

CITY
----- OF ----- INTER-OFFICE COMMUNICATION
GAINESVILLE

Item No.: 1

TO: City Plan Board **DATE:** December 2, 2004

FROM: Planning Division Staff

SUBJECT: Petition 78LUC-04PB City Plan Board. Amend the City of Gainesville Comprehensive Plan 2000-2010 Future Land Use, Transportation Mobility, and Concurrency Management Elements' Map Series and Legal Descriptions to add a Zone C in the TCEA containing areas annexed in the Archer Road/Southwest area annexation; amend the Future Land Use Map Series to expand the Designated Urban Redevelopment area to include the Archer Road/Southwest area annexation; and amend the Transportation Mobility Element Existing and Potential Transit Hubs, Terminals, Transfer Stations map. (Related to Petition 79CPA-04PB)

Recommendation

Planning Division staff recommends approval of Petition 78LUC-04PB.

Explanation

In December 1999, the City adopted a Transportation Concurrency Exception Area (TCEA) to relieve the problems caused by a strict interpretation of transportation concurrency regulations and to encourage redevelopment. Map 1 illustrates the currently adopted TCEA boundaries and existing Zones A and B (this includes the minor expansions of Zones A and B recently adopted by Ordinance 030627, 4/26/04 and Ordinance 030756, 11/22/04 Second Reading). Map 2 shows a detail area of the proposed expansion area to become Zone C of the TCEA. Map 3 shows all three zones (the entire TCEA) on a single map.

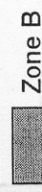
This petition is related to Petition 79CPA-04PB, which provides the Comprehensive Plan text amendments to add a Zone C; provides amendments that clarify existing policies; and adds new policies to update the element. The detailed explanation for the proposed new TCEA Zone

Proposed Zone C Expansion of the Transportation Concurrency Exception Area

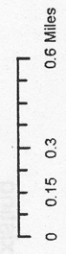
Gainesville, Florida

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Existing Transportation Concurrency Exception Area Sub-Zones

