

LEGISLATIVE #

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TO: City Plan Board

Item Number: 6

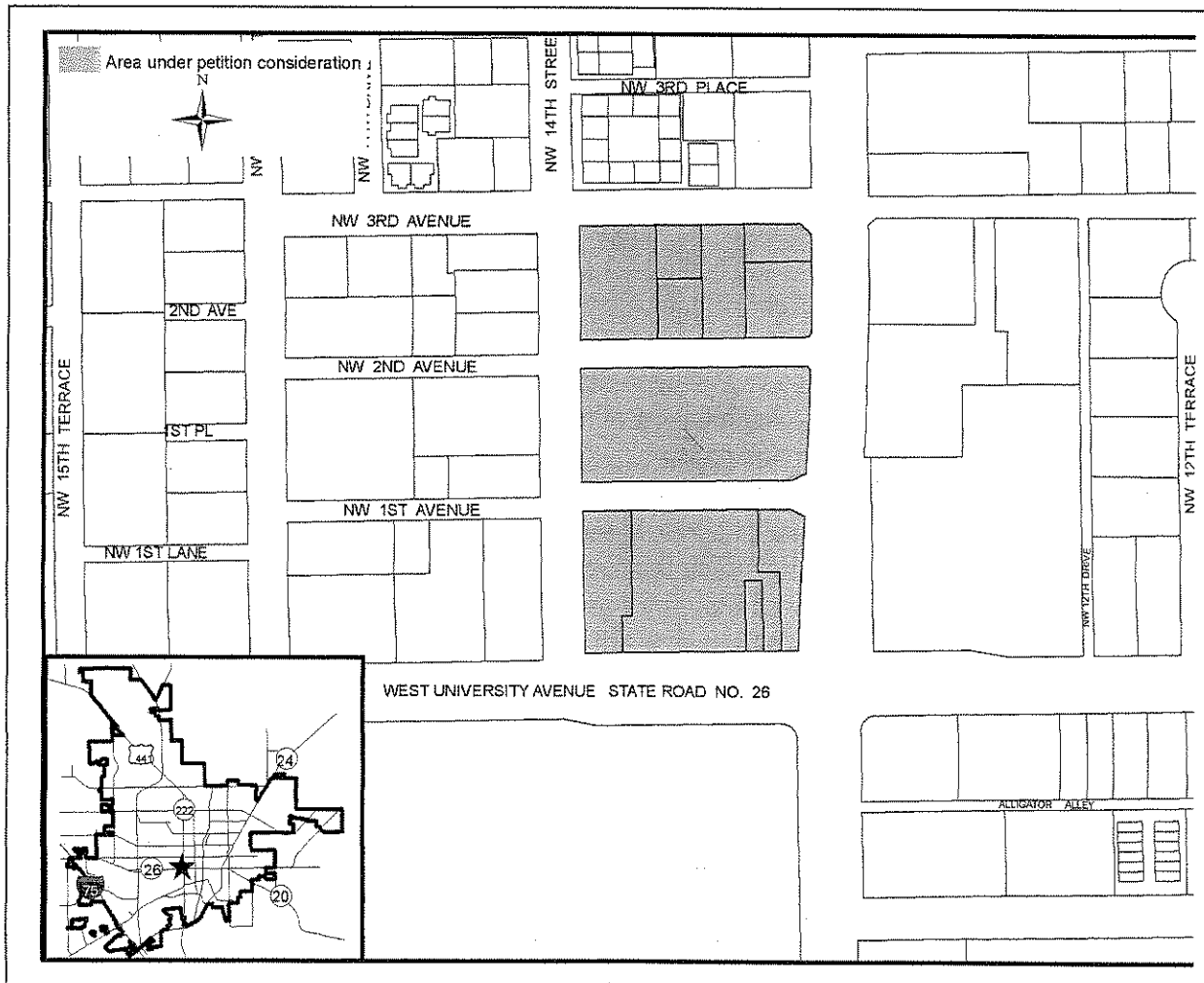
FROM: Planning & Development Services Department
Staff

DATE: Dec. 3, 2012

SUBJECT: **Petition PB-12-125 PDA.** Brett Dill, agent for University Development of Gainesville, LLC. Planned Development amendment 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-12-124 PUD.

