

**LEGISLATIVE #**

**120002B**



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TO: City Plan Board

Item Number: 1

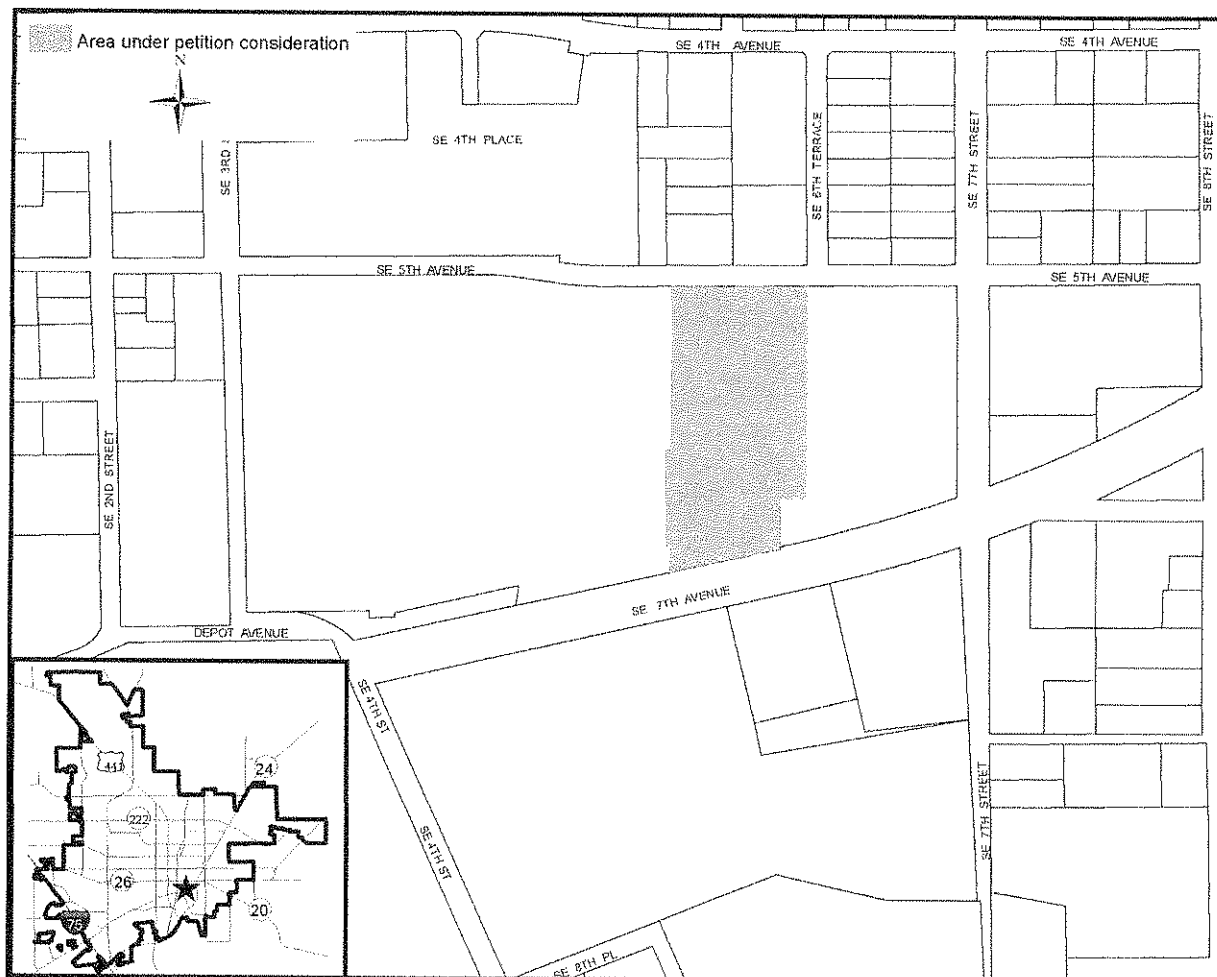
FROM: Planning & Development Services Department  
Staff

DATE: April 26, 2012

SUBJECT: Petition PB-12-34 LUC. Community Redevelopment Agency, agent for the City of Gainesville. Amend the City of Gainesville Future Land Use Map from Public Facilities (PF) to Mixed-Use High-Intensity (up to 150 units/acre) (MUH). Located in the 500 block of SE 7<sup>th</sup> Avenue and the 500 block of SE 5<sup>th</sup> Avenue. Related to PB-12-35 ZON.

