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TO: City Plan Board

Item Number: 2

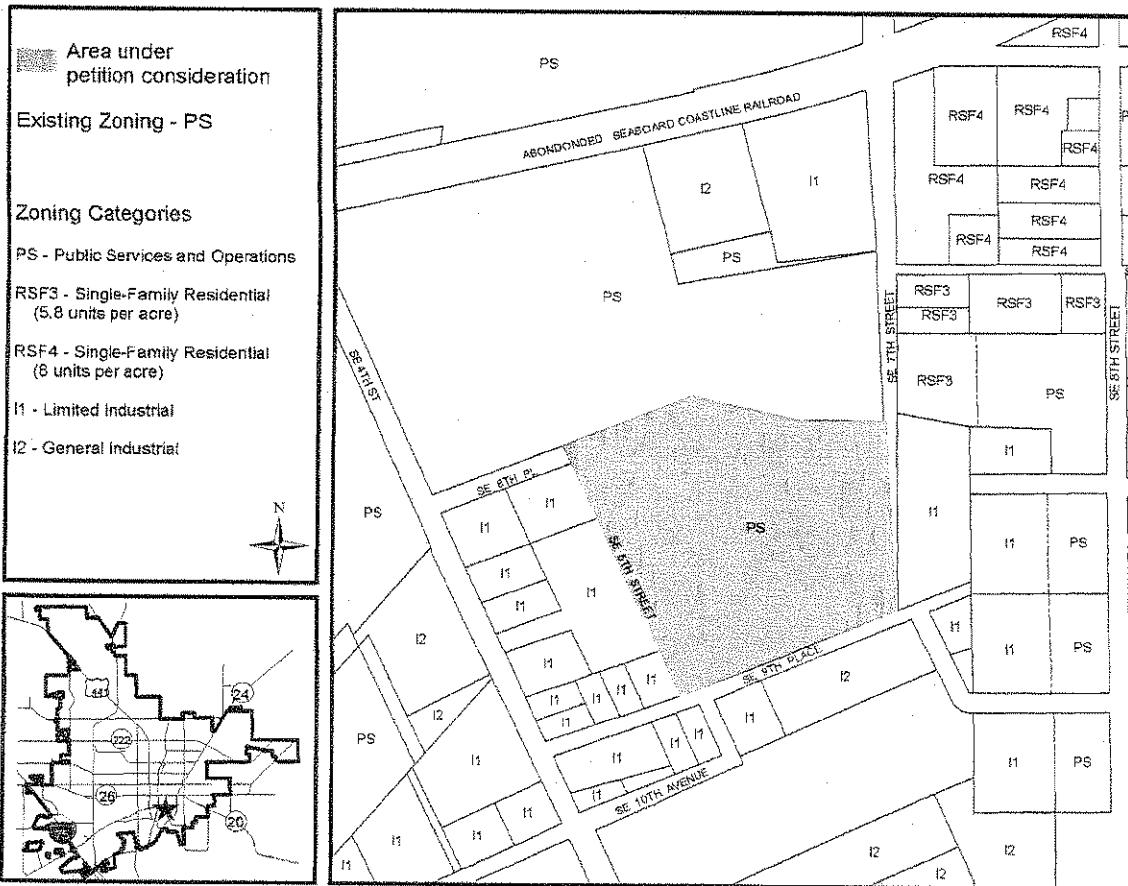
FROM: Planning Department Staff

DATE: April 22, 2010

SUBJECT: Petition PB-10-17 PSZ, CH2MHill, agent for Alachua County Board of County Commissioners. Amend the PS (Public services and operations district) to establish development regulations for the Alachua County Operations and Administration Facilities site and enable the expansion of the Supervisor of Elections Operations and Storage Facility with preliminary development plan approval. Zoned: PS (Public services and operations district). Located at 913 Southeast 5th Street.

Recommendation

Staff recommends that the City Plan Board approve Petition PB-10-17 PSZ with the associated Public Services Zoning Report and Preliminary Development Plan, subject to the conditions herein.