Recommendation

Staff recommends approval of Petition PB-12-125 PDA with the conditions in this report.



Description

This petition requests an amendment to the approved Planned Development (PD) ordinance (No. 060734) for the proposed mixed-use development known as University Corners. An associated amendment to the approved PUD ordinance was also submitted with this request. The property covered by these requests totals approximately 4.1 acres and is located between West University Avenue and Northwest 3rd Avenue and between Northwest 13th Street (US 441) and Northwest 14th Street. The PD describes the proposed development in terms of 'South Block' (between University and the current 1st Avenue), 'Middle Block' (between 1st Avenue and 2nd Avenue), and 'North Block' (between 2nd Avenue and 3rd Avenue).

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 PD, so that the zoning for 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 PD, as follows:

- 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
- Decrease the brick and stone materials used on the first floor retail along University Avenue and 13th Street, while increasing the amount of glazing in these areas
- Decrease the required amount of glazing on the upper floors of the South Block and the North Block facing 13th Street
- Specify that a brick veneer may be used in lieu of structural brick
- Allow for a 'modified bituminous' or 'single-ply' roof system instead of a cementitious tile roof
- Specify that the tower features will have sloped metal roofs
- Increase the required usable open space from 31% to 44% of the site area
- Remove requirements related to DRI (development of regional impact) thresholds
- Remove the requirement for remediation of onsite contamination, since this occurred with the construction of the first phase
- Clarify that the project will be developed in one phase
- Reduce the maximum amount of allowed non-residential uses from 115,000 square feet to 100,000 square feet (not including the hotel)
- 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

The purpose of the proposed rezoning (and related land use amendment) is to enable the applicant to construct a mixed-use redevelopment project that would include multi-family residential, a hotel, and non-residential uses including retail, restaurant, and offices. The attached PD Report (Exhibit C) outlines the specific permitted uses within the development. The report also outlines the maximum allowed amounts for each type of use and defines a few basic zoning standards, such as maximum building coverage.

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A basic layout for the site is shown on the PD Layout Map (Exhibit D), which shows the location of the adjacent streets and proposed buildings, vehicular and pedestrian circulation areas. The map distinguishes the locations of the proposed hotel from the general commercial/residential areas and also shows the location of the parking structure. Development standards are listed on the layout map, including the allowed types and amounts of allowed uses, maximum building heights, building coverage, and minimum open space. The PD proposes a maximum of 500 dwelling units, 250 hotel rooms, 100,000 square feet of commercial, and 380,000 square foot of parking area. The PD Layout Map also requires minimum sidewalk widths of 12 feet on NW 13th Street and University Avenue, and 7 feet along NW 14th Street and NW 3rd Avenue.

A generalized building floor plan (Exhibit E) and building elevations (Exhibit F) are also included with this proposed rezoning. These documents will ultimately be included as part of the adopted ordinance for this planned development. Elevations are provided of the buildings along all public street frontages (the 13th Street and 14th Street building faces are each split onto two elevations), and of the interior frontages along NW 2nd Avenue. The drawings depict the colors and materials that will be used on the exterior, which generally reflect those of the adjacent University United Methodist Church. The overall height of the building and the heights of the individual floors are also shown. The ground level commercial shows a substantial floor height over 22 feet. The ten floors of the parking garage are shown at an overall height less than 100 feet, even though the PD standards would allow for a maximum height up to 110 feet.

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.

Justification

The PD zoning district was established specifically to allow for unique proposals which are not provided for by the standard zoning districts. The minimum requirements within Section 30-213 define the reasons that are needed to justify a rezoning to the planned development district. This section states that a rezoning to PD must meet one or more of the following:

- (1) *Unique and promoted by comprehensive plan. The proposed development is unique. Although it does not fit within an existing zoning district, it is consistent with the city comprehensive plan, except it may require a land use change. Other options available under the existing zoning districts in the land development code would not allow the use and associated design elements of the proposed project.*

The University Corners PD is unique in its proposed vertical mixture of uses (retail, hotel, and residential) and that it includes a single parking structure incorporated into the development to serve these uses. The project is also unique in that it will provide civic space in the form of internal plazas and open arcades along the major streets.

