

# City of Gainesville

## Inter-Office Communication

Planning Division  
X5022, FAX x2282, Station 11

### Item No. 6

TO: City Plan Board  
FROM: Planning Division Staff

DATE: May 17, 2007

SUBJECT: Petition 50TCH-07 PB, City of Gainesville. Amend the City of Gainesville Land Development Code to prohibit Rehabilitation Centers and Social Service Homes or Halfway Houses from the Five Points Special Area Plan area.

### Recommendation

Staff recommends approval of Petition 50TCH-07 PB.

### Explanation

On August 8, 2005, the City Commission implemented one of the recommendations of Plan East Gainesville by establishing the Five Points Special Area Plan (SAP) Overlay Zoning District. On April 23, 2007, the City Commission directed staff to process the proposed Land Development Code amendment. The proposed amendment changes Section 8(f)(9) of the Five Points SAP to add Rehabilitation Centers and Social Service Homes or Halfway Houses, as defined in Section 30-23 of the City's Land Development Code, to the list of prohibited uses. The specific changes are shown below. Proposed additions are underlined.

*Prohibited uses. Table 1 shows uses not allowed in Five Points.*

<i>Table 1. Prohibited Uses in Five Points</i>
<i>Auto dealers, auto service and limited auto service (IN-5511, MG-753).</i>
<i>Carwashes (IN-7542).</i>
<i>Gas service stations (IN-5541).</i>
<i>Parking lots as a principal use, other than structure parking.</i>
<i>Outdoor storage as a principal use.</i>
<i>Gasoline pumps when accessory to a food store.</i>
<i>Drive-thru.</i>
<i><u>Rehabilitation center as defined in Section 30-23.</u></i>
<i><u>Social service home or halfway house as defined in Section 30-23.</u></i>

According to Section 30-23, Rehabilitation center means a facility providing professional care, nonresident only, for those requiring therapy, counseling or other rehabilitative

services related to drug abuse, alcohol abuse, social disorders, physical disabilities, mental retardation or similar problems.

According to Section 30-23, Social service home or halfway house means a facility providing professional care, resident or nonresident, for those requiring therapy, counseling or other rehabilitative services related to drug abuse, alcohol abuse, social disorders, physical disabilities, mental retardation or similar problems.

The purpose of the Five Points SAP is to encourage the development of a high-quality, walkable, mixed-use neighborhood center. To achieve that objective, provisions of this SAP primarily address design issues such as building orientation, building alignment, façade articulation, parking locations and connections. The last section of the SAP, however, specifically prohibits certain uses. The currently prohibited uses are ones that have the greatest potential to negatively impact the walkability of the area.

In contrast, the need to prohibit some rehabilitation and social service uses is related to the overall development of the area, not just the area's walkability. Past experience indicates that a concentration of those uses in an area can inhibit the growth and development of that area. For that reason, preventing a concentration of rehabilitation and social service uses, particularly in the Five Points Area, is important to the development of the East Gainesville.

### **Consistency with the Goals, Objectives and Policies of the Comprehensive Plan**

#### **Future Land Use Element**

Goal 2     Redevelop areas within the city, as needed, in a manner that promotes quality of life, transportation choice, a healthy economy, and discourages sprawl.

Objective 2.1     Redevelopment should be encouraged to promote compact, vibrant urbanism, improve the condition of blighted areas, discourage urban sprawl, and foster compact development patterns that promote transportation choice.

Policy 2.1.1     The City shall continue to develop recommendations for areas designated as redevelopment areas, neighborhood centers and residential neighborhoods in need of neighborhood enhancement and stabilization.

- a.     The City should consider the unique function and image of the area through design standards and design review procedures as appropriate for each redevelopment area;
- b.     The City should include in its redevelopment plans recommendations regarding economic development strategies, urban design schemes, land use changes, traffic calming, and infrastructure improvements;

- c. The City should identify potential infill and redevelopment sites; provide an inventory of these sites; identify characteristics of each parcel including land development regulations, infrastructure availability, major site limitations, and available public assistance; and develop a strategy for reuse of these sites;
- d. The City should encourage retail and office development to be placed close to the streetside sidewalk.

Policy 2.1.5 The City shall strive to implement certain land use-related elements of Plan East Gainesville, including but not limited to:

Goal 4 The Land Use Element shall foster the unique character of the City by directing growth and redevelopment in a manner that uses neighborhood centers to provide goods and services to City residents; protects neighborhoods; distributes growth and economic activity throughout the City in keeping with the direction of this element; preserves quality open space and preserves the tree canopy of the City. The Land Use Element shall promote statewide goals for compact development and efficient use of infrastructure.

