



City of Gainesville
Department of Sustainable Development
Planning Division

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CITY PLAN BOARD STAFF REPORT

PUBLIC HEARING DATE: January 28, 2021

ITEM NO: 200723

PROJECT NAME AND NUMBER: Oak Hall School (PB-20-01 LUC)

APPLICATION TYPE: Large-scale Land Use Change (Legislative)

RECOMMENDATION: Approve

CITY PROJECT CONTACT: Brittany McMullen

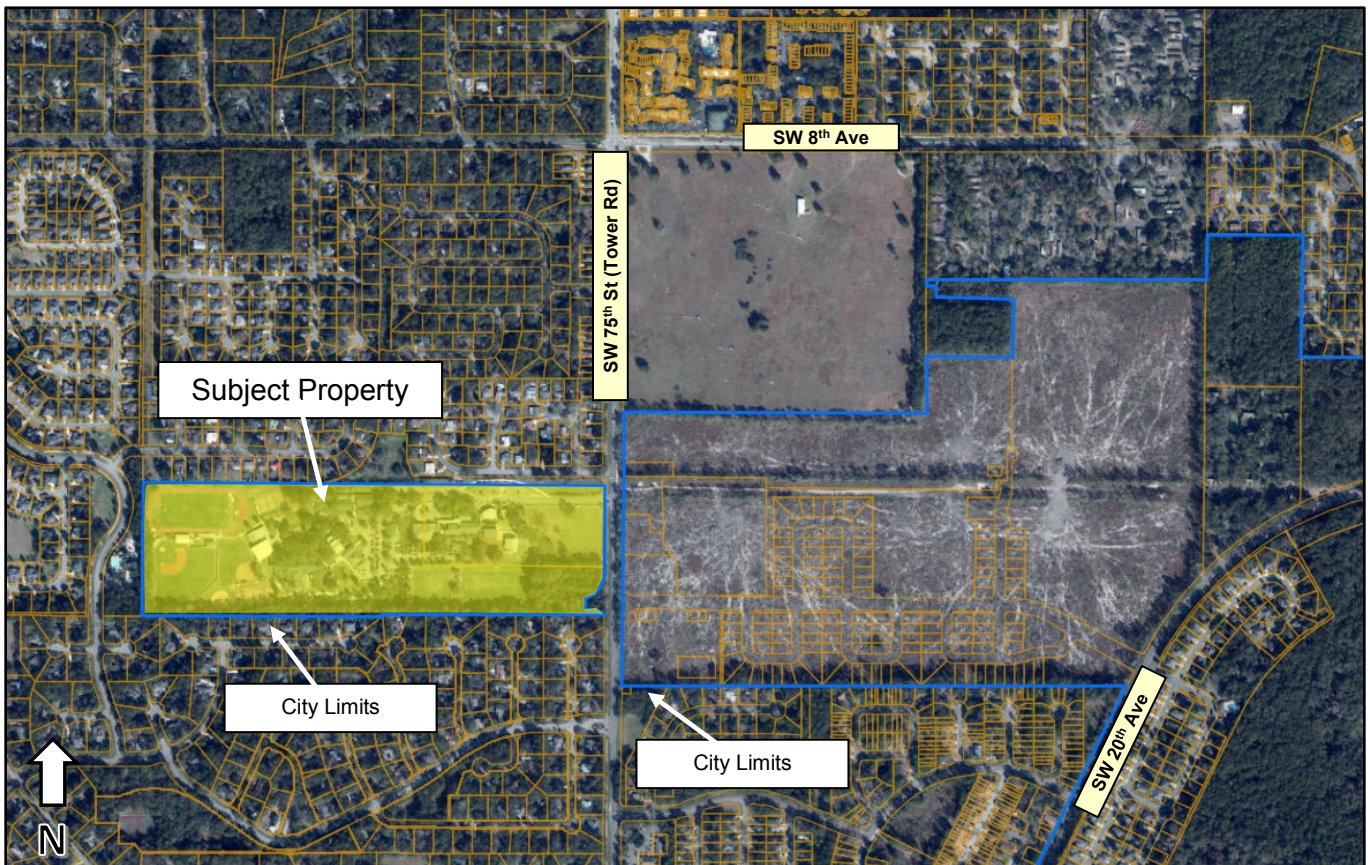


Figure 1: Location Map

City Plan Board Staff Report
Petition Number: PB-20-01 LUC

March 26, 2020

APPLICATION INFORMATION:

