

TO: City Plan Board

Item Number: 2

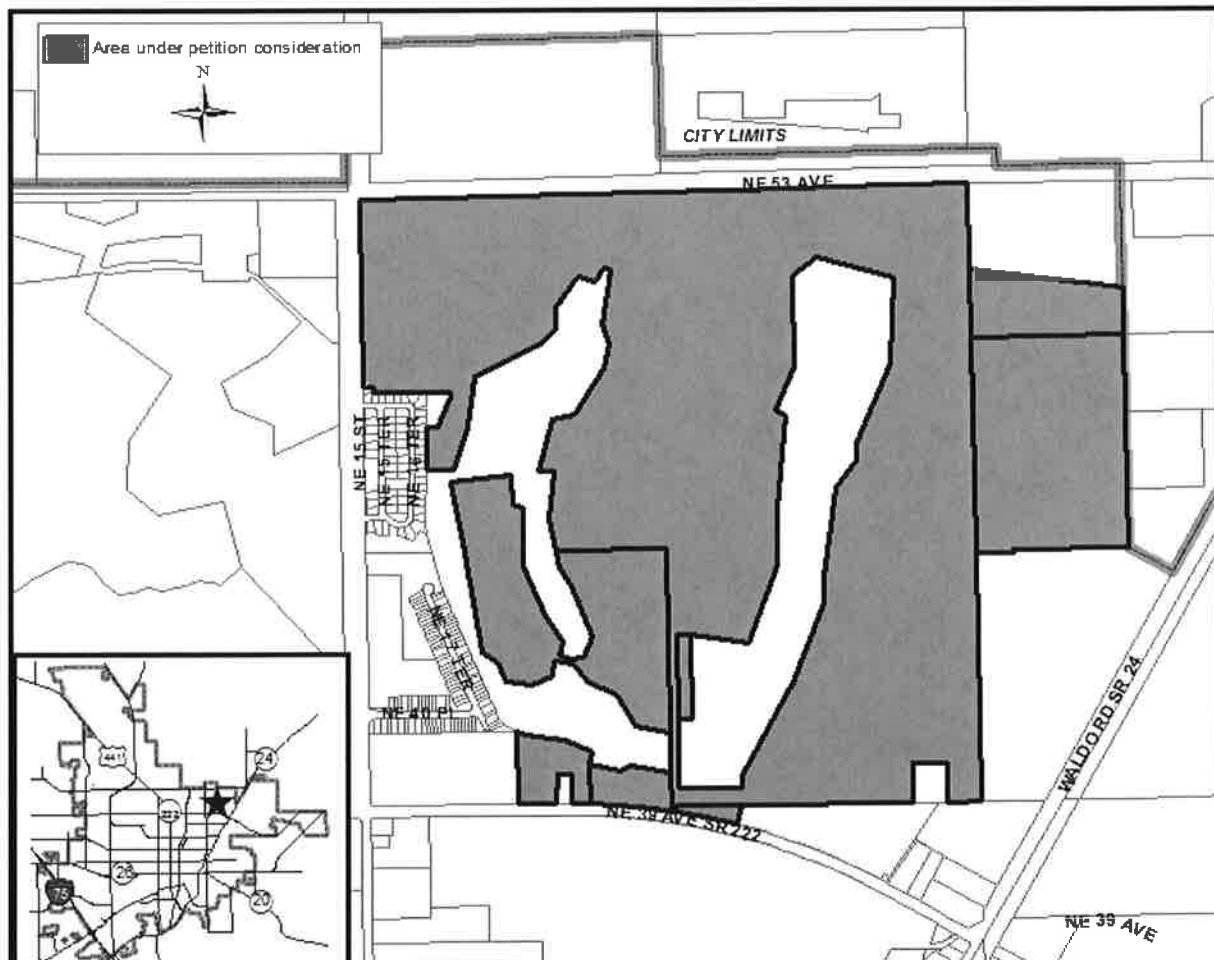
FROM: Planning & Development Services Department
 Staff

DATE: June 25, 2015

SUBJECT: Petition PB-15-44 LUC. eda engineers-surveyors-planners, inc., agent for East Gainesville Development Partners, LLC. Amend the City of Gainesville Future Land Use Map from Planned Use District (PUD) to Residential Low (RL), Residential Medium (RM), Office (O), and Business Industrial (BI). Located at 2100 NE 39th Avenue, adjacent to the Ironwood Golf Course. Related to PB-15-43 ZON & PB-15-55 CPA.

Recommendation

Staff recommends approval of Petition PB-15-44 LUC.



Description

This petition for a large-scale amendment of the Future Land Use Map pertains to an undeveloped, approximately 498-acre property (see map on previous page) in east Gainesville that surrounds the City of Gainesville's Ironwood Golf Course and is traversed by Little Hatchet Creek. The property is bordered on the north by NE 53rd Avenue, on the south by NE 39th Avenue, and on the west by NE 15th Street. Waldo Road (State Road 24) is approximately 440 feet to the east of the property. Surrounding uses include single-family and two-family residential development (west of which is multifamily development), GRU's Murphree water treatment plant and wellfield, undeveloped rural/agricultural land, a mobile home park, undeveloped light industrial land, mini-storage, a gas station/convenience store, and the City of Gainesville's tree farm. Gainesville Regional Airport is to the east across Waldo Road. See Exhibit B-1 for an aerial photograph of the property and surrounding area.

