



**Gainesville Community Redevelopment Agency**  
**COMMUNITY REDEVELOPMENT PLAN**

College Park/University Heights Community Redevelopment Area

Adopted November 28, 2005

**COMMUNITY REDEVELOPMENT PLAN**  
For  
**The College Park University Heights  
Community Redevelopment Area**

**Prepared for:  
The Gainesville City Commission**

**Prepared by:  
Herbert • Halback, Inc. (HHI)  
&  
Real Estate Research Consultants**



*Adopted: November 28, 2005*

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## 1.0 Introduction

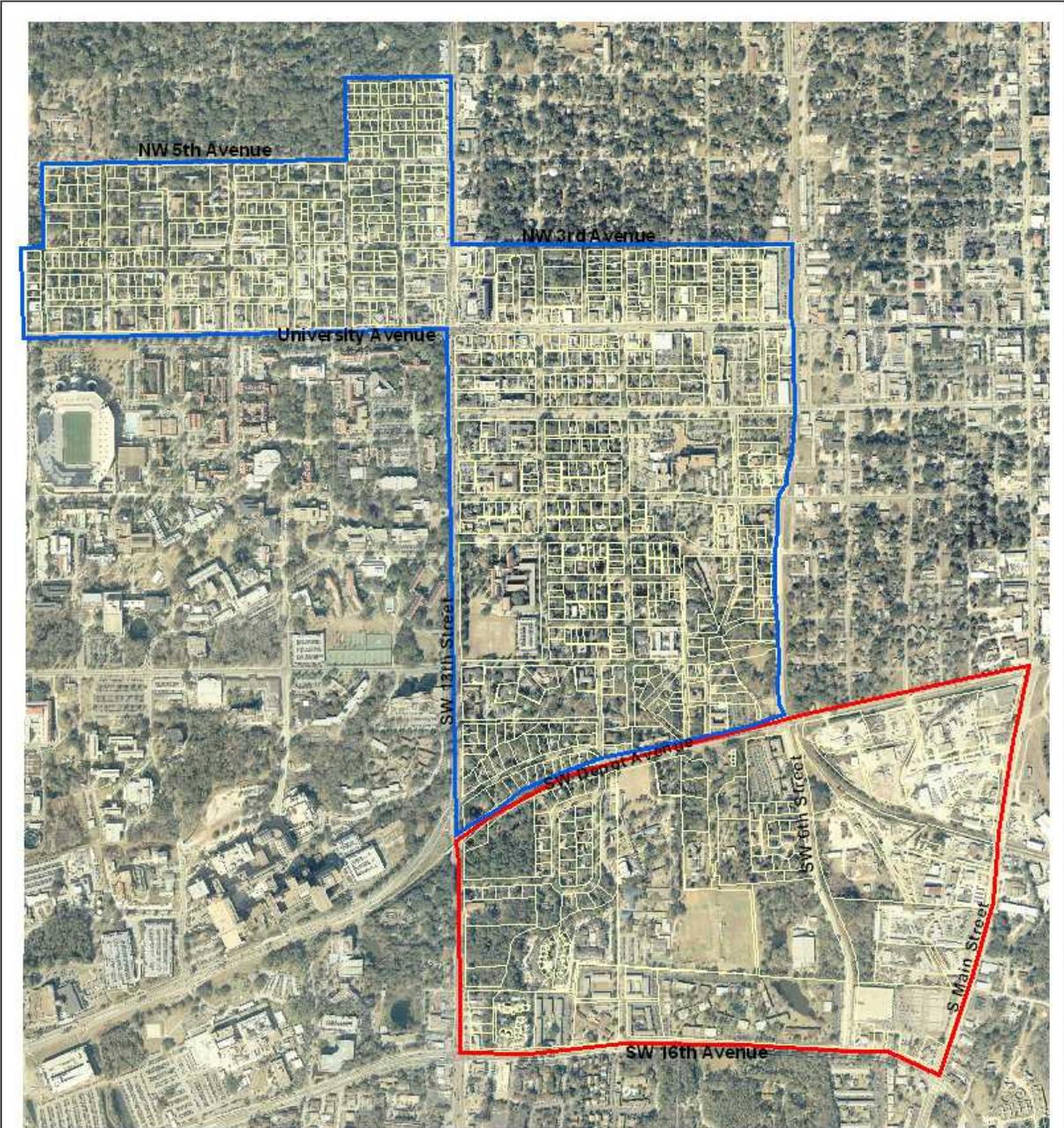
The City's Comprehensive Plan, adopted in 2002, calls for the redevelopment of designated areas within the City, particularly the urban core. According to the plan, a primary goal of redevelopment is to promote quality of life, transportation choice, a healthy economy, and discourage sprawl. In 1994 and 1995, The College Park/University Heights (CP/UH) Community Redevelopment Area was found to be a blighted area appropriate for redevelopment and a plan for redevelopment was adopted. The CP/UH Community Redevelopment Area is now a rapidly redeveloping area just north and east of the University of Florida Campus near Gainesville's Downtown Redevelopment Area. In 2004, the City decided to update the CP/UH Redevelopment Plan, (which was last updated in 1995) including, if appropriate, the proposed expanded area.

As part of the update to the redevelopment plan, the City retained Herbert-Halback, Inc. (HHI) and Real Estate Research Consultants (RERC) to investigate and document blight conditions in an area just south of the existing Redevelopment Area for possible inclusion. This plan has been prepared to not only update the existing CP/UH Redevelopment Plan but also to address the conditions of blight that were identified in the Expansion Area. (See the *Finding of Necessity Report for the Expansion of the College Park/University Heights Community Redevelopment Area, dated May 2005, adopted June 13, 2005*).

This plan meets the requirements for community redevelopment plans, pursuant to Chapter 163 Part III, Florida Statutes and is consistent with the City of Gainesville Comprehensive Plan. The CP/UH Community Redevelopment Area was found to be an area of blight by resolution R-94-63 of the City of Gainesville, September 26<sup>th</sup>, 1994. The Expansion Area was found to be an area of blight by resolution 050067, on June 13, 2005.

## 2.0 Boundaries and Description of Redevelopment Area

The CP/UH Community Redevelopment Area is located in the center of the City of Gainesville, north and east of the University of Florida, see map 1. (See Appendix A for the legal description). Combined with the Expansion Area (See Appendix A for the legal description) the Community Redevelopment Area now consists of 537 acres of land.



Source: City of Gainesville GIS

# Figure 1 College Park/University Heights Boundary Map

**Legend**

-  CPAUH Expansion Area
-  Existing Community Redevelopment Area
-  Parcel Lines



September 26, 2005

## 2.1 Retrospective Overview

Much of the Redevelopment Area was developed as a direct result of the establishment of the University in 1906. Many of the surrounding neighborhoods such as University Terrace, University Heights, College Park, Audubon Heights and others were built to provide faculty and staff housing. Several of these neighborhoods also provide a rich architectural heritage within the Community Redevelopment Area.



*1960s Era Multi-family Residences in the CP/UH Community Redevelopment Area*

Dormitory and apartment development was an early component of the areas nearest to campus. Commercial development patterns responded both to the campus and growth of downtown. The City's rapid growth during the 1960's and 70's resulted in changes to the area. The residential neighborhoods were faced with a much higher demand for multi-family housing than was available. This continues today and has a major impact on the Expansion Area and the existing CP/UH Community Redevelopment Area as many single-family residences have been converted to multifamily housing.

As growth pressures in the western fringes of the City developed, student demand for housing in both the existing CP/UH Community Redevelopment Area and the Expansion Area provided some relief for housing demand. However, this change also created a higher demand for parking on neighborhood streets and increased traffic congestion.

The Expansion Area includes a light industrial area between SW 6<sup>th</sup> Street and South Main Street and south of Depot Avenue that has been in decline for many years. This area was included as part of the Expansion Area for a variety of reasons, including its potential (and the entire expansion area) for redevelopment and conversion to a technology research hub. By including this area within the Community Redevelopment Area, along with the residential area situated immediately south of the existing CP/UH Community Redevelopment Area, the Community Redevelopment Agency (CRA) will be able to help remove the blighting conditions present in the area.

Although there are several thriving industrial uses and several apartment complexes in the Expansion area, many of the residential and most of the industrial buildings in the Expansion Area have been rendered functionally obsolete by outdated building density patterns. Additionally, some of the older multifamily rental properties and single-family homes converted to rental property are unkempt and in a state of neglect. Functional deterioration, and to a lesser degree, physical deterioration, has taken place through the constraints of site, structure placement, points of ingress and egress, and insufficient parking capacity to handle peak periods. Faulty and outdated lot layouts and building density patterns contribute to overall site deterioration, infrastructure deficiencies, poor traffic circulation, and higher incidences of crime and code violations. Collectively and individually, these conditions represent a "substantial number of deteriorated or deteriorating structures", which in turn lead "to economic distress or endanger life or property".

## 2.2 Previous Planning Efforts

The first 10 years of the redevelopment efforts within the CP/UH Community Redevelopment Area have been quite successful. Improvements have mostly centered upon developing special area plans, streetscape improvements, infrastructure improvements, and implementing new construction incentive programs. However,

significant blighting conditions remain such as needed stormwater improvements, a lack of parking, and needed improvements to the available housing in the Community Redevelopment Area including better building placement, improved access and additional community policing. The City's parking exempt policies have been successful in achieving a better urban form, but have created a need for a more comprehensive parking system. As part of the plan update, the CP/UH Advisory Board desired a plan that began focusing more on the systemic changes needed to realize the overall vision held by the community. This includes changing the overall character of the community, improving traffic circulation and mode choice, enhancing the environment for private sector investment, and an overall better utilization of land.

## **2.3 Current Issues/Existing Conditions**

The CP/UH Community Redevelopment Area contains three similar yet distinct neighborhoods. College Park is a rapidly redeveloping mixed-use neighborhood just north of the University of Florida campus. It contains mid-century and newer housing, and a growing but underutilized retail and commercial corridor along University Avenue. The second neighborhood is University Heights. This traditional neighborhood, between the University of Florida campus and downtown, includes residential and other uses and is experiencing an increase in multi-family housing given its proximity to the University. Each neighborhood is also governed by a special area plan (zoning overlay). The two Special Area Plans promote urban design compatibility while encouraging redevelopment in each neighborhood.

The third neighborhood is the newly added Expansion Area, which is located just south of University Heights and Depot Avenue between SW 13<sup>th</sup> Street and Main Street and south to SW 16<sup>th</sup> Avenue. This neighborhood is immediately east of Shands Hospital. Portions of this area are also part of the SW 13<sup>th</sup> Street Corridor Special Area Plan, a joint plan between the City and County implemented in the City via a zoning overlay for the corridor. The intent of the plan is to improve the quality of development and redevelopment along the corridor. Future Land Use Policy 4.1.5 specifically indicates a desire by the City to address this corridor with respect to transitioning to a better mix of residential and commercial uses along SW 13<sup>th</sup> Street.

There was some deliberation about including the more industrialized portion of the Expansion Area between 6<sup>th</sup> Street and Main. It could be argued that this area was more appropriately located in the Downtown Community Redevelopment Area since a general rule of thumb had been to include everything east of 6<sup>th</sup> Street in the Downtown Redevelopment Area. However, the Downtown Community Redevelopment Area had recently been expanded and its Redevelopment Plan updated. Ultimately, including the industrial area in the CP/UH Community Redevelopment Area makes sense because of its proximity to Shands and the residential neighborhoods in the CP/UH Community Redevelopment Area. The industrial area, once redeveloped into a mix of uses, which may include technology uses, can provide a smoother transition between the adjacent residential areas and downtown as well as providing technology jobs south of downtown and east of Shands. The Expansion Area also contains the Audubon Heights subdivision, a collection of single family homes in a neighborhood setting with proximity to the P.K. Yonge (K-12) School. By having higher paying jobs in close proximity both to the east and west, this neighborhood could be more desirable to people living and working in the area. The Depot Rail Trail also provides a desirable link to the University and Downtown, schools, and open spaces.

### **2.3.1 Current Issues**

The existing CP/UH Community Redevelopment Area continues to be affected by a lack of aesthetic quality and infrastructure, particularly a lack of curb and gutter, gaps in

sidewalks, shortage of parking and stormwater deficiencies. This lack of infrastructure is particularly problematic in the Expansion Area. These deficiencies curtail new investment in the area. Another contributing problem to both the CP/UH Community Redevelopment Area and Expansion area is the need for additional dense housing suitable for singles, young workers, and university staff.

The original Redevelopment Plan called for regulatory changes addressing land development regulations that would foster more traditional urban design that encourages transportation alternatives to the automobile, a more pedestrian friendly environment and higher densities. Now that the regulatory framework is in place to achieve the desired character of new development, this Plan does not call for any major changes to the land use regulations and design guidelines already in place. Rather, this Plan calls for the CRA's continued role in promoting the transformational projects needed to realize the desired vision for the Community Redevelopment Area. It is anticipated that minor changes to both the Comprehensive Plan and the City's Land Development Code may be made to implement the desired vision for the Expansion Area, which at this point does not have the regulatory framework in place to complement the redevelopment initiatives already begun in the existing Community Redevelopment Area. The CRA should take an active role in working with businesses and residents in this area to determine any future land use or zoning changes. These changes would be consistent with the desired redevelopment strategies for the area that are discussed in greater detail in Section 3 of this Plan.