Agent/Applicant: City of Gainesville
Property Owner(s): Oak Hall Private School
Related Petition(s): PB-20-02 ZON
Legislative History: Annexation Ord. 190420
Neighborhood Workshop: N/A (City initiated due to annexation)

SITE INFORMATION:

Address: 1700 SW 75th Street
Parcel Number(s): 06668-002-003, 06668-002-005
Acreage: ± 43 acres
Existing Use(s): Private School
Land Use Designation(s): Alachua County Institutional
Zoning Designation(s): Alachua County Planned Development
Overlay District(s): None
Transportation Mobility Program Area (TMPA): Zone D
Census Tract: 0022.07
Water Management District: St. John's River Water Management District
Special Feature(s): N/A
Annexed: 2/20/2020
Code Violations: None

ADJACENT PROPERTY CHARACTERISTICS:

	EXISTING USE(S)	LAND USE DESIGNATION(S)	ZONING DESIGNATION(S)
North	Single-Family Residential	Alachua County Low Density Residential (1-4 du/acre)	Alachua County Planned Development
South	Single-Family Residential	Alachua County Low Density Residential (1-4 du/acre)	Alachua County Planned Development
East	Mixed-Use Commercial	City of Gainesville Mixed-Use Medium-Intensity: 12-30 du/acre (City)	City of Gainesville Mixed-Use Medium Intensity (MU-2)
West	Single-Family Residential	Alachua County Low Density Residential (1-4 du/acre)	Alachua County Planned Development