Goal 5 To enhance the City's commitment to improve and maintain the vitality of its neighborhoods. The neighborhood represents the primary building block of the city, and the health and vitality of existing and new neighborhoods is essential to building a viable, sustainable community.

Objective 5.1 The City shall work in partnership with neighborhoods to facilitate effective communication between the neighborhood residents and the City and develop specific actions to address neighborhood identified goals and improvements

#### Housing Element

Goal 3 The City, with the assistance of private and non-profit organizations, shall maintain sound viable neighborhoods and revitalize those that have suffered disrepair and neglect.

Policy 3.1.5 The City shall facilitate communication and dialogue with neighborhood groups regarding proposed developments in and around their neighborhoods

#### Urban Design Element

Objective 2.2 The City shall strive to stabilize neighborhoods within the City.

**Impact on Affordable Housing**

Approval of the proposed ordinance is not anticipated to impact on the provision of affordable housing.

Respectfully submitted,

A handwritten signature in cursive script that reads "Ralph Hilliard".

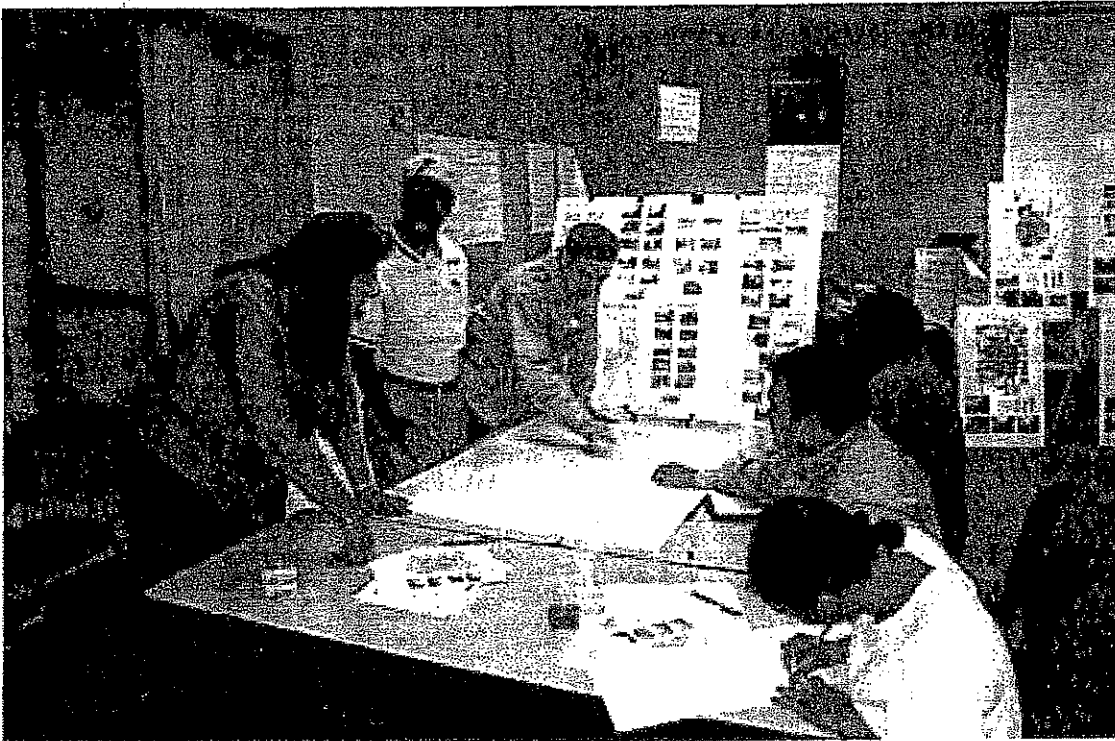
Ralph Hilliard  
Planning Manager

JW

## APPENDIX B

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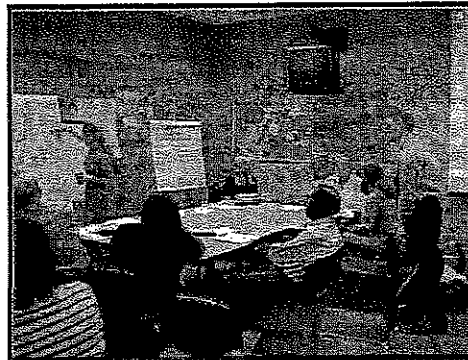
# PUBLIC INVOLVEMENT REPORT