### **2.3.2 Population and Housing Characteristics**

Both the existing CP/UH Community Redevelopment Area and the Expansion Area lie within Census Tracts 2 and 10 of Alachua County Florida. According to the 2000 Census the total population within the CP/UH Community Redevelopment Area was 12,105. The racial breakdown is shown in Table 1 below. The median age is 23.4 years, reflecting the Community Redevelopment Area's proximity to the University. Note that the following percentages add up to more than 100% due to the Census 2000 policy to allow people to check more than one race for statistical purposes.

**Table 1 Population of CP/UH Community Redevelopment Area**

White	90.0%
Black/African American	16.9%
Native American	0.2%
Asian	3.5%
Hawaiian/Pacific Islander	0.1%
Other	2.0%
Two or More Races	2.0%

*Source: 2000 US Census*

Housing is also reflective of the CP/UH Community Redevelopment Area's proximity to the University. As of the 2000 Census there were 5,460 housing units in the CP/UH Community Redevelopment Area, 64.6% of which were renter occupied. Only 7% of the total number of housing units was vacant in 2000, reflecting a healthy real estate market and a low supply of available housing which can in turn result in higher real estate prices and monthly rental rates.

### 2.3.3 Land Use Characteristics

The CP/UH Community Redevelopment Area contains nearly 537 acres of land. Future land use designations within the Community Redevelopment Area reflect both the desired character and existing conditions. Because the area was mostly built out at the time of the adoption of the Comprehensive Plan the land use designations balance existing uses while anticipating desired redevelopment activities. As a result the CP/UH Community Redevelopment Area has a variety of uses allowed, including the more flexible mixed use designations that allow for the integration of residential with office, retail and commercial uses.

The land use designations present in the Community Redevelopment Area are summarized below.

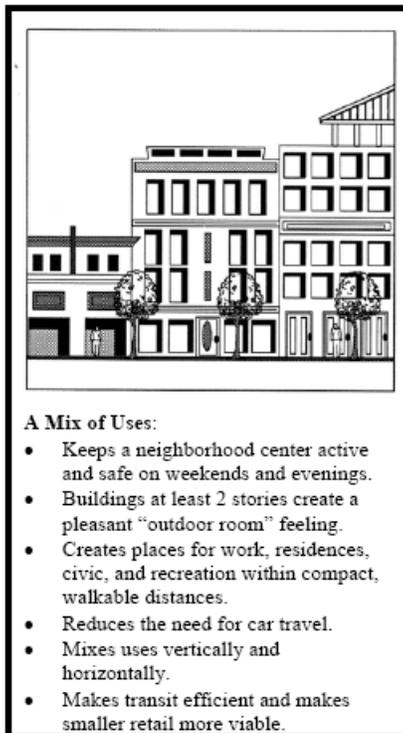


Figure 2

- **Single-Family (up to 8 units per acre).** This land use category shall allow single-family detached dwellings at densities up to 8 dwelling units per acre. The Single-Family land use classification identifies those areas within the City that, due to topography, soil conditions, surrounding land uses and development patterns, are appropriate for single-family development. Land development regulations shall determine the performance measures and gradations of density. Land development regulations shall specify criteria for the siting of low-intensity residential facilities to accommodate special need populations and appropriate community-level institutional facilities such as places of religious assembly, public and private schools other than institutions of higher learning, and libraries. Land development regulations shall allow home occupations in conjunction with single-family dwellings under certain limitations.
- **Residential Low Density –** Allows up to 12 dwelling units per acre where single-family development is appropriate. This classification is intended for the conservation of traditional low-density single-family development, single family attached and zero lot line development, and small-scale multi-family development.
- **Residential Medium-Density (8-30 units per acre).** This land use classification shall allow single-family and multi-family development at densities from 8 to 30 dwelling units per acre. Lots that existed on November 13, 1991 and that are less than or equal to 0.5 acres in size shall be exempt from minimum density requirements. The land shown as Residential Medium-Density on the Future Land Use Map identifies those areas within the City that, due to topography, soil conditions, surrounding land uses and development patterns, are appropriate for single-family, and medium-intensity multi-family development. Land development regulations shall determine gradations of density and specific uses. Land development regulations shall specify criteria for the siting of appropriate medium-intensity residential facilities to accommodate special need populations and appropriate community-level institutional facilities such as places of religious assembly, public and private schools other than institutions of higher learning, and libraries. Land development regulations shall allow home occupations within certain limitations.
- **Residential High Density –** Allows single family and multi-family development at densities of 8 to 100 dwelling units per acre. Secondary retail and office uses are allowed up to 25% of residential floor area for the development.

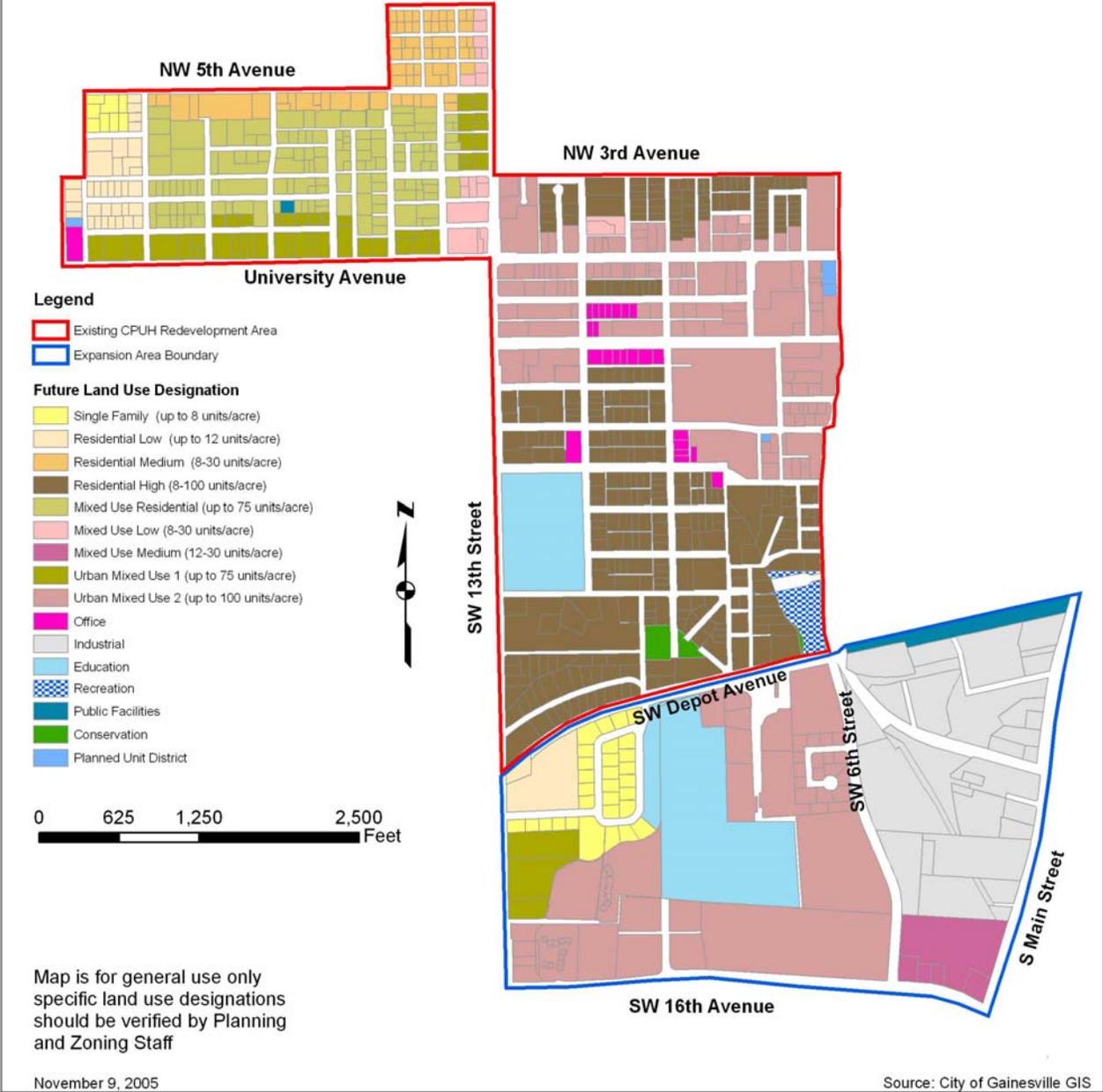
- Mixed-Use Residential (up to 75 units per acre). This residential district provides for a mixture of residential and office uses. Office uses that are complementary to and secondary to the residential character of the district may be allowed. An essential component of the district is orientation of structures to the street and the pedestrian character of the area. Office uses located within this district should be scaled to serve the immediate neighborhood and pedestrians from surrounding neighborhoods and institutions. Land development regulations shall set the district size; appropriate densities (up to 75 dwelling units per acre); the distribution of uses; appropriate floor area ratios; design criteria; landscaping, pedestrian, transit, and bicycle access; and street lighting. Land development regulations shall specify the criteria for the siting of public and private schools, places of religious assembly and community facilities within this category when designed in a manner compatible with the adoption of a Special Area Plan for that area. The intensity of office use cannot exceed 10 percent of the total residential floor area per development.
- Low Intensity Mixed Use - This category allows a mix of residential and non-residential uses such as standard lot single-family houses, small-lot single-family houses, duplex houses, townhouses (attached housing), accessory dwelling units, group homes, multi-family housing (if compatible in scale and character with other dwellings in the proposed neighborhood), offices scaled to serve the surrounding neighborhood, retail scaled to serve the surrounding neighborhood, public and private schools, places of religious assembly and other community civic uses. Density allowed is between 8 and 30 dwelling units per acre. Intensity of non-residential uses is controlled by height limitations not exceeding 5 stories, requiring buildings to front streets and modest setbacks and build to lines. At least 10% of development must be residential measured by floor area or the surrounding area is developed at a minimum density of 6 dwelling units per acre.
- Urban Mixed-Use 1 – Allows up to 75 units per acre. This category allows a mixture of residential, retail and office/research uses. The Urban Mixed Use districts are distinguished from other mixed-use districts in that they are specifically established to support biotechnology research in close proximity to the University of Florida. An essential component of the district is orientation of structures to the street and pedestrian character of the area. Retail and office uses located within this district shall be scaled to fit into the character of the area. Residential density shall be limited to 75 units per acre with provisions to add up to 25 additional units per acre by special use permit. All new development must be a minimum of 2 stories in height. Building height shall be limited to 6 stories and up to 8 stories by special use permit. Land development regulations shall set the appropriate densities; the distribution of uses; design criteria; landscaping, pedestrian, and vehicular access. Land development regulations shall specify the criteria for the siting of public and private schools, places of religious assembly and community facilities within this category.
- Urban Mixed-Use 2 – Allows up to 100 units per acre. This category allows a mixture of residential, retail and office/research uses. The Urban Mixed districts are distinguished from other mixed-use districts in that they are specifically established to support biotechnology research in close proximity to the University of Florida. An essential component of the district is orientation of structures to the street and pedestrian character of the area. Retail and office uses located within this district should be scaled to fit into the character of the

area. Residential density shall be limited to 100 units per acre with provisions to add up to 25 additional units per acre by special use permit. All new development must be a minimum of 2 stories in height. Building height shall be limited to 6 stories and up to 8 stories by special use permit. Land development regulations shall set the appropriate densities; the distribution of uses; design criteria; landscaping, pedestrian, and vehicular access. Land development regulations shall specify the criteria for the siting of public and private schools, places of religious assembly and community facilities within this category.

- Office - identifies areas appropriate for office and residential uses. This category is intended to identify appropriate areas for professional and service uses, hospital and medical uses, compound and residential uses, and appropriate ancillary uses. Office designations shall be applied to compact office development. Residential uses in office districts shall be designed as new in-town development, mixed use, live-work, compound use or shall accommodate existing residential development within the Community Redevelopment Area. Densities shall not exceed 20 units per acre. There is no FAR established for this designation. Intensity of non-residential uses is controlled by height limitations not exceeding 5 stories, requiring buildings to front streets and modest setbacks and build to lines.
- Commercial – Identifies areas most appropriate for large-scale highway-oriented commercial uses, and, when designed sensitively, residential uses. 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.
- Industrial – Identifies those areas appropriate for manufacturing, fabricating, distribution, extraction, wholesaling, warehousing, recycling and other ancillary uses, and, when designed sensitively, retail, office, service, and residential uses, when such non-industrial uses are no more than 25 percent of industrial area, or when part of a Brownfield redevelopment effort. Intensity will be controlled by adopting land development regulations that establish height limits of 5 stories or less and requiring buildings to face the street.
- Recreation – This category identifies appropriate areas for public and private leisure activities.
- Conservation – This category identifies areas environmentally unsuited to urban development, permanent buffers between land uses, areas used for passive recreation and nature parks. Privately held properties within this category shall be allowed to develop at single-family densities of 1 unit per 5 acres. Land development regulations shall determine the appropriate scale of activities, structures and infrastructure that will be allowed.
- Public Facilities – This category identifies administrative and operational governmental functions such as government offices, utility facilities and storage facilities. Maximum lot coverage in this Community Redevelopment Area shall not exceed 80 percent.
- Planned Use District – This category is an overlay land use district, which may be applied on any specific property in the City. 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.