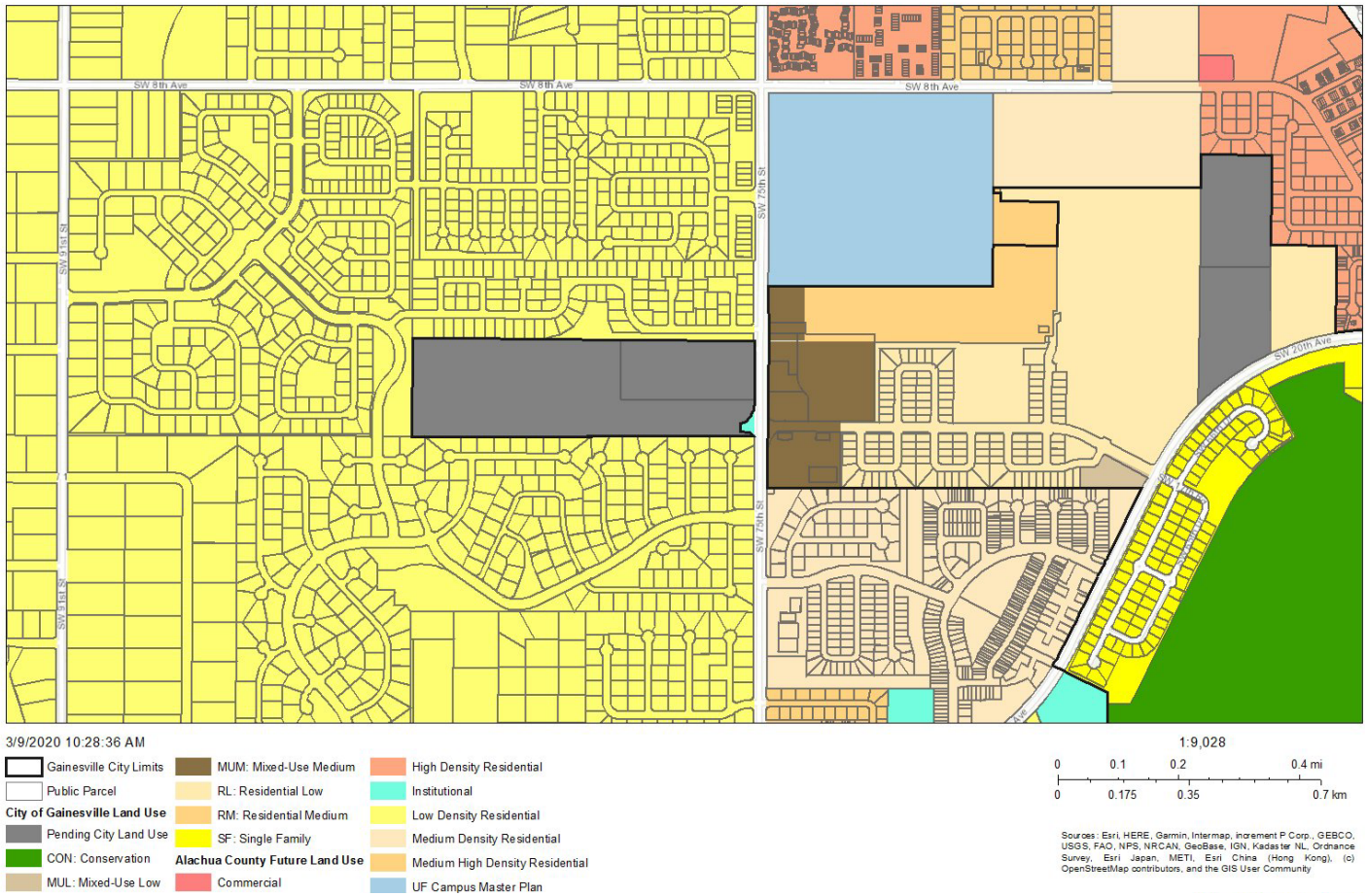


Figure 2: Adjacent Future Land Use Designations

PURPOSE AND DESCRIPTION:

This petition is a result of the annexation of the subject property into the City of Gainesville and serves to designate the property with a City of Gainesville Future Land Use Category. In accordance with Comprehensive Plan Policy 4.4.1 of the Future Land Use Element, the City shall facilitate incorporation of an annexed property by establishing City land use designations and implementing zoning subsequent to annexation. The property is currently designated Alachua County Institutional and is zoned Planned Development (PD). The property is subject to a related rezoning request (PB-20-02 ZON).

STAFF ANALYSIS AND RECOMMENDATION:

ANALYSIS

The analysis of this application is based on the following factors stated in the Future Land Use Element and on State criteria, which are discussed below.

1. Consistency with the Comprehensive Plan

This application is consistent with the Comprehensive Plan, as stated in the finding for each goal, objective and policy listed below.

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.

Policy 1.1.1 To the extent possible, all planning shall be in the form of complete and integrated communities containing housing, shops, workplaces, schools, parks and civic facilities essential to the daily life of the residents.

Finding: The requested future land use designation will allow for an existing school to remain on property that has been annexed into City boundaries.

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

Education (E) This land use category identifies appropriate areas for public and private schools and institutions of higher learning. This category includes University of Florida (UF) properties designated in the UF Campus Master Plan as part of the main campus. Land development regulations shall address compatibility with surrounding uses and infrastructure needs.

Finding: The subject property contains a private school which is expected to remain, therefore the Education land use category is appropriate. The accompanying PD rezoning petition as well as the Land Development Code will further regulate compatibility with surrounding uses and infrastructure needs.

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

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

Policy 4.4.2 Alachua County LOS standards shall apply until newly annexed lands are given land use designations in this Plan.

Finding: The subject property has been annexed into the City of Gainesville effective February 20, 2020 and retains the Alachua County Land Use designation of Institutional. The subject application requests to designate the property with the appropriate City of Gainesville future land Use category and the related rezoning petition will designate the property with a City of Gainesville zoning category. Such designations will allow for the City to apply level of service standards based on City of Gainesville requirements.

2. Compatibility and surrounding land uses

The Education land use category is compatible with surrounding land uses which include Low Density Residential (County) to the north, west and south and Mixed-Use Medium Intensity (City) on the eastern side of Tower Road. Abutting development is largely single-family residential and the existing educational use at the site is considered to be compatible. Exterior landscape buffers are provided at the existing development which exceed current requirements within the City and the accompanying PD Zoning to be adopted will require maintenance of those buffers.

3. Environmental impacts and constraints

There are no known environmental constraints on the site. The property is not located within a Strategic Ecosystem overlay and does not contain wetlands, nor is it bordered by wetlands. There are no FEMA designated Special Flood Hazard Areas on the property.

4. Support for urban infill and/or redevelopment

The petition serves to designate an existing educational facility with the appropriate City of Gainesville future land use category which will allow for the continuation of the use and expansion if necessary. The location of the private school supports residential infill and redevelopment in the area.

5. Impacts on affordable housing

The proposed future land use amendment is not anticipated to have an impact on affordable housing.

