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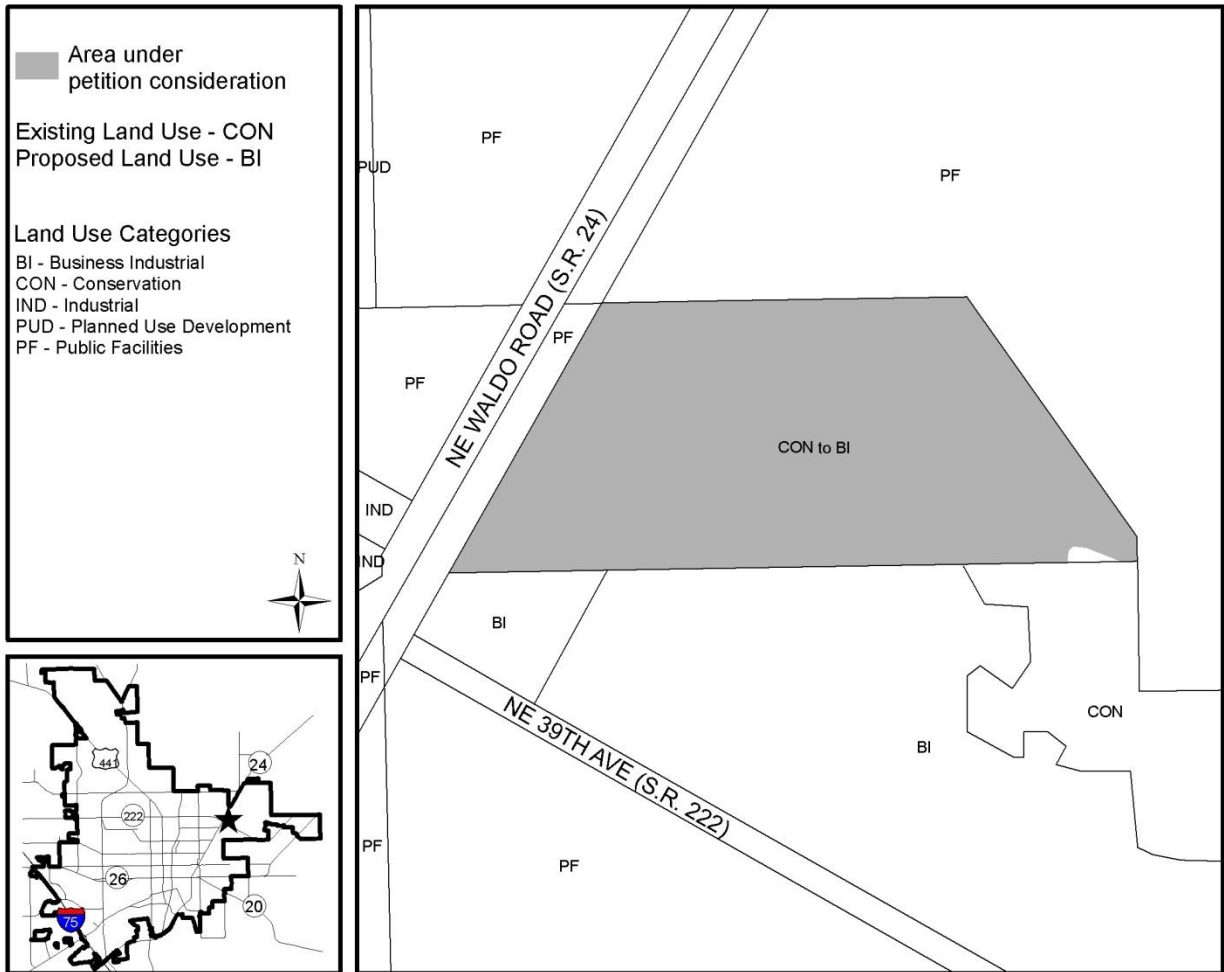
TO: City Plan Board **Item number: 8**

FROM: Planning & Development Services Staff **DATE: February 24, 2011**

SUBJECT: **Petition PB-11-12LUC.** Eng, Denman and Associates, agent for City of Gainesville. Amend City of Gainesville Future Land Use Map from Conservation (CON) to BI (Business industrial). Located at 3801 Northeast Waldo Road. Related to Petition PB-11-13ZON.

Recommendation

Staff recommends approval of Petition PB-11-12LUC.



