



**City of Gainesville
Department of Doing**

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TO: City Plan Board

Item Number: 3

**FROM: Planning & Development Services Department
Staff**

DATE: October 9, 2019

SUBJECT: Petition PB-19-88 TCH. eda. Text amendment to the Land Development Code to add Recreational Vehicle Parks to the Limited Industrial (I-1) zoning district as a permitted use by right, with applicable use standards added to Article V and definitions added to Article II.

Applicant

eda

Recommendation

Approve Petition PB-19-88 TCH.

Discussion

This is a petition request to amend the Land Development Code to add Recreational Vehicle Parks to the Limited Industrial (I-1) zoning district as a permitted use by right, along with applicable use standards. The amendments would include adding definitions to Article II, Section 30-2.1, adding the use to the permitted use table in Article IV, Section 30-4.19, and adding a section in Article V, Division 1, concerning use standards to regulate the proposed new use.

The proposed Recreational Vehicle Park use is compatible with the other uses that are allowed in the I-1 zoning district, specifically with the additional use standards that are a part of this request. Private recreational vehicle parks are not currently allowed as a use in any zoning district of the City, thus creating an opportunity to attract tourists and other travelers to the area.

Staff is also recommending that the Plan Board consider allowing the proposed Recreational Vehicle Park use in certain other zoning districts with a similar list of uses to I-1, specifically Automotive-Oriented Business (BA), Tourist-Oriented Business (BT), and Business Industrial (BI). Exhibit 5 is a map entitled, "Industrial (I1), Automotive-Oriented Business (BA), Business Industrial (BI), & tourist-Oriented Business (BT) Zoning Districts in Gainesville – With Points of Interest," that shows the location of these zoning districts in the City and their proximity to various points of interest. These facilities include parks, trails, and major community resources such as hospitals, the University of Florida, and Gainesville Regional Airport.

The proposed use standards indicate a minimum lot area of 10 acres. The map includes parcels of all sizes, recognizing that applicants may try to consolidate properties to meet a minimum lot size requirement. The map indicates that these zoning districts have close proximity to major

transportation routes including a significant amount of BI property near Interstate 75 and the area around NE 39th Avenue and NE Waldo Road. With the major BA properties along North Main Street, there is a concentration of I-1, BI, and BA properties generally located between and proximate to NE Waldo Road and NW 13th Street (U.S. 441) and NW 39th Avenue and NW 53rd Avenue. Finally, although there is very little land zoned BT, the nature of the district as one that caters to the needs of the tourist indicated inclusion of the proposed Recreational Vehicle Park use for those tourists who choose to travel by recreational vehicles.

Proposed amendments to Article II, Section 30-2.1 include:

Recreational vehicle means any vehicle, not exceeding ~~thirty-five (35)~~ the overall length provided in Florida Statutes for recreational vehicles ~~feet in overall length~~ or eight and one-half (8.5) feet in width, designed and intended for recreational purposes, including camping trailers, travel trailers, boats, campers, pickup truck campers, buses, tent trailers, motor homes, private motor coaches, van conversions, park trailers, fifth-wheel trailers and other similar vehicles with or without motive power, designed and constructed to travel on public thoroughfares.

Recreational vehicle park, means a privately-operated property where one or more lots are rented to users of recreational vehicles on a temporary basis. This includes travel trailers, camping trailers, truck campers, motor homes, private motor coaches, van conversions, park trailers, and fifth-wheel trailers as defined in Florida Statutes. Recreational vehicle parks may contain accessory uses such as, but not limited to, recreational facilities, showers and restroom facilities, laundry facilities, picnic areas, camp stores, on-site manager's residence, RV park office, and pump out/dump stations.

List of Exhibits

Exhibit 1: Permitted Uses in Mixed-Use and Nonresidential Districts

Exhibit 2: Proposed Use Standards for Recreational Vehicle Park

Exhibit 3: Comprehensive Plan Goals, Objectives, and Policies

Exhibit 4: eda Memorandum: Permit RV Parks in I-1 Zoning District

Exhibit 5: Industrial (I1), Automotive-Oriented Business (BA), Business Industrial (BI), & tourist-Oriented Business (BT) Zoning Districts in Gainesville – With Points of Interest

Exhibit 1: Permitted Uses in Mixed-Use and Nonresidential Districts

DIVISION 1. MIXED-USE AND NONRESIDENTIAL

Section 30-4.1. Permitted Uses.