6. Impacts on the transportation system

There are no expected impacts to the transportation system as the existing location will continue to use adjacent roadways in the same manor that they have historically been used. Any future development at the property would be subject to transportation analysis depending on the proposal. The property is located within the Transportation Mobility Area (TMPA) Zone D. Future development will be subject to meeting the requirements established for this transportation area (see Appendix A).

7. An analysis of the availability of facilities and services

The subject property has access to public facilities and services that include, but are not limited to, utilities, schools, parks, transportation, fire, police, waste collection, and storm water

management. Gainesville Regional Utilities (GRU) services are available to the property including potable water, sewer, electric, and gas. Any future development on the property will require water and wastewater capacity evaluations that will determine if off-site upgrades will be required.

Impacts on adopted levels of service (LOS) for storm water and transportation facilities are assessed during the development review process, if development is proposed in the future. No final development order will be issued until it is determined that adequate facilities and services will be in place at the time the impact of the development occurs.

8. The need for additional acreage in the proposed future land use category

The proposed land use designation will increase the total acreage of land within the designated land use category:

Table 2. Future Land Use Categories Total Acreage (2020)

Future Land Use Category	Description	Total Acres 2019	Occupied Acres	Vacant Acres	Percent Occupied
E	Education	2,340.68	2,232.5	108.2	95%

Note: The data in Table 2 was obtained from the City of Gainesville, Department of Doing, and Geographic Information Systems (GIS) Division.

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.a., F.S.

Urban sprawl is defined in Subsection 163.3164 (51), F.S. as 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*”. The following analysis is required to determine whether the proposed small-scale land use amendment contributes to urban sprawl, using the indicators as identified in Subsection 163.3177(6)(a)9.a.,F.S. and listed below.

- I. **Promotes, allows, or designates for development substantial areas of the jurisdiction to develop as low-intensity, low-density, or single-use development or uses.**

The subject property is an existing school and does not account for a substantial area of the jurisdiction. The land use designation will allow for the continuation of the existing use.

- II. **Promotes, allows, or designates significant amounts of urban development to occur in rural areas at substantial distances from existing urban areas while not using undeveloped lands that are available and suitable for development.**

The land use amendment is proposed for a property within an established area and will utilize existing urban amenities.

III. **Promotes, allows, or designates urban development in radial, strip, isolated, or ribbon patterns generally emanating from existing urban developments.**

The land use change will not promote isolated development but will rather allow for the continued use of the property for a school in an area that has been developed/is currently being developed with a mix of residential and commercial uses.

IV. **Fails to adequately protect and conserve natural resources, such as wetlands, floodplains, native vegetation environmentally sensitive areas, natural groundwater aquifer recharge areas, lakes, rivers, shorelines, beaches, bays, estuarine systems, and other significant natural systems.**

The subject property does not contain known environmentally sensitive resources.

V. **Fails to adequately protect adjacent agricultural areas and activities, including silviculture, active agricultural and silvicultural activities, passive agricultural activities, and dormant, unique, and prime farmlands and soils.**

The subject parcel for the proposed land use amendment is not adjacent to any active or passive agricultural areas and activities.

VI. **Fails to maximize use of existing public facilities and services.**

The proposed land use amendment involves property that has access to existing public facilities and services.

VII. **Allows for land use patterns or timing which disproportionately increase the cost in time, money, and energy of providing and maintaining facilities and services, including roads, potable water, sanitary sewer, storm water management, law enforcement, education, health care, fire and emergency response, and general government.**

The proposed land use amendment involves property that has access to existing public facilities and services (e.g., roadways, utilities, schools, etc.), which helps to minimize related costs.

VIII. **Fails to provide a clear separation between rural and urban uses.**

The proposed land use amendment does not involve a property located near rural uses.

IX. **Discourages or inhibits infill development or the redevelopment of existing neighborhoods and communities.**

The proposed land use change will support the continued provision of educational services adjacent to developed neighborhoods.

X. Fails to encourage a functional mix of uses.

The Education future land use category identifies areas for public and private schools and higher learning. The proposed land use change will facilitate the continuing use of the property for a private school.

XI. Results in poor accessibility among linked or related land uses.

Development at the subject property is existing and the land use designation will not result in any change to accessibility among linked or related land uses.

XII. Results in the loss of significant amounts of functional open space.

Providing the property with a City of Gainesville land use designation will not result in the loss of significant amounts of functional open space.

