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*City of  
Gainesville*

Inter-Office Communication

Planning Division

Item No. 1

TO: City Plan Board

DATE: September 21, 2009

FROM: Planning Division Staff

**SUBJECT:** Petition PB-09-74 LUC. Kimley-Horn and Associates, Inc., agent for S. Clark Butler Properties, Ltd. (**Butler Plaza Land Use Amendment**) Amend the Future Land Use Map from Alachua County Medium High Density Residential (8-14 DU/acre), High Density Residential (14-24 DU/acre), Office/Residential, Commercial, Institutional, and Industrial to City of Gainesville Planned Use District and Commercial. Located between Southwest Archer Road and Southwest 24<sup>th</sup> Ave., and between Southwest 40<sup>th</sup> Blvd. and Southwest 34<sup>th</sup> St. Related to Petition PB-09-84 PDV.

**Recommendation:**

Approve Petition PB-09-74 LUC with the conditions/policies (Exhibit 3).

**Explanation:**

This is a request by the petitioner to change the County land use designation to a City land use designation of Planned Use District (PUD) and Commercial (C) with specific policies that apply to development the area.

The proposed 'Butler Plaza' comprehensive plan amendment totals approximately 264 acres, and is located generally on the north side of Archer Road and to the west of SW 34th Street. The subject property extends all the way north to the newly constructed SW 24th Avenue and in one location reaches all the way to Interstate 75 to the west. The current developed portion (approximately 108 acres) of Butler Plaza has developed over the last 30 years and contains over 1 million square feet of commercial retail uses which are contained in several adjacent shopping plazas and multiple outparcels located along Archer Road. This existing development in its entirety is referred to simply as Butler Plaza, and is accessed by a series of streets and private access drives that connect from Archer Road northward to Windmeadows Boulevard.

The properties within this request have recently undergone voluntary annexation from unincorporated Alachua County to the City of Gainesville per City of Gainesville Ordinance 070722 adopted April 28, 2008. After the annexation in 2008, the owners of the development commenced the State of Florida Development of Regional Impact (DRI) process through the North Central Florida Regional Planning Council. During the review of the DRI, the State adopted Senate Bill 360, which eliminated the DRI process for regional development within communities designated as a Dense Urban Land Area (DULA). Gainesville was designated a

DULA and the applicant has chosen to drop out of the DRI process. Until the City amends its Comprehensive Plan the present Alachua County land use designations and zoning districts are still applicable to the property. Given the applicant expressed timeframe, the petitioner is initiating this request for a land use change to bring the land area into the City's Comprehensive Plan.

The total acreage of this application is approximately 264 acres and is further defined into three (3) subareas of development. These areas are identified on the attached map (Exhibit 1 and generally identified as follows:

- Subarea 1: Existing developed Butler Plaza consisting of approximately 108 acres; generally refers to the developed portions of Butler Plaza that are, south of Windmeadows Boulevard, north of SW Archer Road, east and west sides of Butler Boulevard. Proposed Future Land Use designation: Commercial (C).
- Subarea 2: Undeveloped area consisting of approximately 49 acres;; generally refers to the undeveloped areas of the project north of Windmeadows Boulevard and SW 33<sup>rd</sup> Place, generally south of the proposed SW 62<sup>nd</sup> Boulevard alignment. Proposed Future Land Use designation: Commercial (C).
- Subarea 3: Undeveloped area designated as Towne Centre at Butler Plaza, generally refers to the undeveloped areas of the project including approximately 110 acres, north of Windmeadows Boulevard, south of SW 24<sup>th</sup> Avenue, generally north and northeast of the proposed SW 62<sup>nd</sup> Boulevard alignment. Proposed Future Land Use designation: Planned Use District (PUD).