## **APPENDIX B: PUBLIC INVOLVEMENT REPORT**

### **SUMMARY OF COMMUNITY OUTREACH EFFORTS**

The public participation effort for Plan East Gainesville was designed to define target audiences and tailor outreach methods accordingly. Several target audiences were defined as “public,” including residents and property owners within the study area, public agencies, special interest and advocacy groups, the media, and elected and appointed officials. A critical element of the public outreach process involved the participation of a Steering Committee to guide the development of the plan. The Steering Committee was comprised of key community



stakeholders, citizens, development representatives, elected officials and staff. The group met regularly throughout the study process and its members included agencies and organizations including the Gainesville Regional Airport, Santa Fe Community College, University of Florida, Gainesville Regional Utilities, Alachua County, City of Gainesville, Regional Transit System, Tachachale facility, Shands Healthcare, Alachua County School Board, Alachua County Sheriff's Office, and City of Gainesville Police Department.



An important step to identifying potential stakeholders in the area was to develop the Plan Information Network. The network consists of a contact list of key business and community groups that were involved in the study and identifies a point of contact and means of communication among group members so that project updates and invitations to workshops can be included in the organization's internal communications. The network included community groups, homeowner's associations, special interest groups and other organizations representing different perspectives in the study area.

Another public outreach method for the project was to maintain the Plan Resource Center in Gainesville. The resource center is located within the study area and open at least one day or evening per week; key personnel with local knowledge and experience staffed the office and provided study information to the public throughout the planning process. The GTEC was used to display study area materials, including maps, photographs and concept plans and served as a meeting place for focus groups and community meetings.

The public outreach methods were designed to ensure community involvement and to obtain input that established the community vision and helped to formulate plan recommendations. Outreach methods included the following:

- Flyers and meeting announcements (timed strategically throughout the study process and to supplement the PIN);
- Web site/discussion forum;
- Camera/photography exercise; as part of the visioning process, representative groups from the community including high school students and other residents with different perspectives will take pictures of community elements they would like to preserve and enhance or change;
- Press releases/public service announcements/flyers; and
- Documentary videos provided by the MTPO.

The Plan East Gainesville study also involved community workshops and focus group discussions throughout the course of the project. The following list summarizes the community issues and recommended actions as expressed during the public participation process. The purpose of the focus group discussions, community meetings and the charrette, as described in the next section, was to promote and sustain a meaningful dialogue with the community that furthered the visioning process and influenced the final study recommendations.

#### **SUMMARY OF PEG COMMUNITY ISSUES AND RECOMMENDED ACTIONS:**

- *East Gainesville is underdeveloped, neglected, needs better accessibility;*
- *East Gainesville has development potential because of its available land and existing infrastructure;*

- *East Gainesville needs to protect its green space, well defined neighborhoods, and natural areas and promote more landscaping and gateway features;*
- *East Gainesville needs better jobs, economic opportunity, commercial development, and more diverse housing;*
- *Development in the downtown area provide economic spin-off and opportunity for East Gainesville;*
- *Roadways in East Gainesville are adequate with regard to regional access;*
- *The northeast industrial area has strong market appeal as an employment center with good facilities in place;*
- *There is a need for additional shopping and recreational opportunities in East Gainesville;*
- *There is a need to address community issues such as drug-related crime and neighborhood beautification in East Gainesville;*
- *A marketing program should be developed that tout's assets of the area, such as low land costs and natural features;*
- *To leverage further investment in East Gainesville, local bankers and lenders would be willing to mutually finance a quality mixed use project;*
- *A priority for East Gainesville is to introduce higher value housing to change the perception of the area and provide housing options for residents and an impetus to the commercial market;*
- *Major needs for the area include investment in public infrastructure as a key to reducing risk for new development, and quality schools, including magnet schools to help attract residential investment;*
- *Development should be integrated with watershed planning, creek restoration opportunities, preservation of wetland areas, and protection of Newnan's Lake and Calf Pond;*
- *Land acquisition priority projects should include proposed projects for greenway corridors;*
- *Support enhancement of 3<sup>rd</sup>/4<sup>th</sup> street as the proposed east-west connector,*
- *Opposition to the southernmost east west connector along SE 16<sup>th</sup> Avenue,*
- *Support Bus Rapid Transit (BRT) from Archer Road to the Five Points Area;*
- *Support redevelopment of the Five Points area;*
- *Areas are needed in East Gainesville for light industrial uses - the Fairgrounds area may be appropriate for this type of use;*
- *Support creation of an employment center; and*
- *Lake Creek Forest Area (Newnan's Lake) is a priority area for greenways and conservation, this includes the proposed Newnan's Lake Greenway.*