Additional analysis required to determine whether the proposed small-scale land use amendment discourages the proliferation urban sprawl, using at least four (4) of the criteria identified in Subsection 163.3177(6)(a)9.b.,F.S., is as follows:

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.

The property will be subject to land development regulations that protect environmentally sensitive areas and tree canopy, while still allowing for future development.

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

The proposed land use amendment involves property that has access to existing public facilities and services.

III. Promotes walkable and connected communities and provides for compact development and multimodal transportation system, including pedestrian, bicycle, and transit, if available.

The future land use designation is appropriate for the existing use and the designation of City land use will and the accompanying zoning category will allow for the regulation of future development consistent with City transportation requirements.

IV. Creates a balance of land uses based upon demands of the residential population for the nonresidential needs of an area.

The designation provides for a balance of land uses in the area which is comprised of a large percentage of residential development along with some new commercial uses currently under construction to the east of the subject property.

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

The proposed land use designation at the property will allow for the continuation of the use as a private school and future expansion if desired which would go to support increased residential development in this area of the city.

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

This amendment does not involve an antiquated subdivision, which is defined in Subsection 163.3164(5), F.S., as follows: *"a subdivision that was recorded or approved more than 20 years ago and that has substantially failed to be built and the continued buildout of the subdivision in accordance with the subdivision's zoning and land use purposes would cause an imbalance of land uses and would be detrimental to the local and regional economies and environment, hinder current planning practices, and lead to inefficient and fiscally irresponsible development patterns as determined by the respective jurisdiction in which the subdivision is located"*.

CONCLUSION AND RECOMMENDATION

Staff has evaluated the land use change according to the criteria outlined in the Land Development Code and recommends approval.

LIST OF APPENDICES:

Appendix A Comprehensive Plan Goals, Objectives and Policies

Appendix B Existing and Proposed Land Use Maps

Appendix A

Comprehensive Plan Goals, Objectives and Policies

Appendix A

Future Land Use Element:

- Objective 4.1** **The City shall establish land use designations that allow sufficient acreage for residential, commercial, mixed use, office, industrial, education, agricultural, recreation, conservation, public facility and institutional uses at appropriate locations to meet the needs of the proposed population and that 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.**
- Objective 4.4** **Newly annexed lands shall retain land uses as designated by Alachua County until the Future Land Use Element of this Plan is amended.**
- Policy 4.4.1 Land use amendments should be prepared for all annexed properties within one year of annexation.
- Policy 4.4.2 Alachua County LOS standards shall apply until newly annexed lands are given land use designations in this Plan.

Transportation Mobility Element:

- GOAL 10** **IMPLEMENT A TRANSPORTATION MOBILITY PROGRAM THAT PROMOTES AND ENHANCES:**
- A. URBAN REDEVELOPMENT;**
B. INFILL DEVELOPMENT;
C. A VARIETY OF TRANSPORTATION CHOICES AND OPPORTUNITIES INCLUDING AUTOMOTIVE, PEDESTRIAN, BICYCLE AND TRANSIT;
D. THE CITY'S ECONOMIC VIABILITY;
E. DESIRABLE URBAN DESIGN AND FORM;
F. A MIX OF RESIDENTIAL AND NON-RESIDENTIAL USES;
G. STREETSCAPING/LANDSCAPING OF ROADWAYS WITHIN THE CITY;
AND
H. PEDESTRIAN AND BICYCLIST COMFORT, SAFETY AND CONVENIENCE.
- Policy 10.1.9 For any development or redevelopment within Zone D, the developer shall, at the developer's expense, meet the following transportation mobility criteria based on the development's (including all phases) trip generation and proportional impact on transportation mobility needs. The criteria chosen shall relate to the particular development site and the transportation mobility

conditions and priorities in the zone, adjacent zones, and/or citywide for criteria that benefit the overall transportation system. Based on cost estimates provided by the developer and verified by the City, the City shall have the discretion to count individual criteria as equivalent to two or more criteria for purposes of satisfying transportation mobility requirements. Provision of the required transportation mobility criteria shall be subject to final approval by the City during the development review process and shall be memorialized in a TMPA agreement between the City and the developer.

