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**Attachment 2**

**Supplement to the Concurrency Management Element Data and Analysis Report  
(December 2, 2004)**

**Supplement to the Concurrency Management Element Data and Analysis Report  
(Petitions 78LUC-04PB & 79CPA-04PB, December 2, 2004)**

Petitions 78LUC-04PB and 79CPA-04PB contain maps and policies to add a portion of the area known as the Archer Road/SW annexation area into the City's Transportation Concurrency Exception Area (TCEA) and create a new Zone C of the TCEA with special policies for this area. This document provides the background information/justification for the addition of the area to the TCEA and how it meets statutory requirements.

The entire annexed area consists of approximately 1,314.1 acres, most of which was already developed prior to annexation. A small portion of this area has already been added to Zone A of the TCEA (recently adopted by Ordinance 030627, 4/26/04).

This report concerns the remaining area consisting of approximately 1,199.6 acres. Based on data from the Alachua County Property Appraiser's Office and using the City's land use and zoning categories, only 18.5% of this area is developable vacant land.

**Annexation history**

In September 2002, the City of Gainesville finalized the annexation of a portion of the unincorporated urbanized area referred to as the Archer Road/SW annexation area. The annexation was by referendum and followed the requirements of the Boundary Adjustment Act (a full discussion of this Act and annexation procedures is included in the Data and Analysis Report of the City's Intergovernmental Coordination Element). This was consistent with Policy 1.2.1 in the Intergovernmental Coordination Element, which states:

**Policy 1.2.1**

The City shall proceed with annexation according to the criteria of the Alachua County Boundary Adjustment Act. Urban areas within its Urban Reserve Area that meet the criteria of "urban in character" outlined in Section 9 of the Boundary Adjustment Act are subject to annexation by the City.

Police, fire, potable water, wastewater, solid waste, and recreation services are all available in this area consistent with the Urban Services Report prepared by the City of Gainesville prior to annexation.

**Description of the area**

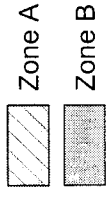
Map 1 illustrates the area proposed for addition to the TCEA as Zone C. The area is bounded on the west by the east ROW line of I-75 (thus, I-75 is not proposed for inclusion in the TCEA); on the north by Archer Road (west of SW 34th Street) and by TCEA Zone A east of SW 34th Street); on the south by Williston Road (on the Florida Intrastate Highway System (FIHS)); and on the east by SW 23rd Terrace.