The proposed land use change will remove the previous Alachua County Industrial, Residential and Institutional designations and will allow commercial and office uses throughout the property, as well as up to 1000 residential units. The existing residential land use designations within Alachua County would allow for the development of nearly 1200 multi-family units on the property. Much of the subject property is also located within the County's SW 34<sup>th</sup> Street/Archer Road Activity Center/Special Area Study. The Alachua County Comprehensive Plan includes separate policies that apply to this study area, and which deal primarily with specific transportation improvements and access issues. In Alachua County, development within any activity center would also have to be consistent with the Policies 2.1.5 through 2.1.13 of the Alachua County Future Land Use Element. These policies (Exhibit 2) would require that this activity center be developed or redeveloped as a compact, multi-purpose center with a mixture of uses and with the inclusion of civic and open spaces. Also addressed in these policies are certain approaches to vehicular access, site and building design, and the arrangement and treatment of parking facilities.

### **Current and Proposed Future Land Use**

#### ***Current:***

The site is currently comprised of Alachua County Future Land Use Designations COMM (Commercial), OFF/R (Office/Residential), IND (Heavy Industrial), HIGH (High Density

Residential), MED-HI (Medium Density Residential), and INST (Institutional). Portions of the site are located within the Alachua County Archer Road/34<sup>th</sup> Street Activity Center.

**Proposed:**

The proposed City of Gainesville Future Land Use Designation is Commercial (C) and Planned Use District (PUD) with appropriate subarea policies (see subarea policies in the Exhibit 3). A table has been provided noting the total amendment area acreage including the acreage per proposed land use designation amendment. Development intensities are provided in the subarea policies.

<b>Existing Future Land Use Designation</b>	
COMM	115.2
OFF/R	9.2
MED HI	56.5
IND	63.3
INST	2.4
HIGH	17.2
<b>Total</b>	<b>263.8</b>

<b>Proposed Future Land Use Designation</b>	
C	152.9
PUD	110.9
<b>Total</b>	<b>263.8</b>

<b>Proposed Future Land Use Designation (by Individual Land Use)</b>	
<b>Change To: C</b>	
<b>Change From:</b>	
COMM	105.5
OFF/R	9.2
MED HI	5.4
IND	32.8
INST	0
HIGH	0
<b>Total</b>	<b>152.9</b>
<b>Change To: PUD</b>	
<b>Change From:</b>	
COMM	9.7
OFF/R	0
MED HI	51.1
IND	30.5
INST	2.4
HIGH	17.2
<b>Total</b>	<b>110.9</b>

Per the City of Gainesville's Comprehensive Plan, the proposed Future Land Use categories Commercial and Planned Use District are defined as follows:

The **Commercial** land use category identifies those areas most appropriate for large scale highway-oriented commercial uses, and, when designed sensitively, residential uses. Land development regulations shall determine the appropriate scale of uses. This category is not appropriate for neighborhood centers. Intensity will be controlled by adopting height limits of 5 stories or less, requiring buildings to face the street, and modest build-to lines instead of a maximum floor area ratio; however, height may be increased to a maximum of 8 stories by special use permit.

The **Planned Use District** land use category is an overlay land use district which may be applied on any specific property in the City. The land use regulations pertaining to this overlay district shall be adopted by ordinance in conjunction with an amendment to the Future Land Use Map of this comprehensive plan. 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. This category shall allow traditional neighborhoods on sites 16 acres or larger in conformance with the adopted Traditional Neighborhood Development (TND) ordinance. Each adopting PUD overlay land use designation shall address density and intensity, permitted uses, access by car, foot, bicycle, and transit, trip generation and trip capture, environmental features and, when necessary, buffering of adjacent uses. Planned Development zoning shall be required to implement any specific development plan under a PUD. In the event that the overlay district has been applied to a site and no planned development zoning has found approval by action of the City Commission within 18 months of the land use designation, the overlay land use district shall be deemed null and void and the overlay land use category shall be removed from the Future Land Use Map, leaving the original and underlying land use in place.

The Future Land Use Element of the City's Comprehensive Plan also requires that the City will review proposed changes to the Future Land Use Map by considering factors such as, but not limited to, the following:

1. Overall compatibility of the proposal;
2. Surrounding land uses;
3. Environmental impacts and constraints;
4. Whether the change promotes urban infill; and
5. Whether the best interests, community values, or neighborhood support is achieved.