The following table contains the list of uses allowed, and specifies whether the uses are allowed by right (P), accessory to a principal use (A), or by special use permit approval (S). Blank cells indicate that the use is not allowed. No variances from the requirements of this section shall be allowed.

Table V - 7: Permitted Uses in Mixed-Use and Nonresidential Districts.

	Use Standard	MU-1	MU-2	OR	OF	CP	BUS	BA	BT	BI	W	I-1	I-2
RESIDENTIAL													
Single-family house		P	-	P	P	-	-	-	-	-	P	-	-
Attached dwellings		P	P	P	P	-	-	-	-	-	-	-	-
Multi-family dwellings		P	P	P	P	S	-	-	-	-	P	-	-
Accessory dwelling units	30-5.33	A	A	A	A	-	-	-	-	-	P	-	-
Adult day care homes	30-5.2	P	P	P	P	P	P	-	-	P	-	-	-
Community residential homes (up to 6 residents)	30-5.6	P	P	P	P	-	-	-	-	-	P	-	-
Community residential homes (more than 14 residents)	30-5.6	-	P	P	P	-	-	-	-	-	P	-	-
Community residential homes (7 to 14 residents)	30-5.6	P	P	P	P	-	-	-	-	-	P	-	-
Dormitory, large	30-5.8	-	-	-	S	-	-	-	-	-	-	-	-
Dormitory, small	30-5.8	S	S	S	P	-	S	-	-	-	-	-	-
Family child care homes	30-5.10	P	-	P	P	-	-	-	-	-	P	-	-
NONRESIDENTIAL													
Alcoholic beverage establishments	30-5.3	S	S	-	-	-	P	-	P	P	-	P	P
Assisted living facility		P	P	-	P	-	-	-	-	-	P	-	-
Armor systems manufacturing and assembly	30-5.16	P	-	-	-	-	-	-	-	-	-	-	-
Bed and breakfast establishments	30-5.4	P	P	S	S	-	P	-	P	-	-	-	-
Business services		P	P	-	P	P	P	P	P	P	P	P	P
Car wash facilities	30-5.5	S	S	-	-	-	P	P	S	P	P	P	P
Civic, social & fraternal organizations		P	P	-	-	-	P	P	P	P	-	-	-
Daycare center	30-5.7	P	P	P	P	P	P	-	-	P	P	-	-
Drive-through facility	30-5.9	P	P	-	-	-	P	P	P	P	P	P	P

	Use Standard §	MU-1	MU-2	OR	OF	CP	BUS	BA	BT	BI	W	I-1	I-2
Emergency shelters		P	P	P	P	P	P	P	P	P	P	P	P
Equipment sales, rental and leasing, heavy		-	-	-	-	-	-	-	-	-	-	P	P
Equipment sales, rental and leasing, light		-	P	P	P	-	P	P	-	P	P	P	P
Food distribution center for the needy	30-5.12	-	-	-	-	-	S	-	S	S	-	-	-
Food truck	30-5.35	P	P	A	A	P	P	P	P	P	P	P	P
Fuel dealers		S	S	-	-	-	S	P	-	-	-	P	P
Funeral homes and crematories		P	P	P	P	-	P	P	-	-	-	-	-
Gasoline/alternative fuel stations	30-5.13	S	S	-	-	-	P	P	P	S	P	S	S
Go-cart raceway and rentals (indoor and outdoor)		-	-	-	-	-	-	-	-	-	-	S	S
Health services		P	P	P	P	P	-	-	-	-	P	-	-
Hotels and motels		S	S	-	-	S	P	-	P	P	S	-	-
Ice manufacturing/vending machines	30-5.38	-	-	-	-	-	S	S	S	A	A	A	A
Industrial	30-5.14	-	-	-	-	-	-	-	-	-	-	P	P
Job training and vocational rehabilitation services		-	P	-	-	-	P	-	-	P	P	P	-
Junkyard/Salvage Yard	30-5.15	-	-	-	-	-	-	-	-	-	-	S	P
Laboratories, medical and dental		P	P	P	P	P	P	-	-	P	P	P	P
Large-scale retail		-	P	-	-	-	P	P	P	P	-	-	-
Libraries		-	P	-	-	P	-	-	-	-	P	-	-
Light assembly, fabrication, and processing	30-5.16	P	P	-	S	S	S	P	-	P	P	P	P
Liquor stores		P	P	-	-	-	P	P	P	-	P	-	-
Medical marijuana dispensing facility		P	P	A ¹	A ¹	S	P	P	P	P	P	S	S
Microbrewery Microwinery Microdistillery ³	30-5.17	S	P	-	-	-	P	-	P	P	P	P	P
Mini-warehouses, self- storage		-	-	-	-	-	-	-	-	P	P	P	P
Museums and art galleries		P	P	P	P	P	P	-	P	P	P	-	-