**Figure 3 College Park/University Heights  
 Future Land Use Map**



## 2.4 Planning Workshop

In April 2005, the CP/UH Advisory Board held a workshop to help establish the priorities for the Update of the Redevelopment Plan. A brief presentation was given as an overview of the redevelopment transformation process. Redevelopment was described as being characterized by three types of change: environmental changes (infrastructure, streetscape, stormwater, and public safety), economic changes (private sector investment, incentive programs), and systemic changes (changes in land use/zoning, historic preservation, new urban form).



*Consultant Tom Kohler and CP/UH Redevelopment Advisory Board members Diana Moss and Ricardo Cavalino discuss the needs of the CP/UH Community Redevelopment Area at the April Planning workshop.*

Based on the results, the top issues to be addressed in the CP/UH Plan Update centered on improved traffic circulation, private investment, and urban design. However, it should be noted that there is quite a bit of overlap among the issues, especially traffic circulation, urban design and 'complete streets'. Also, items such as stormwater improvements play a key role in enhancing the environment for private investment.

## 3.0 Redevelopment Objectives and Initiatives

The intent of the CP/UH Redevelopment Plan is to address the conditions of blight that were identified within the CP/UH Community Redevelopment Area. Primary areas of concern are stormwater management, traffic circulation, public safety, housing, public facilities, parking, and urban form. Ultimately, the Community Redevelopment Area will be transformed into an attractive mixed-use destination area providing for a mix of housing types, non-residential uses supporting both residents and visitors alike, and improved transportation choices.

### 3.1 Redevelopment Objectives and Initiatives

In partnership with the private sector and other governmental agencies, the redevelopment initiatives in this plan will reverse the observed blighting conditions within the Community Redevelopment Area by leveraging public assets to improve the overall economic and physical conditions. Strategies are to be identified and placed into action to address and remove blighting conditions that might hamper the achievement of these redevelopment objectives. Ultimately, the CP/UH Community Redevelopment Area will be revitalized to benefit residents, businesses, property owners and visitors.

The objectives and redevelopment initiatives contained in this section address blight conditions within the CP/UH Community Redevelopment Area as identified in the initial blight findings for the CP/UH Community Redevelopment Area and for the recently adopted blight findings for the CP/UH Expansion Area. These initiatives have been developed through the planning workshop conducted in April of 2005 with the CP/UH Advisory Board and from staff input regarding the Expansion Area blight findings. The objectives should be viewed as sound planning steps in the realization of the redevelopment initiative.



*Conceptual image of University Avenue once redeveloped.  
(Dover Kohl and Partners)*

The CRA should take full advantage of the powers given it by Statue 163 to address the issues discussed in this Redevelopment Plan. As such, this section identifies the kinds of redevelopment programs and capital projects that when implemented support the redevelopment objectives as presented in this Plan and consistent with the intent of Florida's Community Redevelopment Act (Ch. 163 Part III). The capital and program costs of implementing the redevelopment initiatives below are addressed in Section 5.0 of this Plan.

#### 3.1.1 Objective 1 – Infrastructure

Infrastructure improvements, particularly for stormwater, are necessary to reduce the impediments to development in the CP/UH Community Redevelopment Area. These improvements are needed to mitigate the blighted conditions within the Community Redevelopment Area and will in turn make the Community Redevelopment Area more attractive to development and reinvestment

##### **Infrastructure Initiatives**



*Improved infrastructure, particularly for  
stormwater, is needed in the CP/UH  
Community Redevelopment Area.*

In order to support redevelopment, the CRA should undertake Community Redevelopment Area-wide improvements for infrastructure and utilities. Improvements include upgrades to existing systems and or totally new facilities. These infrastructure strategies may greatly enhance the overall quality of life and general conditions within the Community Redevelopment Area.

- **Stormwater System Improvements** - The CRA should undertake improvements and upgrades to the stormwater system within the Community Redevelopment Area. Additionally, CRA-assisted stormwater improvements can help alleviate some of the impediments to redevelopment as they relate to onsite detention and retention of stormwater run off. Other Community Redevelopment Areas, such as the adjacent Fifth Avenue/Pleasant Street Community Redevelopment Area are also in need of stormwater capacity improvements. By partnering with the other Community Redevelopment Areas, funds can be leveraged to provide stormwater facilities to more than one Community Redevelopment Area. The CRA should also pursue the co-location of stormwater facilities with roadway improvements and/or linear or

other stormwater parks that can provide much needed capacity as well as a public amenity. Specific stormwater projects and programs are described below.

- Consider the dual use of park and green spaces for development as a stormwater park.
  - Develop innovative solutions outside of the Community Redevelopment Area such as attenuating volume in the north and providing treatment in the south.
  - Investigate low impact development principles that can be applied in single-family areas and determine the benefits to stormwater credits. Identify potential incentives to encourage low impact development if the stormwater credits can be improved.
  - Look for ways to work with other communities through organizations like the Florida Redevelopment Association to innovatively address urban stormwater issues
- **Co-location of Public Facilities and Infrastructure** – The CRA should work towards co-locating public facilities to save costs and to take advantage of limited resources for such facilities. An example of one facility would be the 6<sup>th</sup> Street rail trail and needed stormwater facilities.
  - **Bond Programs** – By combining several projects into one bond issue the CRA can reduce administration and other costs associated with using bonds to fund public infrastructure projects.



*Example of existing parking problems.*

### **3.1.2 Objective 2 – Parking**

Both long-term parking and short-term parking is a problem within the CP/UH Community Redevelopment Area. Solutions to these parking problems are varied and complex. The identification of incentives and disincentives to parking issues can help to focus the CRA and CP/UH Advisory Board in tackling this problem. While additional facilities are needed, a more refined approach that recognizes the true costs of parking may help to increase trip capture within the Community Redevelopment Area and encourage the use of alternative forms of transportation. Partnerships between the City, private developers and community non-profits, such as the UF Foundation, churches, foundations and the like may also help to defray the costs of developing additional facilities.

#### **Parking Initiatives**

Improving parking conditions within the Community Redevelopment Area will always be a challenge for the CRA. Expansion of the University, while parking on campus continues to diminish, combined with more intense development anticipated in the future to provide for the increase in faculty and students desiring housing in the Community Redevelopment Area will place additional demands and strain on the existing parking facilities available. These demands are not only for residents but also for short term parking for visitors having business at facilities and businesses in or near the CP/UH Community Redevelopment Area. The following initiatives should be considered in improving the parking situation within the CP/UH Community Redevelopment Area.



*Existing University of Florida parking garage in the University Heights neighborhood.*

- **Comprehensive Parking Management System** – The creation of a comprehensive parking management system, such as an Enterprise Fund or a Parking Authority, would provide much needed emphasis on solving parking issues in the CRA, for both short term and long term parking needs. Related tasks of the comprehensive parking management system should include establishing a centralized parking administrator throughout the entire City/CRA, improved parking enforcement, and increasing the number of parking opportunities in all Community Redevelopment Areas. The comprehensive parking management system could consolidate all parking revenues, expenditures and operations. An enterprise fund could be considered to finance such an operation.
  - The comprehensive parking management system could reasonably oversell parking decals so that virtually there are enough spaces for a four-block area. Revenues raised could be used to provide security and parking enforcement.
  - To improve efficiency and for cost-effectiveness, the CPUH Community Redevelopment Area could partner with other CRAs to develop this comprehensive parking management system to coordinate parking in all Community Redevelopment Areas. Public parking should be available within a four-block walk throughout the CRA wherever possible.
- **Parking Study** - Complete a parking study that identifies incentives and disincentives for parking within the Community Redevelopment Area.
- **Fee Structure Analysis** - Re-evaluate the City's fees for public parking and establish market rates for public parking within the Community Redevelopment Area.
- **Partnerships** - Explore partnership opportunities with private developers, non-profits, and other users needing parking for their customers and/or clients. Examples of partners include churches, the City, and commercial property owners. Partnership options include but are not limited to the following examples:
  - Establish incentive program for developers where they provide infrastructure improvements (curb and gutter, sidewalks, stormwater), on street parking, easements or other similar value-added facilities or real property. A portion of all parking spaces should then run with the land that developers have control over. This could amount to 160 sq. ft of public property for each parking space dedicated to their use. Some spaces can be dedicated to the developer and the remainder would be first come first served.
  - Provide financial and in-kind incentives to property owners for the conversion of existing parking from parallel to angled parking if and where appropriate to get more spaces
  - Employ creative strategies to acquire land for parking. Land swaps, below market land purchases, etc could be used to acquire land for parking facilities. The City would then own, construct, and operate the parking facility and the seller is given control of a portion of the parking for their benefit as partial compensation for the land swap.

- Public/private parking programs could be established where the City and a private entity share the costs of building and operating a parking facility. Since some uses have higher demands on weekends, for example churches, versus during the week, parking can be provided to several users at a lower cost for each. Such partnerships could include churches, government facilities, restaurants and entertainment establishments.
- **Trip Capture** - Increase trip capture to reduce the need for multiple trips (park once, make many trips) through the provision of parking structures strategically located to linked uses, increased parking enforcement, pedestrian and bicycle improvements, and other incentives that encourage walking between trips and discourage driving short distances.
- **New Parking Structures** – Providing additional structured parking in strategic locations within the CP/UH Community Redevelopment Area will help eliminate the inefficient use of land that results from haphazard surface parking lots scattered throughout the Community Redevelopment Area.
  - University Heights – Proximity to the University campus and Sorority Row increases the demand for parking. Structured parking facilities will help increase the supply without impacting the traditional neighborhood design desired for this part of the Community Redevelopment Area.
  - College Park: If parking garages are built at St. Augustine Church and University Corners (or other similar redevelopment sites) they could provide the needed parking for this part of the Community Redevelopment Area.
  - Expansion Area: New development of significant size, particularly in the area east of 6<sup>th</sup> Street where the potential for a technology hub and related facilities is desirable should provide structured parking that is incorporated into building design.

### **3.1.3 Objective 3 – Urban Form**

Urban form includes aesthetics and other intrinsic qualities that result from the mix of uses, street patterns, public facilities, and the overall architectural character of the buildings that make up any particular place. Currently, the urban form of the CP/UH Community Redevelopment Area lacks the kind of architectural interest appropriate to a neighborhood in proximity to a major state university. Many residents within CP/UH leave the CP/UH Community Redevelopment Area to patronize other commercial uses outside the CP/UH Community Redevelopment Area for their personal and entertainment needs that cannot be met within the CP/UH Community Redevelopment Area. The CRA, through redevelopment initiatives and other tools, should encourage a better mix of uses such as restaurants, retail and other businesses needed to serve residents and the thousands of students, faculty and staff who converge each day on the University of Florida campus. Initiatives may include, but not be limited to, incentives created to encourage better design, creation of a “Main Street” program to strengthen the business community and the encouragement of mixed use development that furthers the intent of the Plan in appropriate locations. The conversion of existing highway oriented commercial to uses that would better serve both the Community Redevelopment Area’s

present and future residents and those for which the neighborhood is a shopping or entertainment destination, is desired.



*A conceptual example of appropriate urban form at West University Avenue and 6<sup>th</sup> Street.  
(Dover Kohl and Partners)*

### **Urban Form Initiatives**

The aesthetic or design framework of an urban area is a composite of its various visual and planning elements. The individual elements that help to define the community's urban form may include roadways, streetscape, public rights-of-way, buildings, landmarks, signage, open space, recreational areas, conservation areas and the edges of separate distinct areas. Currently, the City has created special area plans for the Community Redevelopment Area and the CRA is in the process of creating incentive design guidelines. These plans and guidelines may need to be updated or strengthened from time to time to address changing conditions within the Community Redevelopment Area. The following initiatives are recommended to strengthen the existing tools the CRA uses to define the urban form envisioned for the Community Redevelopment Area.



- **Design Incentives** - Create incentives to encourage better design, not just development. The design incentives are intended to attract quality projects that enhance the overall urban form of the community.
- **Development Review** - Analyze development review processes to identify potential inconsistencies with the intent of the Redevelopment Plan and its objectives. This may lead to area specific revisions to the development review process to ensure that the objectives/vision of the plan is met.
- **Mix of Uses** - Continue encouraging a greater mix of uses, particularly uses that will support the residential component of any new development and redevelopment within the Community Redevelopment Area. Increasing the number of restaurants, neighborhood services, and other types of non-residential services is intended to reduce the number of trips that originate inside the Community Redevelopment Area to locations outside the Community Redevelopment Area.
  - **Urban Mixed Use District** – The City's new Urban Mixed Use District currently has a two story minimum height-limit. The proposed minimum height limit may not generate the residential density desired to create the thriving mixed use, pedestrian-oriented district that is envisioned. The CRA should consider providing incentives toward heights of at least four stories, in those locations where increased residential density is desired.