### **Environmental Conditions**

Butler Plaza encompasses approximately 264 total acres, generally identified previously through distinct subareas. Subarea 1 includes those portions of the project that consist of four active shopping centers, Butler Plaza One, Butler Plaza East, Butler Plaza Central and Butler Plaza

West. Subareas 2 and 3 include the portion of the property that is currently undeveloped. Note the central portion of the site contains an abandoned mobile home park and vacant parcels.

The applicant states that the project site is characterized by an altered landscape and surrounding developed areas. The majority of the site has been altered by past land use and land management activities. The acreage and percentage of property that is currently wetlands within the project was determined pursuant to Chapter 62-340, Florida Administrative Code (F.A.C.), *Delineation of the Landward Extent of Wetlands and Surface Waters*. Wetlands encompass approximately 0.08 acres with an additional 14.48 acres identified as surface waters. Based on these numbers, wetlands are estimated to occupy less than one-percent of the total land area and surface waters occupy 7.2 percent of the total land area, respectively (source: Applicant's Comprehensive Plan Amendment application).

*Staff summary: Properties containing wetland, floodplains and surface waters must comply with the City Environmental regulations as contained in the city's land development regulations.*

### **Needs Analysis (as provided by the applicant)**

Based on a review of both the City of Gainesville's Comprehensive Plan Future Land Use Element Data & Analysis and the Bureau of Economic and Business Research (BEBR) notes that both the City and County's population has continued to increase since 2000 which provides an increased base from which to support additional non-residential development within the area. The project's market area, as well as a determination of retail square footage per capita was determined by Grant I. Thrall, Ph.D.

Dr. Thrall determined both the primary and secondary trade areas are expected to include a primary trade area of a 20-mile radius, 30-minute drive time. Based on available data and GIS analysis of population areas and block data, there are approximately 267,000 persons living within the primary trade area, excluding student populations from University of Florida and Santa Fe Community College. The secondary trade area was defined as the twelve-county area, which is the area where Butler Plaza is closer than competing regional shopping centers. This area includes a population of over 1,150,000 persons. With the addition of the Towne Centre at Butler Plaza, the Gross Leasable Area (GLA) per capita is expected to remain at or below the national average.

The portions of the project that have previously been developed as Butler Plaza West and Butler Plaza Central were built over a span of 22 years, from 1980 to 2002. These shopping centers are successful businesses that are in use today. The project site is well located with proximity to residential areas. While additional residential uses were not found to be needed by the analysis on the project site, the project will provide excellent opportunities for shopping, employment, and transit interconnectivity to those residents who do live in the nearby area. However, the applicant has provided Comprehensive Plan policy 4.35 (d) which does not require the provision of residential land use but will allow it at a future date subject to certain criteria.

*Staff summary: It is staff's opinion that the Butler Plaza development will serve as a regional center serving North Central Florida and should be recognized as such. Adding residential use to the development will allow for a more integrated development over time. While the applicant has indicated a limited need for residential use within the project due to the proposed*

*redevelopment of the urban village around SW 20<sup>th</sup> Avenue. The urban village area will include a mix of uses that will encourage walk ability. It is envisioned that nonresidential uses will be developed in the urban village area that will cater to the everyday needs of the residents.*

**Compatibility Analysis (as provided by the applicant)**

Based on the existing and proposed development within the area, Butler Plaza is compatible with its surroundings based on the adjacent primarily non-residential land use and zoning districts as well as the development standards contained within the subarea policies. The intent is achieved through coordinated application of standards, which regulate location, open space, ground coverage, height, lighting, signage, landscape and other physical design elements. The Butler Plaza subarea policies further address development standards through the requirement for more detailed District standards as part of the implementing PD Planned Development district. As proposed, the more intensive development activities are located away from existing and proposed residential development. The more traditional commercial components have been located adjacent to existing commercial and industrial developed properties to serve as a buffer and transition to the Towne Centre area. The Towne Centre areas, including specialty retail, office and lodging uses, have been located in close proximity to the residential areas to allow for increased interactions.

