



PLANNING & DEVELOPMENT SERVICES DEPARTMENT  
 PO Box 490, STATION 11  
 GAINESVILLE, FL 32627-0490

306 N.E. 6<sup>TH</sup> AVENUE  
 P: (352) 334-5022  
 P: (352) 334-5023  
 F: (352) 334-2648

**TO:** City Plan Board

**Item Number:** 3

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

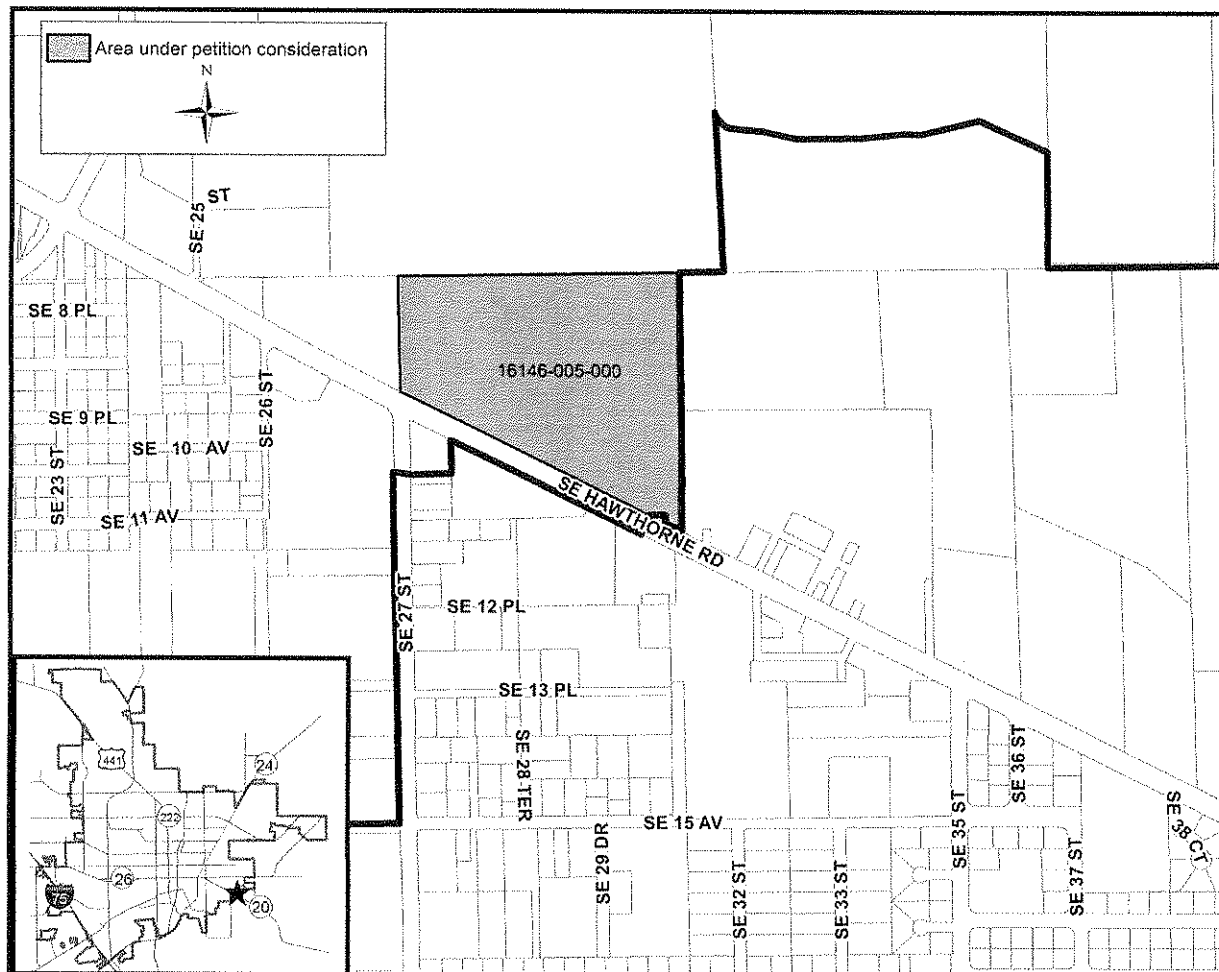
**DATE:** February 27,  
 2014

**SUBJECT:** Petition PB-14-11 LUC. City Plan Board. Amend the City of Gainesville Future Land Use Map from Alachua County Commercial to City of Gainesville Conservation (CON). Located in the vicinity of the 2800 block of SE Hawthorne Road, north side. Tax Parcel No. 16146-005-000. Related to PB-14-12 ZON.

### Recommendation

Staff recommends approval of Petition PB-14-11 LUC.

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## **Description**

This approximately 31.7-acre property (see map on previous page) was voluntarily annexed into the City on December 19, 2013 by Ordinance No. 130340. The proposed large-scale land use change from Alachua County Commercial to City of Gainesville Conservation pertains to an undeveloped, wooded property in east Gainesville. It is located south of Cone Park and is on the north side of Hawthorne Road (State Road 20) and is to the northeast of the intersection of Hawthorne Road and SE 27<sup>th</sup> Avenue. The property is within the Plan East Gainesville area.