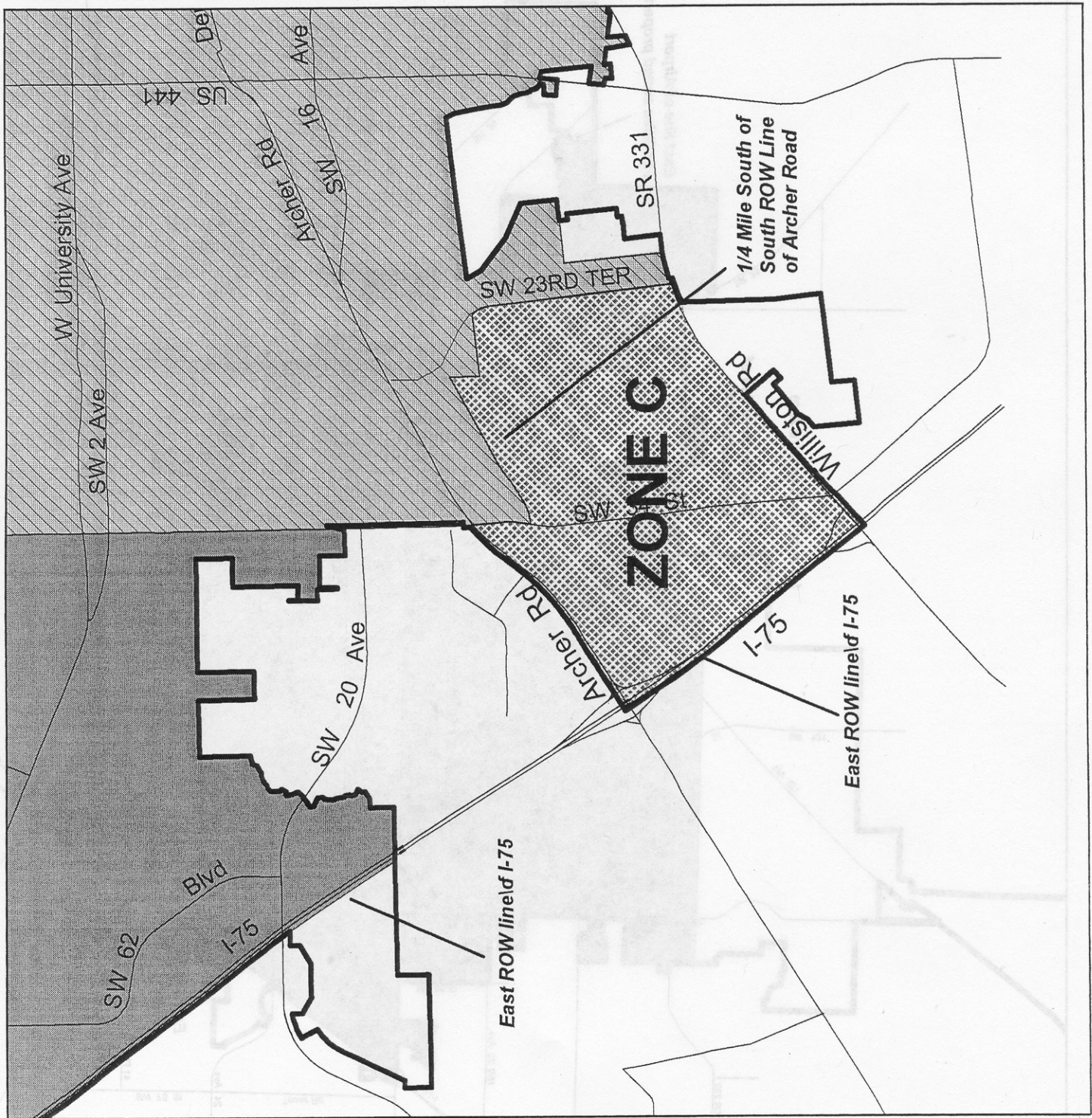


Proposed Expansion of the Transportation Concurrency Exception Area Sub-Zones



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Proposed Expansion of the Transportation Concurrency Exception Area

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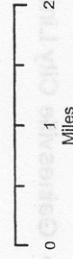
Existing Transportation Concurrency Exception Area Sub-Zones

Zone A

Zone B

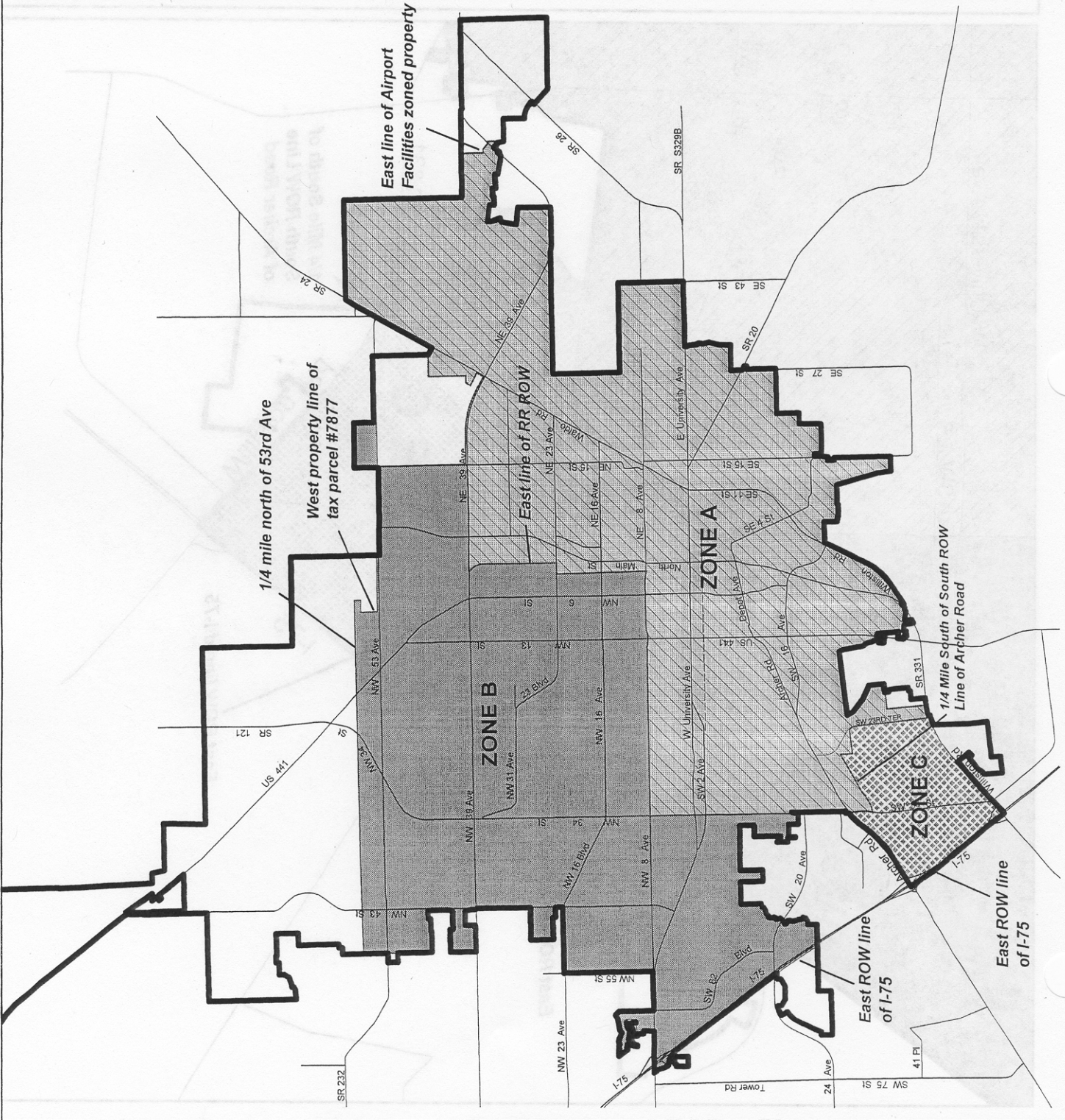
Proposed Expansion of the Transportation Concurrency Exception Area Sub-Zones