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Description

The Alachua County Board of County Commissioners requests that the City of Gainesville adopt new permitted uses and dimensional requirements appropriate to the Alachua County Operations and Administration Facilities site. The purpose of the request is to replace the existing permitted use (i.e., *police facilities*), and to enable the expansion of the Supervisor of Elections Operations and Storage Facility. A zoning report entitled "Alachua County Operations and Administration Facilities Public Services Zoning Report" and a preliminary development plan are included for adoption in conjunction with this request. Both contain information deemed necessary to assist the City in determining whether the request can be approved without detriment to the health, safety and general welfare of surrounding properties. (See Appendix C.)

The Alachua County Operations and Administration Facilities site consists of 6.3 (MOL) acres. The site is located in southeast Gainesville within the Eastside Redevelopment Area. Less than one quarter of a mile separates the site from the southern boundary of the Gainesville Regional Utilities (GRU) Kelly Power Plant. Approximately the same distance separates the site from the eastern boundaries of the Depot Avenue Stormwater Park and the Regional Transit System (RTS) Operations and Maintenance Facility.

The northern boundary of the Alachua County Operations and Administration Facilities site is formed by Sweetwater Branch Creek and the south property line of the GRU storage facility on Southeast 4th Street. Southeast 9th Place forms the southern boundary. An unimproved portion of Southeast 7th Street forms the eastern boundary. The western boundary is formed by a perpetual ingress/egress easement (also referred to as Southeast 5th Street) that is 55 feet in width.

Land adjacent to the Alachua County Operations and Administration Facilities site is primarily used for industrial and governmental functions. The majority of adjacent land has industrial zoning and land use classifications. One exception is the GRU storage facility located immediately north. This land has PS (Public services and operations district) zoning and PF (Public Facilities) land use classifications. There are no significant environmental features on or adjacent to the site other than Sweetwater Branch Creek.

Key Issues

City records show that the PS (Public services and operations district) zoning classification was applied to the Alachua County Operations and Administration Facilities site prior to 1983. The permitted use is "*police facilities*" due to the fact that the Alachua County Sheriff's Office Complex occupied the site until 1996. The County, however, has placed new uses on the site that include the Alachua County Fire Rescue Headquarters; the Alachua County Facilities Management Downtown Maintenance Shop; the Supervisor of Elections Operations and Storage Facility; the Alachua County Clerk of Courts Records Storage; and a guyed communication tower for the Alachua County 911 Emergency Call Center. Since the new uses are not "*police facilities*," as interpreted using the 1987 Edition of the Standard Industrial Classification (SIC)

Manual, the PS zoning classification on the site must be amended to permit them. No structure devoted to a use not permitted by the City Land Development Code can be expanded without changing the use of the structure to a use permitted in the applicable zoning district.

Basis for Recommendation

The staff recommendation is based on the following considerations, as required in Section 30-75 of the City Land Development Code (see Appendix B):

1. Purpose

The purpose of the PS zoning district is to provide suitable locations for public facilities that are compatible with surrounding land uses. This request fulfills this purpose, since the proposed permitted uses on the Alachua County Operations and Administration Facilities site are comparable to the industrial and public uses permitted on adjacent properties. The site is also County-owned and located within close proximity to other County facilities. Adherence to City code requirements and other applicable regulations will ensure compatibility with the surrounding area. Environmental features, such as Sweetwater Branch Creek, will also be protected.

2. Objectives

One of the objectives of the PS zoning district is to facilitate the administrative and operational needs of local governments in their efforts to serve the public. This request meets this objective, since the proposed permitted uses on the Alachua County Operations and Administration Facilities site will enable the County to provide needed services to County residents. The Supervisor of Elections Operations and Storage Facility is among the proposed permitted uses on the site. Approval of this request will permit this use by right under *Public administration (Div. J)*, as well as allow the expansion of the building used to store and maintain election equipment and material. The building expansion is currently subject to a federal-mandated completion date for addressing ADA and other requirements.

3. Uses Permitted by Right

According to Section 30-75 (c) of the City Land Development Code, permitted uses shall be specified in the ordinance that places the PS (Public services and operations district) zoning classification on the Alachua County Operations and Administration Facilities site. In response to this requirement, the County has proposed the following permitted uses by right: Administration; Records Retention; Fire Rescue Operations; Facilities Maintenance Offices and Storage; Storage; Parking; Professional Training; Outdoor Storage; Communication Tower; and any accessory use customarily incidental to any permitted principal use. The County did not propose uses to be permitted by special use permit. The uses that are currently permitted by special use permit within the PS zoning district are *food distribution centers for the needy, in accordance with Article VI* and *residences for destitute people, in accordance with Article VI*.

