



PLANNING & DEVELOPMENT SERVICES DEPARTMENT
PO Box 490, STATION 11
GAINESVILLE, FL 32602-0490

306 N.E. 6TH AVENUE
P: (352) 334-5022
P: (352) 334-5023
F: (352) 334-2648

TO: City Plan Board

Item Number: 5

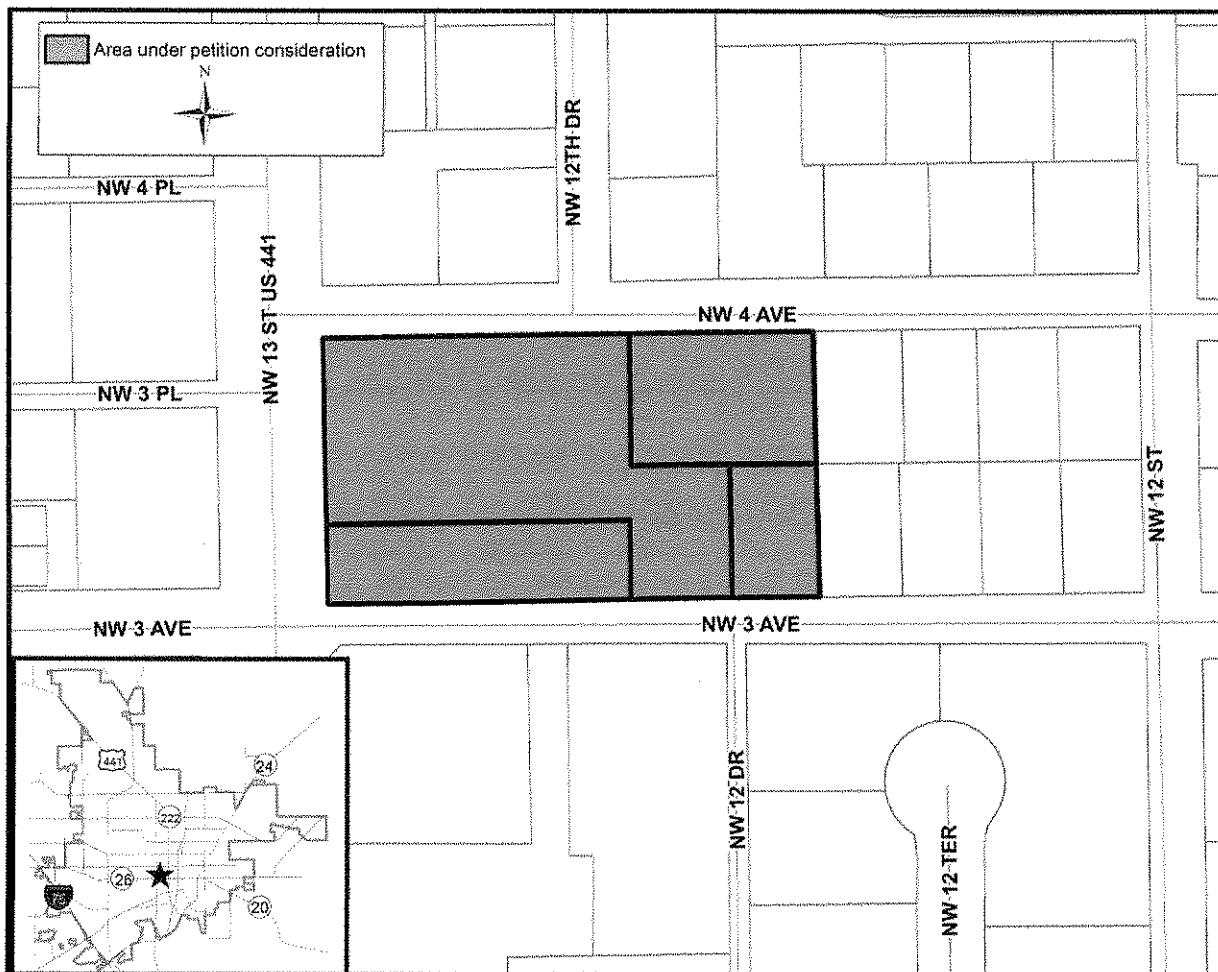
FROM: Planning & Development Services Department
Staff

DATE: Oct. 24, 2013

SUBJECT: Petition PB-13-86 LUC. Causseaux, Hewett & Walpole, Inc., agent for RBLWP Parcel D, LLC, and D. Bruce and Kristin S. Hawkins. Amend an existing Planned Use District and amend the City of Gainesville Future Land Use Map from Residential Low-Density to Planned Use District. Located at 303-319 Northwest 13th Street, 1227 Northwest 4th Avenue, and 1226 NW 3rd Avenue. Related to Petition PB-13-85 PDA.