# Proposed Zone C Expansion to the Transportation Concurrency Exception Area

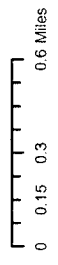
Gainesville, Florida

— Gainesville City Limits

Existing Transportation Concurrency Exception Area Sub-Zones

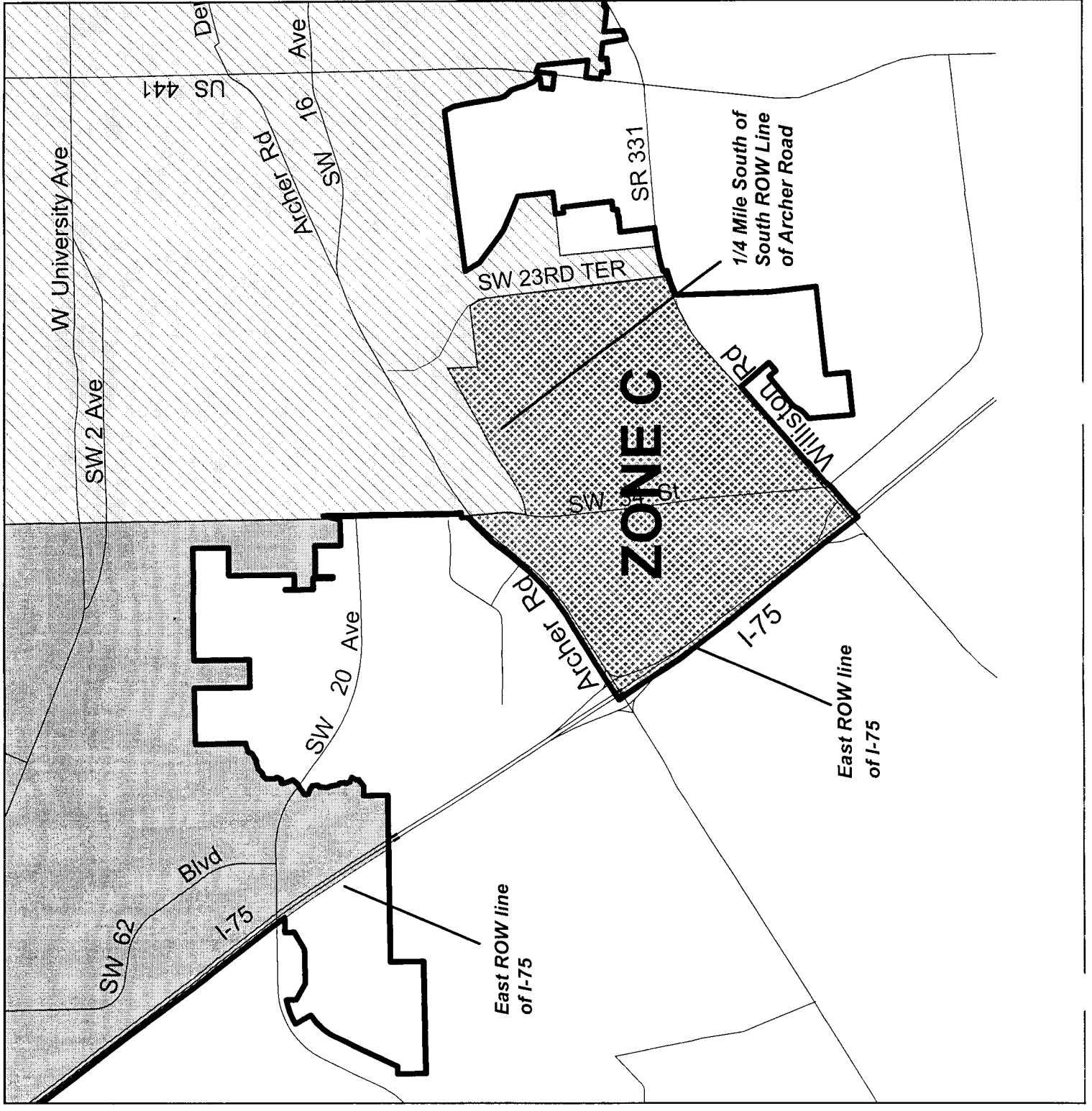


Proposed Expansion to the Transportation Concurrency Exception Area Sub-Zones



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City of Gainesville  
 Gainesville, Florida  
 Prepared by  
 Dept. of Community Development  
 June 10, 2004



Based on the Future Land Use Map (FLUM) adopted for this area (see the City's FLUM adopted in the Future Land Use Element), the majority of the parcels are designated R-M (medium density residential, 8-30 units per acre). There are no parcels designated for Single Family land use in this area (however, there are some existing single family dwellings).

Additional land use categories include:

Commercial (along the south ROW line of Archer Road and along the northern-most and southern-most frontage of SW 34th Street).

Public facilities (the main post office is located on SW 34th Street)

Industrial (west of SW 34th Street)

Mixed-use low and medium (interspersed in the area)

To the north (outside city limits) is a major Alachua County activity center known as Butler Plaza and other associated commercial properties. This is a regional activity center serving the needs of several surrounding counties.

#### **Development within the area**

Development patterns within this area were set prior to the City's annexation. The area has been under development for decades under the jurisdiction of Alachua County. The original Butler Plaza shopping center (outside city limits) was built during the 1970s. Expansions of the commercial and multi-family development in the area have been ongoing for more than 30 years, resulting in an area that now has only 18.5% developable vacant land.

The area is characterized by low rates of owner-occupancy in residential units (13.1%), which is indicative of the student-oriented multi-family complexes in the area (86.9% rentals). The area's proximity to the University of Florida has resulted in a high level of student population (2000 Census). The densities associated with the multi-family units (8-30 units per acre) and the concentration of apartment units within the area have provided an opportunity for excellent levels of transit service (this will be discussed in a later portion of this document).

Commercial activity is currently concentrated on Archer Road (both inside and outside city limits). Shopping centers, restaurants, and other services are already existing (and were prior to annexation). There is also commercial along both sides of SW 34th Street in the northern portion of the road. A development approval for the western side of SW 34th Street/Williston Road) has already been granted by the City for a Publix Shopping Center to be known as Shoppes of Williston Road. The development will consist of 61,503 square feet of retail on 8.16 acres. The traffic study associated with this development projects 3,268 average daily trips.

