

LEGISLATIVE #

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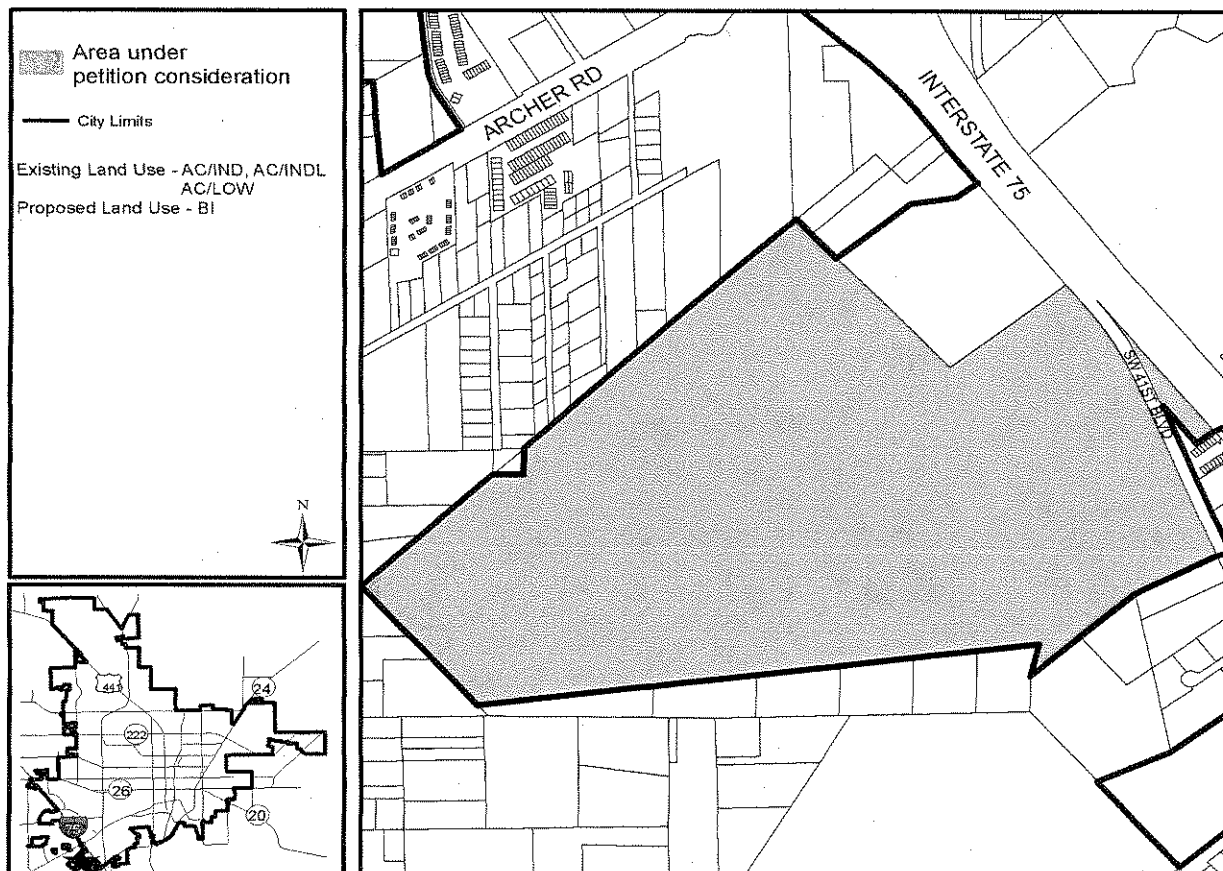
TO: City Plan Board **Item Number:** OB3

FROM: Planning & Development Services Department **DATE:** August 25, 2011
 Staff

SUBJECT: Petition PB-11-51 LUC. City of Gainesville. Amend the City of Gainesville Future Land Use Map for the annexed area from Alachua County Heavy Industrial, Light Industrial, and Low Density Residential (1-4 DU/acre) to City of Gainesville Business Industrial (BI). Located in the 4600 – 5000 blocks of Southwest 41st Blvd, west side. Related to PB-11-52 ZON.

Recommendation

Staff recommends approval of Petition PB-11-51 LUC.



