

LEGISLATIVE #

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TO: City Plan Board

Item Number: 5

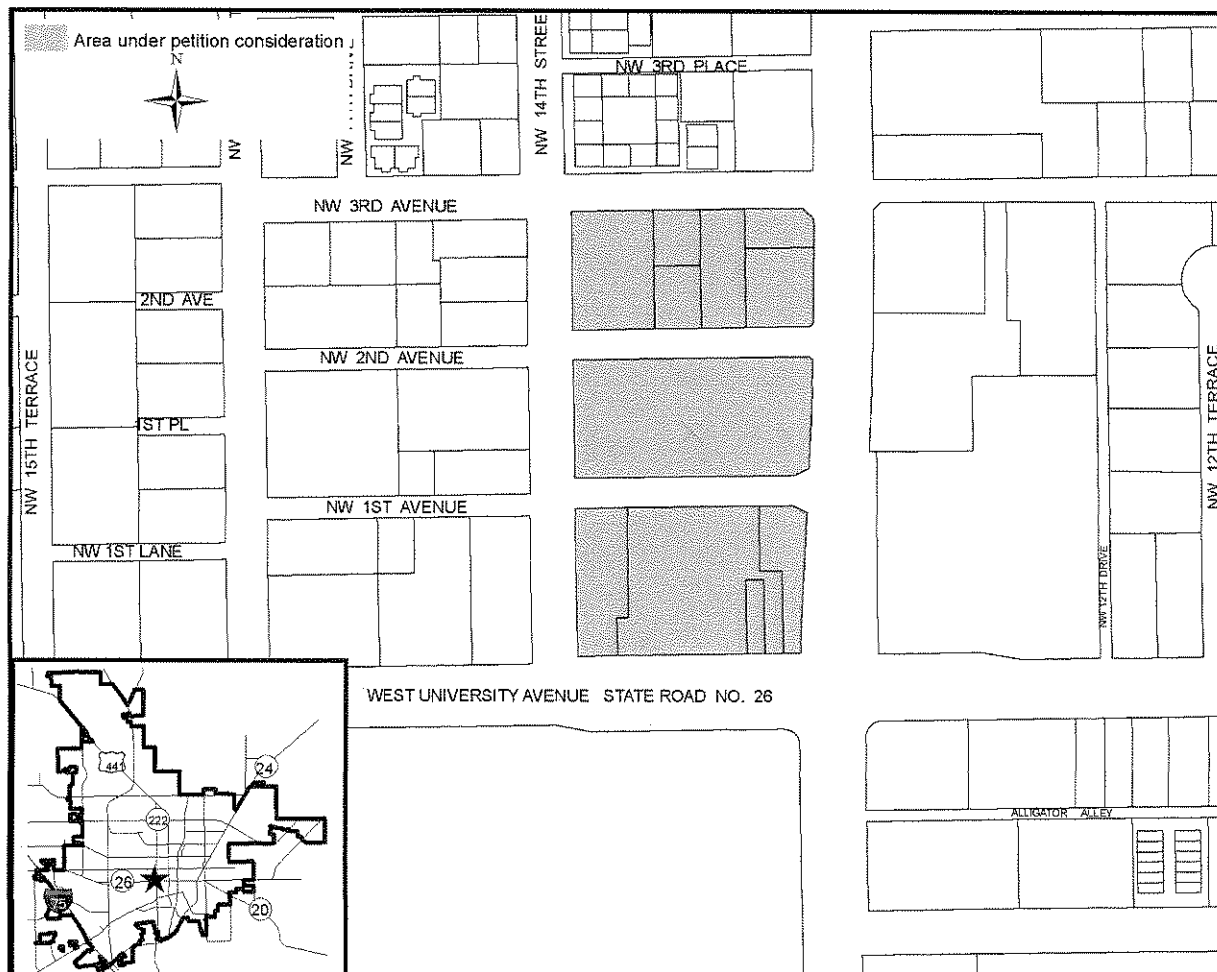
FROM: Planning & Development Services Department
 Staff

DATE: Dec. 3, 2012

SUBJECT: **Petition PB-12-124 PUD.** Brett Dill, agent for University Development of Gainesville, LLC. Amend the text of the Planned Use District ordinance to modify the mix of uses, square footage and building height for University Corners. Located between West University Avenue on the south, NW 3rd Avenue on the north, NW 13th Street (US 441) on the east, and NW 14th Street on the west. Related to PB-12-125 PDA.

Recommendation

Staff recommends approval of Petition PB-12-124 PUD with conditions.



Description

This petition requests an amendment to the approved Planned Use Development (PUD) ordinance (No. 060733) for the proposed mixed-use development known as University Corners. An associated amendment to the approved PD ordinance was also submitted with this request. The property covered by these requests totals approximately 4.4 acres and is located between West University Avenue and Northwest 3rd Avenue and between Northwest 13th Street (US 441) and Northwest 14th Street.