Description

This petition is a large-scale land use amendment to change the Future Land Use designation on a 47.8 acre portion of a 48-acre parcel from the Conservation land use category to Business Industrial, leaving a 0.2-acre portion in the Conservation land use category since it serves to buffer an environmentally sensitive area on the neighboring parcel. This parcel is located on NE Waldo Road north of NE 39th Avenue and is bounded by the Gainesville Regional Airport and the Alachua County Fairgrounds.

The subject property has been owned by the City of Gainesville since 1986, and is managed by the Gainesville Regional Airport. It is undeveloped and primarily consists of an open field, used occasionally for horse shows or overflow parking for special events. Historically it has been used as horse show grounds and as part of the airport. Staff has located aerial photographs from as early as 1937 showing the land cleared and in use.



1937

Horizontal line indicates northern boundary of current-day parcel



1956

Horse Show Grounds

Amending this parcel to the Business Industrial land use category is consistent with Plan East Gainesville, accepted by the City Commission in 2003, and the Gainesville Airport Authority's Master Planning Report, which was approved by the City Commission in August 2010 (Legistar number 100233). These plans include the construction of a new airport entry road from Waldo Road, which will be underway in early 2011.

While the entire parcel is currently designated Conservation, the environmental quality of the land is low, as determined by Mark Garland, the City's former Environmental Coordinator, in a memo dated September 2, 2010 (see Appendix B for a copy of this memo). John Hendrix, the current Environmental Coordinator, visited the site in February 2011 and concurs with Mr. Garland's report.

A 0.20-acre area serves as a buffer for a conservation area on the adjacent parcel and will be left with the Conservation land use designation. This is further discussed in the Environmental Impacts and Constraints section below.

Key Issues

The key issues addressed by this land use amendment include the following:

- Plan East Gainesville and the Airport Master Plan envision the redevelopment of this general area as an Office and Mixed Use Employment Center. This vision, which includes the subject property as well as the neighboring Alachua County Fairgrounds property, is implemented through the Business Industrial land use category, which was adopted in 2009 and is specifically focused on the airport area.
- While the entire parcel is currently designated Conservation, it is the opinion of the City's Environmental Coordinator that amending a majority of the site to the Business Industrial land use category is acceptable, because the wetland features of the site are of relatively low value. Per the petitioner's request, 0.2 acres of the site will retain the Conservation land use category as it serves as a buffer for wetlands on the adjacent parcel.
- Plans for this parcel include the construction of a new airport access road from Waldo Road, and the marketing of this area for private development. See the consultant's justification report in Appendix B.
- The Alachua County Fairgrounds are still in operation. However, the County is currently seeking suggestions, including but not limited to a public-private partnership, about how to develop a new fairgrounds facility on another property which will in turn allow redevelopment of the current fairgrounds property. In anticipation of this redevelopment, the County recently changed the two parcels south of the subject property to Business Industrial land use and zoning. That site also includes Conservation land use and zoning on approximately one-third of the property that is wetlands (land use: Ordinance 090298; zoning: Ordinance 090299).
- The entire property is affected by the secondary and tertiary Murphree Wellfield Protection Zones, the Airport Noise Zone (the 55 DNL and 60 DNL Noise Contours), and the Airport Height Notification Zone. Certain land uses are also prohibited within a small area that is located in the Airport Runway Clear Zone. Any future development will be required to comply with the relevant land development regulations for each of these areas of concern.
- This property is located within an Enterprise Zone, an established revitalization area where development is incentivized. It is also part of the area identified in the City's Strategic/Action Plan for Economic Development, which implements Innovation Economy principles such as the Business Industrial land use category to promote business development, employment opportunities, and an expanded tax base.

Basis for Recommendation

CONFORMANCE WITH THE COMPREHENSIVE PLAN

The proposed change of land use category is consistent with the City of Gainesville 2000-2010 Comprehensive Plan. The stated intent of the Business Industrial land use category is to encourage development in the airport area. To this end, a wide variety of uses are permitted within this land use category.

Future Land Use Element

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.

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

Policy 2.1.5 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;

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.

COMPATIBILITY AND SURROUNDING LAND USES

The subject parcel is located in an area where Business Industrial development is specifically encouraged. This property is adjacent to the Gainesville Regional Airport, the Alachua County Fairgrounds, State Road 24 (NE Waldo Road), and State Road 222 (NE 39th Avenue). Some of the surrounding area contains sensitive environmental features, protected by the Conservation land use designation and land development regulations.