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**WORKSHOPS AND MEETINGS COMPLETED FOR THE PEG STUDY**

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**January 31, 2002 Kick-off Meeting**

The purpose of the first meeting was to formally initiate the project with the community, identify issues, concerns and ideas related to the study. More than 100 people attended. When asked to describe East Gainesville, respondents in the meeting described the East Gainesville area as an underdeveloped, neglected part of town. In contrast, other respondents described East Gainesville as having "better accessibility," "natural beauty," "convenience," "diversity," "spaciousness," and as being a place to "enjoy life at a slower pace." Some respondents also noted the "development potential" of the area because of its available land and existing infrastructure.

In response to the question, *"What are East Gainesville's greatest assets and challenges?"* responses ranged from the area having large amounts of green space, natural areas and recreation to the area's committed active citizens and diversity of its population. Greatest challenges facing the area include a lack of jobs, economic opportunity, and commercial development, as well as substandard housing, perceived high crime and aging development. Participants responded that the greatest needs in East Gainesville include more jobs and economic opportunity east of downtown, revitalizing neighborhoods and commercial areas, expanding commercial development, and protecting natural resources and preserving open space.

**March 1, 2002, Economic Development / Real Estate Focus Group**

The Real Estate Focus Group was held with several area bankers and real estate lending experts to discuss the positive attributes of East Gainesville that could help form a foundation for real estate investment and economic opportunity. Participants commented that proximity to downtown is both an attribute and a liability in that the downtown's strength provides economic spin-off and opportunity for East Gainesville; but that the downtown captures desirable non-residential uses.

Participants stated that the area enjoys excellent regional transportation infrastructure. The utilities in place, particularly closer in to the city and schools are at 50 percent capacity. The airport is viewed as positive, but it is not being used to its potential because of a lack of support services such as a hotel, restaurants and similar services. Other comments included that the northeast industrial park has strong market appeal with good facilities in place.

Participants believe that East Gainesville has well-defined neighborhoods, another strong asset for growth. There are also plenty of opportunities for infill development. Conservation land is both an asset and a liability, in that it provides opportunities for recreation and eco-tourism, but it fragments development and access. Overall, having conservation land makes development of compact mixed-use centers more appropriate.

Participants expressed that principal limiting factors for more economic investment in East Gainesville are that there is a historical conflict between downtown, core area interests and East Gainesville; recent examples include the County Courthouse location. Available land is continually bypassed and the attitude toward and perception of East Gainesville is a significant problem, with the perception being worse than the reality. The area also needs more landscaping and gateway features to create a sense of identity for East Gainesville.

#### **April 4, 5, 6, and 7, 2002 Community Workshop (Charrette)**

The purpose of the workshop was to develop a specific vision for East Gainesville and focus on the key elements needed for a livable, economically viable community. The four-day workshop included several activities to craft a vision statement and development plan for the area. The workshop provided an open forum for participants to discuss topics such as the adopted Year 2020 Long Range Transportation Plan, concepts of new urbanism, “walkable” communities, and activity centers, transportation funding, issues related to the Florida Intrastate Highway System, alternative strategies to manage traffic in the Hawthorne Road corridor, and proposed existing and future conditions analyses. Other major activities included exercises to assess the livability of neighborhoods, identify visual preferences, discuss planning concepts and strategies, and develop a vision statement and plan for the area.