### Recommendation

Staff recommends approval of Petition PB-12-34 LUC.



## Description

This proposed small-scale amendment of the Future Land Use Map from Public Facilities to Mixed-Use High-Intensity (up to 150 units per acre) pertains to a developed, approximately 2.9-acre, City of Gainesville-owned property that includes a vacant one-story office building and a two-story warehouse. The property was vacated last year when various Gainesville Regional Utilities (GRU) operations and employees relocated to the new, GRU Eastside Operation Center on North Main Street. This property, located in the Traditional City overlay district east of the Kelly Power Plant, is in the 500 block of SE 7th Avenue and the 500 block of SE 5th Avenue (see map on page one), and is well-positioned for redevelopment sought by the City of Gainesville, the Gainesville Community Redevelopment Agency, and GRU.

The property is in the Gainesville Innovation Zone (see Exhibit B-4 for map) and within the "Power District" (an area described in Exhibit C-1 (Power District SSSPA and Rezoning Application, Gainesville Community Redevelopment Agency), March 19, 2012. See page 4 of Attachment 4 - Adopted Redevelopment Plan for the Power District. This redevelopment plan was adopted in late 2008 (Legislative no. 080369)). The cover memorandum from the applicant (Exhibit C-1) states that the "CRA and the City adopted a master vision for the GRU properties in this area. This vision spells out a framework for reintroducing the street grid to this area, and creating a compact, walkable system of streets and blocks."

The applicant's cover memorandum notes that the approximately 2.9-acre property that is the subject of this petition is the site of the "Power District Catalyst Project". This project is associated with pending redevelopment (adaptive reuse of the existing, two-story warehouse building) for use by a local research and development company (Prioria Robotics, Inc.) and/or other third parties.

This request is related to the Memorandum of Understanding (Legislative No. 110516A) that was approved by the City Commission on December 15, 2011 between the City of Gainesville, Gainesville Regional Utilities (GRU), and the Community Redevelopment Agency (CRA). The memorandum of understanding (MOU) discusses redevelopment of part of the above-described Power District (and allows administrative adjustment of its boundary lines). The Power District is proposed for redevelopment and reuse in order to "transform the area by placing the vacated properties into a new productive use, thereby eliminating slum and blight, increasing the tax base within the Downtown Redevelopment Area, growing the overall economy of the City by promoting gainful employment, business retention, economic development, and providing fair value to GRU for its assets." (Source: Legislative No. 1105116A – MOU). The MOU also called for initiation of petitions for a future land use change to Mixed-Use High-Intensity and rezoning to CCD for the Power District.

The property abuts vacant GRU buildings and surface parking to the east and GRU's operating Kelly Power Plant and related utility facilities to the west. All adjacent GRU facilities have Public Facilities (PF) land use and Public services and operations district zoning (PS). To the south and across Depot Avenue are GRU facilities and the Lewis Oil Company, Inc., a local petroleum company (Industrial land use and General industrial district (I-2) zoning). To the north and across SE 5<sup>th</sup> Avenue are vacant GRU facilities and surface parking. To the northeast across SE 5<sup>th</sup> Avenue and SE 6<sup>th</sup> Terrace is a single-family neighborhood in the Southeast Historic District, with Residential Medium-Density (8-30 units per acre) land use and RMF-7 (8-21 units/acre multiple-family residential district) zoning. Single-family development is a use permitted by right in the RMF-7 district. See Table 1 at the end of this document for a tabular summary of adjacent existing uses and adjacent zoning and land use categories. See Exhibits B-2 and B-3 for maps of existing and proposed land use.

Petition PB-12-34 LUC  
April 26, 2012

This petition was preceded by Petition PB-11-150 TCH (Amend the Land Development Code Section 30-66 Central City District (CCD) by adding Research and Development in the Physical, Engineering and Life Sciences as a use by right in the CCD zoning district), which was recommended for approval by the Plan Board on February 23, 2012 by a 7:0 vote, and which will be heard by the City Commission on April 19, 2012 (Legislative no. 110786).