- (2) *Size, scale, complexity and design. The proposed development is of such size, scale, complexity, and/or unique design that it would be inconvenient and inefficient to process such a proposal outside the PD process.*

The proposed PD will cover almost three blocks within the College Park area and will include a large number of residential units combined with a large number of hotel rooms and a substantial amount of non-residential square footage. It is proposed with a level of detail that is appropriate for its location at a key intersection in Gainesville, and will provide adequate space and amenities to foster an active pedestrian environment along University Avenue and 13th Street. As specified by the requirements of the PD, the proposed arrangement of uses, vehicular drives, and open space on the site will serve to break up the scale of the buildings and help the various components of the development function appropriately.

- (3) *Specialized compatibility and design characteristics. The nature of the proposed use at a specific site requires specialized design characteristics to preserve and protect neighborhood character, environmental concerns and other concerns unique to the immediate area, consistent with comprehensive plan policies.*

This is an urban infill project and therefore complex in its relationship to existing uses and infrastructure. The property is currently underutilized as a vacant lot that is occasionally used as an informal parking area. The proposed size of the development and its direct proximity to existing residential uses warrants special attention to the design of the development that cannot be achieved with a straight rezoning. The PD specifically prohibits drive-through uses and other auto-oriented uses that would increase traffic congestion and be incompatible with this pedestrian-oriented area.

Basis for Recommendation

The Planned Development meets the following criteria for Planned Development approval in Section 30-216 of the adopted land development code:

1. Conformance with the PD objectives and the comprehensive plan

The proposed Planned Development, with the conditions recommended by staff, is in conformance with the objectives in Section 30-211(b), as follows:

- (1) *Permit outstanding and innovative residential and nonresidential developments with a building orientation generally toward streets and sidewalks; provide an integration of housing types and accommodation of changing lifestyles within neighborhoods; and provide for design which encourages internal and external convenient and comfortable travel by foot, bicycle, and transit through such strategies as narrow streets, modest setbacks, front porches, connected streets, multiple connections to nearby land uses, and mixed uses.*

This proposal is for a vertically mixed building that is oriented primarily toward the adjacent streets of University Avenue and 13th Street. It will incorporate facilities for pedestrians, bicyclists, and transit, and includes a mix of office, commercial, and residential uses. Pedestrian facilities will be constructed in the form of new wide sidewalks with street trees, and an internal pedestrian network of connecting paths and open spaces. Bicycle parking will be required along the street and within the development, and a bus stop with shelter will be incorporated on either University Avenue or 13th Street.

- (2) *Provide flexibility to meet changing needs, technologies, economics and consumer preferences.*

The PD allows for a range of office and commercial uses to be adjusted according to market conditions.

- (3) *Preserve to the greatest extent possible, and utilize in a harmonious fashion, existing and outstanding landscape features and scenic vistas.*

There are no outstanding landscape features on the site. The development will preserve an existing physical and visual connection at the general previous location of NW 1st Avenue, by providing pedestrian access through the buildings between NW 13th Street and NW 14th Street.

- (4) *Lower development and building costs by permitting smaller networks of utilities, a network of narrower streets, and the use of more economical development patterns and shared facilities.*

This development will utilize existing utilities in the vicinity and will access the existing street system.

- (5) *Achieve overall coordinated building and facility relationships and infill development, and eliminate the negative impacts of unplanned and piecemeal development.*

This is an infill development proposal, which will consolidate multiple properties and will take full advantage of the prime location of this currently underutilized site. The project is proposed to be developed within a single phase that will include the complete mixture of uses and the parking structure designed to serve those uses.

- (6) *Enhance the combination and coordination of architectural styles, building forms and building relationships within the development.*

The building design will be regulated as part of this PD through the submitted building elevations. The elevations depict a building design and architectural style that will adequately relate to adjacent developments, downtown Gainesville, and the University of Florida.