The proposed large-scale land use amendment from Planned Use District (PUD) to the Residential Low-Density (up to 12 units per acre) (RL), Residential Medium-Density Residential Medium-Density (8 to 30 units per acre) (RM), Office (O), and Business Industrial (BI) land use categories will allow a mix of non-residential and residential uses. See Exhibits B-2 and B-3 for maps of Existing and Proposed Land Use. This land use petition proposes:

- 216 acres in the BI land use category (related zoning petition proposes Business Industrial (BI)) throughout most of the southern half of the property. The entire area proposed for BI is within the Airport Noise Zone, and most of the BI area is in the 60 DNL Airport Noise Zone, in which residential development is not allowed but many other uses permitted in the BI land use (and zoning) category are allowed. A much smaller portion of the BI area is in the more restrictive 65 DNL Noise Zone. See Exhibit B:4 for map of Airport Noise Zones and Proposed Land Use;
- 19 acres in the Office land use category (related zoning petition proposes General office district zoning) in the northwestern part of property along NE 53rd Avenue;
- 203 acres in the RL land use category (related zoning petition proposes RMF-5: 12 units/acre single-family/multiple-family residential district) across much of the northern half of the property, plus a small area in the southwestern part of the property; and
- 60 acres in the RM land use category (related zoning petition proposes RMF-8: 8-30 units/acre multiple-family residential district) primarily in the easternmost part of the property, and two minor areas in the southern part of the property.

The property is adjacent to: Public Facilities to the north (across NE 53rd Avenue); Industrial, Light Industrial (Alachua County category), Industrial/Manufacturing (Alachua County category), and Public Facilities land use to the east; Public Facilities, Industrial, Recreation, and Single-Family (up to 8 units per acre) to the south; and Single-Family, Residential Low-Density (up to 12 units per acre), Commercial, and Public Facilities land use to the west. The property is not within Plan East Gainesville, a non-regulatory plan that has been accepted by both the City and County Commissions, but is adjacent to areas that are part of Plan East Gainesville. (As stated by the applicant on p. 8 of the Hatchet Creek Land Use Change & Rezoning Justification Report (see Exhibit C-1 – Application): “A primary objective of the Plan [East Gainesville] is the targeting of specific areas for mixed-use development centers that can support and sustain

higher levels of employment, commercial and social activities. This land use change and rezoning proposal will help realize the vision of the Plan East Gainesville initiative by encouraging the development of a mixed use employment center near the Gainesville Regional Airport.”)

See Table 1 on Page 17 for a tabular summary of adjacent existing uses and adjacent zoning and land use categories.

This petition is related to Petition PB-15-43 ZON, which proposes a zoning change from RSF-1: 3.5 units/acre single-family residential district, RSF-4: 8 units/acre single-family residential district and I-1: Limited industrial district to RMF-5: 12 units/acre single-family/multiple-family residential district, RMF-8: 8-30 units/acre multiple-family residential district, OF: General office district, and BI: Business industrial district.

Key Issues

- The proposed large-scale Comprehensive Plan amendment to the BI, Office, RM and RL land use categories is consistent with the City’s Comprehensive Plan and Plan East Gainesville and supports a mix of nonresidential and residential uses at an appropriate location.
- The proposed RM and RL land use categories are mutually compatible. They are also compatible with adjacent recreational areas (Ironwood Golf Course), nearby residential areas, and with the proposed Office land use category. Compatibility with other surrounding uses and with the proposed BI land use category will be ensured through implementation of applicable land development regulations.
- The proposed Office land use category along NE 53rd Avenue is compatible with the adjacent, proposed RL and BI land use categories.
- The proposed BI land use category is compatible with the adjacent recreational and other non-residential areas, and with the proposed Office land use category. Compatibility of the proposed BI category with nearby residential areas and with the proposed RM and RL land use categories, will be ensured through implementation of applicable land development regulations (including Land Development Code Sec. 30-67 – General provisions for business and mixed use districts, and Appendix F – Airport Hazard Zoning Regulations).
- The Gainesville Regional Airport Authority on March 15, 2015 voted unanimously to support the proposed land use change to BI, in order to permanently exclude residential uses within the 60 DNL Zone.
- The property contains regulated natural resources (strategic ecosystem, a significant natural community, listed species, wetlands and surface waters) that will be subject to the provisions of Division 4. – Regulated Natural and Archaeological Resources and to other applicable regulations of the Land Development Code.

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

This land use petition is consistent with the overall goal (Goal 1 of the Future Land Use Element (FLUE)) of the City to improve the quality of life and achieve a sustainable development pattern, in part by creating choices in housing, offices, retail, and workplaces. The proposed land use changes to Business Industrial, Residential Low-Density (up to 12 units per acre), Residential Medium-Density (8-30 units per acre), and Office are also consistent with Future Land Use Element Goal 4, Objective 1.5 and Policies 2.1.4 and 4.2.1, which are listed below. It is also consistent with Transportation Mobility Element Policies 9.2.1 and 10.1.3, and with Conservation, Open Space & Groundwater Recharge Element Policies 2.4.6 and 2.4.11, which also are listed below.