This proposed small-scale comprehensive plan amendment is related to Petition PB-12-35 ZON, which proposes rezoning from Public services and operations district (PS) to Central city district (CCD: Up to 150 units/acre central city district) for consistency with the proposed land use category.

### **Key Issues**

- The proposed small-scale amendment from Public Facilities to Mixed-Use High-Intensity (up to 150 units per acre) is consistent with the City's Comprehensive Plan and supports redevelopment.
- The proposed MU-H land use is supportive of the CRA's Power District Catalyst Project.
- The proposed MU-H land use for this property is related to Petition PB-12-35 ZON, which proposes CCD zoning for consistency with the proposed land use category.

### **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; and Availability of Facilities and Services.

#### **1. Conformance with the Comprehensive Plan**

The proposed land use category change will facilitate future redevelopment of the property by expanding the allowable uses of the property from those of the Public Facilities category to those of the Mixed-Use High-Intensity (up to 150 units per acre) category, which allows for various non-residential uses in addition to residential uses. As stated in Policy 4.1.1 of the Future Land Use Element of the Gainesville Comprehensive Plan, (see Exhibit A-1 for the complete provisions of the Mixed-Use High-Intensity category), "this category allows a mixture of residential, office, business uses and light industrial uses concentrated in mapped areas. This category shall also allow traditional neighborhoods on sites 16 acres or larger in conformance with the adopted Traditional Neighborhood Development (TND) ordinance. Public and private schools, institutions of higher learning, places of religious assembly and community facilities shall be appropriate in this category. Such development shall function as a center serving the urban area."

The proposed MU-H land use (and the related, proposed rezoning to CCD), if approved, will provide increased redevelopment potential relative to the current PF land use category. This is consistent with the infill and redevelopment goals of the Future Land Use Element (Goal 2, Objective 2.1, and Policy 2.1.1). These policies include, but are not limited, to improving the condition of blighted areas, promoting a healthy economy, and discouraging urban sprawl. This petition is also consistent with the Policy 2.2.2 (Future Land Use Element) requirement to

“review the comprehensive plan and the land development code on a bi-annual basis with respect to the appropriate development of the Gainesville Innovation Zone. Should such review conclude that any amendments to the comprehensive plan or land development code pertaining to the Gainesville Innovation Zone are needed, the City shall draft such amendments and present them to the City Plan Board.” See Exhibit A-1 for pertinent Gainesville Comprehensive Plan policies.

The requested MU-H land use is wholly consistent with the CCD (up to 150 units/acre central city district) zoning proposed by related Petition PB-12-35 ZON.

## **2. Compatibility and Surrounding Land Uses**

The proposed MU-H land use is compatible with the surrounding uses (see Table 1 at the end of this document for a tabular summary of adjacent existing uses and adjacent zoning and land use categories). This petition is limited to amending the future land use category of property that is currently developed, urban land.

This approximately 2.9-acre property is the site of several vacant buildings previously used by GRU, none of which is of historic or architectural significance.

## **3. Environmental Impacts and Constraints**

The property is not known by the State of Florida to contain significant archaeological resources.

Phase 1 and Phase 2 environmental assessments have been completed, and no need for remediation was identified for this property (source; 4/11/12 e-mail from CRA to Planning).

Sweetwater Branch is a creek located to the west and south of the property. This creek is culvert-piped and underground between SE 4<sup>th</sup> Avenue and SE 7<sup>th</sup> Avenue, and it may be subject to future restoration efforts to restore its open channel configuration. The creek is a “significant asset in the long-term vision for creating a potential greenway between Downtown Gainesville, Sweetwater Park, and Depot Park” (from page 6 of the Justification Report in Exhibit C-1).

The property is in FEMA Flood Zone X, outside of the 100-500 year floodplain.

## **4. Infill and Redevelopment**

This proposed small-scale land use amendment is consistent with the City’s infill and redevelopment goals (See Appendix A, Exhibit A-1, Future Land Use Element Goal 2, Objective 2.1). The proposed change in land use designation to MU-H will provide increased redevelopment opportunities for the site by allowing various additional uses in comparison to the current PF land use category with its previous public utility uses.