Description

The request of this large-scale land use amendment is to change the future land use map from Alachua County Heavy Industrial, Light Industrial, and Low Density Residential (1-4 DU/acre) to the City of Gainesville Business Industrial (BI) designation. The 285 acre vacant property is located in the 4600 – 5000 blocks of Southwest 41st Blvd, on the west side of the road. This petition is related to Petition PB-11-52 ZON, which would change the zoning on the property from Alachua County Industrial services and manufacturing districts (MS and MP); Multiple family, high density district (R-3); Single family, low density districts (RE-1, R-1aa, R-1a, R-1c) and Agricultural district (A) to City of Gainesville Business Industrial (BI).

This land use change and related zoning change is requested to apply City of Gainesville land use and zoning designations on property that was annexed into the city in 2008. The proposed land use category was selected to provide an opportunity for development of certain office, business and industrial uses in a combined setting. Business park development is facilitated with this land use, reflecting the large amount of acreage available to provide sufficient space for a variety of uses that support and complement each other and reduce external trips for goods and services. Typically for annexed properties, the City considers the current Alachua County land use designation and proposes a similar City designation. The BI land use supports businesses involved in light manufacturing, processing or fabrication of products and machinery, research and development operations, business retail, medical uses and wholesale or storage distribution concerns.

Please see the map on page 1 for the general location of the subject property, and Appendix C for the full map series.

Key Issues

- The City of Gainesville land use designations must be applied to annexed properties.
- The Business Industrial land use designation was chosen because it is a broad category that allows a wide-range of office, business, commercial and industrial uses, and is compatible with the BI land use that lies across Interstate 75 to the east.
- The entire property has been designated a Strategic Ecosystem by Alachua County, indicating that sensitive environmental features have been generally identified on the property.
- The BI land use and zoning encourage the development of business parks that offer a variety of uses within a combined setting.
- The proposed land use amendment is consistent with the Comprehensive Plan, as discussed below in “1. Conformance with the Comprehensive Plan.”

Basis for Recommendation

The staff recommendation is based on the factors stated in the Future Land Use Element and on State statute criteria, which are discussed below: Conformance with the Comprehensive Plan;

Compatibility and surrounding land uses; Environmental impacts and constraints; Infill and redevelopment; Impacts on Affordable Housing; Transportation; and Financial Feasibility.

1. Conformance with the Comprehensive Plan

The proposed land use category is consistent with Gainesville's Comprehensive Plan. The City designates annexed land with an appropriate land use category that is consistent with the surrounding area and the existing conditions on the property. The following objective and policies are the most pertinent to this petition.

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.

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.

The list of other applicable comprehensive plan policies is located in Appendix A.

2. Compatibility and surrounding land uses

The subject parcel is located on the west side of S. W. 41st Boulevard, which in part is immediately west of Interstate 75 adjacent to the northeast side of the property and over 650 feet west of the highway on the southeast side of the property. To the northeast of the property are I-

75, S. W. 41st Boulevard, the Fred Bear Archery development, which was annexed in 2007 and has City of Gainesville Industrial land use and I-1 (Limited industrial district) zoning, a vacant parcel with Alachua County Light Industrial land use and A (Agricultural) zoning and a office and warehouse development with Alachua County Heavy Industrial land use and MS (Manufacturing/Services) zoning. On the northwest side of the property are residential areas and agricultural uses with Alachua County land use designations of Low Density Residential and Medium Density Residential, and with zoning designations of Agricultural, RE-1 (Residential-Estate), R1-A (Single Family Residential), R1-C (Single Family Residential), and R-2 (Multi-family Residential). To the southwest is Alachua County Low Density Residential land use with RE-1 and Agricultural zoning. On the south and southeast side of the property are agricultural land, vacant residential land, and a recycling center, with Alachua County Low Density Residential, Light Industrial, and Heavy Industrial land use and PD (Planned Development), Agricultural, and MS zoning.

The proposed Business Industrial category was chosen because it offers a wide variety of uses that can be developed in a business park setting, which can be designed around the sensitive environmental areas on the site. The uses allowed in the associated BI zoning district are generally not objectionable because of noise, heavy truck traffic or fumes, and can be adequately regulated for mitigation of nuisances by performance standards. The BI uses will also tend to be more compatible with the surrounding residential uses.