*Staff summary: Staff agrees that compatibility with surrounding properties should not be an issue. The Planned Development zoning standards will ensure proper buffering and transition between uses.*

**Energy Efficient Development (as provided by the applicant)**

Butler Plaza has proposed elements to provide for energy efficient development as noted in the attached subarea policies. The building design and site construction will meet or exceed all applicable requirements of City and State regulations and the Florida Energy Efficiency Building Code. As noted in the subarea policies, Low Impact Development (LID) practices and stormwater Best Management Practices (BMP) strategies shall be used to the extent practicable to maintain or replicate the pre-development hydrologic conditions. Low Impact Development (LID) practices, when used appropriately, can create additional benefit to the stormwater management system. LID practices shall be used to the extent practicable, while still providing the necessary flood control for the site, to mimic the existing hydrologic conditions.

In addition, the Applicant has noted the use of Low Impact Development standards with regard to water and wastewater; irrigation is proposed to be provided via on-site wells, not potable water supplies. The development will adopt the water conservation elements of City of Gainesville Comprehensive Plan and Code of Ordinance. Specific water conservation methods will include the use of drip irrigation and/or efficient sprinkler zoning, use of native/drought tolerant vegetation for landscaping, and water saving plumbing fixtures. Reclaimed water is not available to this site.

Furthermore, the project is served by existing transit facilities as well as a proposed Bus Rapid Transit (BRT) system. Provisions for transit and external connectivity to the surrounding properties, including provisions for pedestrian and bicycle opportunities via roadway connections to SW 24<sup>th</sup> Avenue have been proposed. Based on the location and level of development proposed as part of the Urban Village as well as existing residential development within ¼ mile of the project site, there will be significant residential opportunities within close proximity to Butler Plaza and the City's existing transit service, providing alternative modes of transportation and/or reduction in trip lengths.

*Staff summary: The applicant has indicated the use of on-site wells for irrigation; however the applicant should coordinate with Gainesville Regional Utilities regarding this issue. The use of reclaimed water should be used for irrigation if and when it becomes available. The applicant has indicated that the building design and site construction will meet or exceed all applicable requirements of City and State regulations and the Florida Energy Efficiency Building Code. The applicant should consider higher standard of building design and construction such as LEED.*

#### **Roadways (as provided by the applicant)**

A traffic analysis was prepared comprising the trip generating potential of the current land uses to the proposed land uses. The traffic analysis is provided in the applicant's application. Based on the methodology and subsequent analysis as provided, there are no negative impacts on levels of service within the study area roadway system. Based on currently available information, there are no additional constraints or special planning considerations that need to be addressed with respect to the proposed project.

Alachua County is currently undertaking the SW 62<sup>nd</sup> Boulevard PD&E Study. At this time, the final design and alignment has not been determined. The Applicant has and continues to work with the appropriate parties, including Alachua County, on the PD&E Study and its relationship to Butler Plaza.

*Staff summary: It has been determined that the development will have significant and adverse impacts on the transportation system that will have to be mitigated. Operational and safety improvements to existing transportation facilities will also be required.*

#### **Recreation**

The applicant has indicated that based on the proposed use and development program, the project will not have an impact on Recreation Level of Service. It is staff's opinion that the development should plan to include recreational facility with residential development that may occur within the development. As the overall area including the Urban Village, there will be plenty of opportunity for both passive and active recreation.

## Water and Wastewater

Water and Wastewater services are currently provided by Gainesville Regional Utilities (GRU) with non-potable water provided by on-site irrigation wells. Based on existing water and wastewater service for the currently developed areas (i.e., subarea 1), no additional water or wastewater needs are anticipated in that area. Subareas 2 and 3 water and wastewater demand have been calculated and summarized below. As part of the process, the Applicant obtained letters of availability from GRU dated January 14, 2009 with regard to both water and wastewater provision. The service availability letters are available upon request. Calculations regarding water and wastewater are provided in the applicant's application

### Water

Subarea 1 is currently served by GRU and no additional impacts are anticipated. However, based on the adopted water usage rates for non-residential development, the total site, including subareas 1-4 area expected to generate a total water demand of 0.633 MGD (Millions of Gallons per Day) which includes 0.481 MGD potable water and 0.152 MGD irrigation. The net new water demand is estimated at 0.390 MGD which includes 0.301 MGD potable water and 0.089 MGD irrigation.