## **5. Impacts on Affordable Housing**

This land use amendment should have no impact on the supply of potential affordable housing in Gainesville. Although the existing non-residential land use for the 2.9-acre property is requested

Petition PB-12-34 LUC  
April 26, 2012

to be changed to the Mixed-Use High-Intensity (up to 150 units per acre), as stated in the March 19, 2012 application (Exhibit C-1) on page 7, "the Power District Catalyst site will not be developed at the maximum scenario, will be developed at a much lower floor area ratio (FAR), will not include any residential uses and will likely include only adaptive reuse of the existing buildings."

## 6. Availability of Facilities and Services

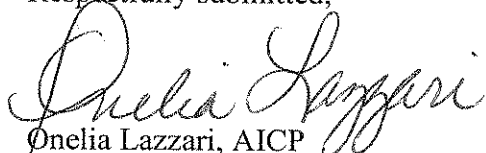
This existing, developed property is served by public utilities. The proposed MU-H land use (and related, proposed CCD zoning) allow for a maximum (non-residential) development intensity of 10.0 FAR, and 150 residential units per acre. As previously noted, the "site will not be developed at the maximum scenario, will be developed at a much lower FAR, will not include any residential uses and will likely include only adaptive reuse of the existing buildings." The impact analysis in the application is based on a probable development scenario of 1.0 FAR (126,324 sq. ft.) for transportation and 10.0 FAR (1,263,240 sq. ft.) for other services.

There are no major transportation issues associated with this zoning petition. The property is served by existing streets, and is located within Zone A of the City's Transportation Concurrency Exception Area (TCEA) and, at the time of development, will be subject to the Zone A requirements of Policy 1.1.4 of the Concurrency Management Element.

The property is approximately 820 feet to the east of the Rosa Parks RTS (Regional Transit System) Downtown Station that is located at the northwest corner of the intersection of SE 3<sup>rd</sup> Street and Depot Avenue. Sidewalks along Depot Avenue, SE 7<sup>th</sup> Avenue, SE 5<sup>th</sup> Avenue and SE 3<sup>rd</sup> Street, provide pedestrian access from the property to the Downtown Station. RTS Routes 1, 2, 5, 6, 7 10, 11, 15, 24, 27, 43, 400, 401 402, 403, 406, and 410 provide bus service at the RTS Downtown Station to and from various locations in the Gainesville area.

This proposed land use will have no impact on adopted levels of service for potable water and wastewater, solid waste, recreation, or public schools. GRU, in an April 10, 2012 staff e-mail to Planning, stated that GRU's water and wastewater facilities are able to satisfy the demands proposed in the application, and that evaluation of local infrastructure to determine whether local capacity upgrades are needed will occur at the time of development plan review. The Stormwater level of service requirements will have to be met when a redevelopment plan for the site is submitted.

Respectfully submitted,

  
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Prepared by:

  
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Lead Planner

**Table 1****Adjacent Existing Uses**

<b>North</b>	Vacant GRU facilities and parking area
<b>South</b>	GRU facilities, and Lewis Oil Company, Inc.
<b>East</b>	Vacant GRU facilities and parking area
<b>West</b>	GRU facilities, including the Kelly power plant

**Adjacent Zoning and Land Use**

	<b>Land Use Category</b>	<b>Zoning Category</b>
<b>North</b>	Public Facilities	PS (Public services & operations district)
<b>South</b>	Public Facilities, Industrial	PS (Public services & operations district), I-2 (General industrial district)
<b>East</b>	Public Facilities	PS (Public services & operations district)
<b>West</b>	Public Facilities	PS (Public services & operations district)

## **List of Appendices**

### **Appendix A Comprehensive Plan GOPs**

Exhibit A-1 Future Land Use Element

### **Appendix B Supplemental Documents**

Exhibit B-1 Aerial

Exhibit B-2 Map: Existing Land Use

Exhibit B-3 Map: Proposed Land Use

Exhibit B-4 Map: Innovation Zone

### **Appendix C Application Package**

Exhibit C-1 Power District SSSPA and Rezoning Application (Gainesville Community Redevelopment Agency) (GCRA), March 19, 2012