- (7) *Promote the use of traditional, quality-of-life design features, such as pedestrian scale, parking located to the side or rear of buildings, narrow streets, connected streets, terminated vistas, front porches, recessed garages, alleys, aligned building facades that face the street, and formal landscaping along streets and sidewalks.*

This proposal will create a traditional urban streetscape along the adjacent public streets, with wide sidewalks, street trees, and entrances facing the street. Structured parking and service areas will be oriented away from the primary street frontages. The existing NW 2nd Avenue will be maintained to provide access through the development.

This planned development is the implementing zoning for the associated PUD, and is consistent with the proposed requirements of that land use amendment. The proposed planned development amendment is also consistent with the City's Comprehensive Plan, particularly with Future Land Use Element Objective 4.2 regarding "the coexistence and integration of various land uses". 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." Furthermore, 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 PD will allow for the redevelopment of a large vacant property 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 University and city center, and thereby provide an alternative to low-density sprawling development.

2. **Concurrency**

The development is located within Zone A of the TCEA. At the development plan stage, any redevelopment of this property will be required to meet the Concurrency Management Element Policy 1.1.4 standards. 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 zoning ordinance for this PD.

The site is served by existing utilities. Official review from the School Board of Alachua County indicates that there is sufficient capacity at the assigned schools that would serve this development.

3. **Internal compatibility**

Development on the site is comprised of a multi-story building that will contain a mix of hotel, office, commercial and residential, and an accessory parking structure. The site is located in an area that is appropriate for this mixture of uses. The development is proposed in a manner that will provide a logical transition from the hotel and commercial uses along University Avenue and 13th Street to a focus on multi-family uses to the north and west portions of the development.

4. **External compatibility**

Existing development adjacent to the proposed development includes single-family structures, two-story to four-story apartments, commercial buildings, university classroom and administration buildings, and a six-story hotel. The PD 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. 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 A to this report.

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 relationships with adjacent roadways and developments. Adopting the building elevations as part of the PD ordinance will ensure that the development is constructed with the same architectural details as shown on the elevations. Condition 15 of the PD prohibits commercial uses from fronting directly on NW 14th Street or NW 3rd Avenue, which will lessen the degree of commercial activity and traffic along these primarily residential streets. Additionally, PD Condition 22 will regulate construction of the project in order to protect the smaller local roads of 14th Street and 3rd Avenue and the adjacent residential areas. Condition 14 will require that any cooling towers that may be located in the development will be located internally and soundproofed with additional insulation. The majority of service areas are currently proposed to be located on the west side of the development, so that loading and

unloading access would occur from 14th Street. Since 14th Street is fronted by residential uses on the west side, staff is recommending that these service areas be relocated to the interior of the development to the extent possible (Condition 13). Specifically, it seems that it would be possible to shift the service entrances proposed on the west side of the parking structure and building so that they are instead accessed from 2nd Avenue. This would allow for the street level elevations along 14th Street to be enhanced with glazing and/or other architectural treatments.

5. Intensity of development

The proposed development on the site is of a very high density and intensity, allowing for 122 units per acre at a height of 10 stories. The proposal does not exceed the density limitations in the Comprehensive Plan for Urban Mixed-Use 2, which allows residential densities up to 125 units per acre by special use permit, although it does exceed the eight stories allowed in this designation [Future Land Use Element Policy 4.1.1]. By comparison, the most intense zoning district in Gainesville, the Central City District, allows for 12 stories by right and additional stories by special use permit.

6. Usable open spaces, plazas and recreation areas

The proposed usable spaces on the site include open plazas, street-front arcades, and recreational facilities that will serve the hotel and residents. The plazas are proposed to be located to maximize the provision of light and air to the interior of the development. The open arcades along University Avenue and 13th Street will serve as transitions from the public sidewalks to the commercial storefronts and will enhance the viability of the pedestrian environment along these major street frontages.

7. Environmental 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 PD.

8. External transportation access

This mixed-use development will provide vehicular access from 13th Street, 14th Street, and 2nd Avenue. The access points are strategically located away from the major intersection of NW 13th Street and University Avenue and other areas that are most heavily traveled by vehicles, bicycles and pedestrians. Pedestrian traffic will access the development directly from the surrounding sidewalks through street-level entrances.