*Charrette activities included a bus tour of the study area to help craft a vision for the plan.*

**May 15, 2002 East Gainesville Youth Focus Group Meeting**

The RPG team conducted a workshop/forum to obtain input from East Gainesville young people regarding current livability conditions and future redevelopment plans. The group brainstorming and feedback sessions focused on finding ways to improve current neighborhood livability conditions in East Gainesville and developing long range strategies to ensure a quality future for the area. The participating students were asked to respond to the following two questions:

*“As a young person living in East Gainesville, what issues should be addressed to make the community more livable/enjoyable to you?”*

*“What issues should be addressed that would entice you to make your permanent home in East Gainesville once you complete your education?”*

The responses to the first question focused primarily on the need for additional recreational activities and shopping options in East Gainesville. The participants also pointed out the need to address other important community issues such as drug related crime, neighborhood beautification, homelessness, economic development, and housing. The group expressed strong concerns about street corner drug sales and related crime in the community. Getting drugs off the street was the group’s second ranked priority. When asked if the perception of the area as a high crime area was accurate, the participants were nearly unanimous in the opinion that street corner drug dealing was a reality and a major community problem, from their perspective.

The responses to the question regarding the future of the community reflected both maturity and understanding of serious community livability issues. When asked what essential livability ingredients were necessary for the long-term survival of the neighborhoods on the east-side, respondents talked about the need for additional job creating businesses, diverse housing options (affordable/market rate), the elimination of drugs, and dependence on social services.

**June 4, 2002 Bankers / Real Estate Lenders Focus Group**

The Gainesville Council for Economic Outreach hosted a discussion forum with several of the area’s leading bankers and real estate lending experts. The purpose was to identify what it might take to encourage lending institutions to make investments in East Gainesville and to improve the area’s financial attractiveness for private sector initiatives.

The main points identified include investment in public infrastructure, proximity to strong markets (e.g., downtown Gainesville), presence of a national credit tenant (e.g., Wal-Mart or Publix) and improving the residential sector to help reduce risk and increase the likelihood of investment in East Gainesville. Participants expressed that marketing of East Gainesville is necessary. A marketing program aimed at lenders and developers should be developed that touts the region's assets (low land costs, availability of large land parcels with relatively few owners, natural features, accessibility to important destinations, unclogged roads, etc.) and identifies specific desired development areas. Also, bankers stated that they would be willing to join together to spread out the risk to do a demonstration mixed-use project as a way to guide developers and leverage further investment. Participation by major public agencies to help lessen risk is a key factor in making this happen.

According to participants, the perception of East Gainesville needs to change. The first priority needs to be residential development (or redevelopment). Introduction of higher value housing in "great places to live," such as areas with good natural vistas, wooded areas, water, etc. would provide a strong push to the commercial and residential market. It is important to bring in higher paying businesses to East Gainesville to increase opportunities for current residents and encourage residential investment. Other major needs included investment in public infrastructure as a key to reducing risk for new development; quality of education and adequate resources, and magnet schools to help attract residential investment; and creating gateways to improve the sense of identity and appearance of physical improvement.

#### **June 4, 2002 Environmental Focus Group**

The Alachua County Environmental Protection Department hosted a discussion forum with several of the area's environmental experts, including representatives from local and state agencies and other environmental stakeholders. The focus of the discussion concerned creek restoration opportunities, data assembly and identification of environmental hazards and features.

The group discussed the conceptual phase of the plan and the importance of enhancing the creek system, preserving wetland areas and identifying land acquisition priority projects for proposed greenway systems. Other uses for acquired conservation lands include passive, resource based recreation, wildlife corridors and scientific study. The group agreed that the PEG study could recommend greenway projects to the Alachua County Forever program.

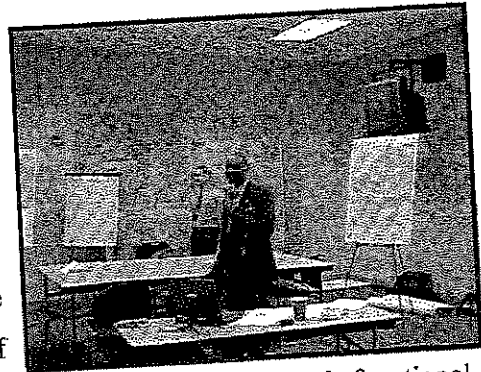
Other important considerations mentioned by the group were to integrate development with watershed planning because Newnan's Lake was currently in poor condition. Another comment was to target restoration efforts in the Calf Pond Watershed.

### July 16, 2002 Community Workshop

The purpose of this workshop was to finalize the vision statement, present the draft conceptual master plan and obtain guidance on its components, including design elements, greenways/natural resources/conservation features and possible corridor modifications. Products of the meeting included an approved vision statement and refined concept plan, and specific direction on translating the concept into projects or alternatives for evaluation.