Net, New Average Daily Trip Generation	Number of Criteria That Shall Be Met
50 or less	At least 1.5
51 to 100	At least 4
101 to 400	At least 6
401 to 1,000	At least 10
1,001 to 5,000	At least 16
Greater than 5,000	At least 24 and meet either a. or b.: a. Located on an existing RTS transit route with minimum 15-minute frequencies in the a.m. and p.m. peak hours. b. Provide funding for a new RTS transit route with minimum 15-minute frequencies in the a.m. and p.m. peak hours or provide funding to improve RTS transit headways to minimum 15-minute frequencies in the a.m. and p.m. peak hours. Funding for new routes shall include capital and operating costs for a minimum of 5 years. Funding for existing route expansions or enhancements shall include capital and operating costs for a minimum of 3 years.

Zone D Criteria

a. Roadway projects that will provide a more interconnected transportation network in the area and/or provide alternate routes to reduce congestion and pressure on arterials. All roadway projects shall include bicycle and pedestrian facilities. Projects may be located outside of Zone D if demonstrated to be a direct benefit to the transportation system in Zone D. Projects may include, but shall not be limited to, the following:

1. extension of SW 40th Boulevard to connect from its terminus south of Archer Road to SW 47th Avenue; and
2. extension of streets, deeding of land, or easements to create a more gridded network and provide connectivity.

b. Deeding of land for right-of-way and/or construction of roadway extensions to City specifications. Prior to deeding land for right-of-way, the developer and the City must agree upon

the fair market value of the land for the purposes of meeting this criterion. The developer may submit an appraisal to the City to establish fair market value, subject to review and approval by the City.

c. Design and/or construction studies/plans for projects such as planned roundabouts, road connections, sidewalk systems, and/or bike trails.

d. Provision of matching funds for transit or other transportation mobility-related grants.

e. Provision of Park and Ride facilities, built to RTS needs and specifications.

f. Construction of bicycle and/or pedestrian facilities/trails to City specifications. This may include provision of bicycle parking at bus shelters or Transit Hubs (as shown on the Existing Transit Hubs & Transit Supportive Areas Map) or deeding of land for the addition and construction of bicycle lanes or trails. Prior to deeding land for right-of-way, the developer and the City must agree upon the fair market value of the land for the purposes of meeting this criterion. The developer may submit an appraisal to the City to establish fair market value, subject to review and approval by the City.

g. Construction of public sidewalks where they do not currently exist or completion of sidewalk connectivity projects. Sidewalk construction required to meet Land Development Code requirements along property frontages shall not count as meeting TMPA criteria.

h. Payments to RTS that either increase service frequency or add additional transit service, including Express Transit service and/or Bus Rapid Transit, where appropriate.

i. Funding for the construction of new or expanded transit facilities.

j. Construction of bus shelters built to City specifications.

k. Bus shelter lighting using solar technology designed and constructed to City specifications.

l. Construction of bus turn-out facilities to City specifications.

m. Construction of access to transit stops and/or construction of transit boarding and alighting areas.

n. Business operations shown to have limited or no peak-hour roadway impact.

o. An innovative transportation-mobility-related modification submitted by the developer, where acceptable to and approved by the City.

Policy 10.1.10 The City establishes the following priority for transportation mobility projects within Zone D and shall collaborate with the Metropolitan Transportation Planning Organization (MTPO) to add these items to the MTPO list of priorities. The City shall also pursue matching grants and other funding sources to complete these projects.