Administration; Fire Rescue Operations; and the Facilities Maintenance Offices and Storage are proposed uses described under *Public administration (Div. J)* in the 1987 Edition of the SIC Manual. *Public administration (Div. J)* is a permitted use by right in the PS zoning district. The same is true for any use customarily incidental to any permitted principal use, which will apply to Parking and Professional Training.

Records Retention and Storage are proposed as *any use customarily incidental to any permitted principal use*, and as principal uses under *General Warehousing and Storage (IN-4225)* of the 1987 Edition of the SIC Manual. *General Warehousing and Storage (IN-4225)*, Outdoor Storage and the Communication Tower are proposed as permitted uses by right under the provision in Section 30-75 (c) that allows additional uses to be specified in the ordinance that places PS zoning on the Alachua County Operations and Administration Facilities site. Since Outdoor Storage and the Communication Tower possess characteristics that generally warrant special limitations, they are proposed as permitted uses by right that are subject to the requirements of Article VI of the Code (see Appendix B).

4. Dimensional Requirements

Section 30-75 (e) of the City Land Development Code states that the dimensional requirements for locating and constructing principal and accessory structures shall be specified in the PS zoning ordinance. This requirement applies if proposed dimensional requirements are different from those already specified in this section for office, administrative and intensive recreation uses.

The County has proposed front and side, street building setbacks that are close to the average front and side, street building setbacks applied to office, administrative and intensive recreation uses within the PS zoning district. The proposed side, interior setback is much larger, while the rear yard setback is the same (i.e., zero feet). The building setbacks are different from those in Section 30-75 (e) to accommodate the location of existing structures, and the location of existing and proposed easements and landscape buffers. They also reflect the absence of abutting properties with residential zoning and land use classifications, which are not included as a basis for enforcing a more stringent building setback.

Despite these exceptions, the Alachua County Operations and Administration Facilities site will remain subject to the majority of dimensional requirements normally enforced through the City Land Development Code. Dimensional requirements that are more stringent, such as those applicable to Sweetwater Branch Creek, will remain in effect. Permitted uses that are subject to Article VI of the Code must comply with the special dimensional requirements in this section.

5. Additional Requirements

(1) General conditions. The Alachua County Operations and Administration Facilities site is subject to the requirements of the City Land Development Code, except where otherwise regulated by the ordinance adopting the PS zoning. These requirements include, but are not limited to, development plan approval, parking, landscaping, signage and flood control.

Compliance with the City's General Performance Standards, per Section 30-345 of the Code, is addressed in an attached letter located in Appendix C.

(2) Development plan approval. A preliminary development plan is provided in conjunction with this request to illustrate the general layout of the Alachua County Operations and Administration Facilities site, along with the proposed permitted uses and building setbacks. A final development plan, which will be reviewed under a separate petition, is subject to the approval of staff.

All development on the Alachua County Operations and Administration Facilities site must be reviewed in accordance with the requirements in Article VII, Division 1, of the City Land Development Code, as shown in the City Technical Review Committee comments in Appendix E. The following criteria in Section 30-75 (f) (2) of the Code shall also be considered when reviewing the preliminary development plan:

- a. **Site suitability.** The Alachua County Operations and Administration Facilities site has been used to serve County residents for nearly thirty (30) years. The site is within close proximity to other County facilities, and it provides enough land area for the future expansion of the Supervisor of Elections Operations and Storage Facility. Many of the proposed permitted uses on the site are also allowed within the zoning and land use districts on adjacent properties.

Although the abutting right-of-ways are substandard, roadway improvements may occur in the near future as part of the redevelopment efforts in the Eastside Redevelopment Area. The County has proposed 5-foot wide easements along the abutting right-of-ways for sidewalks, should the right-of-ways be improved in the future.

Traffic data included with the attached zoning report and preliminary development plan indicates that expansion of the Supervisor of Elections Operations and Storage Facility will not generate a significant amount of vehicular trips from the site. The addition will house only one full-time employee. The site is located within Zone A of the City's Transportation Concurrency Exception Area (TCEA), where redevelopment is encouraged and large traffic volumes are not an issue compared to other parts of the City.