### October 29, 2002 Community Workshop

The purpose of this workshop was to present the study results and gain input on draft recommendations and priorities for the revitalization of East Gainesville. The workshop provided the community with the opportunity to review and refine the final plan elements before presentation to elected officials for adoption. The groups were asked to review the alternatives, results of the evaluation, and identify priorities and specific implementation actions for each functional area. Although consensus was not reached on all points, the results and priorities are summarized below:



#### **Transportation:**

- Support enhancement SE of 3<sup>rd</sup>/4<sup>th</sup> Avenues as the proposed east-west connector;
- Opposition to the southernmost east-west connector along the extension of SE 16<sup>th</sup> Avenue;
- Support Bus Rapid Transit (BRT) from Archer Road to the Five Points Area.

#### **Land Use:**

- Support redevelopment of the Five Points area;
- Areas are needed for light industrial - the Fairgrounds area may be appropriate for this type of use;
- Support creation of the proposed employment center at the fairgrounds.

#### **Conservation:**

- *Lake Forest Creek Area Feeding (Newnan's Lake) is a priority area for greenways and conservation, this includes the proposed Newnan's Lake Greenway.*

#### **November 4, 2002 Faith Leaders Focus Group Meeting**

The purpose of the meeting with representatives from six churches in the East Gainesville study area was to obtain input from the faith community regarding PEG proposed options and recommendations. When asked what should be the top priorities for the redevelopment of East Gainesville, the participants' responses focused mostly on economic and livability issues, such as job creation and training programs. The participants stressed the need for more active parks and indoor facilities, as opposed to passive green space and for after-school programs at all of the elementary and middle schools. Drugs and related crime were seen as major deterrents to the area's revitalization. Displacement and gentrification of residents in areas targeted for redevelopment was a major concern. Affordable housing set asides, subsidies, and comprehensive relocation strategies were deemed critical to mitigate negative impacts on existing residents. Infrastructure and housing improvements throughout the area should be included in the plan recommendations.

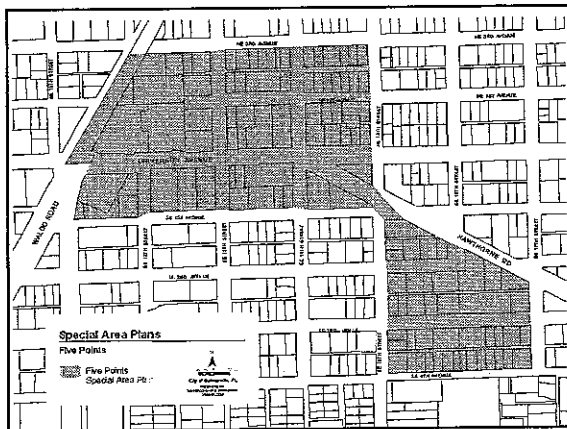
The faith leaders were excited about the proposed redevelopment of the Five Points area and the fairgrounds site. They also felt that the proposed BRT system would stimulate additional development in the areas surrounding the transit stations. The participants' feedback on the proposed connector road was consistent with the input received at the community meeting. They did not support the connector road, but supported the idea of enhancing the SE 3<sup>rd</sup>/4<sup>th</sup> Avenue corridor to enhance the viability of the Five Points Project. The participants were not enthusiastic about the proposed greenways, which they did not feel were a priority given other concerns and problems facing the area.

## Petition 50TCH-07 PB

Prohibit additional uses from the Five Points  
Special Area Plan Area

## Plan East Gainesville

- Stimulate & guide physical & economic development
- Amend City Code Re: Five Points Area



## Plan East Gainesville

- Five Points
  - Downtown East Gainesville
  - Urban
  - Activity & Employment
  - Public gathering space
  - Signature project
  - Community focal point
  - Transportation choices

## Five Points SAP

- Current Prohibited Uses
  - Auto dealers, auto service (IN-5511, MG-753)
  - Carwashes (IN-7542)
  - Parking lots as a principal use
  - Outdoor storage as a principal use
  - Gas pumps when accessory to a food store
  - Drive-throughs

## Proposed Additions

- Rehabilitation centers
- Social service homes or halfway houses
- Social services (MG-83)
- Residences for destitute people
- Food distribution centers for the needy
- Membership organizations (MG-86)
- Roominghouses & boardinghouses
- Dormitories