The main post office is located on SW 34th Street with a Public Facilities land use category. There are a large number of industrial uses west of SW 34th Street to I-75 in the center and southern portions of the area.

Nationwide Insurance has a large service center at the corner of SW 34th Street/Williston Road. This property has been designated Mixed-Use Medium with a Corporate Park zoning category.

There is a diversity of employment in this area provided by: retail/restaurant businesses, Nationwide Insurance, the post office, other service uses, and the industrial uses.

### **Redevelopment and the TCEA**

The City's original TCEA (adopted December 1999) was established as a redevelopment TCEA under the provisions of Rule 9-J5.055(6)(a)2. (FAC) and Chapter 163 Florida Statutes. These regulations require that a redevelopment transportation concurrency exception area be located within "a specific geographic area delineated in the comprehensive plan for urban redevelopment ... within an existing urban service area pursuant to Section 163.3164(29), F.S., established in the plan as a specific geographic area which does not contain more than 40 percent developable vacant land." The proposed expansion of the TCEA to create a Zone C includes areas within city limits that meet this criteria. (This is discussed further in the Compliance with the State requirements for a redevelopment TCEA section below.)

Redevelopment is an ongoing goal of the City, and the TCEA has been a necessary tool in these efforts. Goal 2 and the associated policies in the Future Land Use Element support this concept.

The proposed Zone C area contains only 18.5% developable vacant land (approximately 222.2 acres; the Shoppes of Williston Road development, which is in for development plan approval, will reduce this acreage to about 214 acres within a short period of time). Redevelopment of this area will be a primary focus over the span of the 2000-2010 Comprehensive Plan. The City has already approved a redevelopment proposal for a parcel on Archer Road (Steak and Ale site), which will become a Walgreen's.

Redevelopment often involves intensifying uses, increasing square footage, or adding residential density at sites. The City's experience has been that trip credits (even with the State's 110% trip credit allowance for redevelopment) at sites are often inadequate to allow development when roadway levels of service are below adopted levels (i.e., the development cannot meet transportation concurrency requirements). Since the financial aspects of redevelopment make it feasible only when there is increased density or intensity at the site, transportation concurrency problems can hinder redevelopment efforts.

The City's existing TCEA has encouraged redevelopment, and it is the intent of this

proposal to expand the TCEA to create opportunities in the Archer Road/SW annexation area.

### **Compliance with the State requirements for a redevelopment TCEA**

The expansion of the TCEA to create Zone C comes under the Rule 9J-5.0055(6)(a)2. This section will explain how the proposed area meets the State requirements.

1 Proposal within the Comprehensive Plan of a specific area.

Petition 78LUC-04PB provides the Comprehensive Plan map amendments necessary to adopt a Zone C addition to the TCEA. The specific area and boundaries were illustrated in Map 1. This petition also includes the relevant legal descriptions for this area (Attachment D to that petition).

2. A specific geographic area, or areas, delineated in the local government comprehensive plan for urban redevelopment pursuant to Section 163.3164(26), F.S.

Petition 78LUC-04PB contains Map 4, which amends the Future Land Use Map Series to include the Zone C area within the Designated Urban Redevelopment Area (which was previously adopted). Policy 1.5.7 in the Future Land Use Element also supports this designation.

3. The plan must show that the urban redevelopment area is...or within an existing urban service area pursuant to Section 163.3164(29), F.S., established in the plan as a specific geographic area which does not contain more than 40 percent developable vacant land.

Policy 1.5.6 in the Future Land Use Element designates the area within city limits as an "existing urban service area." This policy is shown for amendment in Petition 79CPA-04PB to clarify that the annexed area is part of the existing urban service area.

"Existing urban service areas" are built up areas where public facilities and services such as sewage treatment systems, roads, schools, and recreation areas are already in place. The 1999 Concurrency Management Element Data and Analysis Report contained the support information for the urban service area designation for the original TCEA.

The proposed Zone C expansion area is also urban in character and, under the provisions of the Boundary Adjustment Act, had to meet that requirement to be the subject of annexation. The area is "built-up" with only 18.5% developable vacant land remaining. Public facilities and services are fully available within this area.

The City of Gainesville (through Gainesville Regional Utilities) provides potable water and wastewater service to this area, including potable water system mains, potable water storage tank facilities, wastewater treatment, wastewater collection systems, and lift stations (and did so prior to annexation). The Potable Water/Wastewater Data and

Analysis Report shows the urban service area for these utilities, and this area is well within the service area.

