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GAINESVILLE

INTER-OFFICE COMMUNICATION

Item No. 3

TO: City Plan Board DATE: April 23, 2009

FROM: Planning Division Staff

SUBJECT: Petition PZ-09-37 ZON, City Plan Board. Rezone property from I-1 (Limited industrial district) and I-2 (General industrial district) to PS (Public services and operations district). Located at 900 Southeast 4<sup>th</sup> Street, Depot Park. Tax parcel numbers 16004-000-000 & 15706-000-000.

Recommendation

Planning Division staff recommends approval of Petition PZ-09-37 ZON.

Explanation

The properties that are the subject of this petition are part of the Depot Park Project, which is an effort to clean up and restore brownfield properties in the area of Depot Avenue and South Main Street. A brownfield is an abandoned, idle, or underused industrial or commercial site where redevelopment is hampered by environmental contamination. The City of Gainesville through Gainesville Regional Utilities (GRU) will clean up the environmental contamination, which was the result of a coal gasification plant operated on Depot Avenue across from the historic Depot building. The City will develop the site as a stormwater treatment facility to serve the downtown area, and as a public park to provide green space and recreation activities, that will provide an economic boost to this area of the community.

The purpose of this petition is to change the zoning from I-1 (Limited industrial district) and I-2 (General industrial district) to PS (Public services and operations district) on the two parcels that will make up the Depot Park. Tax parcel 16004-000-000 is approximately 33 acres in size and makes up the vast majority of the Depot Park project. The property currently has a zoning designation of I-1, I-2, and PS with Industrial land use. The existing PS-zoned portion of this property is a small portion of land located just to the south of the historic location of the Depot building. The second property that will comprise the Depot Park is tax parcel 15706-000-000, which is approximately 0.57 acres in size and currently

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has a zoning designation of I-2 with Industrial land use. The PS zoning district requires that the specific uses that will be permitted on the property be specified as part of the ordinance which places this PS zoning designation onto the property. This proposed use as well as the existing uses in the park will be enumerated with this petition.

The subject area of the Depot Park is approximately 34 acres in size. To the north of this property is the Baird Center complex, a roofing and sheetmetal company, and the Rosa Parks Regional Transit System (RTS) Downtown Station bus transfer facility, with CCD (Up to 150 units/acre central city district) zoning and Mixed-Use High-Intensity (up to 150 units per acre) land use. Also to the north of the Depot Park is the GRU Kelly power plant, with PS zoning and Public Facilities land use. To the east is additional GRU property with PS zoning and Public Facilities land use, as well as several properties with I-1 zoning and Industrial land use including a house, warehouse space, offices and vacant industrial land. On the southeast side of the park is the RTS Operations and Maintenance Facility, with PS zoning and Public Facilities land use. To the south are properties with I-1 and I-2 zoning with Industrial land use, with vacant industrial land, and a beverage company. On the southwest side of the park is an electric supply company; and to the west are properties with I-2 zoning and Industrial land use including a swimming pool equipment wholesaler, a vacant office building, and Florida Rock Industries.

### **Proposed Uses**

The proposed list of uses for the Depot Park is:

- Stormwater retention and treatment;
- Historic Depot building including potential museum/display space, civic space, office space, food shop, recreational equipment rentals, and retail;
- Museum including display area, restaurant, retail, catering/events (including liquor sale/consumption), amphitheater and outdoor performance;
- Parking;
- Playgrounds, playing fields/courts, trails, boardwalks, gardens, and other active and passive recreation amenities;
- Outdoor events, including concerts, cultural events, athletic events, and temporary events such as festivals, displays, demonstrations, etc. (these could be secondary uses, under the primary uses of Park and Museum);
- Public art;
- Restroom facilities;

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- Police substation;
- Street vendors, artists;
- Community center or senior center;
- Animal-related recreation uses (example: bird aviary, special museum exhibits, etc.);
- Libraries and information centers; (GN-823)
- Museums, art galleries and botanical and zoological gardens (MG-84);
- Public administration (Div. J);
- Commercial sports (GN-794);
- Membership sports and recreation clubs (IN-7997);
- Amusement and recreation services, not elsewhere classified (IN-7999);
- Any other use customarily incidental to any permitted principal use;
- Public lands designated for open space or conservation;
- Activity-based public parks and recreational facilities as defined by the comprehensive plan; and
- Water conservation areas, water reservoirs and control structures, drainage wells and water wells.

The request also states that the minimum setback for all principal and accessory structures at the park will be 10 feet, with the exception of the historic Depot building. The 10 foot minimum setback is appropriate given the surrounding and adjacent uses. The State Historic Preservation Office will determine the exact location for the Depot building once it is moved back to its traditional location. Therefore, the setback for the Depot building will comply with the State Historic Preservation Office requirements for this particular site.

#### **Potential Impact on Adopted LOS standards**

In reviewing this petition, the potential impact of the proposed rezoning on adopted level of service standards must be evaluated. 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. However, any use proposed for the site would have to meet TCEA policy requirements to address transportation needs. The number of new average daily trips that will be generated by the uses that may be proposed for this site has yet to be determined. This property is within the Gainesville Regional Transit System (RTS) main bus service area, with the Rosa Parks RTS Downtown Station located across Depot Avenue from the park. The area is also

served by the demand-responsive service administered by MV Transportation. Water and sanitary sewer service are available in the area.

### **Character of the District and Suitability**

Flood zone maps indicate that the subject properties are not within the 100-year floodplain. Wetlands have been identified in the subject properties and are intended to be incorporated and enhanced within the design of the park. The park site is located in the Greenway district environmental overlay district, which include the existing rail-trails.