The City acquired this property (and other adjacent parcels) that lie between SR 26 and SR 20, East of SE 24th Street in October 2012 as part of the Wild Spaces Public Places land acquisitions. This undeveloped parcel and adjacent parcels contain the convergence of Lake Forest Creek tributaries. They contain degraded but remnant flatwoods and forested wetland. Benefits of these properties include increased green-space and passive recreation on the east side of Gainesville, which is currently not as extensive as compared to the west side of the city. Maintaining a forested ecosystem in this area sustains improved water quality in Lake Forest Creek (which runs through Fred Cone Park, the subject properties, and ultimately to Newnan's Lake) by allowing the natural system to filter upland runoff. The City acquired the property for the purposes of conservation and passive recreation that are compatible with the protection of natural resources. See Exhibit B-5 (Memorandum from City of Gainesville Nature and Cultural Manager).

This petition is related to Petition PB-14-12 ZON, which proposes rezoning from Alachua County Retail sales and service (BR) district to City of Gainesville Conservation district.

See Exhibit B-1 for an aerial photograph of the property and surrounding area. Exhibits B-2 and B-3 are maps illustrating the existing and proposed land use, and Exhibit B-4 is a flood zone map. Exhibit C-1 is the application.

## **Key Issues**

- This is an annexed property that requires a City land use designation.
- The proposed large-scale amendment to Conservation is consistent with the City's Comprehensive Plan.
- The property is located within the Plan East Gainesville area.
- The City-owned property is one of the Wild Spaces Public Places land acquisitions, and it will expand the conservation/passive recreation area of the City's Cone Park.

## **Basis for Recommendation**

The staff recommendation is based on the factors stated in the Future Land Use Element and on State statute criteria, which are discussed below: Consistency with the Comprehensive Plan; Compatibility and surrounding land uses; Environmental impacts and constraints; Support for urban infill and redevelopment; Impacts on affordable housing; Impacts on the transportation system; An analysis of the availability of facilities and services; Need for the additional acreage in the proposed future land use category; Discouragement of urban sprawl as defined in Section

163.3164, F.S., and consistent with the requirements of Subsection 163.3177(6) (a)9, F.S.; Need for job creation, capital investment, and economic development to strengthen and diversify the City's economy; and, Need to modify land use categories and developmental patterns within antiquated subdivisions as defined in Section 163.3164, F.S.

## 1. Consistency with the Comprehensive Plan

The proposed land use change from Alachua County Medium Commercial to City of Gainesville Conservation is consistent with Future Land Use Policy 4.1.1, 4.4.1 and Objective 4.4, below. See Exhibit A-1 for other relevant Gainesville Comprehensive Plan policies.

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

### Conservation

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

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

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

## 2. Compatibility and Surrounding Land Uses

This undeveloped, annexed property is adjacent to unincorporated Alachua County to the east, and to the City of Gainesville to the north and west. Unincorporated Alachua County is to the south across Hawthorne Road (except for the southeast corner of the intersection of Hawthorne Road and SE 27<sup>th</sup> Street, which is within Gainesville's city limits and is east of the Alachua County Sherriff's Department).

The City of Gainesville's Cone Park (Conservation land use) is to the north. The properties to the east (Florence landfill in northern parcel; wooded/undeveloped land in southern parcel) have Alachua County Heavy Industrial land use. The undeveloped property to the west has Single-Family (up to 8 units per acre) land use.

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

### 3. Environmental Impacts and Constraints

This undeveloped property, per the 2006 Flood Insurance Rate Map (FIRM) lies within FEMA Flood Zone X (Areas of minimal flood hazard, which are outside the Special Flood Hazard Area and are higher than the elevation of the 0.2-percent-annual-chance-flood).

The City's Environmental Coordinator provided the following environmental analysis in a memorandum dated February 5, 2014:

The subject petitions for a proposed change in land use and zoning for a recently annexed parcel (16146-005-000) have been reviewed for considerations relating to any environmental resources present on or immediately adjacent which might be regulated by City Land Development Code 30-300 *Surface Waters and Wetlands*, or 30-310 *Natural and Archaeological Resources*. The petition proposes a land use change from Alachua County Commercial to City of Gainesville Conservation (CON), and rezoning from Alachua County Retail Sales and Services (BR) district to City of Gainesville Conservation (CON) district. The property was acquired by the City of Gainesville in October, 2012, through the Wild Spaces Public Places program.