Monitoring wells are located on the Alachua County Operations and Administration Facilities site due to petroleum contamination that resulted from fuel pumps associated with the Sheriff's Office Complex. One of the monitoring wells is located in the vicinity of the Supervisor of Elections Operations and Storage Facility addition. The monitoring well, which is without contamination, must be plugged and abandoned. A record of the abandonment must be provided to the Alachua County Environmental Protection Department upon completion. Other conflicts with historic, archaeological or environmental resources were not found.

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The Alachua County Operations and Administration Facilities site is served by adequate water and wastewater facilities. The County, however, must provide the City Fire Department with location and fire flow information on additional hydrants within 1000 feet of the site to ensure estimated fire flow needs are met. This information is required prior to the approval of the final development plan.

- b. Site design.** The Alachua County Operations and Administration Facilities site faces Southeast 9th Place, where three driveway connections are used for ingress and egress. The driveway connection located behind the Alachua County Facilities Management Downtown Maintenance Shop will be closed. This driveway connection will be replaced with a landscaped street buffer for screening, shade and aesthetics. The remaining two driveway connections will be maintained and/or redesigned to ensure safe and appropriate access for emergency, garbage and other vehicles.

Sidewalk easements, five feet in width, are proposed along Southeast 9th Place and the unimproved portion of Southeast 7th Street. A new sidewalk connection will be constructed from the front of the Supervisor of Elections Operations and Storage Facility to the sidewalk easement in Southeast 9th Place. Existing sidewalk connections on the site will be maintained to facilitate pedestrian circulation.

The Supervisor of Elections Operations and Storage Facility addition will be one-story in height to match most of the surrounding buildings. A steel frame and other sustainable material will be used to construct the building addition. The main entrance will face Southeast 9th Place, which serves as the primary street frontage.

New shade trees and other vegetation will be provided for vehicular use areas and stormwater facilities. Landscaped buffers will be provided along the abutting right-of-ways. Proper barricades will be provided during construction to protect existing plant material and Sweetwater Branch Creek. Irrigation shall also be available to sustain required landscape material.

- c. External compatibility.** The Alachua County Operations and Administration Facilities site lies adjacent to land primarily used for industrial and governmental functions. Many of the adjacent properties cannot be fully viewed from the site due to overgrown vegetation. Although the site is not subject to adjacent use buffers under the requirements of the City Land Development Code, landscaping will be provided to screen on-site activities and equipment (e.g., transformer boxes). Proposed permitted uses, such as outdoor storage, are also be subject to the screening requirements of Article VI.

The County has proposed vinyl-coated, chain link fencing and a sliding gate at the entrance to the Supervisor of Elections Operations and Storage Facility. The vinyl-coated fencing will connect to existing chain-link fencing that extends along the eastern boundary of the site with razor wire on top. The County considers the cost of vinyl-coated, chain-link fencing more feasible due to current economic conditions.

However, decorative aluminum picket is the preferred fencing type on public and private development sites within the City. Fences that are constructed of razor wire are prohibited only in residential districts, unless other regulations supersede.

On-site security is of utmost importance to the County, since facilities on the site are used to store election machinery and other important documentation. Lighting for the security of areas and off-street parking will be provided in accordance with City requirements. Lighting in excess of the City's maximum requirements for the security of areas is subject to the approval of the reviewing body.

The letter addressing the City's general performance standards for noise, glare and other nuisances applies to all uses on the site regardless of the regulations in effect at the time that they were built. New construction, or modifications to existing construction, is subject to the current requirements of the City Land Development Code, except where otherwise regulated by the ordinance adopting the PS zoning. Compliance with these standards is assured through the enforcement of the Code.

(3) Parking. The Alachua County Operations and Administration Facilities site contains a combination of paved and unpaved vehicle parking spaces. The spaces are conveniently located near existing facilities allowing easy access and a short walking distance to and from vehicles. Ten new vehicle spaces and a bike rack will be added to the site as part of the Supervisor of Elections Operations and Storage Facility addition. Motorcycle parking is not required or proposed. All off-street parking is subject to the requirements of the City Land Development Code.

(4) Landscaping. Due to the size of the Supervisor of Elections Operations and Storage Facility addition, the entire site must comply with the City's landscaping requirements. A complete upgrade of the site would also involve adding approved barriers to protect landscape material from vehicular encroachment. The County considers this costly, and has asked that upgrades be limited to the Supervisor of Elections Operations and Storage Facility addition and the replacement of trees that are missing from the site. Interior and perimeter landscape material exists on the site, but not to the extent needed to fully comply with the City Land Development Code.