Future development of compatible uses at this urban infill location in east Gainesville in the vicinity of Gainesville Regional Airport will encourage economic development and discourage the proliferation of urban sprawl.

This large-scale comprehensive plan amendment is also consistent with Plan East Gainesville, which was accepted by the City and County in 2003 and is reflected in FLUE Policy 2.1.4, below. The proposed land use changes (and related zoning changes) are supportive of the Plan East Gainesville vision of a mixed-use employment center in the vicinity of Gainesville Regional Airport. See Exhibit A-1 (Comprehensive Plan GOPs) for other pertinent policies of the Comprehensive Plan.

The Business Industrial (BI) land use category will increase the range of non-residential development opportunities for 216 acres of this property that is in the vicinity of Gainesville Regional Airport, as envisioned for this future land use category. As stated in FLUE Policy 4.1.1, the BI land use category "is primarily intended to identify those areas near the Gainesville Regional Airport appropriate for office, business, commercial and industrial uses. This district is distinguished from other industrial and commercial districts in that it is designed specifically to allow only uses that are compatible with the airport." The requested BI land use category will be implemented by the BI (Business industrial) zoning district proposed by related Petition PB-15-43 ZON.

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The proposed 19 acres of Office land use will allow for professional and service uses, hospital and medical uses, compound and residential uses, and appropriate ancillary uses. Assisted living facilities (ALFs) are allowed in the Office land use category. A 500-bed ALF along NE 53rd Avenue is envisioned by the applicant. The requested Office land use category will be implemented by the OF (General office) zoning district proposed by related Petition PB-15-43 ZON.

The requested RL (Residential Low-Density (up to 12 units per acre)) land use category for 203 acres will be implemented by the RMF-5 (12 units/acre single-family/multiple-family residential) zoning district proposed by related Petition PB-15-43 ZON. The applicant envisions future development of up to 840 units comprised of single-family homes and townhouses, which would have a density of approximately 4.14 units per acre (a maximum of 12 units per acre would be allowed by the RL land use category).

The requested RM (Residential Medium-Density (8-30 units per acre)) land use category for 60 acres will be implemented by the RMF-8 (8-30 units/acre multiple-family residential) zoning district proposed by related Petition PB-15-43 ZON. The applicant envisions future development of up to 825 multifamily (apartment) units, which would have density of 13.75 units per acre, which is less than one-half of the maximum potential density in the RM land use category.

Future Land Use Element

Goal 1 Improve the quality of life and achieve a superior, sustainable, development pattern in the City by creating and maintaining choices in housing, offices, retail, and workplaces, and ensuring that a percentage of land uses are mixed, and within walking distance of important destinations.

Objective 1.5 Discourage the proliferation of urban sprawl.

Policy 2.1.4 The City shall strive to implement certain land use-related elements of Plan East Gainesville, including but not limited to:

- a. Establishing a three-tiered land use transect for east Gainesville to transition land development regulations from urban to suburban to rural; and
- b. Coordinating with Alachua County in its strategy to develop the Alachua County fairgrounds as a mixed-use employment center.

Goal 4 The Future 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 Future Land Use Element shall promote statewide goals for compact development and efficient use of infrastructure.

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

Residential Low-Density (up to 12 units per acre)

This land use category shall allow dwellings at densities up to 12 units per acre. The Residential Low-Density 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, particularly the conservation of existing traditional low density neighborhoods, single-family attached and zero-lot line development, and small-scale multi-family development. Land development regulations shall determine gradations of density, specific uses and performance measures. 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; accessory units in conjunction with single-family dwellings; and bed-and-breakfast establishments within certain limitations.

Residential Medium-Density (8-30 units per acre)

This land use classification shall allow single-family and multi-family development at densities from 8 to 30 dwelling units per acre. Lots that existed on November 13, 1991 and that are less than or equal to 0.5 acres in size shall be exempt from minimum density requirements. The land shown as Residential Medium-Density on the Future Land Use Map identifies those areas within the City that, due to topography, soil conditions, surrounding land uses and development patterns, are appropriate for single-family, and medium-intensity multi-family development. Land development regulations shall determine gradations of density and specific uses. Land development regulations shall specify criteria for the siting of appropriate medium-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 within certain limitations.

Office

The Office land use category identifies areas appropriate for office and residential uses. This category is intended to identify appropriate areas for professional and service uses, hospital and medical uses, compound and residential uses, and appropriate ancillary uses. Office designations shall be applied to compact office development. Residential uses in office districts shall be designed as new in-town development, mixed-use, live-work, compound use or shall accommodate existing residential development within the district. Densities shall not exceed 20 units per acre. Land development regulations shall determine the appropriate scale of uses; and the specific criteria for the siting of private schools and churches. Intensity will be controlled by adopting land development regulations that establish height limits of 5 stories or less, that require buildings to face the street, and modest build-to lines, instead of a maximum floor area ratio; however, height may be increased to a maximum of 8 stories by special use permit.