Recommendation

Staff recommends approval of Petition PB-13-86 LUC with the revised conditions.



Description

This petition requests an amendment to an existing planned use district to reduce the height regulations, increase allowable residential units, and clarify provisions for non-residential square footage. It also includes a request for the addition of another parcel to that planned use district. The future land use map designation for the added parcel will change from RL (Residential Low-Density up to 12 units per acre) to PUD (Planned Use District).

The existing PUD property totals approximately 1.53 acres in size, and the new parcel will add another 0.14 acres at the southeast corner. The new parcel at 1226 NW 3rd Avenue is currently developed with a single-family residence. The remainder of the PUD is developed with several small commercial buildings and another single-family house. Both the new parcel and the approximately 0.3-acre parcel located at 1227 NW 4th Avenue are located within the University Heights Historic District-North. Both of the single-family dwelling units located on the site are considered contributing structures to the historical character of the district. The entire PUD is also located within the Traditional City Special Area Plan area, as well as the Fifth Avenue/Pleasant Street Community Redevelopment Area. Please see the map on previous page for the subject property location, and Appendix B for the full map series.

This area along NW 13th Street is commercial in nature. To the south of the subject property is land with the UMU-2 land use and zoning designation, which is developed with a surface parking lot, a fast food restaurant, and a 6-story hotel. To the southwest is vacant land with PUD (Planned Use District) land use and PD zoning that has been approved for a 10-story mixed-use development (University Corners). Across 13th Street to the west is a doughnut shop and a liquor store, with Urban Mixed-Use 1 (UMU-1: up to 75 units per acre) land use and zoning (UMU-1: Up to 75 units/acre urban mixed-use district). On the north side of the property is a telephone store with a large surface parking area on property with MU-L land use and MU-1 zoning. North of the RL portion of the subject site are two historic single-family dwelling units, with RL land use and RMF-5 zoning. Also, to the east of the property are additional single-family dwellings that are contributing structures to the historic district, with RL land use and RMF-5 zoning.

The purpose of the proposed land use amendment (and related PD rezoning petition) is to enable the applicant to apply for a mixed-use redevelopment project that would include commercial and multiple-family residential uses. The PUD land use category may be applied on any specific property in the City. The category was created to allow the consideration of unique, innovative or narrowly construed land use proposals that because of the specificity of the land use regulations can be found to be compatible with the character of the surrounding land uses. The district allows for a mix of residential and non-residential uses and/or unique design features which may not otherwise be allowed in the underlying land use category. Planned Development (PD) zoning is required to implement any specific development plan under a PUD.

Key Issues

The following are changes recommended to the existing approved PUD:

- Remove the separate allowance for 20,000 square feet of office, and clarify that a total of 26,000 square feet of 'non-residential uses' are allowed.

Petition PB-13-86 PUD
October 24, 2013

- Increase the maximum number of multiple-family units from 168 to 202, and increase the maximum number of bedrooms from 230 to 288.
- Reduce the overall maximum building height from 8 stories to 7 stories, and 106 feet to 85 feet.
- Allow for the maximum building height to extend further to the east.

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: Consistency with the Comprehensive Plan; Compatibility and surrounding land uses; Environmental impacts and constraints; Infill and redevelopment; Impacts on Affordable Housing; Impacts on the transportation system; An analysis of the availability of facilities and services; Need for the additional acreage in the proposed future land use category; Discouragement of urban sprawl; Need for job creation, capital investment, and economic development; Need to modify land use categories and development patterns within antiquated subdivisions.

1. Consistency with the Comprehensive Plan

The proposed PUD land use amendment is consistent with the City's Comprehensive Plan. Policy 4.1.1 of the Future Land Use Element describes the features necessary for PUD designation, including the fact that, "The category is created to allow the consideration of unique, innovative or narrowly construed land use proposals that because of the specificity of the land use regulations can be found to be compatible with the character of the surrounding land uses and environmental conditions of the subject land. This district allows a mix of residential and non-residential uses and/or unique design features which might otherwise not be allowed in the underlying land use category." The proposed development is a 7-story mixed-use structure with a step down in height to the east, with approximately 26,000 square feet of specialty retail and 202 multiple-family residential units. The proposal is unique in that it would provide high-density housing combined with a space for restaurants, a mid-size retailer, or offices, within easy walking distance of the University of Florida and also the Santa Fe College downtown campus.