	Use Standard §	MU-1	MU-2	OR	OF	CP	BUS	BA	BT	BI	W	I-1	I-2
Offices		P	P	P	P	P	P	P	P	P	P	P	P
Offices, medical and dental		P	P	P	P	P	P	-	P	-	P	-	-
Outdoor storage, principal use	30-5.19	-	-	-	-	-	-	-	-	S	P	P	P
Parking, surface (as a principal use)	30-5.20	-	S	-	-	-	S	P	-	P	P	-	-
Passenger transit or rail stations		S	S	-	-	P	P	P	P	P	P	P	-
Personal services		P	P	P	P	P	P	P	P	P	P	P	P
Places of religious assembly	30-5.21	P	P	P	P	P	P	P	P	P	P	-	-
Public administration buildings		P	P	P	P	P	P	P	P	P	P	P	-
Public maintenance and storage facilities		-	-	-	-	-	-	-	-	P	P	P	P
Public parks		S	S	S	S	P	P	P	P	P	P	P	P
Recreation, indoor		P	P	P	P	P	P	P	P	P	P	P	P
Recreation, outdoor		-	-	-	-	-	S	P	P	S	-	P	P
<u>Recreational vehicle park</u>								<u>P</u>	<u>P</u>	<u>P</u>		<u>P</u>	
Recycling centers		-	S	-	-	-	S	-	-	-	S	S	P
Rehabilitation centers	30-5.24	S	S	S	S	-	S		-	S	-	S	
Research, development and testing facilities		-	-	-	-	P	P	-	-	P	P	P	P
Residences for destitute people	30-5.22	S	S	S	S	-	S	-	S	-	-	-	-
Restaurants		P	P	-	S	P	P	P	P	P	P	P	P
Retail nurseries, lawn and garden supply stores		P	P	-	-	-	P	P	-	P	P	P	-
Retail sales (not elsewhere classified)		P	P	-	-	S	P	P	P	P	P	S	S
Schools, elementary, middle & high (public & private)		P	P	S	S	-	P	-	-	-	P	-	-
Schools, professional		P	P	P	P	P	P	P	-	P	P	P	P
Schools, vocational and trade		-	P	P	P	-	P	P	-	P	P	P	P
Scooter or electric golf cart sales		P	P	-	-	-	P	P	-	P	-	P	-
Sexually-oriented cabarets	30-5.23	-	-	-	-	-	-	-	P	-	-	-	P

	Use Standard	MU-1	MU-2	OR	OF	CP	BUS	BA	BT	BI	W	I-1	I-2
Sexually-oriented motion picture theaters	30-5.23	-	-	-	-	-	-	-	P	-	-	-	P
Sexually-oriented retail store	30-5.23	-	-	-	-	-	P	-	P	-	-	-	P
Simulated gambling establishments		-	-	-	-	-	-	-	-	-	-	-	-
Skilled nursing facility		P	P	-	P	P	P	-	-	-	P	-	-
Social service facility	30-5.25	S	S	S	S	-	-	-	-	-	P	S	S
Solar generation station	30-5.27	-	-	-	-	-	-	-	-	P	-	P	P
Truck or bus terminal/maintenance facilities		-	-	-	-	-	-	P	P	P	P	P	P
Vehicle repair	30-5.28	-	-	-	-	-	-	P	P	P	-	P	P
Vehicle rental		-	-	-	-	-	P	P	P	P	P	P	-
Vehicle sales (no outdoor display)		-	-	-	-	-	P	P	P	P	-	P	-
Vehicle sales (with outdoor display)		-	-	-	-	-	-	P	-	P	-	P	P
Vehicle services	30-5.28	S	S	-	-	-	P	P	P	P	S	P	P
Veterinary services	30-5.29	P	P	P	P	P	P	P	P	P	P	P	P
Warehouse/distribution facilities (<100,000 SF)		-	-	-	-	-	-	-	-	P	P	P	P
Warehouse/distribution facilities (>100,000 SF)		-	-	-	-	-	-	-	-	P	P	P	P
Waste management facilities		-	-	-	-	-	-	-	-	S	-	P	P
Wholesale trade		-	-	-	-	-	-	S	-	P	P	P	P
Wireless communication facilities	30-5.30												

LEGEND:

P = Permitted by right; S = Special Use Permit; A = Accessory; Blank = Use not allowed.