ENVIRONMENTAL IMPACTS AND CONSTRAINTS

The proposed Future Land Use Map change requests a change from the Conservation to Business Industrial land use category on 47.8 acres, leaving 0.2 acres in the southeast corner of the property in the Conservation land use category. In the 1980 Comprehensive Plan this property had a Recreation/Open Space/Buffers (R/OS/B) land use designation related to its use in conjunction with the Alachua County Fairgrounds. In the 1990 Comprehensive Plan, the R/OS/B category was renamed Conservation, which includes the buffer use.

This land consists of largely disturbed and drained former flatwoods which have been cleared for at least 70 years. Regulated surface waters are present, which are old drainage ditches dating back approximately 70 years. These ditch watercourses represent headwaters of the Little Hatchet Creek basin, and convey an intermittent base flow of surficial groundwater and drain local runoff from this area of the airport property. These ditches are naturalized box cuts with a closed tree canopy of pines, red maple, and oaks.

The most significant environmental consequence of this land-use change is the potential increase in impervious surface within the Little Hatchet Creek drainage basin. Drainage from this site flows into a ditch that leads to 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 no record of state- or federally-listed plants or animals on this site. 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.

In the opinion of the City's current Environmental Coordinator, the anticipated environmental consequences of this land use change are minor. Appendix B of this report contains a justification report from Eng, Denman and Associates, agent for the petitioner, with additional information and maps pertaining to the environmental features of this site, and a site evaluation provided by the City's former Environmental Coordinator, Mark Garland.

IMPACTS ON AFFORDABLE HOUSING

Because this land use change does not involve residential land, no impact on affordable housing is anticipated.

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

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generated by future development of the property will be determined at the time of development plan review. This property is within the Gainesville Regional Transit System main bus service area, and is accessible to RTS route number 24 along Waldo Road.

FINANCIAL FEASIBILITY

For parcels in a Dense Urban Land Area (DULA) TCEA, which the City of Gainesville is, Florida Statute 163.3177(3)(b)2.(f) is applicable:

“A local government’s comprehensive plan and plan amendments for land uses within all transportation concurrency exception areas that are designated and maintained in accordance with s. 163.3180(5) shall be deemed to meet the requirement to achieve and maintain level-of-service standards for transportation.”

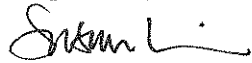
At the time of development plan review, any development within this area will be required to meet the standards for TCEA Zone A, as shown in the Concurrency Management Element.

The Business Industrial land use category establishes a maximum floor area ration (FAR) of 4.0. However, based on the Airport Height Notification Zone requirements, the height of structures on this property may be limited. It is unlikely that the maximum FAR allowed by the land use category will be achieved.

Respectfully submitted,


Onelia Lazzari
Principal Planner

Prepared by: Susan Niemann



Petition Information

Applicant Information	Eng, Denman and Associates, agent for the Gainesville Regional Airport
Request	Large-scale Land Use Amendment
Existing Land Use	Conservation
Existing Zoning	Conservation
Purpose of Request	Change land use category from Conservation to Business Industrial (47.8 acres), leaving 0.2 acres in Conservation
Location	North of the NE corner of NE Waldo Road and NE 39 th Avenue
Existing Uses	Undeveloped; overflow parking for the Alachua County Fairgrounds
Surrounding Uses	North: Gainesville Regional Airport South: Alachua County Fairgrounds West: Rail trail; Waldo Road East: Gainesville Regional Airport

Surrounding Controls

	Future Land Use	Zoning
North	Public Facilities	AF (Airport Facilities)
West	Public Facilities NE Waldo Road ROW	PS (Public Services and Operations) NE Waldo Road ROW
East	Public Facilities	AF (Airport Facilities)
South	Business Industrial	BI (Business Industrial) CON (Conservation)

List of Appendices

Appendix A Applicable Goals, Objectives, and Policies of the Comprehensive Plan

Appendix B Supplemental Documents

B-1 Aerial Map

B-2 Existing Land Use Designations

B-3 Proposed Land Use Designations

B-4 Consultant Report

B-5 Environmental Report

B-6 Airport Master Plan information

Appendix C Petition Application

Legal Description

Neighborhood Workshop