (subject to an approved traffic study that shows adequate transportation LOS).

Subsequent to build-out of the first phase, a complete analysis shall be provided that demonstrates the availability of adequate public facilities as adopted in the City's LOS standards. Until such time that the developer

can demonstrate or fund adequate public facilities, the development shall be limited to the initial phase of the development.

All required recreation facilities needed to ensure that the City's Recreation LOS standards are maintained shall be specified in the planned development (PD) district rezoning application. Such recreation facilities shall include both passive and active recreational facilities including nature trails, a nature park, basketball and/or tennis courts and various types of play areas. Many of the single-family areas along with portions of the PUD areas shall be built around pocket parks of various types. At the development stage for each phase and section of the project, recreational amenities needed to meet the demands of those units will be provided as required by the Gainesville Comprehensive Plan facilities and substitution lists. All recreational amenities will be provided at the cost of the developer. Recreation facilities shall be provided on-site to ensure that the needs of its future population are met on-site.

7. Through rezoning to planned development (PD) district, all PD areas shall be designed to be traffic-calmed and pedestrian friendly.

8. All proposed access points to CR 231 must be approved by the Alachua County Public Works Department. All proposed access points onto SR 121 must be approved by the FDOT.

9. Development in the Planned Use District areas shall maximize pedestrian/bicycle connections among all uses (residential and non-residential) and shall maximize pedestrian and bicyclist safety and comfort. A network of sidewalks and street trees shall be provided on all internal streets. Sidewalk connections shall be made from the internal sidewalk system to the public right of way adjoining the Planned Use District. To minimize traffic impacts on SR 121, the implementing planned developments shall maximize internal connectivity between residential and mixed-use areas.

10. The planned development associated with the Planned Use District shall provide for transit access approved by RTS and may be required to provide comfortable, multi-use transit stations if transit service is made available to the area by the Gainesville Regional Transit System.

11. Due to the limited capacity of SR 121, the owner/developer shall provide a traffic study acceptable to the City, Alachua County, and the Florida Department of Transportation prior to the application for each planned development (PD) district rezoning. The study shall analyze issues related to transportation concurrency, operational and safety concerns, and shall propose appropriate mitigation for the transportation impacts of the development.

12. The land use changes for the Plum Creek area do not vest the development for concurrency. The owner/developer is required to apply for and meet concurrency management certification requirements, including transportation mitigation at the time of each planned development rezoning application.

13. The implementing planned development district zoning for the Planned Use District areas shall be subject to the following standards:

a. A PD zoning ordinance consistent with the Planned Use District must be adopted by the City Commission governing one of the four areas designated Planned Use District within 18 months of the effective date of the land use change. All of the Planned Use District areas shall be rezoned to planned development (PD) district within 48 months of the effective date of the land use change. If the zoning ordinance is not adopted within the periods specified herein, the overlay Planned Use District shall be null and void and of no further force and effect and the overlay land use category shall be removed from the Future Land Use Map, leaving the original and underlying land use in place.

b. The Planned Use District areas shall allow mixed uses such as residential, office, business retail, professional and financial services, schools, places of religious assembly and community facilities. The areas shall be implemented by PD zoning which shall generally adhere to the requirements of the City's Traditional Neighborhood Development District standards.

c. A maximum of 540 residential units shall be permitted throughout the entire 90 acres of Planned Use District land use. Residential uses above non-residential uses are allowed and encouraged. Residential types allowed include townhouses, apartments, attached and detached single-family homes.

d. A maximum of 100,000 square feet of non-residential use shall be allowed. A maximum of 80,000 square feet shall be permitted as commercial use. Except as may be otherwise provided in the implementing planned development zoning ordinance, each building within this zone shall be allowed to be mixed with residential above non-residential uses. The implementing PD shall provide detailed and specific design standards governing all aspects of development within this zone.

e. Urban design standards that ensure compatibility among the various allowed uses shall be included as conditions of approval of the PD. Additional standards may be required to address noise and lighting as further assurance of compatibility.

f. The PD zoning shall, through design and performance measures, assure the neighborhood, pedestrian quality of the area by regulating building type and scale, overall building appearance and orientation, the placement and function of parking, loading, waste disposal, access points, outdoor uses and mechanical equipment, signage and landscaping.

g. Open space shall be provided where appropriate as common open space serving conservation, recreation and civic needs of the Planned Use District areas

h. A master storm water management plan must be prepared and approved by city engineering for each area proposed for rezoning to PD before final development orders will be approved.

14. Design of this site shall preserve the ecological integrity of the ecosystems by creating connectivity between habitats, minimizing natural area fragmentation, and protecting wetlands, associated uplands, and floodplains.

15. At the point cumulative development of the 1,754 acres of the subject property reaches the threshold for a DRI, there shall be no more rezonings to PD and no more development plan approvals until the DRI development order has been approved and taken effect.