The recently constructed University United Methodist Church (Petition 78SPL-05DB), was an approved use and phase of development within the original PUD and PD. This amendment proposes to remove the 'place of religious assembly' use and the actual church property from the PUD, so that the land use designation of the University Corners project is no longer directly tied to that development or property. In addition, the amendment proposes to make several substantive changes to the previously approved PUD, as follows:

- Remove the allowance for an underground parking structure
- Increase the maximum allowed building square footage from 665,000 to 950,000
- Increase the maximum square footage for the parking garage from 350,000 to 380,000
- Increase the maximum number of residential units from 490 to 500
- Specify that no more than 250 hotel rooms are allowed
- Increase the required usable open space from 31% to 44% of the site area
- Increase the maximum number of building stories from 8 to 10, and the maximum building height from 95 feet to 110 feet
- Increase the number of stories for the parking garage from 9 to 10, and the maximum height of the parking garage from 95 feet to 110 feet
- Remove the requirement for remediation of onsite contamination, since this occurred with the construction of the first phase

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 are specifically found to be compatible with the character of the surrounding land uses. Planned Development (PD) zoning is required to implement any specific development plan under a PUD.

Existing Conditions

The property that is subject to the proposed land use amendment is located in the southeast corner of the College Park Special Area Plan, at the major intersection of University Avenue and West 13th Street. The three blocks of the site have been completely cleared of the previously existing commercial and residential development and currently exist as an open grassed area. Surrounding development includes educational and civic uses, retail and restaurants, a hotel, and multifamily residential. The University of Florida main campus is directly to the south across University Avenue. Across NW 13th Street to the east are the 6-story University Center Holiday Inn and a McDonald's fast-food restaurant, both within UMU-2 zoning and land use designations. The recently approved 13th Street Mixed Use PD (Petition PB-11-08) is located

just to the northeast, and allows for an 8-story building (up to 106 feet in height) with commercial, office and residential uses. Other properties to the north and west within the College Park area are assigned UMU-1 and RMU zoning and land use, and include some commercial uses along University Avenue and 13th Street. The Presbyterian Student Union is just to the west on University Avenue, and the Hare Krishna Student Center is located near the northwest corner of the site. Across NW 3rd Avenue to the north is the 4-story Jackson Square mixed-use development (Petition 55SPL-05DB), which was constructed in 2007.

Adjacent Existing Uses

North	Multi-family residential, offices, restaurant
South	University classroom and administration buildings
East	Hotel, restaurant, surface parking lot
West	Single-family and multi-family residential

Adjacent Zoning and Land Use

	Land Use Category	Zoning Category
North	UMU-1, RMU	UMU-1, RMU
South	Education	ED
East	UMU-2, PUD	UMU-2, PD
West	UMU-1, RMU	UMU-1, RMU

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; Financial Feasibility.

1. Conformance with the Comprehensive Plan

The proposed PUD 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, stating that it "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 policy further states that the PUD 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 would allow a 10-story mixed-use structure over the 3-block area, with permitted uses of commercial, general office and medical office, multi-family residential, and hotel. A condition of the PUD would also require a minimum percentage of usable open space in the form of open air plazas and arcades, as well as pool and recreation areas. A 10-story parking structure is also permitted to serve all of the proposed uses in the development. The project is unique in its scale and the PUD designation will require that the entire 3-block area is developed under a consistent and congruent vision.

The project is innovative in its proposal for a vertical mixture of uses and in the provision of a certain amount of usable open space on the site.

Redevelopment of the subject property into a more intense, pedestrian-oriented development is desirable in the heart of the city and in close proximity to the University of Florida. Objective 2.1 of the Future Land Use Element states that “redevelopment should be encouraged to promote compact, vibrant urbanism, improve the condition of blighted areas, discourage urban sprawl, and foster compact development patterns that promote transportation choice.” The proposed PUD will allow for the redevelopment of a large vacant lot in an important area of Gainesville. The compact nature of the proposed project will allow a large number of people to live, shop and work in an existing urban area near the city center, and thereby provide an alternative to low-density sprawling development. The high density and intensity allowed by this project is notably appropriate at the proposed location, which is directly adjacent to the University of Florida, a short distance from downtown Gainesville, and on the corner of a major intersection. The site is also provided direct access to transit services and is within an area where walking and bicycling are established modes of travel, and the development will be able to benefit from the variety of transportation choices.

Policy 2.1.2 states that the City should strive to accommodate University of Florida students, staff and faculty by providing for multi-family residential and mixed-use development within ½-mile of the campus. The proposed request will provide a mix of uses and up to 500 multi-family units within a block of the university.