- **Housing Choice** - The CRA should address gentrification/ affordable housing issues by developing and demonstrating new or improved means of providing housing for families and persons of low income.
  - **University Avenue** – Increased housing in neighborhoods surrounding this key corridor will help increase population densities and provide additional multifamily and workforce housing opportunities. The increased synergy and number of residents will help support the mixed uses along the corridor.
  - **Increase number of residents** – Several areas within the existing Community Redevelopment Area and Expansion Area are ideally suited for residential mixed use development.
  - **Encourage homeownership** – Provide incentives for homeownership in established single-family neighborhoods such as Audubon Park, College Park and University Heights where appropriate in order to stabilize those neighborhoods and discourage the use of those properties as student housing.
- **Destination Place** - Foster the development of the Community Redevelopment Area as a destination place in order to reduce the need for a car or multiple cars per household and attract new visitors.
- **Public Spaces** – Acquire or otherwise support public plazas, courtyards, parks and other spaces for public use.
- **Amenities Program for key corridors** – Initiatives to upgrade sidewalks, pedestrian lighting, add street furniture, new bus shelters, etc. to improve the comfort and aesthetics of the corridors through streetscape improvements.
- **Alleyways** – Encourage the use of alleyways for deliveries, garbage pickup and other municipal services that can occur off the street. Current policies allowing for the abandonment of dedicated alleyways should be analyzed. Incentives could be provided to developers to fully build out alleyways where applicable.



*University Avenue – previous improvements include brick paver treatments and renaissance light fixtures.*

### **3.1.4 Objective 4 – Traffic Circulation**

Traffic circulation improvements were seen as a key issue within the Community Redevelopment Area. Creating more ‘complete streets’; i.e. a better mix of mode options, such as walking, biking, transit, etc., will help reduce the need for road widening, reduce automobile congestion and create the synergy needed to support the urban form desired by the community.



*Traffic at the busy intersection of Archer Road and 13<sup>th</sup> Street*

### **Traffic Circulation Initiatives**

Improving traffic circulation will positively transform the economic conditions and general perception of the Community Redevelopment Area. The following initiatives should be considered in improving traffic circulation, safety, and congestion within the Community Redevelopment Area.



*Visualization of the 13<sup>th</sup> Street corridor looking north.*

- **Multimodal Transportation Improvements** - To provide safe and easy access for bicyclists and pedestrians, as well as motorists, traveling through and within the Community Redevelopment Area the CRA should, in partnership with other government agencies as deemed appropriate, support the development of the CSX rail trail along 6<sup>th</sup> Street, improve the existing Depot Avenue Rail Trail, development of multimodal transportation facilities, and construction of public transit amenities within the Community Redevelopment Area. Multimodal transportation facilities and public transit improvements may include tree shaded bike paths, sidewalks and possibly bus routes, bus shelters and other access improvements.
- **Wayfinding Signage** – Wayfinding signage is as much a functional requirement for safe roadway design as the promotion of important destinations and public space aesthetics. The CRA should implement a comprehensive wayfinding system and signage program for major roads, connectors and important destinations to direct visitors and residents within the Community Redevelopment Area. In addition to directing residents and visitors, a signage system will provide a much needed identity and “sense of place” for the CP/UH Community Redevelopment Area.
- **Neighborhood Signage** – Addition of gateway signage signifying the three distinct neighborhoods in the CP/UH Community Redevelopment Area.
- **Pedestrian Sidewalks and Crosswalks** - An enhanced and interconnected network of right-of-way and other infrastructure projects that focus on improving pedestrian movement, parking, ingress/egress and public transportation along signature streets such as University Avenue, SW 2<sup>nd</sup> Avenue and their connectors should be realized. The CRA should, in partnership with other government agencies as deemed appropriate, implement sidewalk and crosswalk improvements within the CP/UH Community Redevelopment Area
- **Complete Streets** –All modes of transport should be facilitated within the street and public right of way. Networks of complete streets make alternative modes of transportation more viable, safe, and efficient. The result is a better balance of safety and convenience for all users. The CRA should work to create “Complete Streets” within the CP/UH Community Redevelopment Area through partnerships with other government agencies, improved design guidelines, and the private sector.
- **UF Circulator/Trolley** – Explore the creation of a bus circulator route that provides faster service within the CP/UH Community Redevelopment Area and to the downtown and university areas. Such a system could consist of electric, soft wheel trolleys, or other type of regular transit with air conditioning that runs on routes with pick-ups every 10 - 15 minutes. A priority route could be SW 2<sup>nd</sup> to downtown (Main Street) to Depot Avenue, then crossing 6<sup>th</sup> & 13<sup>th</sup> Streets and back on campus to UF. The CRA should look for innovative ways to make

it efficient, such as run parallel to the Depot Avenue Rail Trail or dedicate transit lanes where possible similar to the Lymmo Service in Downtown Orlando (see picture below).



*An example of successful transit in downtown Orlando*

### **3.1.5 Objective 5 – Private Investment**

Ultimately, the goal of redevelopment is for the Community Redevelopment Area to become self-sustaining in the long term without the need for incentives from the public sector. By encouraging private investment through the elimination of the impediments to investment, particularly infrastructure needs, the potential for private development within the Community Redevelopment Area can be fully realized. Initiatives should include infrastructure improvements, land assembly, and the use of incentives to attract the desired form of development.



*Heritage Oaks development on NW 12<sup>th</sup> Terrace, University Heights*

### **Private Investment Initiatives**

The CRA should enhance the environment for private investment through a variety of initiatives that work to eliminate impediments to redevelopment. The following initiatives combined with other proposed improvements within the CP/UH Community Redevelopment Area should improve the investment environment within the CP/UH Community Redevelopment Area.



*Royale Palms: example of type of new development in the CP/UH Community Redevelopment Area.*

- **Developer Incentive Programs** – The CRA should continue to implement, improve and monitor development incentive programs, using tax Increment dollars to help defray some of the costs of development and to encourage the kinds of development that will transform the CP/UH Community Redevelopment Area into the community envisioned in this plan.
- **Façade Grant Program** – Existing matching grant program can be expanded to continue its success in providing incentives to property owners to improve the aesthetics of their building. A separate signage incentive program may be created to improve signage in the CP/UH Community Redevelopment Area.
- **Linked Infrastructure** – By pooling infrastructure improvements such as a stormwater utilities or parking facilities, the costs of development can be reduced for private developers and encourage private sector investment within the CP/UH Community Redevelopment Area.
- **Prioritized Infrastructure Improvements** – The placement of infrastructure improvements (undergrounding utility lines, installing new lighting and sidewalks) on streets experiencing private reinvestment should be given priority over other streets.

### **3.1.6 Objective 6 – Land Acquisition & Redevelopment**

To provide a better and more efficient use of land it may at times require the public assembly of land by the CRA. Vacant and/or obsolete properties in high visibility locations within the CP/UH Community Redevelopment Area can be acquired through partnership with the private sector to provide greater control to the CRA in developing these areas consistent with this Redevelopment Plan, the City's Comprehensive Plan and the desired vision of the community.

Condemnation can be used when necessary for a public purpose, such as to provide parking, stormwater facilities and to remove blight through the removal of abandoned and boarded up properties. Acquired lands can provide pooled infrastructure such as parking and stormwater facilities.

#### **Land Acquisition and Redevelopment Initiatives**

The assemblage of parcels to provide pooled facilities such as stormwater, parking and public plazas, active recreation and open spaces and for other redevelopment purposes can result in a better utilization of land and improve connectivity between uses. Additionally, increased housing opportunities will help reshape the area and potentially reduce the need for trips by automobile. The following land assembly initiative is one tool the CRA can use to help acquire such lands.



*The West University Avenue Lofts project, currently under construction, was made possible through land acquisition and an RFP.*

- **Land Assembly and Acquisition** – Upon adoption of this Plan, the City and the CRA should develop initiatives that address land assembly and land acquisition for potential mixed use residential and commercial development, as well as for public projects such as stormwater, parking, public plazas and open spaces to support redevelopment. The primary criteria to be used for property acquisition and/or land assembly should be the ability of that action to mitigate blight identified in the Finding of Necessity for both the original CP/UH Community Redevelopment Area and the Expansion Area from a structural and functional standpoint. Strategies to provide incentives and or acquire individual properties should be worked out on a case-by-case basis and recommended for approval by the CP/UH Advisory Board. Priority for acquisition should be given to Cornerstone Projects identified in Section 4.0 below. However, flexibility should govern the CRA and the City in order to address changing conditions or worthy projects that might not be listed or considered at the time this Plan was drafted.

- **Condemnation** – When used appropriately condemnation allows a Community Redevelopment Area to expedite desired improvements needed to address blighting factors. Examples of the appropriate use of condemnation powers include: publicly financed parking facilities, stormwater and infrastructure improvements, properties that contribute to the blighting conditions within the Community Redevelopment Area or stand in the way of a needed public improvement project where other properties have been acquired through other means, transportation facilities, inappropriate uses, or other purpose that serves the public good and/or fulfills the goals and objectives of this redevelopment plan.

The CRA should make every effort to avoid eminent domain proceedings and instead focus on friendlier acquisitions. The CRA should explore incentives to encourage property owners to sell their properties voluntarily. Incentives can include a variety of techniques and benefits; allow purchases that exceed appraised value up to a certain threshold amount, payment of closing costs, relocation assistance for inconsistent uses, and other innovative techniques.



- **Expansion Area** – The opportunity for land assembly of larger parcels for a technology or business “hub” is greatest in this area as well. To encourage the development of such a use and related activities, the CRA should promote the area to developers through RFPs, creating opportunities for public/private partnerships. The aforementioned UF Circulator/trolley could be instrumental in making this hub successful, providing a linkage between two opportunity sites, the AGH site, and the industrial area between 6<sup>th</sup> and Main Streets. It’s important to note that although this area has been identified as a potential location for mixed-use technology hubs, it still needs to be studied further to determine the best mix of uses and to address the specific problems of this area in order to maximize its redevelopment potential. The CRA should take an active role in working with businesses and residents in this area to determine any future land use or zoning changes.
- **Primary Corridors** – The neighborhoods surrounding the primary corridors of University Avenue, 13<sup>th</sup> Street, Depot Avenue, SW 2<sup>nd</sup> Avenue, SW 16<sup>th</sup> Avenue and 6<sup>th</sup> Street have the potential to provide additional housing opportunities, bringing residents to the area to support the businesses and redevelopment activities planned for them.

### **3.1.7 Objective 7 – Creation of Mixed-Use Technology Hubs**

A potential mechanism to address the objectives of infrastructure improvements (Objective 1), comprehensively resolve parking issues (Objective 2), create new urban form and a better mix (Objective 3) improve traffic circulation (Objective 4) and encourage private investment (Objective 5) is through the targeted introduction of mixed-use technology transfer hubs into the CP/UH Community Redevelopment Area. Given the area's proximity to the University of Florida and the initiatives already underway at the University to develop and market new technology, development of a mixed-use technology transfer hub in targeted areas of the district could serve as a catalyst for redevelopment. The infusion of new businesses and professors, researchers and students circulating throughout the district could generate the foot traffic needed to support the mix of retail, residential and other commercial uses envisioned for the area. A new residential housing market for professors and researchers could be created, providing a more stable residential environment. Areas converted to tech transfer areas could be built to correct faulty lot layouts and inadequate building density patterns. In addition, the increased activity provides the "eyes on the street" helpful in preventing crime.

Land assembly (Objective 6) could be another valuable tool in providing the infrastructure for a tech sector to thrive in the area.

#### **Creation of Mixed Use Technology Hubs Initiatives**

The creation of mixed-use technology hubs will require the successful application of many of the objectives of this Plan, including: infrastructure, parking, urban form, traffic circulation, private investment, land acquisition and redevelopment and funding, financing and promotion.

- **Land Assembly** – To provide the land necessary for a tech sector to thrive in the area.
- **Coordination** – development of a technology hub will take considerable coordination and shared vision with the City of Gainesville, the University of Florida and the private sector.
- **Incentive Programs** – The CRA should explore the use of incentive programs, using tax increment dollars to help defray some of the costs of development and to encourage specifically the type of technology development that will transform the CP/UH Community Redevelopment Area into the dynamic community envisioned in this plan.
- **Support Facilities** – The CRA could support the creation of support facilities, such as an Enterprise Center, to further spur redevelopment through the establishment of mixed-use technology transfer hubs. The enterprise center could provide the needed space and assistance for start-up technology companies. The CRA could assist with the land assembly, infrastructure improvements, and construction/design incentives to create the center, and target the center's location to maximize the redevelopment benefits for the CPUH Community Redevelopment Area.



*Woodbury Row, new infill residential development in the University Heights Historic District*



*Example of historic home found in the University Heights Historic District.*

### **3.1.8 Objective 8 – Historic Preservation & Adaptive Reuse**

While the demolition and reuse of historic structures is allowed in some cases, protecting the historic character of the neighborhoods within the CP/UH Community Redevelopment Area is desirable to many within the CP/UH Community Redevelopment Area. However, care should be taken to consider the impacts of historic designation with respect to restrictions on development and redevelopment of historic properties. Adaptive reuse of historic properties can result in the creation of new destination drivers within the CP/UH Community Redevelopment Area. These destinations can include new employment centers, retail/entertainment centers, civic uses, or institutional centers. Adaptive reuse can also help bolster historic preservation efforts, by preserving the historic character but allowing for more appropriate uses that may differ from historical uses.