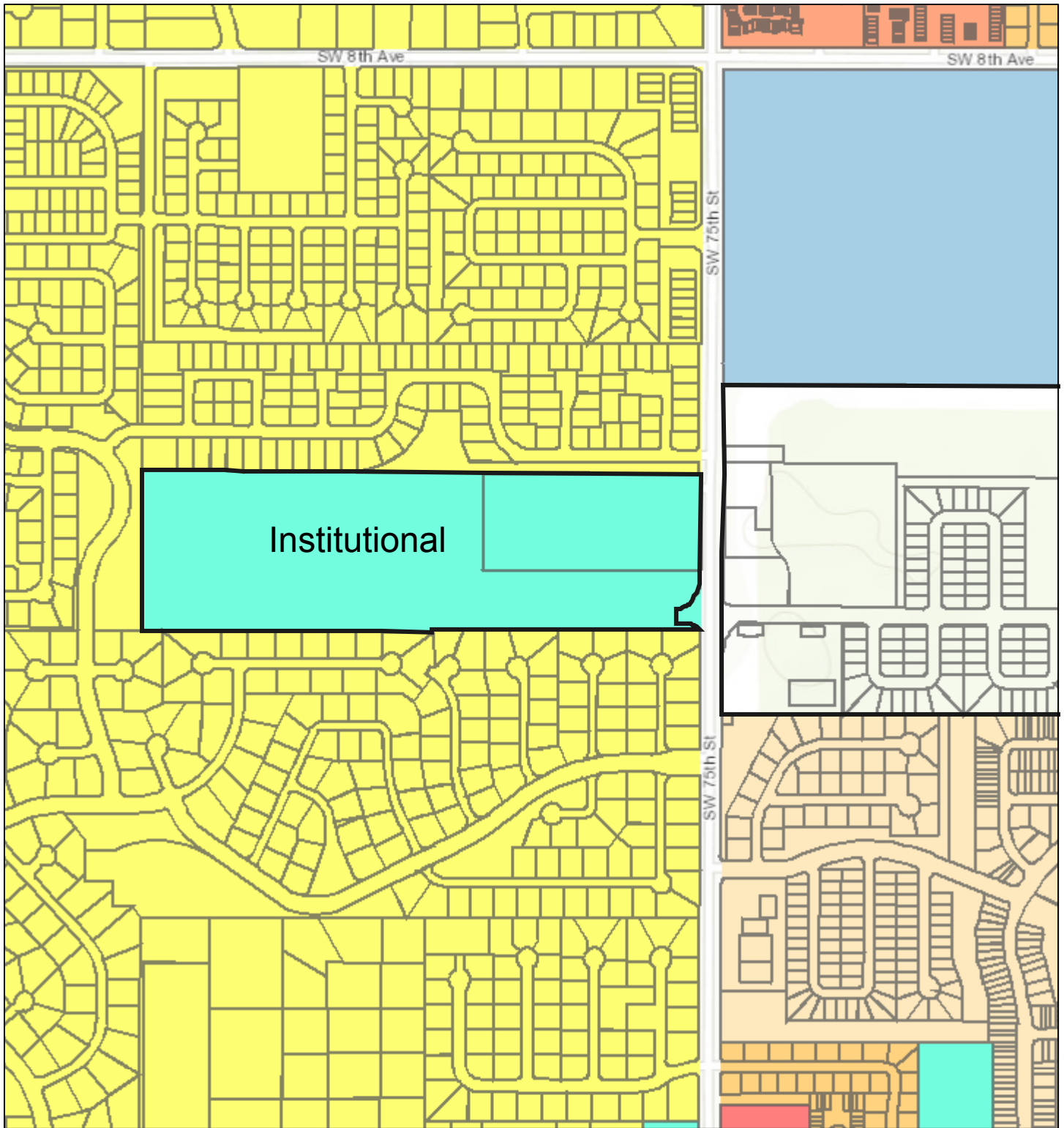
- a. Construction of a southerly extension of SW 40th Boulevard from its current end south of its intersection with Archer Road to the intersection of SW 47th Avenue. This roadway connection shall include bicycle and pedestrian facilities.
- b. Funding for the construction of new or expanded transit facilities.