Business Industrial

This land use category is primarily intended to identify those areas near the Gainesville Regional Airport appropriate for office, business, commercial and industrial uses. This district is distinguished from other industrial and commercial districts in that it is designed specifically to allow only uses that are compatible with the airport. Intensity will be controlled by adopting land development regulations that establish height limits consistent with the Airport Hazard Zoning Regulations. When not located within an airport zone of influence, this category may be used to designate areas for office, business, commercial and industrial uses, with a maximum height of 5 stories, and a maximum floor area ratio of 4.0. Land development regulation(s) shall specify the type and distribution of uses, design criteria, landscaping, pedestrian and vehicular access.

Policy 4.2.1 The City shall adopt land development regulations that provide protection for adjacent residential areas and low intensity uses from the impacts of high intensity uses by separating intense uses from low-intensity uses by transitional uses and by performance measures. Performance measures shall address the buffering of adjacent uses by landscape, building type and site design. Regulation of building type shall insure compatibility of building scale, and overall building appearance in selected areas. Regulation of site design shall address orientation. Such regulation shall also include arrangement of functions within a site, such as parking, loading, waste disposal, access points, outdoor uses and mechanical equipment; and the preservation of site characteristics such as topography, natural features and tree canopy.

Transportation Mobility Element

Policy 9.2.1 The City's Future Land Use Element shall designate compatible land uses within the vicinity of the airport.

Policy 10.1.3 Zone A shall promote redevelopment and infill in the eastern portion of the City and the area near the University of Florida. Except as shown in Policy 10.1.4 and Policy 10.1.14, funding for multi-modal transportation in Zone A shall be provided to the maximum extent feasible by the City, Community Redevelopment Agency, federal or state governments, and other outside sources such as grant funds.

Conservation, Open Space & Groundwater Recharge Element

Policy 2.4.6 The City shall maintain land development regulations for regulated surface waters and wetlands that require:

- a. Buffers and/or setbacks from regulated surface waters and wetlands;
- b. Development to minimize erosion and sediment pollution to regulated surface waters and wetlands;

- c. No net increase in the rate of runoff from development sites adjacent to regulated surface waters and wetlands;
- d. Retention or detention of runoff from developments adjacent to regulated surface waters and wetlands, through on-site filtration in accordance with the Public Works Design Manual;
- e. Retention of vegetation integral to the ecological value of regulated surface waters and wetlands;
- f. Compliance with the City's adopted criteria for controlling sediment and erosion;
- g. Allowance of 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 2.4.11 Conservation strategies for significant natural communities, listed species habitats, and strategic ecosystem resources shall include, at a minimum:

- a. Conservation of natural resource of uplands, including areas of significant natural communities, listed species habitats, significant geological resources features and strategic ecosystem resource areas, through set-aside, management, and buffering requirements;
- b. Installation of native vegetation landscaping and removal of invasive trees and shrubs; and
- c. Setbacks.

2. Compatibility and Surrounding Land Uses

The proposed Residential-Medium Density: (8-30 units per acre) (RM) and Residential Low-Density (up to 12 units per acre) (RL) land use categories are compatible with adjacent recreational areas (Ironwood Golf Course), adjacent or nearby residential areas, and with the proposed Office land use category. Compatibility with other surrounding uses and with the proposed BI land use category will be ensured through implementation of applicable land development regulations. See Table 1 on Page 17 of this document for a tabular summary of adjacent existing uses and adjacent land use categories and zoning districts.

The proposed Office land use category along NE 53rd Avenue is compatible with the adjacent, proposed RL and BI land use categories, and is compatible with surrounding area. The proposed BI land use category is compatible with the adjacent recreational and other non-residential areas, and with the proposed Office land use category. Compatibility of the proposed BI category with nearby residential areas with the proposed RM and RL land use categories will be ensured

through implementation of applicable land development regulations (LDRs). Applicable LDRs include but are not limited to Land Development Code (LDC) Section 30-67 (General provisions for business and mixed use districts) and Appendix F (Airport Hazard Zoning Regulations).

The purpose of the Airport Hazard Zoning Regulations is to provide both airspace protection and land use compatibility. These regulations establish two Airport Zones of Influence that are particularly relevant to this land use petition (and to the related zoning petition) because of the proximity of the Hatchet Creek property to Gainesville Regional Airport. These zones of influence are the Airport Noise Zone and the Airport Height Notification Zone.

The Airport Noise Zone establishes subzones that prohibit, restrict or permit certain land uses within them. Of pertinence to this land use petition (and to the related zoning petition) for this undeveloped property is that new residential development is prohibited in the 65-60 dB DNL (*see *Note 1*, below) subzone of the Airport Noise Zone Land Use Regulations. The proposed BI land use category does not allow residential development (**see *Note 2*, below), and it is the only land use category proposed by this petition that is within the 65-60 dB DNL subzone. It is also the only proposed land use category within the more restrictive 65 dB DNL subzone. The 65-60 dB DNL subzone is mapped as the DNL 60 Airport Noise Zone in the map (See Exhibit B-4) entitled Airport Noise Zones and Proposed Land Use. The less restrictive DNL 55 zone in which the proposed RL, RM and Office and use categories are proposed does not prohibit residential development.