The proposed non-potable irrigation wells will not result in adverse impact to underlying aquifers due to the low anticipated pumping rate (on the order of 100 gallons per minute or less). The development will adopt the water conservation elements of City of Gainesville Comprehensive Plan and Code of Ordinance. Specific water conservation methods will include the use of drip irrigation and/or efficient sprinkler zoning, use of native/drought tolerant vegetation for landscaping, and water saving plumbing fixtures. Reclaimed water is not available to this site. According to GRU, reclaimed water is not expected to be available in the foreseeable future.

### Wastewater

Subarea 1 is currently served by GRU and no additional impacts are anticipated. However, based on the adopted wastewater usage rates for non-residential development, the total site, including subareas 1-3 are expected to generate a total wastewater demand of 0.883 MGD (Millions of Gallons per Day). The net new wastewater demand is estimated at 0.733.

### Solid Waste

Subarea 1 is currently served by solid waste providers, no additional impacts are anticipated. Per a letter dated January 6, 2009 from Alachua County Public Works, the Alachua County Transfer Station has adequate capacity to serve the project as proposed. Also, information obtained from the New River Solid Waste Association with regard to the New River Landfill notes that the landfill has approximately 3.8 million tons of available capacity in Phase I. The remaining life span of Phase I is approximately 12 years. There are also plans for future expansion (Phase II) that will provide additional capacity for the landfill.

Detailed analysis has been provided in the applicant's application including the "generation rate by use" and the "conversion rate". Based on those assumptions, subareas 2 & 3 are anticipated

to produce approximately 58.28 cubic yards/day. The total projected solid waste generated by the entire comprehensive plan amendment area is approximately 96.03 cubic yards/day.

### Transportation Issues

The Butler Plaza land use amendment area consists of both developed and undeveloped parcels. The petitioner has estimated that development in the undeveloped area will generate 25,367 average daily trips and 2,424 p.m. peak hour trips.

In analyzing the trip generation difference between the existing land uses in the undeveloped area and the proposed land uses, the petitioner notes that the proposed development will generate approximately 4,019 additional average daily trips with a net reduction in p.m. peak hour trips due to the change from the current land use.

If and when residential development occurs in Butler Plaza, there are opportunities for internal capture of trips and an associated reduction in vehicle miles traveled due to the combination of retail, housing, and office opportunities.

It is recognized that new development in Subareas 2 and 3 will have a regional component to the trips generated. This is especially true for the destination retail uses proposed in Subarea 2. The City has had ongoing meetings and communications with Alachua County and the Florida Department of Transportation (FDOT) concerning these regional transportation impacts. Policies related to mitigation of regional transportation impacts have been incorporated into the Comprehensive Plan amendment.

The development is located in the citywide Transportation Concurrency Exception Area (TCEA) in a zone designated Zone M, which is multimodal TCEA zone. The policies and standards for mitigation in this zone recognize that congestion in the area cannot be resolved with traditional roadway level of service. Alternatively, the zone establishes requirements for a mix of solutions that include: alternative roadway construction as reliever roads for congested facilities; transit (including bus rapid transit and a transit transfer station); added pedestrian facilities, park and ride facilities and smart bus bay facilities.

At the time of Planned Development (PD) zoning, the developer will be required (per a policy established in this Comprehensive Plan amendment) to execute an initial TCEA Zone M Agreement for provision of required Zone M standards. The developer's requirements will be based on the proportionate share impact of the development on roadway facilities. It is further anticipated that the developer, as future phases of the development occur, will sign additional agreements with the City for provision of Zone M standards related to the relevant development phase.

In addition to the transportation impacts related to level of service and congestion, there are operational and safety impacts of the development. As stated in the Concurrency Management Element and reiterated in this Comprehensive Plan amendment, operational and safety site related impacts must be funded by the developer, and these do not count toward meeting required TCEA Zone M standards.

In analyzing crash data from January 2004 through December 2006, there are already significant crash rates above the national average on the segment of I-75 from Archer Road to Newberry Road, including crashes at the interchange ramps. There are also significant crash rates on Archer Road, Newberry Road, SW 34<sup>th</sup> Street, SW 20<sup>th</sup> Avenue, SW 40<sup>th</sup> Boulevard, SW 42<sup>nd</sup> Street, and SW 43<sup>rd</sup> Street. Additional trips generated by the development can be expected to increase crashes and other operational and safety issues on these roadways. The development will be required to make site-related operational and safety modifications to lessen the impacts on facilities.