#### **Historic Preservation & Adaptive Reuse Initiatives**

There are two separate historic districts within the CP/UH Community Redevelopment Area. Both are located in the University Heights area between the University and downtown east of 13<sup>th</sup> Street. A small portion of the University Heights North Historic District also lies within the Fifth Avenue/Pleasant Street Community Redevelopment Area. The University Heights North District reflects architectural styles prevalent in Florida from the 1920s to the early 1950s. The Community Redevelopment Area and its concentration of historic buildings include the University Terrace and Florida Court subdivisions. The University Heights South Historic District includes University Heights and University Place subdivisions. It reflects typical suburban residential growth patterns of Florida cities in the mid-twentieth century. It is located between the University of Florida and downtown. The following initiatives related to historic preservation and adaptive reuse may help foster preservation efforts within the CP/UH Community Redevelopment Area.

- **Tax Incentives** – Incentives are available from both federal and local government sources. The *Federal Rehabilitation Tax Credit* provides eligible property owners with a tax credit of 20% of the qualified rehabilitation costs of the project. A second provision allows a 10% credit for substantial rehabilitation of non-historic structures constructed before 1936. The taxpayer qualifies for the tax credit under this second provision only if the building is used for industrial or commercial (non-residential) purposes subsequent to its rehabilitation. The Tax Treatment Extension Act of 1980 also permits income and estate tax deductions for charitable contributions for partial interests in qualified historic properties. Tax exemption programs are also available through the City for up to 100% of the assessed value of improvements made to register properties for up to 10 years. These programs and others can be used to help leverage the necessary improvements needed to rehabilitate and revitalize historic structures, which can become major assets to the community.
- **Historic Preservation Grants** – Grants are available from the National Trust for Historic Preservation to assist in developing and implementing a preservation plan. The Trust has been a partner with the CRA for several years and has been helpful in the designation of other historic districts within the City as well as providing grants for preservation projects, lines of credit, and below market loans through the National Preservation Loan Fund (NPLF). These funds can be used to acquire, stabilize, rehabilitate or restore a historic property for use, lease, or resale; establish or expand a revolving fund either to acquire and resell properties or to make loans for acquisition and rehabilitation costs.

- **Coordination** – Historic preservation and redevelopment efforts are not mutually exclusive. It is important that the objectives of the Redevelopment Plan and the University Heights Historic District are consistent with each other and that the two advisory boards work together. The CRA should help facilitate dialog between the two groups so the intentions of both groups are met and that there is buy-in by each advisory board. This is especially important so that property owners within designated historic districts see historic preservation and adaptive reuse in a positive light, as well as historic preservationists viewing economic redevelopment as a positive goal within each historic district.

### **3.1.9 Objective 9 – Public Spaces**

While recreation opportunities are not a significant blighting factor within the Community Redevelopment Area, public spaces have a great impact on the quality of life within the community. Active recreation facilities appear to be sufficiently available to residents in most areas; however, some public facilities such as the Depot Avenue Rail Trail bridge over SW 13<sup>th</sup> Street are in need of aesthetic improvements and general maintenance. Improvements to existing park areas and the creation of new parks and public green spaces can be used to further remove blight and improve the aesthetics and amenities of the area. Acquiring land for parks and green space can create new neighborhood parks, which are lacking in the CP/UH Community Redevelopment Area. Highly visible public plazas, gathering places and alternative transportation corridors should be well maintained, aesthetically pleasing and designed in such a way as to protect public safety and foster a more cohesive urban form. Public gathering places can also serve as a place for signature events, as currently there is not an appropriate location to hold events in the Community Redevelopment Area. Where appropriate, some public spaces can provide dual uses as wet or dry stormwater retention areas.

#### **Public Space Initiatives**

Public spaces are an integral part of the fabric of any community. They provide connectivity and a sense of place. The following initiatives address public space within the Community Redevelopment Area.

- **Pedestrian and Bicycle Trails** – Such corridors can not only provide recreational opportunities within the CP/UH Community Redevelopment Area, they can provide much needed transportation alternatives through and within the Community Redevelopment Area. The CRA should work with the appropriate government agencies and non-profit groups to continue its plan and develop an interconnected system of trails, corridors, and other linkages within the CP/UH Community Redevelopment Area.
- **Open Spaces, Active Recreational Areas and Public Plazas** – Open space can be provided and enhanced through the establishment of landscaped promenades, planted landscape islands, mini-parks or plazas, active recreational areas and neighborhood gathering places. A system of public spaces, linked to the extent possible, will help promote alternative forms of transportation and provide a pleasant experience for pedestrians.
- **Depot Rail Trail Improvements** – This trail has the potential to provide a key linkage between the Community Redevelopment Area, the University and downtown. Over the years it has not been utilized to its fullest potential. New developments along the trail should address connectivity and access to the trail using accepted CPTED (Crime Prevention Through Environmental Design) design principles that enhance the trail user's comfort and safety. Fencing off



*Depot Avenue Rail Trail crossing  
over 13<sup>th</sup> Street*

the trail and preventing access to the trail via new developments should be avoided. Proper lighting and other elements should be provided by development adjacent to the trail. Additionally, the CRA should work with the appropriate agency to develop a beautification plan for the trail crossing over SW 13<sup>th</sup> Street. This crossing provides an important gateway into the Community Redevelopment Area and provides visitors a first impression of the area that may not reflect the desired positive impression of the Community Redevelopment Area.

- **SW 6<sup>th</sup> Street Corridor** – This corridor has the potential to be a multiuse corridor that can provide both a linear park and rail trail given the expansive CSX property being sought for a rail trail. The CRA should work with the appropriate agency to develop a beautification plan for this corridor and the rail trail. In addition, options to provide stormwater retention should be explored as another use of this corridor.

### **3.1.10 Objective 10 – Funding, Financing, Management, and Promotion**

The funding and financing portion of this objective calls for creative, efficient, practical and equitable funding and financing mechanisms to properly implement this Plan. It is perceived that these initiatives will be tied to the tax increment dollars at the very least. The CRA will implement programs that provide proper management of the redevelopment initiatives and promotion of the Community Redevelopment Area. Other programs the CRA could implement include the implementation of community policing innovations (F.S. 163.360 (3)) and code enforcement not all projects and needs can be completed all at once. The CRA will identify those initiatives that have the potential to bring about the greatest impact in terms of transforming the Community Redevelopment Area into the kind of place envisioned by the community and described in Section 1.0.

#### **Funding, Financing, Management and Promotion Initiatives**

The following programs and activities address the funding, financing, management, and promotion of the Community Redevelopment Area. The City and CRA will provide detailed funding, financing and management strategies in an annual work program that will describe the timing and components of the activities or improvements.

- **Funding and Financing Mechanisms** – Identify and secure all feasible sources of funding to support the redevelopment initiatives described in this Plan. Such mechanisms can include, but are not limited to, tax increment revenues, ad valorem revenue, non-ad valorem assessment revenue, taxable or non-taxable bonds and public/private partnerships.
- **Branding and Promotion** – Create a logo, identity package, business directory, website and other marketing tools and programs that can be used to identify the CP/UH Community Redevelopment Area on literature, banners, gateways, master plans and promotional campaigns. The creation of signature events for the CP/UH Community Redevelopment Area can also assist in branding the district's image.
- **Creation of a Main Street Program** – Establishment of a "Main Street" program in the CP/UH Community Redevelopment Area or in collaboration with

other Community Redevelopment Areas (i.e. a University Avenue Main Street Program) can strengthen the business community in the CP/UH Community Redevelopment Area and serve as a complimentary partner in redevelopment activities.

- **Programs that Encourage Public-Private Partnerships** – The CRA may develop programs and identify opportunities for public-private partnerships within the Community Redevelopment Area. The establishment and maintenance of partnerships will serve not only to leverage the tax increment and other revenue sources but also stimulate community interest and support. Partnerships may take several forms from financial partnering to technical support to promotion. Each partnership opportunity should be evaluated on a case-by-case basis for its overall value and impacts.
- **Community Policing** – The CRA should also address the reduction or prevention of crime by developing and demonstrating community policing innovations. These new techniques can be funded by tax increment funds (TIF) during the development and demonstration stages, but after a reasonable demonstration period would be evaluated and either funded through another mechanism or terminated. If needed in the future, the CRA could construct or extend police facilities, such as a sub station, as part of a community policing innovation.



## 4.0 Cornerstone Projects

As part of the development of the Plan, the CP/UH Advisory Board created a list of “cornerstone projects,” projects the Board felt were key sites within the Community Redevelopment Area. These projects were selected because they would create the impetus needed to transform the Community Redevelopment Area into what the community desires. Cornerstone projects can be locations where opportunities are being created due to changing needs, demographics, and market trends. Recognizing that available resources can only go so far, the Advisory Board was asked to identify which projects would provide the greatest change in the Community Redevelopment Area and would require assistance and/or resources from the CRA in order to come to fruition. The following is a list of cornerstone projects identified during the April workshop and others added upon further research and review.



*Vision of SW 2<sup>nd</sup> Avenue Redevelopment  
(Dover Kohl & Partners)*

### 4.1 SW 2<sup>nd</sup> Avenue

This is the Community Redevelopment Area’s “Great Street”; potential mixed use, activity center that ties residential neighborhoods to both the University and Downtown at either end. There is great potential for redevelopment along this corridor. Some impediments that have been brought up by staff and members of the Advisory Board relate to that portion of the corridor that is part of the University Heights Historic District. Some of the historic properties have greater setbacks than what is desired or encouraged through the University Heights Special Area Plan.

Transportation options are to be stressed in this corridor, which accommodates all mode choices – transit, bike lanes, and parking. This corridor is also an ideal location for employment centers such as high-technology incubators and accelerators due to its location (proximity to University and AGH site) and also

the potential development of the UF circulator, which is described earlier under traffic circulation objective 3.2.4.

#### **4.2 Alachua General Hospital (AGH) Site**

This approximately 16-acre area is located in the heart of the Community Redevelopment Area near SW 2<sup>nd</sup> Avenue and 6<sup>th</sup> Street. Currently Shands at Alachua General Hospital (AGH) operates and maintains the site and has committed to do so through 2010. While the site is not anticipated to change use, this Plan recognizes the site's importance to the area due to its proximity to the University and Downtown. The CRA should look to determine the highest and best use of this property for the economic development of the area, either by enhancing the current site and its associated uses or for possible future redevelopment of the site, should circumstances change.



*Alachua General Hospital*

Based on maintaining its current use as a hospital, the site could be made more valuable by serving a greater number of purposes. If the site also integrated mixed-use and/or technology uses higher wage jobs could be provided, some that only require two years or less of training that can be obtained through Santa Fe Community College's expanded downtown campus. Other potential improvements include the creation of a stormwater park, public green space, and parking structures. The site's proximity to the University of Florida and Santa Fe Community College illustrates the potential of this site, accessible by a 5-minute walk from both campuses. The redevelopment of this site as a mixed-use technology transfer hub could promote additional housing for professionals in the area, creating the activity necessary for the street life envisioned for the district.

Currently, most people working at the facility park their cars go into the facility and do not leave the facility until the end of their shift. This results in a lower level of pedestrian activity than is desired for the area – the “institutional big box” effect. A better mix of uses and more gathering places such as a plaza, outdoor eating area, walking trails or other amenities could encourage more activity. Redevelopment of this site, and the auxiliary medical office space, could be the catalyst for a new residential mixed-use technology corridor and source of tremendous activity and economic development for not only the College Park University Heights Community Redevelopment Area but also all of Gainesville.

#### **4.3 Creation of an Enterprise Center**

In order to further spur redevelopment through the establishment of mixed-use technology transfer hubs, the CRA could support the creation of an enterprise center. The enterprise center could provide the needed space and assistance for start-up technology companies. The CRA could assist with the land assembly, infrastructure improvements, and construction/design incentives to create the center, and target the center's location to maximize the redevelopment benefits for the CPUH Community Redevelopment Area. The University of Florida, the City's Economic Development office and other partners could assist in establishing the operations of the Center. The CRA could encourage expedited permit approvals and additional consultation for start-up technology companies to accelerate the revitalization of the area.



#### **4.4 Public Spaces**

Public gathering places and plazas should be integrated into new developments where appropriate, convenient, and in highly visible areas where activity is to be encouraged.

Linkages to a system of trails, parks, public buildings, employment centers, and retail should be incorporated into new development and redevelopment projects. Potential locations include the AGH site, as part of new streetscape projects, acquiring the property on the northeast corner of NW 1<sup>st</sup> Avenue and NW 17<sup>th</sup> Street for a plaza and along primary and mixed used corridors within the Community Redevelopment Area. Smaller scale public spaces can be located along campus and residential corridors. Smaller vacant lots can be converted to landscaped open spaces with minimal treatment to serve as additional urban pocket parks throughout the Community Redevelopment Area.