(5) Street signs. Signage on the Alachua County Operations and Administration Facilities site is subject to the requirements of the City Land Development Code. Exceptions are not proposed in the ordinance adopting the PS zoning.

(6) Flood control. The Alachua County Operations and Administration Facilities site is subject to the flood control requirements of the City and other regulatory agencies. Although portions of the site are located in the Special Flood Hazard Area, as defined by the Federal Emergency Management Area (FEMA), the balance of the site and all structures are located in flood zone areas outside the 0.2% annual chance floodplain.

6. Additional Considerations

- (1) **Conformance with the Comprehensive Plan.** The Alachua County Operations and Administration Facilities site has a PF (Public Facilities) land use classification. According to Policy 4.1.1 of the Future Land Use Element of the City's 2000-1010 Comprehensive Plan, this land use classification applies to administrative and operational governmental functions (i.e., government offices, utility facilities and storage facilities), and lot coverage is limited to 80 percent. The proposed permitted uses on the site are functions of Alachua County that involve administrative offices, storage and other activities associated with operating county government. The Supervisor of Elections Operations and Storage Facility expansion project will preserve over 40 percent of the site as open space.

The following is a list of other sections of the comprehensive plan that this request supports. These sections can also be found in Appendix A:

Future Land Use Element

- Policy 1.1.6 The City shall encourage community-serving facilities, such as government offices, farmers markets, and convention centers to be centrally located, instead of in dispersed, remote, peripheral locations. Public, community-serving facilities should be developed primarily in the city's central core, and, as appropriate, in neighborhood centers. Private, community-serving facilities should be discouraged from locating in peripheral locations.
- Policy 3.1.1 a. Creeks: Between 35 and 150 feet from the break in slope at the top of the bank, there is a rebuttable presumption that development is detrimental to the regulated creek. Development must conform to applicable provisions of the land development regulations which prohibit development within a minimum of 35 feet of the break in slope at the top of the bank of any regulated creek.
- Policy 3.1.4 The City shall protect floodplain areas through existing land development regulations that:
- a. Prohibit development within the flood channel or floodplain without a city permit;
- Policy 3.3.3 No final development order shall be issued unless the required on-site And off-site utilities needed to serve that development have received a development permit concurrent with the proposed development.

- Policy 3.4.1 The City shall continue to require of the development facilities needed to serve the development prior to the issuance of any development order.

Transportation Mobility Element

- Policy 2.1.10 In new development or redevelopment, walking and bicycling shall be promoted by establishing modest, human-scaled dimensions such as small street blocks, pedestrian-scaled street and building design, ample sidewalks to carry significant pedestrian traffic in commercial areas.

Concurrency Management Element

- Policy 1.1.4 Within Zone A, development or redevelopment shall provide the following:
- a. Sidewalk connections from the development to existing and planned public sidewalk along the development frontage.
 - c. Deeding of land or conveyance of required easements along the property frontage to the City, as needed, for the construction of public sidewalks, bus turn-out facilities and/or bus shelters. Such deeding or conveyance of required easements, or a portion of same, shall not be required if it would render the property unusable for development. A Transit Facility License Agreement (executed by the property owner and the City) for the placement of a bus shelter and related facilities on private property may be used in lieu of deeding or conveyance of easements if agreeable to the City. The License term shall be for a minimum of 10 years.
 - e. Provide safe and convenient on-site pedestrian circulation such as sidewalks and crosswalks connecting buildings and parking areas at the development site.

- (2) **Impacts on Affordable Housing.** This request has no impact on affordable housing.
- (3) **Transportation.** According to trip generation data included with the attached zoning report and preliminary development plan, expansion of the Supervisor of Elections Operations and Storage Facility will not generate a significant amount of vehicular trips from the site. The Alachua County Operations and Administration Facilities site is located within Zone A of the City's Transportation Concurrency Exception Area (TCEA), where redevelopment is encouraged and large traffic volumes are not an issue compared to other parts of the City.
- (4) **Environmental Impacts and Constraints.** Fuel pumps used at the Alachua County Sheriff's Office Complex caused petroleum contamination on the Alachua County

Operations and Administration Facilities site. As part of the petroleum cleanup, a monitoring well was placed on the site in the vicinity of the proposed Supervisor of Elections Operations and Storage Facility addition. The monitoring well cleanup site is now inactive, and the County plans to abandon the well in conjunction with constructing the addition. The Alachua County Environmental Protection Department has approved abandonment of the well, and has asked for a copy of the well completion report as soon as abandonment is completed. No other environmental issues have been identified. (See Appendix E.)