1 = Only when accessory to and in the same building as health services or offices of physicians, dentists, and other health practitioners.

2 = Accessory to and in the same building as health services and comprising less than 25% of the gross floor area of the building.

3 = Prohibited where adjacent to single-family zoned property.

Exhibit 2: Proposed Use Standards for Recreational Vehicle Park

Section 30.5.???. Recreational vehicle park.

Recreational vehicle parks are subject to the following standards:

- A. Minimum lot area shall be 10 acres.
- B. The use is prohibited when abutting property in the Single-Family future land use category.
- C. Connections are required to public utilities, including electric, potable water and wastewater, and solid waste.
- D. The facility must meet the required setbacks for the zoning district, except when abutting property in a residential future land use category, the minimum setback for recreational vehicle parking spaces is 100 feet from the property boundary where it abuts the residential future land use category.
- E. Minimum dimensions for recreational vehicle parking spaces: 18 feet width; 28 feet in depth.
- F. Property shall have frontage on a collector or arterial street as determined by the Public Works department.
- G. Ingress and egress shall be from a collector or arterial street as determined by the Public Works department.
- H. One on-site manager's residence is allowed. This may be in the form of a recreational vehicle in a parking space or a residential space within the management office.
- I. Occupancy is limited to a maximum of no more than 60 days within any one hundred twenty (120) day period with the exception of the on-site manager's residence. .
- J. Outdoor storage is prohibited, including storage of recreational vehicles and boats.
- K. Open fires are prohibited, except in barbeque pits or grates.
- L. Amplified music is prohibited.
- M. The use of generators is prohibited.
- N. Gated or controlled access is permitted.
- O. The hours of activity in outdoor common areas, including pools, shall be established on a case-by-case basis at the development plan stage. Outdoor recreation areas and pools may not be located abutting properties in the Single-Family future land use category.
- P. Individual recreational vehicle parking spaces may be gravel. All drive lanes shall be paved.
- Q. The sale or dispensing of fuels is prohibited, excluding containers already containing propane gas.
- R. The use or storage of hazardous materials as regulated by the Alachua County Hazardous Materials Management Code is prohibited.
- S. Landscaping/Screening requirements:
 - 1. Where recreational vehicle parking spaces are located within 40 feet of an adjacent property, perimeter fencing in the form of an opaque 6-foot tall fence is required.
 - 2. Any pump out/dump station areas shall be screened from roadways and abutting properties.
 - 3. Perimeter landscaping and compatibility buffers must meet the appropriate standard as shown in the Land Development Code.
 - 4. For interior areas of the recreational vehicle park, private, one high quality shade tree as listed on the Gainesville tree list as a species appropriate for "lot" planting is required on average of every ten (10) recreational vehicle parking spaces.

5. If proposed recreational vehicle parking spaces are located within 20 feet of a public right-of-way, it shall be screened by a wall, fence, or hedge.

Exhibit 3: Comprehensive Plan Goals, Objectives, and Policies

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

Industrial (IND)

The Industrial land use category identifies those areas appropriate for manufacturing, fabricating, distribution, extraction, wholesaling, warehousing, recycling, and other ancillary uses. Other uses may be allowed in this land use category as specified in an adopted ordinance rezoning property to Planned Development District (PD). 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.

Objective 4.2 The City shall implement regulations that will protect low-intensity uses from the negative impacts of high-intensity uses and provide for the healthy coexistence and integration of various land uses.

Policy 4.2.1 The City shall adopt land development regulations that provide protection for adjacent residential areas and low intensity uses from the impacts of high intensity uses by separating intense uses from low-intensity uses by transitional uses and by performance measures. Performance measures shall address the buffering of adjacent uses by landscape, building type and site design. Regulation of building type shall insure compatibility of building scale, and overall building appearance in selected areas. Regulation of site design shall address orientation. Such regulation shall also include arrangement of functions within a site, such as parking, loading, waste disposal, access points, outdoor uses and mechanical equipment; and the preservation of site characteristics such as topography, natural features and tree canopy.