#### SW 62<sup>nd</sup> Boulevard Extension (Connector)

The City has already submitted a grant application to the US DOT (under the for the extension of SW 62<sup>nd</sup> Boulevard to create a connector between Newberry and Archer Roads, which will be an alternative route to use of I-75. The grant is a Transportation Investment Generating Economic Recovery (TIGER) grant under the American Recovery and Reinvestment Act (ARRA). At the latest, the City will know the status of the grant application by February 17, 2010.

The proposed alignment and configuration of the road was approved by the Metropolitan Transportation Planning Organization (MTPO) on March 2, 2009. The road design consists of four general purpose lanes plus two additional lanes in the median for bus rapid transit. Bicycle parking and storage facilities will be provided at bus rapid transit stations and park-and-ride facilities.

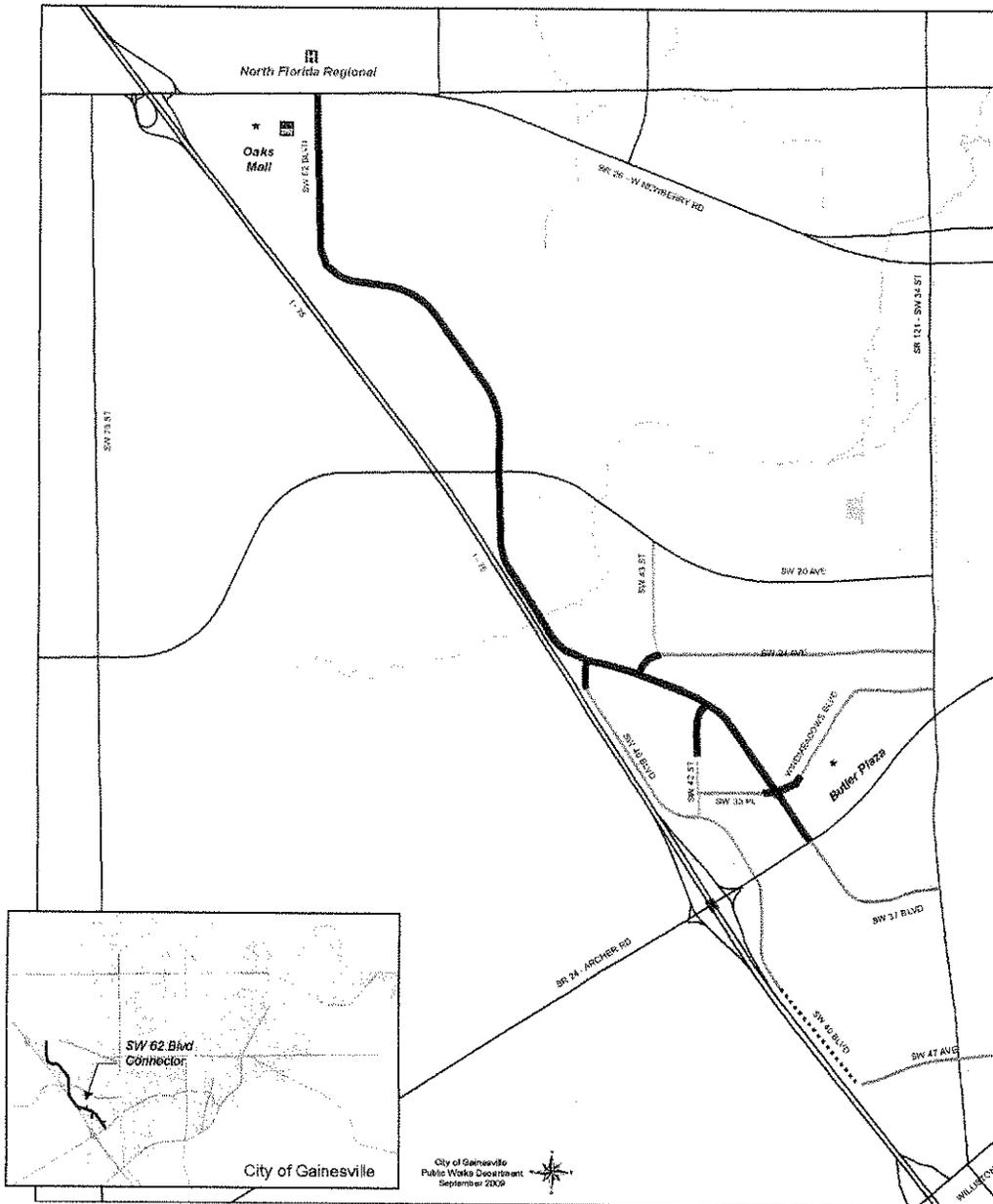
The alignment is shown below, and this is consistent with development proposals associated with the Butler Plaza development.