(5) Other Issues. The neighborhood workshop for this request is scheduled to occur on Tuesday, April 13, 2010. Therefore, Appendix D of this report only includes the mailout letter and published newspaper ad. Other neighborhood workshop documents required as part of this request, as per Section 30-350 of the City Land Development Code, will be provided prior to the April 22, 2010, City Plan Board hearing.

Summary of Recommended Conditions

1. The subject property shall be regulated in accordance with the requirements of the City Land Development Code and all other applicable regulations, except as expressly provided in Exhibit C-1: Alachua County Operations and Administration Facilities Public Services Zoning Report, and Exhibit C-2: Preliminary Development Plan for PS Rezoning;
2. The applicant shall obtain final development plan approval in accordance with the requirements of the City Land Development Code and the adopted PS zoning ordinance;
3. The applicant shall deed land, or convey land for easements, along the Southeast 9th Place and Southeast 7th Street right-of-ways for the construction of public sidewalks in accordance with City standards;
4. If approved as permitted uses, the Communication Tower and Outdoor Storage shall be subject to the requirements in Article VI of the City Land Development Code;
5. Prior to the issuance of a final Certificate of Occupancy, the dirt driveway located on Southeast 9th Place behind the Alachua County Facilities Management Downtown Maintenance Shop shall be closed in accordance with City standards;
6. The applicant shall be subject to the landscaping requirements of the City Land Development Code, which includes bringing the subject property into full compliance in accordance with Article VIII, Section 30-251 (3) in Appendix B.

Petition PB-10-17 PSZ
April 22, 2010

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Respectfully submitted,



Ralph Hilliard
Planning Manager

Prepared by:

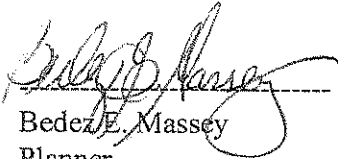

Bedez E. Massey
Planner

Table 1

Adjacent Existing Uses

North	Gainesville Regional Utilities
South	Vacant, mostly wooded land
East	Roofing Contractor
West	Alachua Co., Fire Station No. 10

Adjacent Zoning and Land Use

	Zoning Category	Land Use Category
North	PS	PF
South	I-1 and I-2	IND
East	I-1	IND
West	I-1	IND

List of Appendices

Appendix A Comprehensive Plan GOPs

- Exhibit A-1: Future Land Use Element (Policy 1.1.6; Policy 3.1.1; Policy 3.1.4; Policy 3.3.3; Policy 3.4.1)
- Exhibit A-2: Transportation Mobility Element (Policy 2.1.10)
- Exhibit A-3: Concurrency Management Element (Policy 1.1.4)

Appendix B Land Development Code

- Exhibit B-1: Section 30-75. Public services and operations district (PS).
- Exhibit B-2: Article VI, Section 30-97. Outdoor storage and Section 30-98. Wireless communication facilities and antenna regulations.
- Exhibit B-3: Article VII. Development Review Process, Division 1. Development Plan Review Process.
- Exhibit B-4: Article VIII, Section 30-251 (3) Expansion of neighborhood shopping centers (NSC), community shopping centers (SC) as defined in Article II, or developments of 50,000 square feet or more.

Appendix C Supplemental Documents

- Exhibit C-1: Alachua County Operations and Administration Facilities Public Services Zoning Report
- Exhibit C-2: Preliminary Development Plan for PS Rezoning: Alachua County Supervisor of Elections Building Expansion
- Exhibit C-3: General Performance Standards Letter, dated March 31, 2010

List of Appendices (Cont'd)

List of Appendices (Cont'd)

Appendix D Application and Neighborhood Workshop information

Exhibit D-1: Application

Exhibit D-2: Copy of Newspaper Ad

Exhibit D-3: Copy of Mailout Letter

Appendix E Technical Review Committee

Exhibit E-1: Summary of Technical Review Committee Comments

Exhibit E-2: Recommended Conditions