Zone C



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C and the how the proposal meets statutory requirements is in the Data and Analysis Report associated with Petition 79CPA-04PB.

Prior to the adoption of the original TCEA, the City could not issue development orders in several areas of the city because of inadequate roadway level of service. This, in turn, created an opportunity for urban sprawl since developments could be placed in the urban fringe because transportation concurrency could not be issued in certain city areas.

The recent annexation of the Archer Road/Southwest area has brought parcels into city limits that are on roadways nearing capacity based on adopted levels of service (when taking into account previously reserved trips). Under this petition proposal, most of the Archer Road/Southwest annexation area would be added to a new Zone C (a portion of the area near SW Archer Road (within 1/4 mile south of SW Archer Road and east of SW 34th Street, plus parcels on the north side of Archer Road, east of SW 34th Street) were already added to Zone A). The intention of this petition is to take a proactive approach to transportation concurrency in this area because of impending LOS limitations. SW Archer Road from I-75 to SW 34th Street has now exceeded 85% of capacity when reserved trips are taken into account. Williston Road from I-75 to SW 13th Street also exceeds the 85% of capacity threshold based on the trips associated with the recently approved Shoppes of Williston Road (Publix shopping center) development and redevelopment of the I-75/Williston Road gas station (with added fueling positions).

The City Commission, at its October 27, 2003 meeting, voted to recommend addition of a portion of the Archer Road/SW annexation area into the existing TCEA (see above explanation), and further asked staff to analyze transportation concurrency solutions for the remainder of the SW Archer Road annexation area. Petitions 78LUC-04PB and 79CPA-04PB deal with that larger area. Staff has analyzed the various options available and determined that the best solution is to expand the existing Transportation Concurrency Exception Area and create a new Zone C with specially tailored regulations for the new zone that take into account the specific needs within the area.

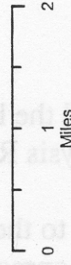
Both Rule 9J-5.0055(6)(a)2. (FAC) and Chapter 163 Florida Statutes require that a redevelopment transportation concurrency exception area be located within "a specific geographic area delineated in the comprehensive plan for urban redevelopment ... within an existing urban service area pursuant to Section 163.3164(29), F.S., established in the plan as a specific geographic area which does not contain more than 40 percent developable vacant land."