In an effort to protect the character of the historic district and the single-family uses there, the development is proposing a stepped down approach where the structures that will be adjacent to the neighborhood to the east will be a maximum of 60 feet in height, and then go up to 7 stories (and 85 feet) towards the west to N.W. 13th Street. Although the mix of uses is allowed in other zoning districts such as UMU-2, the stepped down height regulations can only be required by a PUD land use designation and associated PD zoning.

Objective 4.2 and Policy 4.2.1 of the Future Land Use Element both state that the City should protect low-intensity uses from the negative impacts of high-intensity uses and provide for the healthy coexistence and integration of various land uses. These policies can be adequately met by this petition because although a high intensity land use category is adjacent to an existing low-density residential area, protections can be placed within the adopting ordinance for the PUD land use and associated PD zoning.

Goal 2 of the Future Land Use Element calls for redevelopment that will promote transportation choice, quality of life, and a healthy economy and discourage urban sprawl. This proposed land use amendment includes four separate parcels, and the 0.3-acre parcel at 303 NW 13th Street and the 0.9-acre parcel at 1249 NW 4th Avenue have direct frontage on NW 13th Street. These lots have housed small-scale commercial uses for many years, and are mostly paved over with open parking areas. Redevelopment of these lots into a more intense, pedestrian-oriented development is desirable in close proximity to the University of Florida.

A list of other applicable Comprehensive Plan policies is located in Appendix A, and the applicant's analysis of consistency with the Comprehensive Plan is on Page 16 of their Justification Report (Appendix D).

2. Compatibility and surrounding land uses

This petition requests changes to the existing PUD and incorporates additional property with an RL land use designation. To the west is land designated UMU-1, which allows for a mixture of commercial, office, and high-density residential uses within up to 6-story buildings. Directly to the south is land designated UMU-2, which is similar but allows 6 stories by right and up to 8 stories with a special use permit. North of the two parcels that front on N.W. 13th Street is MUL property (allowing 5 stories), while RL property is adjacent to the east and northeast. The proposed development is compatible with existing and proposed commercial activity along N.W. 13th Street. Table 1 at the end of this document contains a complete list of existing adjacent uses and the zoning and land use categories for adjacent properties.

This proposal includes two single-family lots which contain historic structures. This portion of the proposed development site extends into an existing single-family neighborhood and the University Heights-North Historic District. The PUD land use designation allows for the placement of conditions on the development that staff and the surrounding property owners find acceptable in terms of protecting the adjacent neighborhood. These conditions focus on ensuring a reasonable transition from the one-story historic structures in the neighborhood to the 60-foot parking structure, and then stepping up to an 85-foot, 7-story building along NW 13th Street. The PD ordinance may specify other aspects of the building design that will make it more compatible with the adjacent properties.

3. Environmental impacts and constraints

There are no significant environmental features on the site. The part of the property that fronts on N.W. 13th Street is already fully developed. There are several large heritage trees on the eastern half of the property, and the developer must provide financial mitigation for these trees when they are removed by the proposed development. Stormwater management will be addressed at the time of development plan review. The subject property is not in the Wellfield District or within the 100-year floodplain.

Due to previous uses on the subject property, the Alachua County Environmental Protection Department has identified this as a potential site for soil contamination. The petitioner has also provided information that indicates underground contamination from offsite sources. During the development review process, further investigation will be recommended in the form of soil

sampling, and development of the site will likely require some degree of excavation and cleanup prior to new construction.

4. Infill and redevelopment

Redevelopment of the subject property represents an opportunity for additional urban infill development. All four parcels are previously developed properties which are being served by existing public facilities (including potable water, wastewater, transit, solid waste, public roads, recreation, and public schools). This type of development may encourage further redevelopment in this core area of the City because of the proximity to the University of Florida, the Santa Fe College downtown campus, and the Shands/Veterans Administration medical hub. Increased residential density in this area can help bring more customers to nearby businesses, increasing pedestrian activity and encouraging additional businesses to locate in the area. Additionally, this proposal could provide an important retail use to the area to serve University of Florida students and personnel and residents of the College Park and 5th Avenue neighborhoods, many of whom will not need a car to reach the property.

Redevelopment of this property will also result in the removal of the non-conforming vacant car wash, which is a prohibited use within the Traditional City Special Area Plan. Redevelopment can also lead to the resolution of environmental issues on the property. As indicated in the section on environmental impacts, development of the site will likely require some degree of excavation and cleanup of the soils if contamination is confirmed.

5. Impacts on affordable housing

This land use amendment would increase the residential density on the subject property. The future development proposal that is outlined in the petitioner's application package could include up to 202 dwelling units. This would provide more housing opportunities which may increase the amount of affordable housing.