3. Environmental impacts and constraints

The entire subject property has been designated as a Strategic Ecosystem by Alachua County. These are sensitive environmental areas identified for various environmental features including watershed quality, the presence of endangered species and native plant and animal habitats. They are mapped in a generalized manner until a specific proposal is brought forth requiring an actual determination on the ground for specific boundaries. When the boundaries are set, set-asides for conservation of the environmental features are required. For annexed property, the Strategic Ecosystem designation remains in place until the City adopts a land use designation for the property. Although these areas are not currently regulated by the City, current Petition PB-10-143 TCH is a proposal to amend the Land Development Code to add and update provisions for environmental protection, including adopting regulations for strategic ecosystems that are within City limits as identified by the KBN/Golder 1996 report, which was adopted by Alachua County, and that identified significant natural biological communities, both upland and wetland, that remain in private ownership in Alachua County. Any type of development proposal will have to comply both with the provisions of Policy 3.1.1 of the Future Land Use Element, which addresses the protection of environmentally sensitive resources, and with the land development regulations that implement this policy.

On April 12, John Hendrix, the City's Environmental Coordinator visited the site and provided the following report. In addition, some basic review information was obtained from a 2002 preliminary environmental field-based assessment performed by Pete Wallace, Ecosystem Research Corporation.

This large parcel is completely wooded, except for a gasline utility easement which traverses the property running north and south. Historic aerial photography shows the western half of the parcel in cleared use as pasture, but this part has succeeded in the last sixty years to a young forest of mixed hardwoods. The remaining old forest of the eastern half of the site is associated with numerous depressional wetlands, sinkholes, and other geological features. The quality of the wetland areas on the eastern half are high, with some very excellent examples of black gum ponds which provide excellent wildlife habitat. Several of the wetlands are characterized by almost pure stands of very mature black gum trees and indicators within the depressions show sustained hydrologic support. The surrounding upland hardwood and mesic hammock forested communities are mature and provide a relatively undisturbed unit of natural upland and wetland forest over an area of approximately 120 acres. There is some potential for listed species and archaeological resource sites in this area.

Approximately 100 acres of the western side of the parcel is covered for the most part by an early stage hardwood forest. The few wetlands present in this part are shallow depressions dominated by such shrubby species as willow and buttonbush. A small karst drain feature is present on the north boundary of the western part. This feature and its limited canopy of large hardwoods is significant and is seen to persist through the aerial record of the last 80 years. In addition, some mature mesic hammock forest with a canopy of large live oak trees is present along the southwest boundary.

The entire property is identified as Strategic Ecosystem in the KBN study for Alachua County. The site summary (Fred Bear Hammock) of the study describes the area as a "fine example of calcareous mesic hammock...with small areas of ponds and wetlands...and abundant sinkhole activity and exposed limerock, including one that is an elongated multiple sinkhole formation (uvala). There is a diversity of habitats, especially feeding habitats for migratory song birds and several listed wading bird species." The application of the Strategic Ecosystem provisions of the proposed Natural and Archaeological Resources regulations would result in a set-aside of the most important contiguous area of mature calcareous upland hammock and the numerous wetlands and geological features on the east half and the south margin of the parcel. These resource areas are extensive enough that the maximum set-aside may be expected under the Strategic Ecosystem provisions. No extensive resources will be present on the western half of the parcel, except along the southwest margin, where only a few small wetlands and the karst drain formation mentioned above occur in an old pasture area now covered by young forest.

4. Infill and redevelopment

This proposed land use amendment does promote infill development in close proximity to the Interstate 75 corridor. Along S.W. 41st Boulevard abutting this property is the Bear Archery manufacturing facility; while north of this is a business park and self-storage facility built in 2007, and Beach Construction company. Adjacent to the southeast corner of the subject property are offices, warehouse facilities, and automobile service shops on the east side of S.W. 41st Boulevard, that have all been constructed from 2003 to 2006. South of the subject property is the Boone Waste Industries recycling facility.

The BI land use category allows for business park development projects that require access to transportation services, with locations that are near major thoroughfares, railroads or air terminals. The land use and subsequent BI zoning of this property would match the land use and zoning designations of the properties across I-75 to the east.