There will also be pedestrian connections constructed through the development that will allow for pedestrians to move freely from NW 14th Street to NW 13th Street.

9. Internal transportation access

NW 2nd Avenue will provide direct vehicular access through the development. The primary ingress/egress point to the parking structure will be accessed from this street. In addition, a private vehicular drive will run from 14th Street and access the drop-off areas for the hotel, and then turn northward to connect to 2nd Avenue. An elevated walkway will be constructed across 2nd Avenue that will provide direct access into the rest of the development from the second floor of the parking garage. A network of pedestrian paths will run through the development and connect to the adjacent public sidewalks.

10. Provision for the range of transportation choices

Facilities will be available to access the site via public transit, automobile, bicycle, or by foot. Parking standards in the Land Development Code will be applied at the development review stage, and will require adequate bicycle parking in appropriate locations on the site. Transit access will be required through PD Condition 23, which will provide at least one custom-designed bus shelter along the major street frontages.

Additional Considerations

1. Unified control

The subject property must be under the complete, unified, legal control of the petitioner, and this must be demonstrated by documents included with the PD application. At this time, staff is still waiting for the petitioner to provide authorization from Gator Wesley Foundation, which owns the property where the University United Methodist Church is located. This property was included within the original planned development, and so authorization from that property owner must be received in order to approve the proposed amendments.

2. Phasing

The Planned Development amendment proposes a single phase of construction, and the conditions will ensure that the necessary improvements to public infrastructure are completed prior to receipt of the first certificate of occupancy.

3. Development time limits

The Planned Development is proposed for completion within two years of the date of ordinance approval. A single one-year extension of this time frame may be granted by the City Commission, per proposed PD Condition 28.

PD Conditions

Revised conditions from the previously approved PD ordinance, with changes shown in strikethrough/underline format, are attached as Exhibit B to this report. Staff recommends

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approval of Petition PB-12-125 PD with the conditions proposed by the petitioner, with the following additional changes to the conditions as recommended by staff:

Condition 13. *The loading/mechanical/service areas shall be screened or made less obtrusive, by utilizing a combination of decorative screening walls, wrought-iron type fences or gates, vegetation and textured or painted materials. To the extent possible, the vehicular loading and mechanical and service areas proposed along the NW 14th Street frontage should be relocated so that they are accessed internally (from NW 2nd Avenue or internal drives).*

Condition 22. *All construction vehicles shall utilize Northwest 14th Street and Northwest 2nd and 3rd Avenues for ingress or egress to the site during the construction process, as approved by the City Public Works Department. Construction vehicles shall not access or leave the site through the College Park Neighborhood to the north or west. Access to the site from West University Avenue and Northwest 13th Street (U.S. 441) shall be regulated by FDOT. Work on Northwest 14th Street and 3rd Avenue or construction staging on 14th and 3rd shall be regulated by the City Public Works Department. As part of development plan review, a construction plan shall be submitted that depicts the proposed phasing of construction, generalized locations for placement of cranes or other major construction equipment, any offsite construction staging areas, and vehicular access to the site during construction. Construction shall be staged and equipment located so as to minimize the impacts upon adjacent residential areas. Construction cranes or other major construction equipment shall not be located on NW 14th Avenue or NW 3rd Street, and these streets shall not be closed as part of the proposed construction staging plan. However, these streets may be closed temporarily for the purposes of safety or direct access to the adjacent areas of the site during construction. Consistent with the City's noise ordinance, construction shall not occur between the hours of 9:00 PM and 6:00 AM.*

Respectfully submitted,



Ralph Hilliard
Planning Manager

Prepared by:



Scott A. Wright
Senior Planner

List of Exhibits

- Exhibit A Application and Neighborhood Workshop Information**
- Exhibit B Proposed Revisions to PD Ordinance (strikethrough/underline)**
- Exhibit C Revised PD Report**
- Exhibit D Revised PD Maps (including PD Layout Map)**
- Exhibit E Building Floor Plans**
- Exhibit F Color Building Elevations**