#### 4.5 Parking Structures

Parking is a critical need within the Community Redevelopment Area; both in short term and long term parking. Ideally private development will provide the parking needed for the densities anticipated for new development and redevelopment projects. It is anticipated that parking structures will replace surface parking lots to ensure a more efficient use of land within the Community Redevelopment Area as well as to enhance walkability and small retail establishments. The CRA should explore incentives to encourage public/private partnerships to help offset construction costs of new parking structures. Incentives can be funded partially through the TIF-funded incentive program for new construction and transformational projects. Combining parking structures with mixed use projects is preferred. Such projects should have at a minimum 10% of their floor area dedicated to residential uses with retail and office uses integrated into the development. Designs should create opportunities for viable retail space that opens onto the street with a parking structure incorporated into or behind the building and properly screened with ingress and egress where possible on side streets or to the rear of the building.

#### 4.6 University Avenue as a Signature Street

New development and redevelopment in the surrounding neighborhoods will feed West University Avenue's redevelopment with increased residential housing. This is a primary corridor within the Community Redevelopment Area and has the potential to become a destination place for people associated with the University and Santa Fe Community College, visitors and other Gainesville residents. It is recognized in the City's Comprehensive Plan as the Signature Street through the City. The corridor can provide for services related to the needs of students such as bookstores, services, entertainment, restaurants, lodging and other commercial uses. The corridor also can serve those coming to athletic and other events at the University. The corridor is already very active and has numerous niche businesses, however, there are some aesthetic improvements and parking improvements that can be made to help the corridor become more attractive to passersby. Planned upscale housing units at University Corners, Jackson Square and the luxury units already under construction at the West University Avenue Lofts project will introduce a new market and potentially more non-student targeted retail, restaurant and other commercial opportunities.



University Avenue

#### 4.7 Corner Properties

High visibility corners at key intersections throughout the Community Redevelopment Area offer excellent opportunities for redevelopment that is seen by many and thus can

spur development in other areas within the Community Redevelopment Area. These corners can act as gateways to the Community Redevelopment Area, attracting people to come into the Community Redevelopment Area as well as encouraging people to live within it. Key corners identified through the planning process include the intersection of 13<sup>th</sup> Street and University Avenue, 6<sup>th</sup> Street and University Avenue and SW 13<sup>th</sup> Street and SW 16<sup>th</sup> Avenue. These corner properties to be targeted for redevelopment would be those that contain abandoned or vacant businesses, auto-oriented shopping centers and other strip commercial highway oriented uses (see 4.8). The CRA could acquire these properties and seek out partners to develop the properties in accordance with this Plan.

#### **4.8 Central Florida Office Plus Property**

This property is located on the northwest corner of University and 6<sup>th</sup> Street. The property is an outdated auto-oriented facility that has excellent potential for redevelopment. It is also a highly visible corner, serving as a gateway into the Community Redevelopment Area. The site is also currently underutilized and could serve as a mixed use development providing a variety of commercial or office uses as well as some residential uses.

#### **4.9 St. Augustine Catholic Church**

St. Augustine Church currently operates a surface lot for parking during off hours for the church. There is an opportunity to build a joint parking facility that could provide the needed spaces for the church on Sundays as well as provide parking for the nearby commercial and residential areas. The church needs 300 spaces on Sunday and there is the potential for an additional 170 to 600 spaces (parking garage) on the current site that could serve surrounding uses. A new parking structure at this location should include other uses at some or its entire perimeter, at least at the first level.



*Depot Rail Trail Overpass on 13<sup>th</sup> Street*

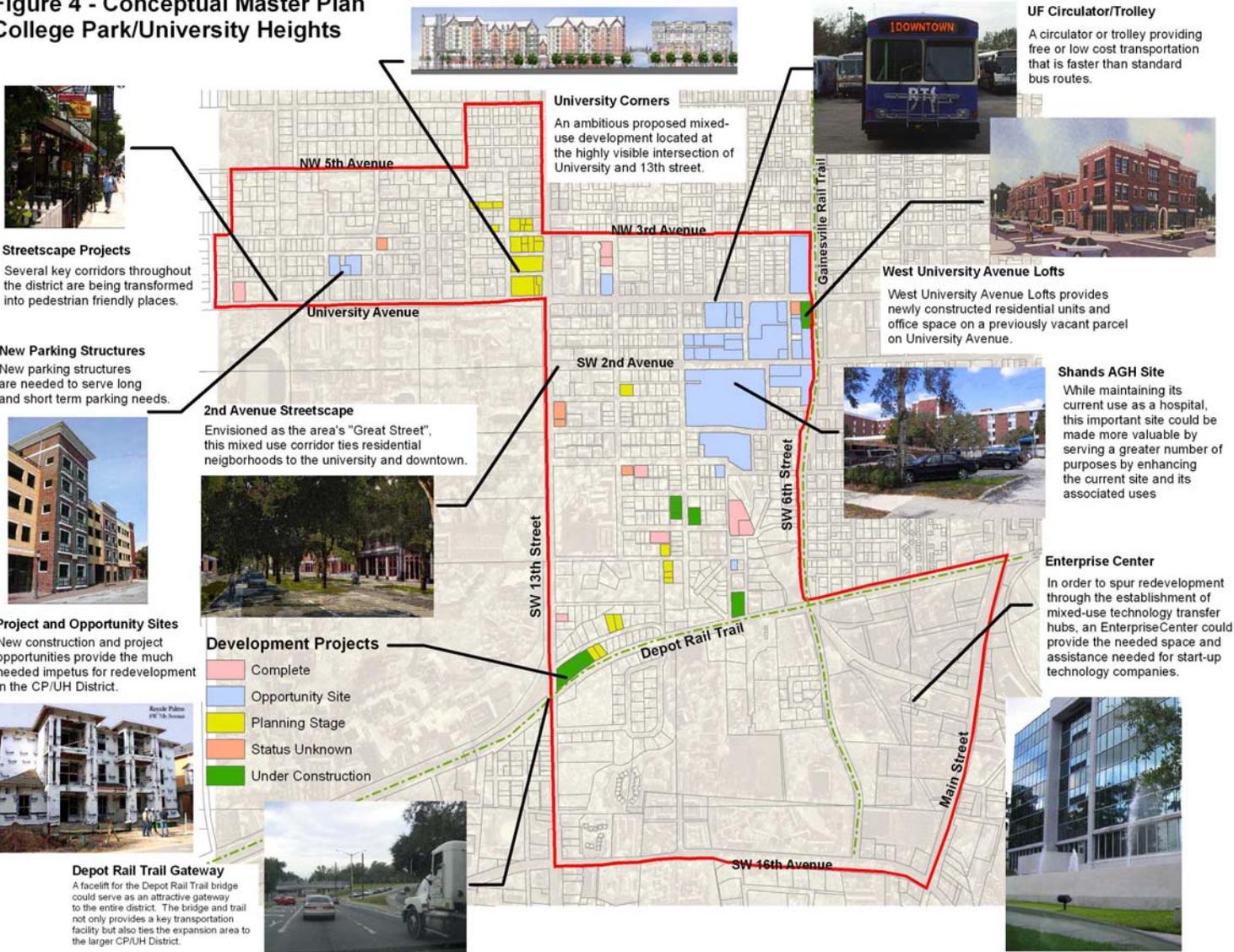
#### **4.10 Depot Rail Trail Gateway**

The Depot Rail Trail Bridge over SW 13<sup>th</sup> Street is a major gateway into and out of the Community Redevelopment Area. It is highly visible and currently gives a bit of a negative impression of the area. In particular this gateway and trail helps define the Expansion Area and tie it to the existing Community Redevelopment Area. The Trail also provides a significant bicycle and pedestrian link to many public facilities, institutions, activity centers and neighborhoods located in and around the CP/UH Community Redevelopment Area as well as the Fifth Avenue/Pleasant Street and Downtown Redevelopment Community Redevelopment Areas.

Overall, both the bridge and the trail need a facelift. Members of the Advisory Board expressed a strong desire to clean up the trail and to improve the aesthetics of the bridge. The structure is very utilitarian and does not provide for a very pleasing or secure passage. Improvements should use principles of Crime Prevention Through Environmental Design (CPTED) to improve not only the look of the bridge and trail, but to improve the security and functionality of the trail. The CRA working with the Advisory Board should consider developing proposed aesthetic improvements for the bridge and

encourage FDOT include them in the FDOT work program. Additionally, incentives can be tied to rail trail improvements for development adjacent to the trail.

**Figure 4 - Conceptual Master Plan  
 College Park/University Heights**



**Streetscape Projects**  
 Several key corridors throughout the district are being transformed into pedestrian friendly places.

**New Parking Structures**  
 New parking structures are needed to serve long and short term parking needs.



**Project and Opportunity Sites**  
 New construction and project opportunities provide the much needed impetus for redevelopment in the CP/UH District.



**Depot Rail Trail Gateway**  
 A facelift for the Depot Rail Trail bridge could serve as an attractive gateway to the entire district. The bridge and trail not only provides a key transportation facility but also ties the expansion area to the larger CP/UH District.



**2nd Avenue Streetscape**  
 Envisioned as the area's "Great Street", this mixed use corridor ties residential neighborhoods to the university and downtown.

- Development Projects**
- Complete
  - Opportunity Site
  - Planning Stage
  - Status Unknown
  - Under Construction

**University Corners**  
 An ambitious proposed mixed-use development located at the highly visible intersection of University and 13th street.



**UF Circulator/Trolley**  
 A circulator or trolley providing free or low cost transportation that is faster than standard bus routes.



**West University Avenue Lofts**  
 West University Avenue Lofts provides newly constructed residential units and office space on a previously vacant parcel on University Avenue.



**Shands AGH Site**  
 While maintaining its current use as a hospital, this important site could be made more valuable by serving a greater number of purposes by enhancing the current site and its associated uses

**Enterprise Center**  
 In order to spur redevelopment through the establishment of mixed-use technology transfer hubs, an EnterpriseCenter could provide the needed space and assistance needed for start-up technology companies.



## 5.0 Financial Considerations

Among the most powerful tools associated with Part III Section 163, Florida Statutes is the availability of tax increment financing to support a wide range of redevelopment initiatives. While tax increment is the single source of revenue enabled through the legislation, it is anticipated in most cases that a variety of revenue sources will be strategically assembled to meet the overall redevelopment objectives of this Plan. When used in conjunction with these other means of funding or financing, tax increment, in effect, leverages the dollars that might otherwise be available.

### 5.1 Candidate Projects – Order of Magnitude Costs

This section is a listing of the costs of candidate projects for the Community Redevelopment Area based on redevelopment objectives and initiatives described within this Plan. As budgets, funding and financial formulas allow, the projects can be included in the City's capital plan.

Table 2 shows order or magnitude costs for the types of projects to be considered within the Community Redevelopment Area. The dollar amounts are primarily based on past studies of similar projects. The project costs listed have been used for budgetary purposes only and are considered to be relatively conservative. While representing and consistent with all analysis and discussions, these projects and their costs are preliminary.

Table 2:CP/UH REDEVELOPMENT DISTRICT CANDIDATE PROJECTS LIST		
NAME OF IMPROVEMENT	DESCRIPTION	COSTS
<b>Infrastructure &amp; Utilities</b>		
<i>Stormwater System Improvements</i>		
	Linear stormwater parks - retention pond construction	\$50,000 per acre
	Stormwater pipes and structures - commercial & mixed use areas	\$80-140,000 per mile
	Stormwater pipes and structures - residential	\$60-100,000 per mile
<b>Multimodal Transportation</b>		
<i>Bicycle/Pedestrian Improvements</i>		
	6' wide concrete sidewalks	\$2,400 per 100 linear ft.
	4' lane at edge of driving lane	\$19,040 per mile
	6' wide path beyond curb (off road)	\$37,750 per mile
<i>UF to Downtown Circulator</i>		
	Planning and Design of circulator	\$60-100,000
	Dedicated lanes w/ computer tracking	\$7 million per mile
	Trolleys, transit coaches including equipment and styling	\$150-200,000 per coach
<b>Streetscape &amp; Lighting Improvements</b>		
<i>Streetscape Improvements</i>		
	Underground Utilities	15,000 per 100 linear ft.
	Street trees	\$125-325 per 100 sq. ft.
	Groundcover and Shrubs	\$125-325 per 100 sq. ft.
	Street furnishings - benches, trash receptacles,	\$15,000 per 100 linear ft.
	Pedestrian-scaled lighting	\$4,000 each
<b>Parking Improvements</b>		
	Parking Garage	\$6,500 -10,000 per space
	Annual operations/maintenance costs	\$200-500 per space
<b>Gateway &amp; Signage Improvements</b>		
<i>Gateway &amp; Signage Improvements</i>		
	Gateway and signage with lighting and minimal planting	\$62,500 each treatment
	Gateway and signage with lighting and substantial planting	\$84,000 each treatment
	Hardscape, landscape, structural features, lighting, signage, banners and/or water features	\$119,000 each treatment
<b>Signage and Wayfinding</b>		
	<i>Signage and Wayfinding System</i>	Wayfinding system highlighting properties on walking tour or other sites of interest
		\$2-4,000 each
<b>Land Assembly Program</b>		
	<i>Land Acquisition</i>	\$750,000-1.5 Million per acre

## 5.2 Funding Sources

To supplement and leverage the funds available through tax increment revenues, the following sources can provide financial support for the implementation of the Redevelopment Plan. Their use and application is a function of specific project initiatives.