5. Impacts on Affordable Housing

This land use amendment will not have an impact on affordable housing. The property is currently vacant and residential development is not allowed in the BI zoning district.

6. Transportation

The proposed land use amendment would allow no more trips in general than the existing Heavy Industrial and Light Industrial land uses, or the sliver of Low Density Residential that is part of the parcel. The property is located within Zone D of the City's Transportation Concurrency Exception Area (TCEA). One of the highest priority transportation mitigation projects in TCEA Zone D is to provide support for the extension of S.W. 40th Boulevard from S.W. Archer Road to S.W. 47th Avenue. This would be a parallel roadway for I-75 relief. Any future development or redevelopment on the subject property would have to comply with the provisions of Policy 1.1.9 of the Concurrency Management Element. There is no direct access to a bus route along this section of S.W. 41st Boulevard. The property is currently undeveloped. There is no evidence of driveway access into the site off of S.W. 41st Boulevard, and there are no sidewalks or other transportation infrastructure to gain access into the site.

7. Financial Feasibility

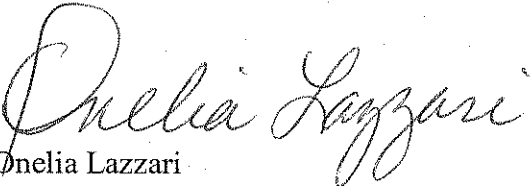
In the case of any future development on the property, the proposed land use amendment will not adversely impact adopted levels of service for potable water, wastewater, solid waste, and recreation. Water service is available in the area with a major water main running along S.W. 41st Boulevard. A gravity sewer line runs along S.W. 41st Boulevard. A pump station may be needed to serve future developments within the property, with gravity sewers extending to a point in the wastewater collection system where adequate capacity is available. Stormwater management is addressed at the time of development plan review. The property is located within the Gainesville Regional Utilities electric service area. Any future commercial uses would have to comply with the City of Gainesville requirements for commercial recycling and solid waste. The uses that are allowed in the Alachua County Heavy and Light Industrial categories include a range of industrial activities characterized by the fabrication, manufacturing, transporting, warehousing or distribution of goods. The Light Industrial designation is applicable for industrial parks or office parks in a campus-like setting. The Business Industrial land use category allows office, business, commercial and industrial uses. Land development regulations will specify the type and distribution of uses, design criteria, landscaping, and access for pedestrians and vehicles.

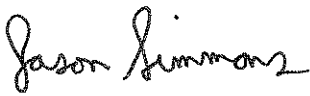
At the time of any type of development plan review, the proposal will be required to meet the standards of Policy 1.1.9 of the Concurrency Management Element, because it is located in

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TCEA Zone D. Comprehensive plan land use amendments within transportation concurrency exception areas are deemed to meet the requirement to achieve and maintain level-of-service standards for transportation.

Respectfully submitted,


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Principal Planner

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Table 1**Adjacent Existing Uses**

North	Single-family residential, agricultural
South	Vacant residential, vacant industrial, recycling center
East	Warehousing, repair shop, Interstate 75, S.W. 41 st Boulevard
West	Agricultural, low density residential

Adjacent Zoning and Land Use

	Zoning Category	Land Use Category
North	Alachua County Manuf./Mobile Home Park, R-2, R-1A, R-1C, and RE-1	Alachua County Low Density Residential and Medium Density Residential
South	Alachua County PD, Agricultural, MS	Alachua County Low Density Residential, Light Industrial, Heavy Industrial,
East	Alachua County Agricultural, MS, City of Gainesville I-1	Alachua County Light Industrial and Heavy Industrial, City of Gainesville Industrial
West	Alachua County RE-1 and Agricultural	Alachua County Low Density Residential

List of Appendices

Appendix A Comprehensive Plan GOPs

Exhibit A-1 Future Land Use Element

Exhibit A-2 Conservation, Open Space & Groundwater Recharge Element

Appendix B Land Development Code

Exhibit B-1 Business industrial district purpose and objectives

Appendix C Supplemental Documents

Exhibit C-1 Existing Land Use Map

Exhibit C-2 Proposed Land Use Map

Exhibit C-3 Aerial Map

Exhibit C-4 Strategic Ecosystem Map

Appendix D Application

Exhibit D-1 Land Use Application