6. Impacts on the transportation system

Revised traffic calculations were submitted with the application package to provide an estimate of transportation impacts on the surrounding road network. The property is located within Zone A of the City's Transportation Mobility Program Area (TMPA), which is intended to promote redevelopment and infill in areas close to the University of Florida. According to these calculations, trip generation would be 2,090 net daily trips, 88 a.m. net peak hour trips and 238 p.m. net peak hour trips. These net daily trips are compared to the 244 trips calculated for the existing uses on the property. Transit routes 8 and 10 run along NW 13th Street adjacent to the subject property, which should help to reduce impacts on the roadway system. Additionally, the proximity of the development to the University of Florida should encourage the use of alternative modes of transportation such as walking and bicycling.

Due to the location of the property within the University of Florida Context Area, any multi-family residential development must comply with the provisions of Transportation Mobility Element Policy 10.1.14, concerning new multi-family residential development funding capital transit costs associated with transit service needs. Payments shall be based on a proportionate share contribution toward the additional transit service enhancements needed to serve the proposed development in the RTS a.m. and p.m. peak hours to maintain existing service levels

(frequencies). The payment will be based on the expected mode split of all development trips that will use transit. Payments will be made prior to final development plan approval. Any development on the property will also be required to meet the standards of Policy 10.1.4 of the Transportation Mobility Element, because of the TMPA Zone A location.

7. Availability of facilities and services

Based upon projections provided by the petitioner and the approximate number of residential dwelling units proposed, the proposed development will not adversely impact adopted levels of service for potable water, wastewater, solid waste, and recreation. Stormwater management is addressed at the time of development plan review. School capacity is currently adequate for 202 multiple-family units at this location. The area is served by existing public facilities.

8. Need for additional acreage in the proposed future land use category

The additional parcel (1226 NW 3rd Avenue) was acquired by the owners of the existing PUD property, and is being incorporated into the PUD through this proposed amendment. Including this parcel will square off the eastern boundary of the PUD and create a larger contiguous area for development.

9. Discouragement of urban sprawl

Florida Statutes (Section 163.3164) defines ‘urban sprawl’ as “a development pattern characterized by low density, automobile-dependent development with either a single use or multiple uses that are not functionally related, requiring the extension of public facilities and services in an inefficient manner, and failing to provide a clear separation between urban and rural uses.” This PUD proposes multiple uses, including high-density residential. It is located in an existing urban area with access to public facilities and services, and its close proximity to the University of Florida and other destinations will provide opportunities for people to use modes of transportation other than the automobile.

10. Need for job creation, capital investment, and economic development to strengthen and diversify the City’s economy

The development associated with this land use amendment will allow for underutilized property to be redeveloped with new commercial and residential uses. A considerable capital investment will be made on the property in order for this to become a reality.

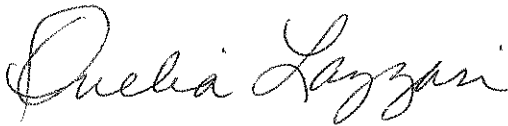
11. Need to modify land use categories and development patterns within antiquated subdivisions

This amendment will allow for the consolidation of several smaller commercial and residential parcels into a single development. The new development will replace the previously constructed strip commercial development along NW 13th Street with a higher intensity mixed use building.

Conditions and Recommendation

The proposed PUD land use designation for the subject property is consistent with the goals, objectives and policies of the Future Land Use Element. Staff supports the revised conditions as drafted by the applicant (Page 23 of Appendix D) and the addition of the parcel at 1226 NW 3rd Avenue into the PUD.

Respectfully submitted,



Onelia Lazzari
 Principal Planner

Prepared by:



Scott Wright

Table 1

Adjacent Existing Uses

North	Surface parking lot, office building, historical district contributing structure single-family dwellings
South	Surface parking lots
East	Historical district with contributing structures (single-family dwellings)
West	Krispy Kreme Doughnuts, ABC Liquor

Adjacent Zoning and Land Use

	Land Use Category	Zoning Category
North	Mixed-Use Low-Intensity, Residential Low-Density	MU-1, RMF-5
South	Urban Mixed Use 2	UMU-2
East	Residential Low-Density	RMF-5
West	Urban Mixed Use 1	UMU-1

List of Appendices

Appendix A Comprehensive Plan GOPs

Appendix B Reference Maps

Exhibit B-1 Existing Land Use Map

Exhibit B-2 Proposed Land Use Map

Exhibit B-3 Aerial Map

Appendix C Application and Neighborhood Workshop Information

Appendix D Comprehensive Plan Amendment Justification Report