An existing road network serves this area. State roads include: Archer Road, Williston Road, and SW 34th Street (I-75 serves the area, but is not included within the proposed Zone C boundary). Major city collector roads include: SW 37/39th Boulevard, SW 23rd Terrace, and SW 35th Place. There are also city-maintained streets that fall within the local streets category. Within the area there are also private roads and driveway systems that interconnect to public roads.

While there are no public schools or public recreation facilities within this specific area, the population there has these services available. The Alachua County public school system includes this area within its school zones.

Existing recreation facilities were shown in the Recreation Element Data and Analysis Report. City recreation facilities and parks are open to all city residents, regardless of location. All quadrants of the city are served by recreation facilities, and also service the unincorporated area. Many of the apartment complexes in this area offer private recreation facilities such as pools, tennis courts, gyms, and volleyball. Since many of the residents of this area are University of Florida (UF) students, they enjoy the broad range of recreational services available at UF.

There is also a requirement that the existing urban service area contain not more than 40% developable vacant land. Developable vacant land excluded water bodies, conservation/passive recreation areas, common areas, and road rights-of-way.

Using the Alachua County Property Appraiser's data, the City's Geographic Information System, and development records, the total area within the city limits (designated urban service area), including the proposed TCEA Zone C area, contains 19.98% developable vacant land (6,910.9 vacant acres/34,585.6 total area). Currently, there are active development proposals for several of the vacant parcels, and they are proceeding through the development approval process.

The designated urban services area (city limits) meets the requirement that there be not more than 40% developable vacant land. In fact, at 19.98%, the area is less than half of the maximum allowed vacant land percentage.

4. The local comprehensive plan shall contain objectives and policies which specify actions and programs to promote urban redevelopment.

Goal 2, Objective 2.1, and Policies 2.1.1 - 2.1.4 in the Future Land Use Element all are adopted policies concerning actions/programs to promote urban redevelopment. In addition, Objectives 1.3 and 1.5 in the Future Land Use Element contain policies to guide redevelopment and discourage urban sprawl.

5. To implement the transportation concurrency exceptions, a local government should

adopt as an amendment to its comprehensive plan, guidelines and/or policies which specify programs to address transportation needs of such areas. The guidelines may incorporate a wide range of strategies including, timing and staging plans, parking control and pricing policies, transportation demand management programs, transportation system management programs, availability of public transportation, and utilization of creative financing tools for the provision of transportation services and facilities.

When the Concurrency Management Element was adopted in 1999, policies were developed to address transportation needs. In particular, Policies 1.1.4, 1.1.5, and 1.1.6 regulated development based on the estimated average daily trip generation.

Because of the addition of Zone C to the TCEA, the City proposes a new Policy 1.1.7 in the Concurrency Management Element that sets specific standards for development or redevelopment in this area. Map 2 illustrates the potential modifications in Zone C that are related to some of the Policy 1.1.7 standards. These modifications would increase the interconnected street network, add sidewalk systems in areas with high pedestrian trips, add to the existing bicycle trail system in the area, and enhance safety with a roundabout on SW 23rd Terrace. As redevelopment or development in the area occurs, developers may either construct or contribute to these modifications as required by Policy 1.1.7 (based on the estimated trip generation).

See Attachment 1 for the entire set of Concurrency Management Element Goals, Objectives and Policies. Other, existing policies in the Concurrency Management Element will also be applicable to Zone C. These policies set design standards, specially regulate auto-oriented uses, set requirements for parking, and a new policy (1.2.5) that encourages redevelopment in transit hub or transit transfer station areas by reducing the number of trips for which Policy 1.1.6 or 1.1.7 standards must be met. The Element as a whole addresses transportation mobility needs citywide. Policies in the Transportation Mobility Element also address transportation needs.

6. The guidelines and/or policies and programs implementing a transportation concurrency exception area as required in the above paragraph (c), if applicable, must demonstrate by supporting data and analysis, including short and long range traffic analysis, that consideration has been given to the impact of proposed development within the concurrency exception area on the Florida Intrastate Highway System.