MEMORANDUM

To: City Plan Board
City of Gainesville Department of Doing

From: Clay Sweger, AICP
eda engineers-surveyors-planners, inc.

Date: September 6, 2019

RE: Petition PB-19-88TCH Additional Background Material for Land Development Code (LDC) Text Amendment – Permit Recreational Vehicle Parks in I-1 Zoning District

Background

At the August 22, 2019 City Plan Board meeting, the Board requested additional information be provided concerning Petition PB-19-88TCH. Petition PB-19-88TCH is a request to amend the text of the Land Development Code to add Recreational Vehicle Park as a use by right in the I-1 zoning district.

The information requested by the Plan Board included the following:

1. A map showing I-1 zoned properties
2. A map showing I-1 properties greater than or equal to 10 acres in size
3. Information from Department of Doing staff concerning possible additional zoning districts where Recreational Vehicle Parks might be located

This memo provides the maps showing I-1 zoning locations requested by the Plan Board and some additional background information related to the justification for the proposed text change. The Department of Doing staff will provide the information concerning recommended additional zoning districts where the Recreational Vehicle Parks might be located.

Map and Supplemental Information

Attached is a map labelled “Industrial (I-1) Zoning Districts in Gainesville, Highlighting I-1 Zoned Parcels at least 10 Acres in Size & Points of Interest.” This map illustrates all I-1 zoned properties, I-1 zoned properties that are greater than or equal to 10 acres, and “Points of Interest” that RV travelers might visit as part of a stay. These points of interest include: the University of Florida, local hospitals, local parks and community centers, the Gainesville Raceway, Paynes Prairie State Preserve, Rail Trails, the Gainesville Regional Airport, Ironwood Golf Course, and the downtown area. Generally, the greater than or equal to 10 acres I-1 parcels are within less than 5 miles of

key points of interest. In many cases, the I-1 parcels are within 1-3 miles of parks and community centers.

Some Plan Board members questioned the proximity of I-1 zoned properties to recreational and other entertainment-type facilities. As the map indicates, the I-1 properties are located close to Gainesville community facilities and would place RV users much closer to those facilities than existing Recreational Vehicle Parks in Alachua, Hawthorne, and High Springs.

Many of the I-1 zoned sites are also in close proximity to the airport. This means that visitors flying in could potentially rent a recreational vehicle (which is an allowed use in the I-1 zoning district) and stay in an area close to the airport for transit in and out of Gainesville.

In addition, some Plan Board members expressed concerns that RV users in the I-1 zoning district would be placed in a heavy industrial environment that was not conducive to rest and recreation. The I-1 zone does not allow heavy industrial activity, and in fact, it was designed as a transitional zone between high intensity industrial (I-2) and residential/commercial areas.

Below is text from the I-1 Purpose clause that existed in the previous Land Development Code (LDC). Unfortunately, the updated LDC did not include Purpose and Intent sections. However, the I-1 district permitted uses did not change substantially from the prior Code, so that Purpose clause should remain applicable.

*The I-1 district is established for the purpose of providing sufficient space in appropriate locations physically suitable for the development of certain types of **retail-commercial sales and services**, as well as research operations, wholesale or storage distribution concerns, and enterprises engaged in light manufacturing, processing or fabrication of products and machinery. This district contains those industries which generally are not objectionable because of noise, heavy truck traffic or fumes, or which generate nuisances which may be mitigated adequately by performance standards. In many instances, this district serves as a transition zone between intensive industrial activities and uses that are relatively sensitive to nuisance, such as residential and commercial areas and arterial streets.*

As can be noted from this Purpose section, the I-1 zoning district has never served as a heavy manufacturing or high intensity industrial district. Many of the uses allowed in the I-1 district are highly compatible with Recreational Vehicle Parks. These uses include the following:

- Outdoor Recreation
- Indoor Recreation
- Restaurants
- Alcoholic Beverage Establishments
- Drive-through facility
- Food Truck
- Microbrewery, Microwinery, Microdistillery
- Offices
- Passenger transit or rail stations
- Personal Services
- Public Parks