Some of the uses to be listed for this property are already in place at the park. The uses to be associated with the park are compatible with a park intended to serve as a community gathering place and will provide green space in an area that currently lacks enough green space.

### **Conservation of the Value of Buildings and Encouraging Appropriate Uses**

The location of the Depot Park is generally bounded by South Main Street to the west, S.E. 4<sup>th</sup> Street to the east, Depot Avenue to the north, and S.E. 10<sup>th</sup> Avenue to the south. Gainesville Regional Utility and RTS facilities lie to the north, while mostly industrial land lies on the other sides of the park. The RTS Operations and Maintenance Facility lies to the southeast of the park. The general character of the subject properties is park land with trails and stormwater basins, while the other properties in this area are generally industrial, vacant industrial, public facilities, warehouse, wholesale businesses, and small scale repair and service establishments. A stormwater park is appropriate for the subject properties based upon the park's adjacency to lands in the downtown area that will drain to this site. The PS zoning district is consistent with the Industrial land use category. This proposal is consistent with the current uses on the subject properties and will be compatible with the surrounding land use and zoning. This petition will help allow the cleanup of a brownfield site and restore it to a productive use that will promote redevelopment and urban infill near the center of the community.

### **Applicable Portions of Current City Plans**

The City of Gainesville is planning to establish a stormwater park with recreational activities at the Depot Park. With PS zoning, site specific use criteria for the park can be established including current uses and the proposed and anticipated uses in the future. The Depot Park site is located in the Greenway district environmental overlay district.

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### **Needs of the City for Land Areas to Serve Purposes, Populations, and Economic Activities**

The purpose of this rezoning is to apply the PS zoning category onto the subject properties and establish permitted uses for the Depot Park. The City of Gainesville is planning to establish a stormwater park in this location to clean up a brownfield site, provide stormwater treatment for the downtown area and provide recreational activities and green space in the downtown area. The park is centrally located near the historic center of the community. The restoration and redevelopment of the area will provide more opportunities for economic development in the area.

### **Substantial Changes in Character of Development in the Area**

The area has seen the recent development of the Rosa Parks RTS Downtown Station located across Depot Avenue from the park, improvements to GRU owned properties, and the proposed redevelopment of the GRU operations yard, which indicates that substantial change in the overall character of the area could be forthcoming. The best interests of the community would be served by this rezoning because it would provide stormwater management, green space and recreational activities for the downtown and the cleanup and redevelopment of a brownfield site. The following Comprehensive Plan Goals, Objectives and Policies of the Future Land Use Element are met by this proposal:

#### **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:

## **Industrial**

The Industrial land use category identifies those areas appropriate for manufacturing, fabricating, distribution, extraction, wholesaling, warehousing, recycling and other ancillary uses, and, when designed sensitively, retail office, service, and residential uses, when such non-industrial uses are no more than 25 percent of industrial area, or when part of a Brownfield redevelopment effort. Land development regulations shall determine the appropriate scale of uses and consider the externalities of such uses. Intensity will be controlled by adopting land development regulations that establish height limits of 5 stories or less and requiring buildings to face the street.

### **Policy 4.1.3**

The City will review proposed changes to the Future Land Use Map by considering factors such as, but not limited to, the following:

1. Overall compatibility of the proposal;
2. Surrounding land uses;
3. Environmental impacts and constraints;
4. Whether the change promotes urban infill; and
5. Whether the best interests, community values, or neighborhood support is achieved.

## **Stormwater Management Element**

### **Objective 1.5**

The City shall continue to implement an integrated stormwater management program for redevelopment.

#### **Policy 1.5.1**

The City shall implement Land Development Regulations that allow shared or joint-use stormwater facilities, including public or private master stormwater basins.

### **Objective 1.9**

The City shall continue to implement stormwater management facility design guidelines that promote dual use and aesthetically pleasing facilities.

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**Policy 1.9.1**

The City shall develop guidelines that promote the following:

- a. Encourage the joint use of retention and detention basins for passive recreation, habitat and open space.

**Conclusion**

The proposed permitted uses for the subject property are appropriate for a special-use park and the surrounding area and are consistent with the City's comprehensive plan. Staff recommends approval of Petition PZ-09-37 ZON.

**Applicant Information**

City Plan Board

**Request**

Rezone property from I-1 and I-2 to PS at Depot Park

**Land Use Plan Classification**

Industrial

**Existing Zoning**

I-1, I-2

**Proposed Land Use**

Industrial

**Proposed Zoning**

PS

**Purpose of Request**

To rezone property to allow for uses proposed for Depot Park and establish permitted uses in the PS district for Depot Park

**Location**

900 S.E. 4<sup>th</sup> Street

**Size**

Approximately 34 acres

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**Surrounding Land Uses**

North	Light manufacturing, transit facilities, utilities
East	Utilities, transit headquarters, light manufacturing, auto repair
West	Light manufacturing, Wholesale distribution
South	Vacant industrial, light manufacturing

<b><u>Surrounding Controls</u></b>	<b><u>Existing Zoning</u></b>	<b><u>Land Use Plan</u></b>
North	CCD, PS	MU-H, PF
East	PS, I-1	PF, IND
West	I-2	IND
South	PS, I-1, I-2	PF, IND

**Impact on Affordable Housing**

This petition will have no impact on the provision of affordable housing.

Respectfully submitted,



Ralph Hilliard  
Planning Manager

RH: JS

Attachments:  
Aerial photograph



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Existing land use map  
Existing zoning map  
Proposed zoning map  
Conceptual site map and renderings  
Zoning application  
Legal description  
Neighborhood workshop information  
Greenway district (Sec. 30-308)