- The City, in partnership with the CRA, could develop non-ad valorem assessments imposed to fund the construction and maintenance of specific streets and public improvements. Non-ad valorem assessments can facilitate the underlying credit for issuance of bonds or other financial instruments for anticipated capital improvement programs.
- The City, in partnership with the CRA, could apply for a number of programs through the Florida Department of Transportation (FDOT) that could contribute funding for redevelopment efforts involving state highways and where that redevelopment is compatible with better urban form. These include the Highway Beautification Grants Program, The Highway Safety Grants Program, TEA-21, Local Government Cooperative Assistance Program and the Adopt-a-Highway Program.
- The City, in partnership with the CRA, could apply for Florida Recreation Development Assistance Program (FRDAP) grants to help fund recreation improvements within the Community Redevelopment Area. Grants provide up to \$200,000 for construction of recreation facilities. Grants of up to \$50,000 do not require a match from the local government. Maximum grant awards require a 50% match.
- The Clean Water Act State Revolving Fund (SRF) Program provides low interest loans for water pollution control activities and facilities. Projects eligible for SRF loans include wastewater management facilities, reclaimed wastewater reuse facilities, stormwater management facilities, widely accepted pollution control practices (sometimes called "best management practices") associated with agricultural stormwater runoff pollution control activities and estuary protection activities and facilities.
- Criteria considered by FDOT for participation and scheduling is availability of matching community funding which the City can provide in partnership with the CRA. The City could approach FDOT regarding the impacts of the CRA and the possibility of FDOT as an additional funding source.
- The Florida Department of Community Affairs provides technical and financial assistance through such programs as the Community Development Corporation Support and Assistance Program and Emergency Management Preparedness and Assistance Competitive Grant Program.
- The St. Johns River Water Management District may provide technical assistance in the design of stormwater improvements.
- The Florida Department of Environmental Protection has a number of sources that may be used in the acquisition and development of recreation and open space facilities.

- The Florida Department of Agriculture and Consumer Services' Florida Small Business Administration Tree Planting Program and the Urban and Community Forestry Matching Grant program offer financial support for tree planting and urban forestry programs.
- The Economic Development Administration of the U.S. Department of Commerce provides funding for public works projects that create permanent jobs or construction jobs through the Grants and Loans for Public Works and Development Facilities Program.

Many of the sources listed also provide technical support such as expert advice, training or intern staffing for redevelopment initiatives. In addition to these public sources, the CRA should investigate other state and federal redevelopment programs and funding opportunities involving the private sector to aid in implementing this Plan.

In general, some projects are more suited to the use of tax increment revenue than others. Usually, these revenues may be preserved for their ability to leverage other dollars, that they be applied to truly public facilities or services, that they be used for assemblages for public purposes and/or public use and or that they comprise a source of incentives for projects deemed most commensurate and supportive of the overall plan. Within these broad categories might be considered the acquisition of substandard or well located parcels that might fulfill some stated purpose in the plan such as specific public improvements, the financial support of open spaces and recreational areas, parking or like facilities and the direct support of as yet specified private projects that fulfill Plan objectives.



Benefit assessments may be the source of funding for very specific improvements that benefit discrete properties. Among the improvements that can be funded through assessments are streetscape, parking and undergrounding utility lines. The assessment strategy may be leveraged with tax increment to maximize impacts and results. Assessments, because they are assured and are secured by real property, provide the needed revenue stream to place taxable and tax exempt debt.

## 6.0 Neighborhood Impact Assessment

Section 163.362(3) F.S. requires the inclusion of a neighborhood impact assessment which the impact of redevelopment upon the existing and future residents of the Community Redevelopment Area and the surrounding areas in terms of relocation, traffic circulation, environmental quality, availability of community facilities and services, effect on school population, and other matters affecting the physical and social quality of the neighborhood. A description of how the CRA will shape the dynamics of Gainesville neighborhoods in the future is beneficial in an appraisal of any potential problems. This neighborhood impact assessment will briefly examine the current land use pattern of the CP/UH neighborhoods and estimate the effects of proposed redevelopment activities.

The Community Redevelopment Area contains approximately 537 acres and a current mix of land uses such as retail, office, institutional and residential. Presently, most non-residential uses are located on the perimeter of the Community Redevelopment Area and along major arterial and collector roadways such as University Avenue, 13<sup>th</sup> Street, SW

2<sup>nd</sup> Avenue, Main Street, and NW 6<sup>th</sup> Street. The mixed use component within the Community Redevelopment Area exists primarily along the major corridors and the residential components elsewhere throughout the Community Redevelopment Area.



*Looking Glass Apartments,  
College Park*

Redevelopment planning efforts are focused on the improvement and strengthening of the existing CP/UH community through the creation of stable neighborhoods and a mix of uses that promotes fewer automobile trips within and through the Community Redevelopment Area. Redevelopment planning efforts will not be directed towards large-scale demolition and removal of existing neighborhoods. Rather, plans call for a systematic improvement through a concerted effort aimed at creating pedestrian-oriented mixed-use neighborhoods based on contemporary desired land uses such as mixed-use, mixed-use commercial corridor, mixed-use office and mixed-use residential etc. Redevelopment programs may revitalize distressed areas through the introduction of a mixture of land uses such as retail and services into residential districts. Potential negative consequences of such mixed-use initiatives are hopefully limited, but may include an increase of traffic, noise and general

congestion and poorly disciplined crowds patronizing the neighborhood's bars and other entertainment facilities. With proper planning, however, many of these consequences can be properly mitigated and the benefits of increased activity can be realized. Solutions to negative consequences, such as increased traffic congestion from residents and visitors, should be sought in creative remedies like bike lanes, traffic calming and pedestrian friendly streetscapes. The Gainesville Responsible Hospitality Group has recently been established to promote an environment where neighborhoods and hospitality businesses can co-exist peacefully, and the CRA is already working with them on the issue of noisy crowds. In short, no adverse impacts to residential neighborhoods are expected.

In certain areas, severe building deterioration exists in many of the residential areas located in the Community Redevelopment Area. The City and CRA may choose to pursue a program of property acquisition and or consolidation to further enhance the quality of residential areas and for the realization of the CP/UH redevelopment objectives. Property acquisition programs may be in the best interest of the City in the promotion of a quality and or affordable housing stock and in such instances redevelopment funds may be used. Property acquisition programs may be in accordance with the City's Comprehensive Plan Housing Element and the Goals, Objectives and Policies found therein. These policies seek to improve the housing stock by regulating demolition, (Policy 1.4.1), housing relocation (Objective 3.4) and through the provision of housing relocation assistance (Policy 3.4.1). Outright displacement of permanent residents is not foreseen; however, if the relocation of permanent residents is required as a result of the development or redevelopment activities, the City of Gainesville and the CRA will consider providing assistance to minimize hardship to those being displaced. Redevelopment planning initiatives may also assist in the formulation of housing implementation programs (Objective 1.1). Also, to support the provision of affordable housing the City "should continue to seek innovative ways to encourage" the development of affordable housing designs (Policy 1.5.2). The City Commission has directed that affordable housing be provided to all residents through a number of programs and by coordinating with the private sector and Alachua County. The affordable housing program could include innovative approaches that address both demand and supply issues. Incentives may include pre approved building designs,

expedited permitting processes, and other similar programs. Such programs should also address historic preservation and provide for quality housing.

Existing residential properties may be temporarily impacted during the construction of any improvements. Impacts may include construction detours, noise and dust. Impacts are expected to be minimal while the benefits of redevelopment activities will be of long duration, adding to the quality of life by providing a safe and attractive area that has adequate access, lighting, sidewalks, open space, recreation and other needed infrastructure improvements. Any effect on the school population or the need for additional community services or facilities are not foreseen, unless already mentioned elsewhere in this Plan, to support the residential element within the Community Redevelopment Area.

The CRA may develop, test, and report methods and techniques, and carry out demonstrations and other activities, for the prevention and elimination of slums and urban blight and developing and demonstrating new or improved means of providing housing for families and persons of low income (F.S. 163.370 (1) (j)).

The purpose of these redevelopment activities is to create an economically sustainable, accessible and attractive mixed-use district that offers visitors and residents a high quality local destination with a safe transportation network, pedestrian connections, retail and entertainment opportunities and public space/recreation facilities in a manner that promotes a positive and distinct image for the CP/UH neighborhood. Redevelopment activities will include programs and initiatives that are intended to be beneficial to Community Redevelopment Area residents, property owners, businesses and visitors within the Community Redevelopment Area as well as within the region.

## **7.0 Implementation Plan**

### **7.1 The Redevelopment Trust Fund**

The annual funding of the Redevelopment Trust Fund will result from additional incremental taxes collected in the Community Redevelopment Area by Alachua County and the City of Gainesville. Such increment will be determined annually in an amount equal to 95 percent of the difference between:

- (1) The amount of ad valorem taxes levied each year by the County, exclusive of any amount from any debt service millage, on taxable real property contained within the geographic boundaries of the Redevelopment Area; and
- (2) The amount of ad valorem taxes which would have been produced by the rate upon which the tax is levied each year by or for the City and County, exclusive of any debt service millage, upon the total of the assessed value of the taxable real property in the Redevelopment Area as shown upon the most recent assessment roll used in connection with the taxation of such property by the City and County prior to the effective date of the ordinance providing for the funding of the trust fund. The existing College Park University Heights Community Redevelopment Area already has an established base year (1995). The base year for the Expansion Area will be established in conjunction with the adoption of the ordinance expanding the CP/UH Community Redevelopment Area and affected Trust Fund.

## 7.2 Redevelopment Powers

The City of Gainesville created and established the CP/UH Community Redevelopment Area in 1994, pursuant to Section 163.358, Florida Statutes. The community redevelopment powers assigned to the CRA and created under s. 163.356 include all the powers necessary or convenient to carry out and effectuate the purposes and provisions of redevelopment, except the following, which continue to vest in the governing body of the City of Gainesville:

- (1) The power to determine an area to be a slum or blighted area, or combination thereof; to designate such area as appropriate for community redevelopment; and to hold any public hearings required with respect thereto.
- (2) The power to grant final approval to community redevelopment plans and modifications thereof.
- (3) The power to authorize the issuance of revenue bonds as set forth in s. 163.385.
- (4) The power to approve the acquisition, demolition, removal, or disposal of property as provided in s. 163.370(3) and the power to assume the responsibility to bear loss as provided in s. 163.370(3).
- (5) The power to approve the development of community policing innovations.

The CRA may also appoint an advisory board to assist the Agency in evaluating redevelopment initiatives and carrying out redevelopment activities in the CP/UH Community Redevelopment Area.

## 7.3 Relocation Procedures

The intent of the CP/UH Redevelopment Plan update is to create an economically sustainable, accessible and attractive mixed-use and residential neighborhood that offers visitors and residents a high quality local destination with a safe transportation network, pedestrian connections and public space/recreation facilities in a manner that promotes a positive image for the CP/UH Community Redevelopment Area. The redevelopment envisions substantial capital improvements relating to infrastructure, right-of-way, property acquisition, transportation network, access and open spaces. Outright displacement of permanent residents is not foreseen; however, if the relocation of permanent residents is required as a result of the development or redevelopment activities, the City and CRA should consider assistance to minimize hardship to those being displaced.

Displacement and property acquisition programs, if any, should be in accordance with the City's Comprehensive Plan Housing Element and the Goals, Objectives and Policies found therein. The City or CRA may assist any person who is required to move from any real property as a direct result of the City's or CRA's acquisition of such real property for public purposes, by locating other sites and housing facilities available to them as replacement dwellings. When planning the location of land acquisition for public purposes the City or CRA may assess the degree of displacement that may occur. The City of Gainesville or the CRA should not be responsible for relocating City residents who are displaced as the result of county, state, or federal programs or actions. The CRA may follow the relocation policies and procedures established by the Federal Department of Housing and Urban Development when Federal dollars are involved.

#### **7.4 Duration of the Plan**

The redevelopment initiatives and work program described in this Redevelopment Plan funded through tax increment revenues must occur within 30 years after the fiscal year in which this plan is approved or adopted.

#### **7.5 Plan Modification**

This Redevelopment Plan may be modified in a manner consistent with Florida Statutes 163.361. If the Gainesville CRA deems that the CP/UH Redevelopment Plan be amended, it should make a recommendation to the City of Gainesville. The agency recommendation to amend or modify a redevelopment plan may include a change in the boundaries of the Community Redevelopment Area to add land to or exclude land from the Community Redevelopment Area, or may include the further development and implementation of other redevelopment projects or programs. As a matter of practice, the City Plan Board will review this Plan for conformity to the City's Comprehensive Plan. The City of Gainesville should hold a public hearing after giving proper public notice.