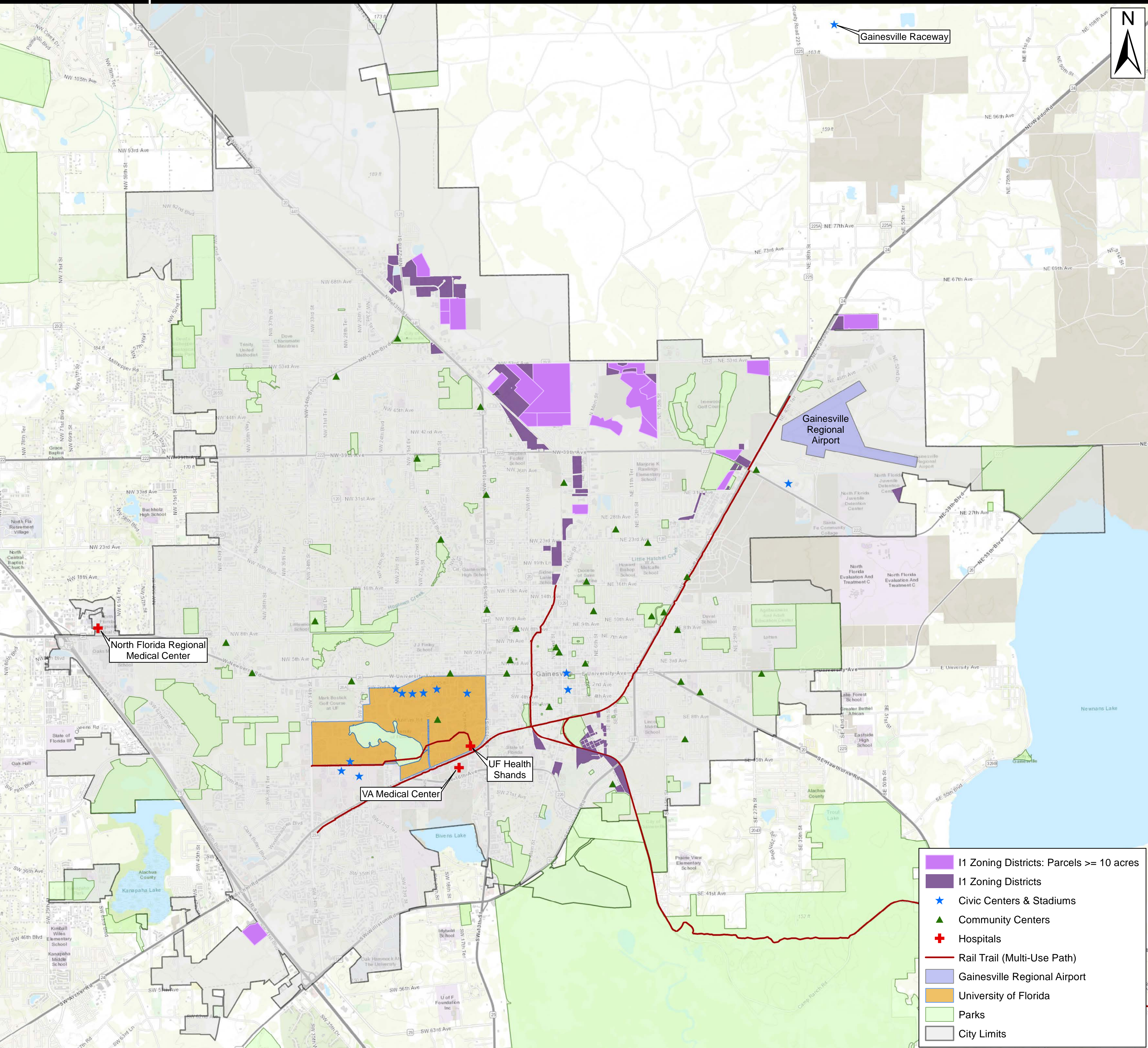
- Retail sales (by Special Use Permit)
- Scooter or electric golf cart sales
- Vehicle rental
- Vehicle sales