Within the City's Transportation Mobility Element (see Policy 7.1.6), the City has adopted the required LOS C for roads on the Florida Intrastate Highway System (FIHS). The City's previously adopted TCEA created policies in the Concurrency Management Element to monitor the FIHS (see Policies 1.9.1 and 1.9.2). To date, the City's TCEA has not been detrimental to the FIHS. The City will continue to monitor the FIHS annually per these policies and involve the Florida Department of Transportation (FDOT) in proposals involving State roads (particularly the FIHS). This provides an early warning system for evaluating potential LOS problems on the FIHS. The City has not received any proposals for land use amendments for properties along or



# TCEA Zone C Area

- Potential Modifications -

## Legend

### TCEA Zones



Zone A



Zone C



Projects

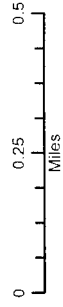
1. Construction of sidewalk at SW 35th Pl (PARTIALLY FUNDED)
2. Construction of roundabout (UNFUNDED)
3. Extension of SW 40th Blvd (PARTIALLY FUNDED)
4. Extension of SW 47th Ave (UNFUNDED)
5. Construction of sidewalk at SW 27th St connecting to Williston Rd (UNFUNDED)
6. Construction of sidewalk at SW 37th Blvd to Archer Rd (UNFUNDED)
7. Construction of sidewalk at SW 32nd Terrace (westside) from SW 35th Pl to University Towne Center sidewalk network (UNFUNDED)
8. Extension of SW 40th Place from SW 27th Street to SW 47th Ave (UNFUNDED)

— Existing Sidewalks

- - - Sidewalk under construction

Zone A

Zone C



Prepared by the  
 Dept of Community Development  
 March 31, 2005  
 File:MikeE\_2004\Onelia\_BusRoutes\_4-30

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near Williston Road. All of the land use categories adopted after annexation were consistent with what was adopted by Alachua County for this area. The proposed TCEA Zone C should have minimal impact as a result.

Interstate-75 and Williston Road are both on the Florida Intrastate Highway System (FIHS). The proposed TCEA Zone C expansion specifically excludes I-75 from the TCEA. The western TCEA boundary is set at the east ROW line of I-75.

The latest Average Annual Daily Traffic Highway Level of Service Report (Level of Service Tables) produced by the North Central Florida Regional Planning Council (October 2003) indicates that Williston Road (SR 331) from I-75 to SW 13th Street is operating at LOS B (71% of capacity) with an AADT of 24,750.

The latest update of the Long Range Transportation Plan (December 2000) projects that the 2020 total volumes on Williston Road from I-75 to SW 13th Street will reach an average AADT of 36,326. This would exceed the allowable maximum volume of 34,700 (at LOS C) calculated using the Generalized Tables. An Art-Plan Analysis should be performed within the next 3 years to determine if there are higher maximum service volumes that might still be achieved at LOS C.

The Long Range Transportation Plan is currently being updated to reflect the 2000 Census data. The City will evaluate the results for Williston Road, in light of the TCEA expansion, when the model runs are complete.

Based on the City's current experience with its TCEA, it is believed than expansion of the TCEA for Zone C provides the best strategies for controlling and reducing congestion on Williston Road. The Policy 1.1.7 standards, combined with the Policy 1.1.4 requirements will provide for better development practices as redevelopment or new development occurs in this area. Policies in the City's Concurrency Management, Future Land Use, and Transportation Mobility Elements are supportive of multi-modal solutions to improve transportation problems. The regulatory power of the TCEA (and its link to concurrency) will add tools to aid the transportation situation in this area.

Widening of Williston Road to 6 lanes is not an option based on the City's adopted Comprehensive Plan (the road is currently at 4 lanes). Policy 7.1.1 in the Transportation Mobility Element limits the maximum number of travel lanes for new or widened streets within city limits to 4 travel lanes. Policy 7.2.1 in the Transportation Mobility Element states:

"Widening a street will not be used as a first response strategy to reduce car congestion. The City shall consider alternative solutions such as intersection modification, signal timing, round-about, and strategies that promote bus use, bicycling, and walking."

The proposed TCEA Zone C (with standards, solutions, and modifications set in Policy 1.1.7 and other policies in the Concurrency Management Element) is the best, proactive solution to resolving potential LOS issues on Williston Road.

## **Transportation issues in Proposed TCEA Zone C**

There are a variety of existing transportation mobility options in TCEA Zone C including automobiles, buses, bicycles, or pedestrian travel. Each of these will be discussed below.