Appendix B

Existing Land Use Map

Proposed Land Use Map

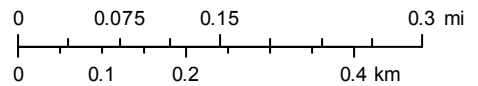
Oak Hall School Existing Land Use



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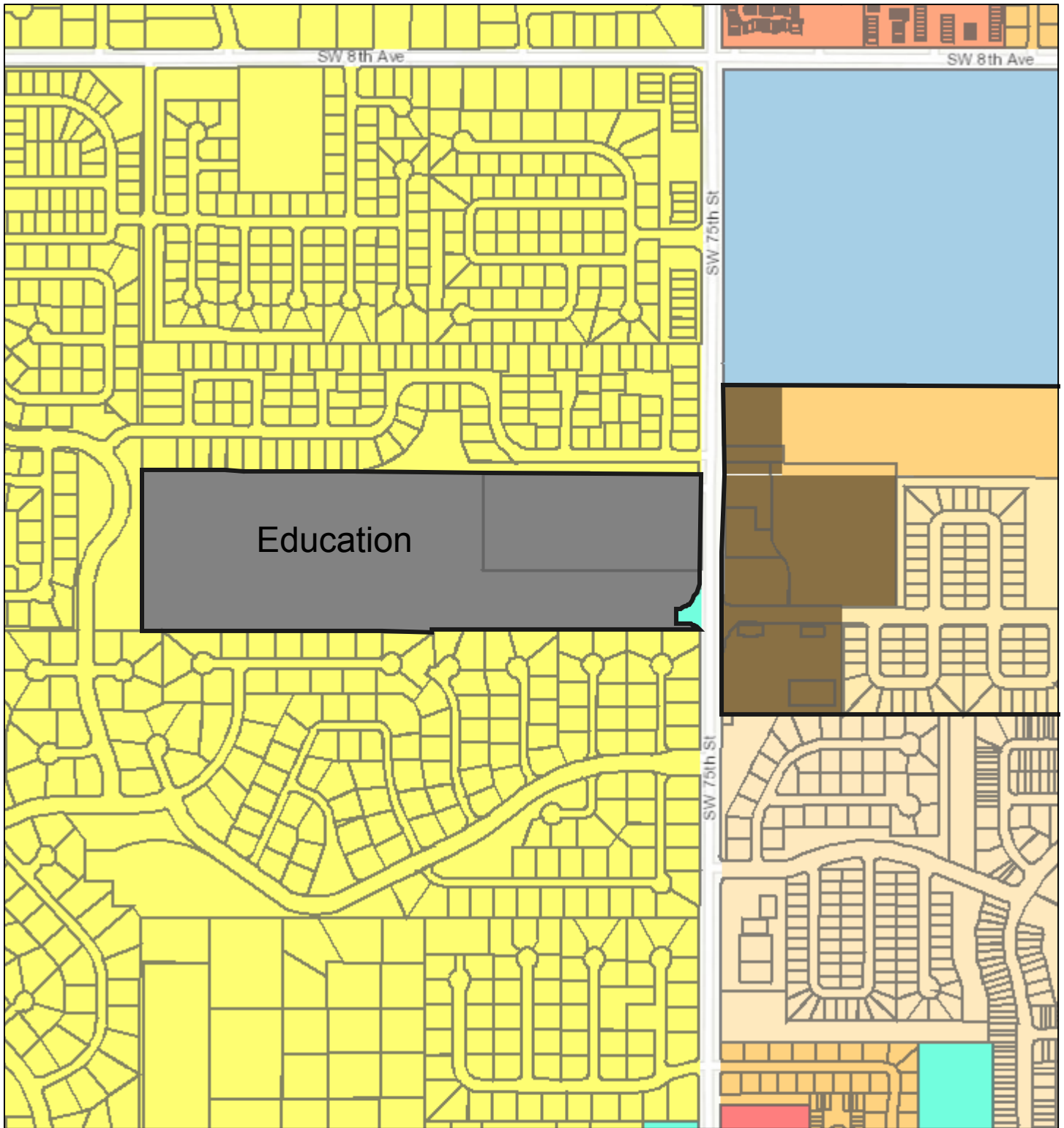
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- Gainesville City Limits
- Public Parcel
- Alachua County Future Land Use**
- Commercial
- High Density Residential
- Institutional
- Low Density Residential
- Medium Density Residential
- Medium High Density Residential
- UF Campus Master Plan



Sources: Esri, HERE, Garmin, Intermap, increment P Corp., GEBCO, USGS, FAO, NPS, NRCAN, GeoBase, IGN, Kadaster NL, Ordnance Survey, Esri Japan, METI, Esri China (Hong Kong), (c) OpenStreetMap contributors, and the GIS User Community

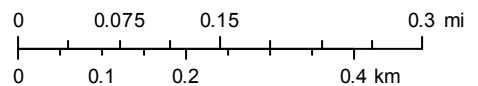
Oak Hall School Proposed Land Use



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|-------------------------------------|---------------------------------------|
| Gainesville City Limits | Alachua County Future Land Use |
| Public Parcel | Commercial |
| City of Gainesville Land Use | High Density Residential |
| Pending City Land Use | Institutional |
| MUM: Mixed-Use Medium | Low Density Residential |
| RL: Residential Low | Medium Density Residential |
| RM: Residential Medium | Medium High Density Residential |
| | UF Campus Master Plan |



Sources: Esri, HERE, Garmin, Intermap, increment P Corp., GEBCO, USGS, FAO, NPS, NRCAN, GeoBase, IGN, Kadaster NL, Ordnance Survey, Esri Japan, METI, Esri China (Hong Kong), (c) OpenStreetMap contributors, and the GIS User Community