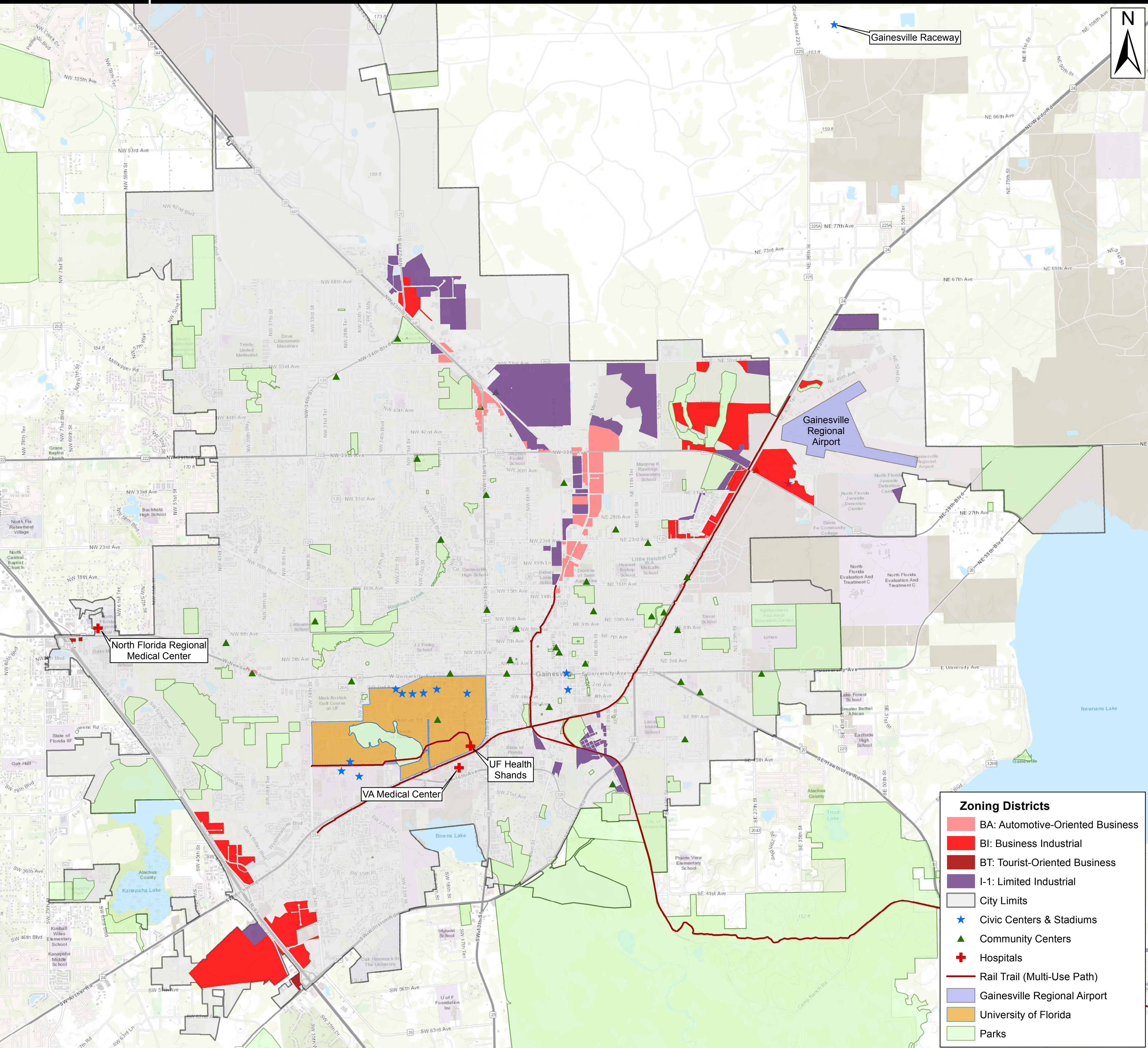
As can be noted from the above list, Recreational Vehicle sales or rentals are allowed in the I-1 zoning district. It is a logical extension to allow Recreational Vehicle Parks in this zoning district.

The performance standards recommended by the applicant and the Department of Doing staff (which include landscaping and buffering requirements, among other site improvements) ensure that any Recreational Vehicle Park would be a compatible with surrounding uses and that site will be enhanced for visitors in RVs.

Industrial (I1) Zoning Districts in Gainesville

Highlighting I1 Zoned Parcels at least 10 Acres in Size & Points of Interest





Zoning Districts

- BA: Automotive-Oriented Business
- BI: Business Industrial
- BT: Tourist-Oriented Business
- I-1: Limited Industrial
- City Limits
- Civic Centers & Stadiums
- Community Centers
- Hospitals
- Rail Trail (Multi-Use Path)
- Gainesville Regional Airport
- University of Florida
- Parks