#### **7.6 Severability**

If any provision of the CP/UH Redevelopment Plan is held to be unconstitutional or otherwise legally infirm, such provisions should not affect the remaining portions of this Plan.

#### **7.7 Safeguards, Controls, Restrictions or Covenants**

All redevelopment activities under taken in the CP/UH Community Redevelopment Area must be consistent with this Plan, the City's Comprehensive Plan and applicable land development regulations; all redevelopment plans will undergo review by the City and appropriate agencies.

Issues concerning restrictions on any property acquired for redevelopment purposes and then returned to use by the private sector will be addressed on a case-by-case basis to ensure that all activities necessary to perpetuate the redevelopment initiative are advanced in a manner consistent with this Plan and any amendment thereto. Such restrictions or controls may be in the form of covenants running with any land sold or leased for private use or other mechanism as appropriate.

#### **7.8 Consistency with Other Plans**

The City of Gainesville 2000 Comprehensive Plan addresses the CP/UH Community Redevelopment Area generally and specifically in the goals, objectives and policies of several elements. The area is identified as an activity center within the Future Land Use Element. The Future Land Use Element also contains specific goals, objectives and policies that specifically call for the preparation of redevelopment plans for the CP/UH Community Redevelopment Area. Other elements that contain goals objectives and policies addressing redevelopment in general and the CP/UH specifically include Transportation and Mobility, Housing, Historic Preservation and Stormwater Management Elements. Every effort has been made to prepare the CP/UH Redevelopment Plan consistently with the City of Gainesville's 2000 Comprehensive Plan, as demonstrated above. Other plans, past studies and reports done by or for the City of Gainesville have also been extensively reviewed for consistency.

## 7.9 Conclusion

The College Park/University Heights Advisory Board and the City of Gainesville desires a plan that begins to focus more on the systemic changes needed to create the sense of place needed for the CP/UH Community Redevelopment Area. Changes needed include transforming the overall character of the community, improving traffic circulation and mode choice, enhancing the environment for private sector investment, and an overall better utilization of land. This Plan provides a framework for the creation of a destination place that promotes a positive image for the CP/UH Community Redevelopment Area and the City of Gainesville. Many projects and opportunities have been identified that can help make this vision a reality. To realize effective redevelopment, community leaders, businesspersons and residents alike must unilaterally support the redevelopment objectives and continue to do so over time and changing administrations.

Realization of this plan is a 30-year effort and it is anticipated that the CRA will update, or amend the plan on a regular basis to keep the redevelopment plan requirements focused and timely. Additionally, the City of Gainesville and CRA will undertake an annual work program to focus and prioritize any activities or improvements within the Community Redevelopment Area. Many of the Cornerstone Projects identified in the Plan are quite specific and ambitious. These projects include specific properties and their associated redevelopment opportunities, high visibility corners, the creation of a technology hub and associated jobs in the Expansion Area as well as further study of the Expansion Area's specific needs and opportunities, and a variety of public improvements that include infrastructure, improved mobility, a better mix of uses and an overall improved quality of life for residents.



*NW 17<sup>th</sup> Street, College Park*

## **Appendix A – Legal Description of Boundaries\***

### ***Original Community Redevelopment Area:***

Commence at the point of intersection with a southerly extension of the east right-of-way line of S.W. 6<sup>th</sup> Street and the south line of the abandoned Seaboard Coastline Railroad right-of-way (a/k/a the Department of Transportation Depot Avenue Rail Trail) as the point-of-beginning; thence run south and southwesterly along said south line to the west right-of-way line of S.W. 13<sup>th</sup> Street, thence run north along said west right-of-way line to the south right-of-way line of West University Avenue; thence run west along said south right-of-way line to the west right-of-way line of N. W. 20<sup>th</sup> Terrace; thence run north along said west right-of-way line to the north right-of-way line of N.W. 3<sup>rd</sup> Avenue; thence run east along said north right-of-way line to the west right-of-way line of N.W. 20<sup>th</sup> Street; thence run north along said west right-of-way line to the north right-of-way line of N.W. 5<sup>th</sup> Avenue; thence run east along said north right-of-way line to the west right-of-way line of N.W. 15<sup>th</sup> Street; thence run north along said west right-of-way line to the north right-of-way line of N.W. 7<sup>th</sup> Avenue; thence run east along said north right-of-way line to the west right-of-way line of N.W. 13<sup>th</sup> Street; thence run south along said west right-of-way line to the north right-of-way line of N.W. 3<sup>rd</sup> Avenue; thence run east along said north right-of-way line to the east right-of-way line of N.W. 6<sup>th</sup> Street; thence run south along said east right-of-way line to the intersection of a southerly extension of the east right of way line of S.W. 6<sup>th</sup> Street and the south line of the abandoned Seaboard Coastline Railroad right-of-way (a/k/a the Department of Transportation Depot Avenue Rail Trail) being the point-of-beginning, and close. All lying and being in the city.

### ***2005 Expansion Area:***

All of the platted and unplatted lands and rights of way lying within Section 8, Township 10 South, Range 20 East, Alachua County, Florida, lying South of the Northerly right of way line of the Southwest Depot Avenue (on its West end intersecting the Northerly extension of the West right of way line of Southwest 13<sup>th</sup> Street, and lying South of the Northerly line of Parcel #15539-200-000 and an Easterly extension thereof intersecting the Northerly extension of the Easterly right of way line of Main Street); and lying West of said Easterly right of way line of South Main Street (on its North end intersecting the Easterly extension of said Northerly line of Parcel #15539-200-000, and on its South end intersecting the Easterly extension of Southerly right of way line of Southwest 16<sup>th</sup> Avenue); and lying North of said Southerly right of way line of Southwest 16<sup>th</sup> Avenue (or its East end intersecting the Southerly extension of said Easterly right of way line of South Main Street, and on its West end intersecting the Southerly extension of the aforesaid West right of way line of Southwest 13<sup>th</sup> Street); and lying East of said West right of way line of Southwest 13<sup>th</sup> Street (on its South end intersecting the Westerly extension of said Southerly right of way line of Southwest 16<sup>th</sup> Avenue, and on its North and intersecting the Westerly extension of the aforesaid right of way line of Southwest Depot Avenue). All lying and being in the City of Gainesville, Florida.

## Appendix B – Planning Workshop Prioritization Exercise

In April 2005, the CP/UH Advisory Board held a workshop to help establish the priorities for the Update of the Redevelopment Plan. A brief presentation was given as an overview of the redevelopment transformation process. Redevelopment was described as being characterized by three types of change: environmental changes (infrastructure, streetscape, stormwater, and public safety), economic changes (private sector investment, incentive programs), and systemic changes (changes in land use/zoning, historic preservation, new urban form).

A change matrix that identified key issues and opportunities was then presented to the group for discussion purposes. Issues and opportunities included improved urban design, traffic circulation, private investment, financing options, historic preservation, and land use and zoning. Discussion began regarding the vision for the area and the kinds of change the advisory board would prefer. Several items were added to the list: marketing/identity, public space, 'complete streets' (streets that accommodate all transportation modes, as well as treat them as public space), and cultural activities. The group was then asked to select their top 5 issues. Their number one issue was given 5 points, their second issue 4 points, and so on for the rest of their items. The results of the exercise are shown below.

### Prioritization Exercise

Listed in Order of Ranking

- **Improved Traffic Circulation**
  - Better mix of mode options, walking, biking, transit, etc.;
  - less need for new road construction;
  - more bike /pedestrian friendly and livable community
  - Parking improvements
  - Parking was combined with improved traffic circulation and accounted for 14 of the 27 point score
  
- **Enhance Environment for Private Investment**
  - Linked infrastructure
  - Part of land assembly program
  - Use of incentives to attract desired form of development
  
- **Improved Architectural & Urban Design Quality**
  - Looks better
  - Land use functions are better integrated
  - Walkability and connectivity is improved
  
- **Better Utilization of Land**
  - Land assembly of parcels to provide pooled stormwater/parking facilities/etc.
  - Improved connectivity between land uses
  - Ability to provide public open spaces and plazas
  
- **Land Use/Zoning (increased mixed use, residential)**
  - Changes to land development regulations
  - Alteration of investment/development opportunities
  - New "urban form"
  
- **Adaptive Reuse/Redevelopment**



- Creation of new destination drivers – employment center, retail/entertainment, civic or institutional center
- Retain existing real estate assets
- Support historic preservation efforts
- **Historic Preservation**
  - Can be positive or perceived as restrictive
  - Can impact highest/best use criteria if land use entitlements differ from historic use
- **Complete Streets**
  - Accommodates all modes of transportation
  - Network of complete streets Improves safety/efficiency
  - Balance safety and convenience for all users
- **Upgraded Stormwater Treatment Facilities**
  - Improves quality of runoff
  - More efficient use of land
  - Enhances redevelopment opportunities
  - May become an open space amenity
- **Public Space**
  - Plazas
  - Sidewalks
  - Trails
  - Parks & open space
- **Identify Key Community Objectives**
  - Tied to incentive program
  - Desired intensity/density of development, redevelopment and infill projects – retail, mixed use, and “cornerstone projects”
- **How We Fit Into Gainesville – Going Forward**
  - Create a destination
  - Re-define the area
- **Marketing/Identity**
  - Website/marketing materials
  - Promotion of development opportunities and programs
  - Visual master plan
- **Going With the flow – Be the Best of What We Are**
  - Recognize the development trends in the area
  - Work to improve living conditions for all uses
  - Promote quality development

## Appendix C – Expansion Area Property Values Projections

**GAINESVILLE CRA SUMMARY PROFILE**  
**1999-2004 TAX ROLL DATA & PROJECTIONS 2005-2020**

	<b>Certified</b>						
	<u>1999</u>	<u>2000</u>	<u>2001</u>	<u>2002</u>	<u>2003</u>	<u>2004</u>	
<b>Taxable Value</b>	<b>\$36,819,730</b>	<b>\$36,391,920</b>	<b>\$36,661,260</b>	<b>\$38,422,170</b>	<b>\$42,978,040</b>	<b>\$43,710,250</b>	Change in Taxable Value <b>6,890,520</b>
Assessed Value	\$57,286,370	\$57,086,280	\$58,399,180	\$60,101,910	\$63,827,170	\$68,332,470	
Non-taxable value	\$20,466,640	\$20,694,360	\$21,737,920	\$21,679,740	\$20,849,130	\$24,622,220	5-Year Average Increase <b>\$1,378,104</b> 3.74% per Year
<b>Taxable Value Increase</b>		<b>-\$427,810</b>	<b>\$269,340</b>	<b>\$1,760,910</b>	<b>\$4,555,870</b>	<b>\$732,210</b>	
<b>New construction value (building value)</b>	<b>0</b>	<b>118,900</b>	<b>0</b>	<b>449,100</b>	<b>0</b>	<b>0</b>	
	<b>Projected Values</b>						
	<u>2005</u>	<u>2006</u>	<u>2007</u>	<u>2008</u>	<u>2009</u>	<u>2010</u>	
<b>Taxable Value</b>	<b>\$55,084,455</b>	<b>\$56,186,144</b>	<b>\$57,309,867</b>	<b>\$58,456,064</b>	<b>\$59,625,186</b>	<b>\$60,817,689</b>	
Assessed Value	\$80,199,119	\$81,803,102	\$83,439,164	\$85,107,947	\$86,810,106	\$88,546,308	
Non-taxable value	25,114,664	25,616,958	26,129,297	26,651,883	27,184,920	27,728,619	
<b>Taxable Value Increase</b>	<b>\$11,374,205</b>	<b>\$1,101,689</b>	<b>\$1,123,723</b>	<b>\$1,146,197</b>	<b>\$1,169,121</b>	<b>\$1,192,504</b>	
	<u>2011</u>	<u>2012</u>	<u>2013</u>	<u>2014</u>	<u>2015</u>	<u>2016</u>	
	<b>Taxable Value</b>	<b>\$62,034,043</b>	<b>\$63,274,724</b>	<b>\$64,540,218</b>	<b>\$65,831,023</b>	<b>\$67,147,643</b>	
Assessed Value	\$90,317,234	\$92,123,579	\$93,966,051	\$95,845,372	\$97,762,279	\$99,717,525	
Non-taxable value	28,283,191	28,848,855	29,425,832	30,014,349	30,614,636	31,226,928	
<b>Taxable Value Increase</b>	<b>\$1,216,354</b>	<b>\$1,240,681</b>	<b>\$1,265,494</b>	<b>\$1,290,804</b>	<b>\$1,316,620</b>	<b>\$1,342,953</b>	
	<u>2017</u>	<u>2018</u>	<u>2019</u>	<u>2020</u>			
	<b>Taxable Value</b>	<b>\$69,860,408</b>	<b>\$71,257,616</b>	<b>\$72,682,769</b>	<b>\$74,136,424</b>		
Assessed Value	\$101,711,875	\$103,746,113	\$105,821,035	\$107,937,456			
Non-taxable value	31,851,467	32,488,496	33,138,266	33,801,032			
<b>Taxable Value Increase</b>	<b>\$1,369,812</b>	<b>\$1,397,208</b>	<b>\$1,425,152</b>	<b>\$1,453,655</b>			