The property is a naturally wooded tract located in southeast Gainesville, on the north side of Hawthorne Road (SR20) at and just east of its intersection with SE 27<sup>th</sup> Street. The parcel is characterized by a gentle, distinct slope of pine dominated uplands on the south side adjacent to Hawthorne Road, and a flat of hardwood wetlands on the north side within a headwater floodplain of the Lake Forest Creek watershed. A historically channelized tributary of Lake Forest Creek flows into the area west of the site from under Hawthorne Road, and runs north and east around the site through a mature cypress-dominated wetland which is mostly within the 10-year floodplain. North of the parcel, this channel joins another tributary draining east Gainesville, and together these tributaries form the main stem of Lake Forest Creek which continues east to Newnan's Lake. The northern half of the subject parcel lies within this extensive forested wetland system, although the creek channel itself lies further north on adjacent City owned nature park land. The quality of the pine flatwoods and forested wetland communities on the site are good, with many old natural pines and mature bald cypress. Some impacts from adjacent urban highway and landfill uses exist around the margins of the site, and the hydrologic effects of soil subsidence is evident in the forested wetland due to historic stream channelization of Lake Forest Creek.

Based on available information, no regulated natural and archaeological resources or resource areas are known to be present on the subject parcel. Listed species may be present, but have not been located through survey or other assessment methods. However, the parcel joins another City owned nature park parcel on the north which falls entirely within the deep swamp and creek confluence area, and the 10-year flood zone. This adjacent parcel joins Cone Park on the north and other recently acquired City nature parkland parcels on the west. These adjacent parcels north and northeast of the site fall within the East Side Greenway (Morningside Greenway) Strategic Ecosystem, an area of regulated natural and archaeological resources which extends several miles to the north and east, connecting East Gainesville natural areas and parks with Gum Root Swamp, Newnan's Lake, and Paynes Prairie. The contiguous habitat provided through the consolidation of these lands is a significant achievement in meeting the functional ecological

characteristics required by natural communities and native wildlife in the local and regional context described for this strategic ecosystem unit.

The proposed land use (and zoning) would be optimal in providing for maintenance and potential enhancement of surface water quality in the watershed, and for protection of flood storage capacity within the extensive wetland/floodplain on and adjacent to the parcel. Conservation uses of this parcel will support and expand the natural resource base and recreational assets associated with both active and nature parks of eastern Gainesville and ensure the best option for maintenance and enhancement of the resource values intended for protection under the City's comprehensive plan and land development regulations for protection of surface waters and wetlands, and natural and archaeological resources.

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

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

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

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

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

There are no transportation issues associated with this proposed large-scale land use amendment to Conservation. The property is served by Hawthorne Road (State Road 20, a four-lane arterial), which has sidewalks and bicycle lanes on both sides, and has a current level of service of "C" between Waldo Road and SE 43<sup>rd</sup> Street. It is located within Zone A of the Gainesville Transportation Mobility Program Area (TMPA). RTS Route 7 provides nearby service every 60 minutes on weekdays between the Rosa Parks RTS Downtown Station and Eastwood Meadows (SE 43<sup>rd</sup> ST, north of Eastside High School).

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

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

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

There are approximately 8.14 square miles (5,210.53 acres) of land with the Conservation land use category in Gainesville, of which approximately 665 acres are within the Plan East Gainesville area. This undeveloped property (and other adjacent properties acquired by the City in October 2012 as part of the Wild Spaces Public Spaces land acquisitions) increases both green space and passive recreation in east Gainesville, which presently are less extensive than in the western side of Gainesville (from February 6, 2014 memorandum (Exhibit B-5) from Linda Demetropoulos, Nature and Cultural Manager).

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

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

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

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

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

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

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

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

*Yes. This property was acquired by the City of Gainesville for the purpose of conservation and passive recreation compatible with the protection of natural resources. The proposed Conservation land use is consistent with that purpose. As stated in the February 6, 2014 memorandum (Exhibit B-5) from the City’s Nature and Cultural Manager, there is a potential for trails through dry areas and/or boardwalks over wet areas to provide public access and recreation.*

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

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


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

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

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

This is not applicable because the property does not contain a subdivision.

Respectfully submitted,

  
Onelia Lazzari, AICP  
Principal Planner

Prepared by:   
Dean Mimms, AICP  
Lead Planner

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**Table 1**

**Adjacent Existing Uses**

<b>North</b>	Wooded south area (passive park) of Cone Park
<b>South</b>	Hawthorne Road (State Road 20)
<b>East</b>	Florence landfill in northern part; wooded/undeveloped in southern part
<b>West</b>	Undeveloped

**Adjacent Zoning and Land Use and Zoning**

	<b>Land Use Category</b>	<b>Zoning Category</b>
<b>North</b>	CON (Conservation)	CON (Conservation district)
<b>South</b>	None - Hawthorne Road (State Road 20)	None - Hawthorne Road (State Road 20)
<b>East</b>	Alachua County Heavy Industrial	Alachua County: MS (Industrial services and manufacturing district); ML (Light industrial district)
<b>West</b>	Single-Family (up to 8 units per acre)	RSF-1 (3.5 units/acre single-family residential district)



## List of Appendices

### Appendix A Comprehensive Plan GOPs

Exhibit A-1 Comprehensive Plan GOPs

### Appendix B Supplemental Documents

Exhibit B-1 Aerial Photograph

Exhibit B-2 Map: Existing Land Use

Exhibit B-3 Map: Proposed Land Use

Exhibit B-4 Map: Flood Zones

Exhibit B-5 Memorandum from City of Gainesville Nature and Cultural Manager

### Appendix C Application

Exhibit C-1 Application