### Recommendations

- Staff & Plan Board (6-0): Approve Petition 50TCH-07 PB

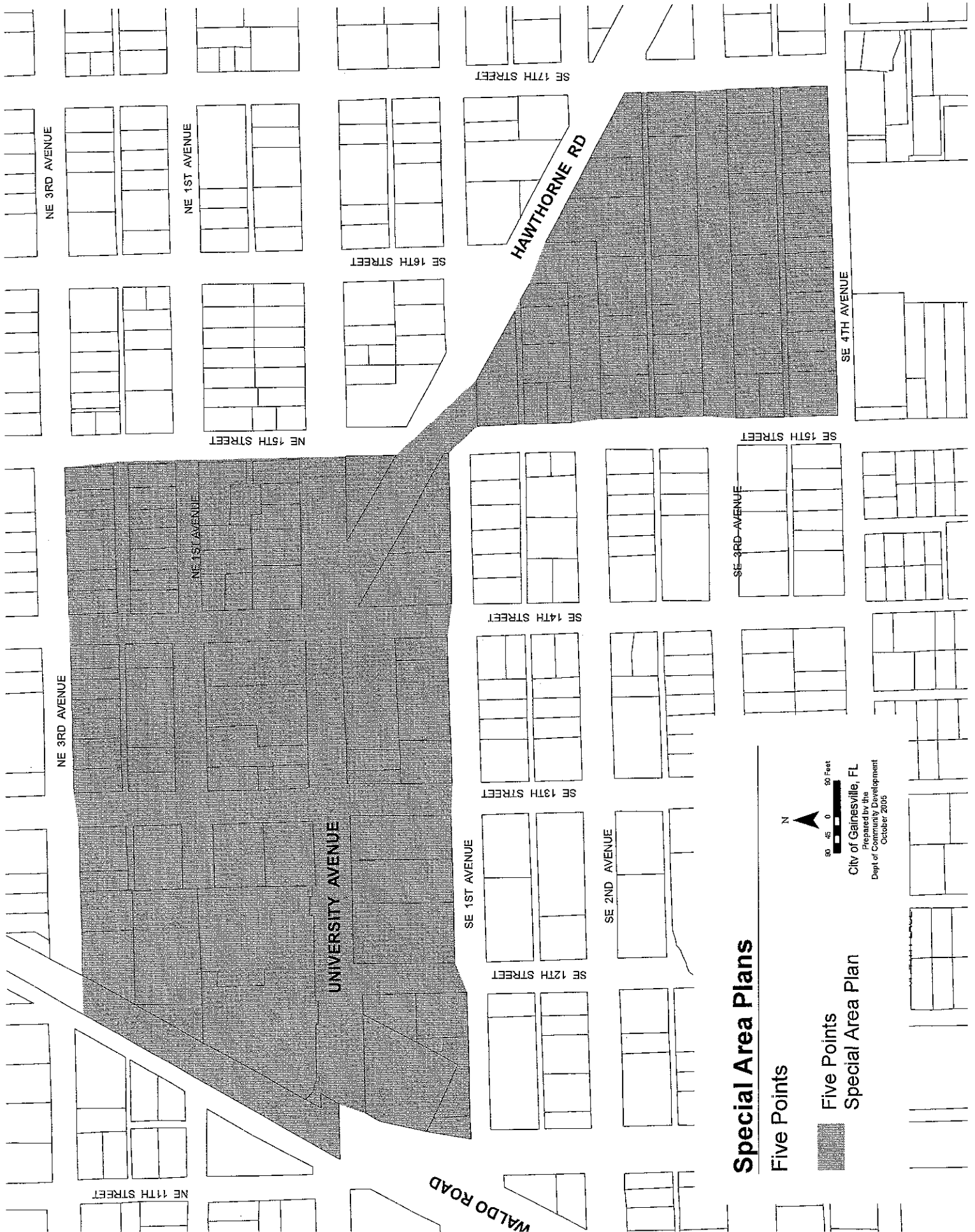
### Rehabilitation Center

- Facility providing professional care, nonresident only, for those requiring therapy, counseling or other rehabilitative services related to drug abuse, alcohol abuse, social disorders, physical disabilities, mental retardation or similar problems

### Social Service Home or Halfway House

- Facility providing professional care, resident or (add) nonresident only (delete), for those requiring therapy, counseling or other rehabilitative services related to drug abuse, alcohol abuse, social disorders, physical disabilities, mental retardation or similar problems





## Special Area Plans

Five Points

Five Points

Special Area Plan