(**Note 1*: Sound levels are measured in decibels (dB), and DNL is the acronym for Day Night Average Sound Level, which means the sound exposure level generated by aircraft operations, as defined in Federal Aviation Regulation Part 150. (Source: LDC Chapter 30, Appendix F (Airport Hazard Zoning Regulations), Section I. A. Definitions and Administration))

(**Note 2*: The Gainesville Regional Airport Authority on March 15, 2015 voted unanimously to support the proposed land use change to BI, in order to permanently exclude residential uses within the 60 DNL Zone. See Attachment 5, Letter of Support, Gainesville Regional Airport, within Exhibit C-1, Application.)

The Airport Height Notification Zone (LDC Appendix F (Airport Hazard Zoning Regulations), Section II. A. Airport Height Notifications Zone and Regulations) regulates the height of structures and objects of natural growth [i.e., trees] in areas around Gainesville Regional Airport, particularly within the area extending 20,000 feet from the ends and sides of all active runways. 100:1 Slope Areas have been established and are in the adopted Airport Height Notification Zone map that is an attachment of Appendix F. The pertinence of these regulations to the proposed land use categories (and to the zoning districts proposed by related Petition PB-14-43 ZON) is that they generally establish maximum allowable building heights of 50 feet in the eastern part of the property and 100 feet in the western part because greater proposed heights would be deemed “potential airport obstructions”. This “potential airport obstruction” designation can only be overcome if an Airport Obstruction Permit (requires FAA approval) were to be issued by the City, or if the Board of Adjustment were to grant (following review by the FAA and FDOT) an Airport Obstruction Variance. See Exhibit B-5 for map entitled Airport Height Notification Zones and Proposed Zoning.

3. Environmental Impacts and Constraints

This petition is limited to changing the land use category of property that is currently undeveloped. The property is located in FEMA Flood Zones X and A. FEMA Flood Zone X corresponds to areas outside the 100-year floodplains, areas of 100-year sheet flow flooding where average depths are less than 1 foot, areas of 100-year stream flooding where the contributing drainage area is less than 1 square mile, or areas protected from the 100-year flood by levees.). FEMA Flood Zone A (Zone A corresponds to a 1 percent chance every year that flood waters will inundate the area, or 100 percent chance over a 100-year period. Zone A floodplains are determined by approximate methods. No base flood elevations or depths are shown within this zone.). See Exhibit B-6 for a map of the FEMA flood zones.

The City's Environmental Coordinator provided the following comments in a memorandum dated June 10, 2015:

“The subject petitions for a proposed change in land use and zoning have been reviewed for considerations relating to any environmental resources present on or immediately adjacent which might be regulated by City Land Development Code 30-300 *Surface Waters and Wetlands*, or 30-310 *Natural and Archaeological Resources*. The petitions propose a land use change from Planned Use District (PUD) to Residential Low (RL), Residential Medium (RM), Office (O), and Business Industrial (BI); and rezoning from RSF-1, RSF-4, and I-1 to RMF-5, RMF-8, General office district (OF), and Business industrial district (BI).

The petition includes a comprehensive environmental assessment of the project site, titled *Natural Area Resource Assessment of the Hatchet Creek Project Site*, dated April 4, 2015, provided by the petitioner's environmental consultant, Ecosystem Research Corporation (ERC). This assessment was performed and prepared in accordance with a Methodology Agreement between the petitioner and City staff, dated March 15, 2015, pursuant to City Code 30-310(g), which required a Level 1 survey, review, and description of the Natural and Archaeological Resources present on or immediately adjacent to the subject property. Regulated resources found and described on the property include strategic ecosystem, significant natural community, and listed species. Extensive information is provided describing the surface waters and wetlands of the site, with hydrologic data documenting the gradual lowering of surficial aquifer levels and general drainage effects on wetlands over recent decades. Boundaries of surface waters and wetlands have been verified in accordance with City Code 30-302.1(c) and the acreages cited in the proposed development data (see Exhibit B-7 for map entitled Hatchet Creek Development - Wetlands and Surface Waters, which was prepared by the Ecosystem Research Corporation and dated March 29, 2015) of the justification report of the application are consistent with the assessment results.

The property is undeveloped, mostly with a natural forest cover of pines and mixed hardwoods. The dominant natural community types present are variations on flatwoods communities, although a small area of well drained sandhill community exists in the eastern area of the property. Depressional wetlands cover approximately 83 acres of the site, with approximately 60 acres of cypress-pine-mixed hardwood wetlands concentrated in the northwest corner. Headwater tributaries (approximately 21 acres of surface waters) of Little Hatchet Creek

converge from the south and west, conveying surface water drainage from most of the northeast Gainesville area between North Main Street and Waldo Road. Several large lateral drainage ditches and excavated creek channels route flows from this historically poorly drained region of the City to the main channel of Little Hatchet Creek, which traverses the north edge of the site and flows easterly beneath Waldo Road, and eventually to Newnans Lake. The historic lowering of the local water table through this extensive ditching, coupled with the progressive drawing down of the surficial aquifer by the nearby City wellfield, have resulted in significant drying of much of this historically very wet landscape. The hydroperiods and inundation/saturation characteristics within the creek channels and wetlands of the site have been altered to the degree that some functional values critically tied to hydrologic support have diminished to varying degrees, depending on location.