FUTURE LAND USE MAP SERIES

Designated Urban
Redevelopment Area

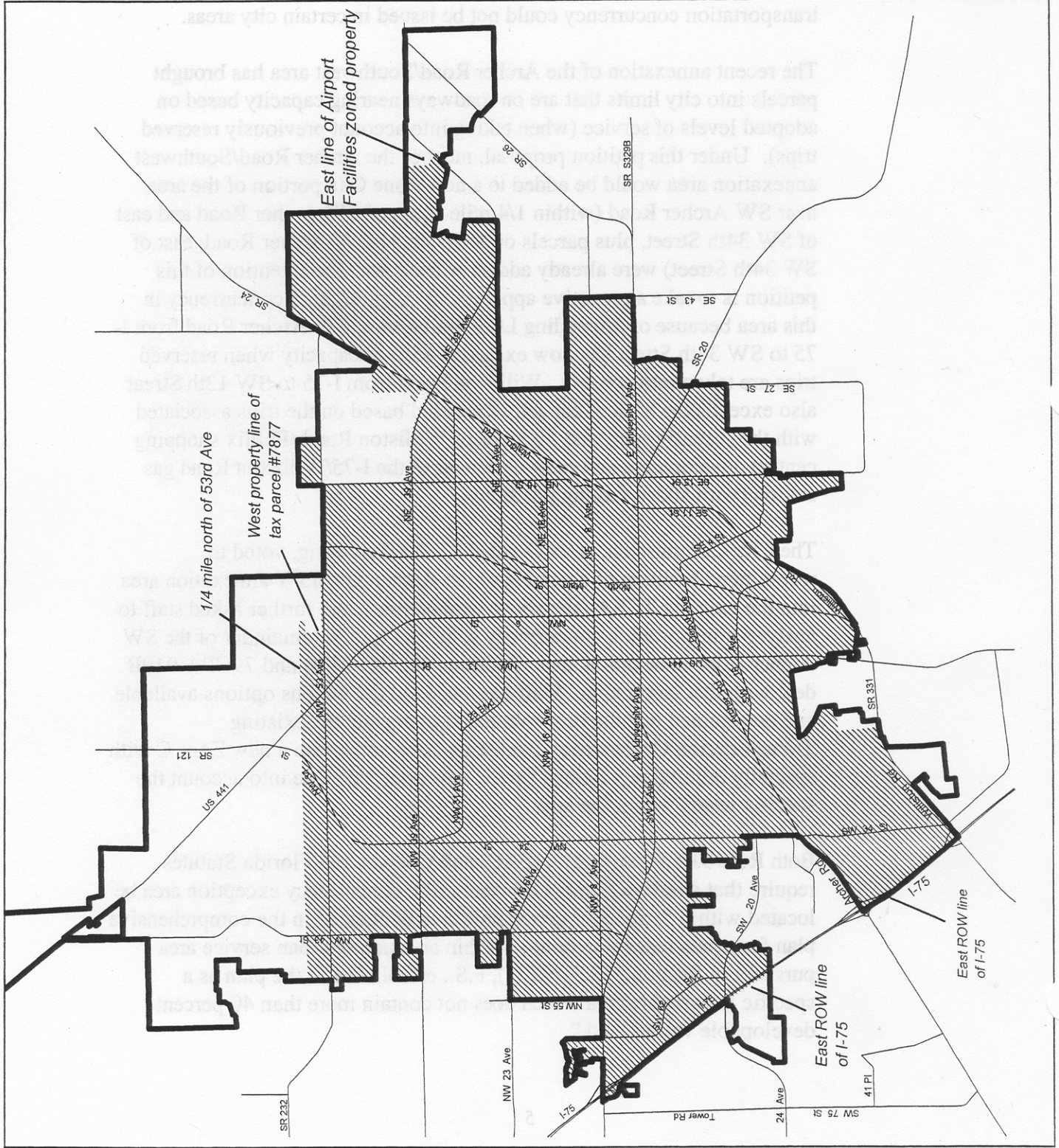
Designated Urban
Redevelopment Area

Gainesville City Limits



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The Urban Redevelopment Area Map (see Map 4) in the Future Land Use Map Series must be amended to add the annexed area in order to meet statutory requirements and also to clearly delineate the location of the City's redevelopment focus.

The entire area proposed for addition to Zone C is urban in character, fully served by public utilities and public services, and is similar in development patterns to what exists elsewhere in city limits. Across the street, on the north side of Archer Road, is Butler Plaza, one of the community's largest activity centers (but outside city limits).

Currently, according to the May 2004 records from the Alachua County Property Appraiser's Office, only 18.5% of the land in the area is developable vacant land. This clearly indicates that redevelopment will be the major focus of property in this proposed new zone.

Citywide (the existing urban service area), the Property Appraiser's data indicate that 19.98% of the area within city limits is developable vacant land. This meets the Rule 9J-5.0055(6)(a)2. (FAC) requirements for an urban service area, and in fact is less than half of the maximum of 40% developable vacant land listed in the rule.

Consistency with the Comprehensive Plan

This petition involves amendments to the adopted Future Land Use Map Series, Transportation Mobility Map Series, and Concurrency Management Element Map Series. The proposed changes are consistent with changes proposed in Petition 79CPA-04PB (the text amendments to adopt new policies associated with Zone C). The TCEA is consistent with redevelopment efforts which have been a major theme of the City's Comprehensive Plan since adoption in 1991. The proposed changes are also consistent with overall issues raised in the City's Evaluation and Appraisal Report.