Part of the developer's TCEA mitigation will be construction of a portion of the proposed SW 62<sup>nd</sup> Boulevard extension. An analysis performed by HNTB indicated that an average congestion reduction in the range of 2% to 11% is anticipated as a result of this project. The highest congestion reduction is on SW 20<sup>th</sup> Avenue (11%), with a 2% reduction shown on I-75 between Archer Road to Newberry Road.

As redevelopment occurs in the Butler Plaza Subarea 1 section, measures should be taken to ensure that the configuration of SW 62<sup>nd</sup> Boulevard extension from Windmeadows Boulevard to Archer Road is consistent with the approved design for the northern section of the road.

090537E

SW 62nd Blvd Connector  
Adopted Alignment



- SW 62nd Blvd Connector (TIGER Request)
- - - - - SW 62nd Blvd Connector (Development Contribution)
- ..... Network Connections
- ..... SW 40 Blvd Extension
- University of Florida Campus
- Butler Plaza Expansion
- RTS Park&Ride

Transit (as provided by the applicant)

Butler Plaza is currently served by four (4) transit routes with a centralized transit hub located at the intersection of Butler Boulevard and SW Archer Road. There is also a proposed Bus Rapid Transit (BRT) system proposed that would extend along the proposed SW 62<sup>nd</sup> Boulevard realignment and construction.

Butler Plaza is ideally situated to promote the use of public transportation based on the City's identified transit routes. As indicated in the adopted Comprehensive Plan, the site is currently served by multiple City of Gainesville Transit Service bus routes. In addition, the City has proposed a BRT to be located in the center lane(s) of SW 62nd Boulevard as a means of furthering the adopted Transportation Element Goals, Objectives, and Policies. Other modes of transportation, such as walking and bicycling will be supported through the existing and proposed sidewalk system and pedestrian areas throughout the project.

Butler Plaza will integrate transit facilities into the development to efficiently accommodate non-automobile trips to and from the development. A survey was taken at the existing Butler Plaza in April 2007. Based on the survey, six percent of the existing trips are nonautomotive trips. The existing plaza has a Highway Oriented Business land use, and is located along an automotive corridor (Archer Road/SR 24). Butler Plaza North can be expected to exhibit a higher modal split due to its closer proximity to residential development north of SW 24<sup>th</sup> Avenue.

Butler Plaza is currently served by four routes as summarized below:

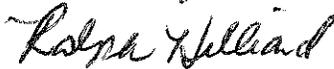
<u>Route #</u>	<u>Headways</u>	<u>Day of Week</u>
1	20-30 min	weekdays
12	9-11 min	weekdays
75	35-53 min	weekdays
90 min	Saturday	
402	60 min	weekend

Based on 2008 ridership numbers provided by RTS, the current transit routes serving Butler Plaza accounted for over 693,300 riders or 10% of the total regular ridership of RTS.

Consistency with the Comprehensive Plan

The applicant has provided a review of the consistency with the Comprehensive Plan as part of there application, pages 25 through 39. It is staff's opinion that the proposed amendment will be consistency with the Comprehensive Plan if approved with staff recommended policies included in Exhibit 3.

Respectfully submitted,



Ralph Hilliard,

Planning Manager