### Automobiles/trucks

Zone C contains roads currently carrying vehicular trips at moderate to high levels. The latest reports (from the North Central Florida Regional Planning Council) indicate Archer Road from I-75 to SW 34th Street has average annual daily trips (AADT) of 47,500. This segment of Archer Road has exceeded 85% of capacity when reserved trips are taken into account.

Portions of Archer Road west of SW 34th Street lie within 1/4 mile of the intersection of Archer Road/SW 34th Street which is a failing intersection. Development orders cannot be issued in this area because the segment of Archer Road east of SW 34th Street to SW 16th Avenue is at LOS (level of service) F when reserved trips are taken into account.

Aside from the background growth of traffic in the area, three developments approved by Alachua County west of I-75 on Archer Road will likely impact Archer Road within city limits in the near future. Brytan is a mixed use planned development approved for 700 residential units and 300,000 square feet of non-residential uses through August 2011. Park Lane Apartments is a mixed use planned development approved for Phase 1 with 224 multi-family units (the total development will contain 426 multi-family units and 76,000 square feet of retail/office space). And, the Longleaf Planned Development has an approval of 10 years for an ultimate build-out of 550 single-family residential units (by the year 2012). Ultimately, some of these trips will come onto the Archer Road segment within city limits and result in the LOS failure of the segment.

Given the growth in background trips from areas outside of city limits, it is possible that the Archer Road segment from I-75 to SW 34th Street may fail as soon as the next update of the LOS Report (usually received in the fall from the North Central Florida Regional Planning Council). The proposal for TCEA Zone C is a proactive approach to resolving concurrency issues before they occur.

SW 34th Street and Williston Road are both carrying moderate traffic volumes at this time. The latest LOS Report indicates that SW 34th Street has 30,330 trips and operates at LOS C. However, there are reserved trips from the University Towne Center Development, Gainesville Place Apartments, and an expansion of Nationwide Insurance that must be accounted for. In addition, a development proposal has been submitted for Shoppes of Williston Road (corner of SW 34th Street/Williston Road, west side) that will generate 3,268 average daily trips. The new reserved trips associated with the proposed Shoppes of Williston Road development and redevelopment of the I-75/Williston Road gas station (with added fueling positions) cause Williston Road from I-75 to SW 13th Street to exceed the 85% of capacity threshold (meaning it is approaching the adopted

LOS capacity).

The recent installation of two new traffic signals on SW 34th Street has also resulted in a reduction in the maximum service volume on this road segment. The signal additions were necessary to safely handle traffic generated by new residential and commercial developments on the corridor and are indicative of the increasing urbanization of this area.

Williston Road from I-75 to SW 13th Street is carrying 24,750 average daily trips and currently operates at LOS B. As discussed earlier, this road is on the FIHS and the City believes that the policies associated with Zone C of the TCEA are the best proactive transportation solution for managing trips on the FIHS in this area.

SW 23rd Terrace is a city-maintained street that currently has a volume of 10,641 average daily trips. It is operating at LOS D.

All of the above streets serve as major transportation routes to several regional facilities, which include: Shands Hospital, the UF Medical Center, the VA Hospital, Butler Plaza and other commercial developments on Archer Road/SW 34th Street, the main U.S. post office on SW 34th Street, and the UF Veterinary School. The main post office serves not only Alachua County, but also Levy and Gilchrist Counties as the regional collection point.

Employment at these facilities comes from both outside city limits and outside the County. Figure 1 shows the 2000 Census figures for employees from surrounding counties who work in Alachua County. The total number is 17,284 employees. Figure 2 estimates the total number of trips to employment in Alachua County by these employees. A conservative estimate was calculated at 51,852 daily trips (1 trip in, 1 trip out, 50% of employees will take a trip out/trip back at lunch or other time for food, doctor's appointment, shopping, or other errands).

Many of these are employees at Shands. Zip Code data provided by Shands for the current year indicates that 38.2% of their employees live outside city limits (including those who live outside Alachua County), yet they impact roads within the city, particularly in the proposed Zone C area.

#### Pedestrian/Bicycle trips

Residents within the proposed Zone C area have shopping, education, and employment opportunities within close distances. Many of these trips can be made by walking or bicycling. Map 3 shows the existing bicycle facilities and the existing sidewalk network in the area.

On-street bike facilities exist on SW 23rd Terrace, SW 35th Place, and SW 34th Street. Off-street bike facilities are located on Old Archer Road and SW 23rd Terrace.