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CITY
OF
GAINESVILLE

INTER-OFFICE COMMUNICATION

Item No. 7

TO: City Plan Board DATE: July 23, 2009

FROM: Planning Division Staff

SUBJECT: Petition PB-09-81 ZON. Causseaux, Hewett, & Walpole, Inc., agent for Alachua County. Rezone property from PS (Public services and operations district) and CON (Conservation district) to BI (Business industrial district) on approximately 74.5 acres. Located at 2900 Northeast 39th Avenue. Tax parcel numbers 08192-009-000 and 08192-010-000. Related to PB-09-80 LUC.

Recommendation

Planning Division staff recommends approval of Petition PB-09-81 ZON.

Explanation

The property is the western 74.5 acres of the Alachua County Fairgrounds and the Cooperative Extension Service. Of the 74.5 acres, five acres located at the westernmost corner of the property have Public Facilities land use and PS (Public services and operations district) zoning; the other 69.5 acres have Conservation land use and zoning. This petition does not include the eastern 27.6 acres owned by the County, much of which is wetland and all of which has Conservation land use and zoning. The property is adjacent to and south of the Gainesville Regional Airport. The property fronts NE 39th Avenue and Waldo Road and the majority of it is within the Enterprise Zone.

In 2003, Plan East Gainesville (PEG) was accepted by the City of Gainesville and Alachua County. The summary report for PEG recommends that the existing fairgrounds site be used as an "office and industrial mixed-use employment center." The proposed rezoning to BI (Business industrial district) addresses this identified need of the City (and County). The related, proposed land use change to Business Industrial is consistent with redevelopment policies established in the City's Future Land Use Element (FLUE). FLUE Policy 2.1.5 states that "The City shall strive to implement certain land use-related elements of Plan East Gainesville, including, but not limited to: ... (b) Coordinating with Alachua County in its development of a strategy for the Alachua County fairgrounds for creation of a mixed-use employment center;..." The Business industrial (BI) zoning district implements the Business Industrial land use category, which was developed specifically to be applied to properties near the Airport and to other areas of the City where office, business, commercial or industrial uses are desired and residential use is not

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appropriate. The BI future land use category was added to the Future Land Use Element following approval by the City Commission on October 16, 2008. The BI zoning district was approved by the City Commission on March 19, 2009. A copy of Sec. 30-67.1 (Business industrial district (BI)) is attached for reference.

This petition proposes to implement a portion of PEG and the Future Land Use Element as stated above by amending the zoning of the property from PS (Public services and operations district) and CON (Conservation district) to BI (Business industrial district). The proposed BI zoning is particularly compatible at this location near the Gainesville Regional Airport that fronts two arterial roadways (NE 39th Avenue and Waldo Road), both of which are state roads (SR 222 and SR 24, respectively).

In May 2007, the Governor and Cabinet of Florida removed a State Fairground's Deed Restriction on the subject property. The subject property therefore is no longer prevented from being developed as a mixed-use office/light industrial project (or other non-fairgrounds use), as called for by Plan East Gainesville. Alachua County will be re-locating the fairgrounds to the 102-acre Weseman property located north of the Airport Industrial Park and on the east side of Waldo Road.

Character of the District and Suitability for Particular Uses

To the north of this 74.5-acre property are undeveloped areas of the Gainesville Regional Airport with Conservation land use and zoning, and developed areas of the airport that have Public Facilities land use and Airport facilities (AF) district zoning. To the east are unpaved fairground parking areas and forested areas with Conservation land use and zoning. South across NE 39th Avenue are a University of Florida library warehouse, a work-release center, and the county jail, all with Public Facilities land use and Public services and operations (PS) zoning. To the west, across Waldo Road at its intersection with NE 39th Avenue, are a tool rental company with Industrial land use and I-1 (Limited industrial district) zoning, and a gas station with Commercial land use and BUS (General business district) zoning.

There are no expected adverse impacts anticipated to uses or properties adjacent to uses allowed by the BI zoning category. However, future development must be in accord with all other applicable land development regulations, including the Airport Hazard Zoning Regulations which include the Airport Noise Zone and the Airport Height Notification Zone.

The proposed Business industrial (BI) zoning is compatible with the surrounding land uses and zoning and will facilitate appropriate development of this property as an office and industrial mixed-use employment center as envisioned by Plan East Gainesville.

Future development of the property in accord with the provisions of the BI zoning district and other applicable regulations represents will facilitate the appropriate use of land at this location. Conservation of the value of buildings (one of the Sec. 30-347.3 bases to be

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considered by the city plan board in its recommendations on proposed zoning changes) is not at issue due to the minimal amount and insignificance of the structures on the property.

Substantial Changes in Character or Development in or near Area

There have not been substantial changes in character or development in the area surrounding the property in recent years. However, several miles to the south, a Wal-Mart Supercenter at NE 12th Avenue and Waldo Road was built in 2008, and the City-developed, 131-unit, Cedar Grove single-family residential neighborhood located east of the Wal-Mart Supercenter was completed in 2004. The proposed Hatchet Creek Planned Use District for a mix of residential and non-residential uses on approximately 498 acres surrounding the City's Ironwood Golf course (located approximately one-half mile to the west of the property) was approved on first reading of the adopting ordinance in June of 2008. The second and final reading of the ordinance for this large-scale comprehensive plan amendment was continued on January 26, 2009, and a new hearing date has not been scheduled.