Development of the project site will be required to comply with the avoidance and mitigation provisions of City Land Development Code 30-300 *Surface Waters and Wetlands*, or 30-310 *Natural and Archaeological Resources*. With avoidance, upland buffers of the regulated streams and wetlands will be required, but will be credited as a component of any required set-aside of strategic ecosystem resource areas. Protection and management of the strategic ecosystem set-aside, or listed species habitat areas, or other mitigation set-aside provided through alternative compliance, if applicable, would be required to be implemented through dedication of a Conservation Management Area (CMA) per Code section 30-310.3. The potential for wetland restoration through designs requiring the raising of water tables in this flat terrain would be problematic today due to induced flooding on surrounding land use, development and public highway systems. New wetland creation at excavated lower elevations may offer an opportunity for surface water improvement and mitigation of wetland functions lost through historic drainage of the area.”

4. Support for Urban Infill and/or Redevelopment

This proposed large-scale land use amendment is consistent with the City’s infill goals, which include discouragement of the proliferation of urban sprawl (Future Land Use Element Objective 1.5, see page 5 of this report). The proposed changes in land use from Planned Use District to the BI (Business Industrial) land use category for 218 acres, RL (Residential Low-Density (up to 12 unit per acre) for 203 acres, RM (Residential Medium-Density (8-30 units per acre) category for 60 acres, and Office land use category for 19 acres are fully supportive of urban infill. They will provide increased opportunities for new non-residential and residential development in east Gainesville, in the vicinity of Gainesville Regional Airport, and adjacent to or in close proximity to two major, 4-lane arterial roadways (NE 39th Avenue (SR 222) and Waldo Road (SR 24), and adjacent to a 2-lane, Alachua County arterial roadway (NE 53rd Avenue).

5. Impacts on Affordable Housing

The proposed large-scale land use amendment may have a positive impact on the supply of potential affordable housing in the City. The proposed RL (Residential Low-Density (up to 12 unit per acre) land use category for 203 acres and the proposed RM (Residential Medium-Density (8-30 units per acre) category for 60 acres will increase the potential for future residential development relative to that of the current PUD land use designation on the 498-acre property. The applicant has estimated that up to 1,665 residential units could be developed on

the property, which is an increase of 465 residential units relative to the 1,200-unit maximum allowed by the current PUD.

6. Impacts on the Transportation System

There are no transportation capacity issues associated with the proposed land use change for this undeveloped property that is located within Zone A of the Gainesville Transportation Mobility Program Area (TMPA). The property has frontage along NE 39th Avenue (State Road 222, a 4-lane highway that is part of the Florida Strategic Intermodal System (SIS)), NE 53rd Avenue (a 2-lane, Alachua County arterial roadway), and NE 15th ST (a 2-lane, City of Gainesville, local street). The property is approximately 440 feet to the west of Waldo Road (State Road 24, a 4-lane highway). Vehicular access to the property is presently limited to the Ironwood Golf Course entrance on the north side of NE 39th Avenue.

The Hatchet Creek Land Use Change & Rezoning Justification Report (see Exhibit C-1, Application) provides a transportation analysis on pages 21-25 that includes trip generation and level of service analysis. The applicant estimated the trip generation for a hypothetical development scenario (under the proposed land use zoning categories) consisting of 420 single-family units, 420 townhomes, 825 apartment units, a 500-bed assisted living facility, 93,000 square feet of specialty retail, and 837,000 square feet of business park. The total PM peak trips are estimated at 2,416 and the total Average Daily Trips are estimated at 25,662.

The applicant also estimated the trip generation for a hypothetical development scenario under the existing Planned Use District (PUD) land use for this undeveloped property as follows: 400 single-family units, 400 townhomes, 400 apartment units, a 300-bed assisted living facility, 100,000 square feet of specialty realty, and 100,000 square feet of business park. The total PM peak trips under the current PUD are estimated at 1,207 and the total Average Daily Trips are estimated at 13,476. The applicant then calculated the net, total PM peak trips and the net, total Average Daily Trips. The net increases (subtracting the estimated trips under the current PUD scenario from those corresponding to the proposed land use and zoning categories) are 1,209 PM peak hour trips and 12,186 Average Daily Trips (ADT).

The Level of Service Analysis (on p. 25 of the Hatchet Creek Land Use Change & Rezoning Justification Report) shows that the 12,186 net, Average Daily Trips will leave considerable available capacity on NE 39th AVE, Waldo Road, and NE 53rd AVE, each of which has an adopted Level of Service (LOS) of E. (Note: NE 15th ST is a City of Gainesville street with an adopted LOS of E.)

The City rescinded transportation concurrency with the adoption of its updated Comprehensive Plan. Therefore, development within TMPA Zone A is not required to meet level of service (LOS) requirements for concurrency, but is required to comply with the TMPA Zone A requirements of Policy 10.1.3 of the Transportation Mobility Element (see Exhibit A-1, Comprehensive Plan GOPs).