Implementation of the expanded TCEA

An expansion of the existing TCEA must meet the criteria under which the original TCEA was adopted. The existing TCEA was established as a "redevelopment TCEA" under the provisions of Rule 9J-5.0055(6)(a)2. (FAC). This was a specific geographic area, or areas, delineated in the City's Comprehensive Plan (in the Future Land Use Element Map Series) for urban redevelopment. Staff notes that the following actions are necessary to implement the expanded TCEA.

1. Amend the Future Land Use Element Map Series map "Designated Urban Redevelopment Area" to include the annexed areas proposed for addition to the TCEA. Map 4 illustrates the addition of the Archer Road/SW annexation area to the Urban Redevelopment Area. This map must be adopted.
2. A finding that the new areas meet the criteria for an urban redevelopment area as defined by Rule 9J-5.0055(6)(a)2. This can be met by:
 - a. Delineating the specific geographic areas in the local government plan (this is the purpose of #1 above); and,
 - b. Providing evidence that the areas are within an "existing urban service area" as defined by Florida Statutes Chapter 163.3164(29), which does not contain more than 40% developable land. This was discussed above. Data indicate that, within city limits, 19.98% of the land is developable vacant land. At the time of adoption of the original TCEA, the figure was 22%. With ongoing development and redevelopment, that percentage has fallen since 1999. Including the newly annexed area does not increase the percentage of developable vacant land beyond what is allowed by the Rule, and, in fact, the percentage (19.98%) is less than half of the 40% allowable.
3. The annexed parcels proposed for inclusion in the TCEA are within an "existing urban service area" as defined in Chapter 163.3164(29).

As required by Rule 9J-5, Policy 1.5.6 in the Future Land Use Element designates the area within city limits as an "existing urban service area." A minor amendment to this policy is shown in Petition 79CPA-04PB (see related petition) to clarify that the annexed area now falls within this "existing urban service area."

The proposed area is within the Gainesville Urban Reserve Area adopted in March 15, 1998, which is why the parcels were the subject of annexation. The parcels are currently served by Gainesville Regional Utilities for potable water and wastewater, and other urban services (such as police and fire) are now provided by the City of Gainesville. Existing roads are in place to serve these areas: Archer Road, SW 34th Street, and Williston Roads are FDOT facilities, there are city-maintained roads servicing the area (including SW 35th Place, SW 23rd Terrace, and SW 37/39th Boulevard), and there are some private roads or driveway systems interconnecting to the public ROW.

The area is served by transit services (see related Petition 79CPA-04PB for a detailed report on transit routes and frequencies in this area). There are some existing sidewalk systems and bicycle facilities in proposed Zone C. Policy 1.1.7 in 79CPA-04PB sets standards for development/redevelopment in this area that will augment sidewalk and bicycle systems. While there are no existing public schools located within this area, the area is served by public schools within the Alachua County School District.

4. Adoption of the new TCEA boundaries in the TCEA maps contained in the Future Land Use map series, the Transportation Mobility map series, and Concurrency Management Element map series. This means that Map 5 needs to be adopted in the Future Land Use Element Map Series. Map 3 must be adopted in the Transportation Mobility and Concurrency Management Elements' map series.
5. Adoption of new legal descriptions for the added areas. See the legal descriptions in Exhibits A, B, C, and D.

The Existing & Potential Transit Hubs, Terminals, Transfer Stations map (see Map 6) in the Transportation Mobility Map Series is also being updated to reflect new city limits and to simplify the terminology. The map will be simplified to be called the Existing & Potential Transit Hubs map. Upon examination of definitions for the various terms, it was discovered that there were redundancies in terminology. According to Accessing Transit the design handbook for Florida Bus Passenger Facilities by the Florida Planning and Development Lab, a transit hub is a "transit center or interchange for connections or transfers between modes and/or routes. Connections are usually timed in clock-headway pulses and allow convenient transfer between local routes to express routes...Hubs are best located at activity centers such as shopping malls, suburban town centers and campuses."

As a result of the Archer Road/Southwest annexation, the southern portion of the Archer Road area (east of I-75) now is fully within city limits. Since this area (especially the Butler Plaza and Archer Road activity center area) serves as an existing hub, it has been added to the existing hubs list.

Impact on Affordable Housing

This petition will not have a direct impact on the provision of affordable housing. However, since it relates to both redevelopment and the expansion of the Transportation