Applicable Portions of Current City Plans, and Potential Impact on Adopted Levels of Service

Transportation

The property is located within Zone A of the Gainesville Transportation Concurrency Exception Area (TCEA) and is excepted from transportation concurrency for roadway level of service standards. Any development proposed for the property will have to meet TCEA policy requirements to address transportation needs. The number of new average daily trips that will be generated by future development of the property will be determined at the time of development plan review. Nearby segments of Waldo Road (between University Avenue and NE 39th Avenue) and of 39th Avenue (between Waldo Road and the end of the 4-lane section to its east) are operating at LOS B, according to the FDOT's Generalized Tables analysis dated 2/09. This property is within the Gainesville Regional Transit System main bus service area, and is accessible to RTS route number 24 along Waldo Road.

Environmental

The proposed Generalized Zoning Map change pertaining to approximately 74.5 acres from Conservation and Public services and operations (PS) district to the Business industrial (BI) zoning district leaves approximately 27.6 acres on the east side of the property in Conservation zoning. Since the proposed change involves largely disturbed and drained former flatwoods that are currently used for the Alachua County Fairgrounds, the City's Environmental Coordinator stated that he sees relatively minor environmental consequences to this proposed rezoning.

The most significant environmental consequence of this zoning change is the potential increase in impervious surface within the Little Hatchet Creek drainage basin. Drainage from this site flows into Little Hatchet Creek and ultimately into the highly eutrophic Newnan's Lake, making careful design of stormwater treatment systems necessary for any development on this site. The property contains 100-year floodplain, and is within both the secondary and tertiary zones of the Murphree Wellfield Protection Area. Future development will be required to comply with the Murphree Wellfield Protection Ordinance. New development will require a Wellfield Protection Permit or a Wellfield Protection Special Use Permit from the City Commission, unless the use is exempt.

The Florida Natural Areas Inventory (FNAI) has records of Sherman's Fox Squirrel (*Sciurus niger shermani*) and Red-Cockaded Woodpecker (*Picoides borealis*) observed near this site. It is possible that the fox squirrel may still be found in some of the less-disturbed areas of flatwoods on the site; the woodpecker is unlikely. The Alachua County Environmental Protection Department reported gopher tortoise (*Gopherus polyphemus*) on site. These tortoises must be preserved on-site or moved before development in accordance with state regulations.

No archaeological or historic sites are known from this area, according to the Florida Master Site File.

Urban Infill

This petition encourages redevelopment of an existing fairgrounds and agricultural extension office, consistent with the Plan East Gainesville vision of a commercial and light industrial center at this location. The property adjoins an important regional transportation facility (Gainesville Regional Airport) and is along two state arterial roadways (SR 24/Waldo Road and SR 222/NW 39th Avenue). This property is already served by urban services including sanitary sewer, potable water, and fire and rescue. The impact of future development of this property on Gainesville Regional Utilities water distribution and sewer collection capacities will be determined at the time of any future development plan approval.

Applicable Goals, Objectives and Policies of the Comprehensive Plan

The following Comprehensive Plan Objective and Policies of the Future Land Use Element are met by this proposal:

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.

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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.

Objective 4.1

The City shall establish land use designations that allow sufficient acreage for residential, commercial, mixed use, office, professional uses and industrial uses at appropriate locations to meet the needs of the projected population and which allow flexibility for the City to consider unique, innovative, and carefully construed proposals that are in keeping with the surrounding character and environmental conditions of specific sites.

Policy 4.1.1

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

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.

Applicant Information

Causseaux, Hewett, &
Walpole, Inc., agent for
Alachua County.

Request

Amend the City of
Gainesville Future Land Use
Map from Public Facilities
and Conservation to Business
Industrial on approximately
74.5 acres.

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Land Use Plan Classification

Public Facilities and-
Conservation

Existing Zoning

PS (Public services and
operations district) and
Conservation

Proposed Land Use

Business Industrial

Proposed Zoning

BI (Business industrial
district)

Purpose of Request

The purpose of the proposed
Future Land Use (and
Zoning) designation(s) is to
provide development
opportunities for office,
business, commercial, and
light industrial uses that are
compatible with Gainesville
Regional Airport and the
surrounding area.

Location

2900 Northeast 39th Avenue

Size

Approximately 74.5 acres

Surrounding Land Uses

North

Conservation, Gainesville
Regional Airport

East

Fairgrounds, Conservation,
Gainesville Regional Airport

West

Gas station, tool rental
business

South

UF Library off-site storage
facility, County correctional
facilities

<u>Surrounding Controls</u>	<u>Generalized Zoning Map</u>	<u>Future Land Use Map</u>
North	AF (Airport Facilities), CON	Public Facilities, Conservation
East	AF, CON	Public Facilities, Conservation
West	I-1, BUS	Industrial, Commercial
South	PS	Public Facilities

Impact on Affordable Housing

This proposed zoning change from Conservation and Public services and operations district (PS) to Business industrial district (BI) zoning, which is a non-residential zoning category, will have no impact on affordable housing.

Conclusion

The proposed Business industrial district zoning for the subject property will implement the related, proposed Business Industrial land use and is consistent with the City's comprehensive plan. Staff recommends approval of Petition PB-09-81 ZON.

Respectfully submitted,



Ralph Hilliard
Planning Manager

RH: DM

Attachments:

- Aerial photograph
- Existing zoning map
- Proposed zoning map
- Sec. 30-67.1 - Business industrial district (BI)
- Application (includes legal description)
- Neighborhood workshop information
- Justification Report from applicant