In a June 8, 2015 e-mail, Debbie Leistner, Planning Manager of the City of Gainesville Public Works Department stated that "At the time that plans are prepared for the development a full traffic study will be required to evaluate the impacts to adjacent intersections and project access

points and determine if modifications will be required to mitigate the project impacts. A higher trip credit may be possible for internal capture once a detailed analysis is performed. Also trip credits for transit use could be considered.”

The site is currently served (summer schedule) by RTS Routes 24 and 26 (Route 39 between Santa Fe College and Gainesville Regional Airport has no summer service). Route 24 (Rosa Parks RTS Downtown Station to Job Corps) provides service along NE 15th ST and NE 53rd AVE every 60 minutes on weekdays and no service on weekends. RTS Route 26 (Rosa Parks RTS Downtown Station to Gainesville Regional Airport) provides service along NE 39th AVE every 60 minutes on weekdays and no service on weekends.

7. Availability of Facilities and Services

This property is in an urbanized area that is served by public utilities and other public services. In a June 11, 2015 e-mail, Kristen Sealey, GRU Utility Engineer stated that “Water and wastewater utilities are readily available or can be made available to serve the subject property. Development on this property will require water and wastewater capacity evaluations that will determine if off-site upgrades will be required. According to GRU policy, the developer of the property will be responsible for the cost of extending water and wastewater service connections and for any off-site system improvements that may be necessary to provide service. An allowance to provide water supply capacity for future population growth is included in the Consumptive Use Permit. No issues with providing sufficient water supply capacity are anticipated at this time, but this statement does not constitute a reservation or guarantee of water supply to the property. The subject property lies within the primary and secondary wellfield protection zones. Development within wellfield protection zones is required to comply with the Murphree Wellfield Protection Code.” See Exhibit B-8 for map entitled Wellfield Protection Zones and Proposed Land Use.

A School Capacity Review for this land use amendment was provided by the Alachua County Public Schools (see Exhibit B-9 for June 8, 2015 Letter from Alachua County Public Schools) to assess the potential impact of the proposed land use amendment upon school capacity. The review was based upon the net increase of 465 residential units beyond the 1,200 units allowed by the existing, Hatchet Creek PUD.

Student generation estimates for this land use amendment indicate that 37 elementary school seats, 19 middle seats and 29 high school seats would be required at project buildout for 465 residential units (235 single-family and 230 multi-family units). Based on capacity and level of service projections, the additional elementary, middle school and high school seats can be reasonably accommodated during the School District’s 5, 10 and 20-year planning periods.

The proposed RL (Residential Low-Density (up to 12 unit per acre) and RM (Residential Medium-Density (8-30 units per acre) land use will impact adopted levels of service for recreation (specifically for: Community Parks, which have an existing LOS of 2.13 acres and an adopted LOS Standard of 2.00 acres per 1,000 people; and, Neighborhood Parks, which have an adopted LOS standard of 0.80 acres per 1,000 people, and an existing LOS of 1.33 acres). However, recreation LOS will be reviewed for concurrency at the time of development plan

review, and all applicable concurrency requirements will have to be met at the time of development plan approval.

The proposed land use will not impact adopted levels of service for potable water, wastewater water supply, or solid waste, all of which will be reviewed for concurrency at the time of development plan review.

Stormwater level of service requirements will have to be met when a development plan for the site is submitted.

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

The proposed large-scale land use amendment will add 216 acres to the BI (Business Industrial) land use category, 19 acres to the Office category, 203 acres to the RL (Residential Low-Density (up to 12 unit per acre)) category, and 60 acres to the RM (Residential Medium-Density (8-30 units per acre)) category. There currently are approximately 489 acres of land in the BI land use category, 611 acres in the Office category, 2,127 acres in RL, and 1,976 acres in the RM land use category in Gainesville (total area of the City is 40,729 acres or 63.64 square miles). (Note: these categories and acreage figures do not reflect the undeveloped, 498-acre, Hatchet Creek PUD's maximum of 1,200 residential units, 300 Assisted Living Facility (ALF) beds, and 200,000 square feet of non-residential uses. The 200,000 square feet were to be used for any combination of up to 100,000 square feet of retail space, up to 100,000 square feet of office space, and any remaining square footage for the Business Industrial uses that were to have been specified in the Planned Development (PD) zoning ordinance.)

The undeveloped (vacant land) acreage and the percent undeveloped for each proposed land use category are as follows:

- | | | |
|----------|-----------|--|
| • BI | 63 acres | 12.9 percent of 489 acres (current total BI area) |
| • Office | 40 acres | 6.5 percent of 611 acres (current total Office area) |
| • RL - | 280 acres | 13.2 percent of 2,127 acres (current total RL area) |
| • RM - | 187 acres | 9.5 percent of 1,976 acres (current total RL area) |

The additional acreage for these proposed future land use categories will promote infill development and increase the potential for new nonresidential and residential development of east Gainesville.