Several applicable goals, objectives, and policies of the Comprehensive Plan are included in their entirety in Exhibit A of the report.

2. Compatibility and surrounding land uses

Existing development adjacent to this land use amendment includes single-family structures, two-story to four-story apartments, commercial buildings, university classroom and administration buildings, and a six-story hotel. The PUD proposes to allow buildings or parking garages with a maximum height of 10 stories (or 110 feet) across the entire property. No step-down in building height is proposed away from the major commercial corridors of 13th Street and University Avenue. However, although the existing developments to the north and west are much smaller in scale than the proposed development, the existing uses there are not incompatible with the proposed uses in the University Corners development. A condition in the PUD prohibits commercial uses from fronting directly on NW 14th Street or NW 3rd Avenue, which will lessen the degree of commercial traffic along these primarily residential streets. Additionally, the UMU-1 and RMU zoning on the nearby properties within College Park allows for mixed-use and high-density residential up to six stories in height. The UMU-2 zoning across 13th Street also allows for a mixture of uses and building heights up to eight stories, and so the potential exists for future redevelopment in the area in the form of larger-scale buildings. A neighborhood workshop was conducted prior to submittal of this application, and the details for the workshop are included within Exhibit B to this report.

3. Environmental impacts and constraints

The parcels involved in this request have been previously developed and then scraped of development. There are no significant environmental features or heritage trees on the site. A condition was included in the approved PUD that required that the developer address the potential contamination from an old dry cleaners facility that was located on part of the site. The condition required that the developer provide an agreement that would indemnify the City from issues related to the contamination, and also that the appropriate studies and any necessary cleanup be conducted in accordance with state guidelines. This agreement has been provided, and an analysis of the site was performed in 2005 and a site cleanup and monitoring program was initiated. In August of 2007, the Florida Department of Environmental Protection issued a site rehabilitation completion order verifying the success of remediation efforts. As a result, this issue has been addressed and the related requirements can now be removed from the PUD.

4. Infill and redevelopment

Redevelopment of the subject property represents an opportunity for additional urban infill development. The entire site was previously developed and is served by existing public facilities (including potable water, wastewater, transit, solid waste, public roads, recreation, and public schools). Redevelopment of infill parcels in developing areas must be planned with special care to ensure the integrity of nearby neighborhoods and other existing uses. Therefore, the details of the site layout and building design – including streetscaping, architectural treatments, glazing, the location of vehicular access points, and the placement of mechanical and service areas – should account for the relationship with adjacent roadways and developments. These issues are most appropriately addressed within the context of the associated planned development amendment.

5. Impacts on Affordable Housing

This land use amendment proposes to slightly increase the overall residential density allowed for on the property (by increasing from 490 to 500 maximum residential units). This would provide for more housing opportunities which would then have the potential to increase the availability of affordable housing in the area.

6. Transportation

The property is located within Zone A of the City's Transportation Concurrency Exception Area (TCEA), which is intended to promote redevelopment and infill in areas close to the University of Florida. Bus routes 8 and 10 run along N.W. 13th Street adjacent to the subject property. A revised trip generation analysis was included with the PD application package submitted by the petitioner, in order to provide an estimate of transportation impacts on the surrounding road network. This analysis reveals that despite the increased size of the project, the proposed redistribution of uses (more residential but less commercial) will actually decrease the overall number of trips created by the proposed development. Consistent with Concurrency Management Element Policy 1.1.4, operational and safety improvements may be required for this development, and will be evaluated as part of the development review process. A condition of the PUD prohibits direct vehicular access from University Avenue. Requirements for transit facilities and sidewalks are addressed within the planned development.

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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 Concurrency Management Element Policy 1.1.14, 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 are made prior to the second reading of the planned development zoning ordinance. Any development on the property will be required to meet the standards of Policy 1.1.4 of the Concurrency Management Element, because of the TCEA Zone A location. 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.

7. Financial Feasibility

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 will be addressed at the time of development plan review. School capacity is currently adequate for the 500 proposed multi-family units, based upon the response from the Alachua County School Board.

8. Historic Preservation

There are no existing historic structures on the site, and the proposed request is not adjacent to any historic districts.

9. PUD Conditions

Revised conditions from the previously approved PUD ordinance, with changes shown in strikethrough/underline format, are attached as Exhibit C to this report. Staff recommends approval of Petition PB-12-124 PUD with the conditions proposed by the petitioner.

Respectfully submitted,



Ralph Hilliard
Planning Manager

Prepared by:



Scott A. Wright

List of Exhibits

Exhibit A Comprehensive Plan GOPs

Exhibit B Application and Neighborhood Workshop Information

Exhibit C Proposed Revisions to PUD Ordinance (strikethrough/underline)