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

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

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

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

Yes. The proposed land use amendment will allow for future nonresidential and residential development at an undeveloped, urban infill location in east Gainesville. The regulated natural resources (include strategic ecosystem, significant natural community, listed species, wetlands and surface waters) on the property will be subject to the provisions of Division 4. – Regulated Natural and Archaeological Resources and to other applicable regulations of the Land Development Code.

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

Yes. This undeveloped property is in an urbanized area that is served by public utilities and other public services. The developer of the property will be responsible for the cost of extending water and wastewater service connections, for any off-site system improvements that may be necessary to provide service, and for meeting stormwater management requirements.

The property is served by NE 39th Avenue (State Road 222, a 4-lane highway that is part of the Florida Strategic Intermodal System (SIS)), NE 53rd Avenue (a 2-lane, Alachua County arterial roadway), NE 15th ST (a 2-lane, City of Gainesville street 37th Boulevard (a 2-lane local street) which intersects 400 feet to the north with Archer Road (a 6-lane arterial roadway), and is located in Transportation Mobility Program Area (TMPA) Zone A.

- (III) Promotes walkable and connected communities and provides for compact development and a mix of uses at densities and intensities that will support a range of housing choices and a multimodal transportation system, including pedestrian, bicycle, and transit, if available.

Yes. The proposed land use amendment will encourage compact development and a mix of residential and non-residential uses at densities and intensities that will support a range of housing choices on this 498-acre property that surrounds the Ironwood Golf Course. The property is adjacent to one local street, and is adjacent or proximate to three arterial roadways, two of which are 4-lane, State highway. Bicycle lanes are on both sides of NE 15th ST, NE 53rd BLVD, NE 39th AVE (State Road 222), and of nearby (approximately 440 feet from the easternmost extent of the property) Waldo Road (State Road 24). Bicycle lanes are important components of the multimodal transportation system that serves the property, as are transit and sidewalks.

The property is currently (summer schedule) served by RTS Routes 24 and 26 along NE 15th ST, by Route 24 along NE 53rd AVE, and by Route 26 along NE 39th AVE. Sidewalks are on both sides of NE 39th AVE where there is adjacent development. Sidewalk

extension along the property's frontages will be required at the time of development plan approval, which will also require sidewalks on interior streets.

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

Yes. The proposed Business Industrial and Office land use categories for this 498-acre property will help meet the nonresidential needs (e.g., employment, retail, assisted living) of the residents of this part of the City. The proposed RL and RM land use categories will help meet the demand for housing in this area by increasing the potential for future residential development of this property in east Gainesville.

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

Yes. The proposed land use categories (especially the non-residential categories of BI and Office) will increase the potential for job creation, capital investment, and economic development in east Gainesville, which would help strengthen and diversify the City's economy.

- 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,



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Principal Planner



Prepared by: Dean Mimms, AICP
Lead Planner

Table 1**Adjacent Existing Uses**

North	NE 53 rd AVE (a 2-lane County arterial roadway), GRU wellfield and water treatment plan and vacant land (on north side of NE 53 rd AVE)
South	NE 39 th AVE (State Road 222, a 4-lane, divided highway), vacant land, businesses (light industrial, gas station with convenience store, mini-storage, and City of Gainesville tree farm) on north side of NE 39 th Avenue. (Note: the City's Ironwood Golf Course (except for its southwestern edge that is adjacent to residential development to the west) is surrounded by the 498-acre, Hatchet Creek property)
East	Mini-storage, Brittany Estates mobile home park, vacant land, and Gainesville Regional Airport (across Waldo Rd (State Road 24, a 4-lane, divided highway))
West	Single-family and two-family development (west of which is multifamily development), GRU electrical substation (across NE 15 th ST), vacant land

Adjacent Land Use and Zoning

	Land Use Category	Zoning Category
North (across NE 53 rd AVE)	Public Facilities, Alachua County Agricultural	PS (Public services and operations)
South	Single-Family (up to 8 units per acre), Industrial, Recreation (<i>Note: the City's Ironwood Golf Course (except for its southwestern edge that is adjacent to residential development to the west) is surrounded by the 498-acre property</i>), Public Facilities	RSF-1 (3.5 du/acre, single-family), RSF-4 (8 du/acre, single-family), I-1 (Limited industrial district), PS, AF (Airport facility district),
East	Industrial, Public Facilities, Residential Medium Density (Alachua County), and Industrial and Manufacturing (Alachua County)	I-1, AF (Airport facility district), Manufactured/Mobile Home Park (Alachua County district), MP (Alachua County Industrial services and manufacturing)
West	Single-Family, Residential Low-Density (up to 12 units per acre), Commercial, Public Facilities	RSF-1, RMF-5 (12 du/acre, residential low-density), BUS (General Business district), PS

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: Airport Noise Zones and Proposed Land Use
Exhibit B-5 Map: Airport Height Notification Zones and Proposed Land Use.
Exhibit B-6 Map: FEMA Special Flood Hazard Area (SFHA)
Exhibit B-7 Map: Hatchet Creek Development - Wetlands and Surface Waters
Exhibit B-8 Map: Wellfield Protection Zones and Proposed Land Use
Exhibit B-9 Letter from Alachua County Public Schools

Appendix C Application

Exhibit C-1 Application