

# URBAN VILLAGE- ACTION PLAN

## *Integrating Land Use and Transportation*



(School of Architecture, University of Florida, 2006)

Prepared for the

Metropolitan Transportation Planning Organization  
for the Gainesville Urbanized Area

by the

North Central Florida Regional Planning Council  
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## **EXECUTIVE SUMMARY**

At its meeting on May 2, the Metropolitan Transportation Planning Organization (MTPO) for the Gainesville Urbanized Area received a presentation by the University of Florida, School of Architecture. This presentation summarized a report the School of Architecture recently completed for the MTPO entitled Urban Village: Southwest 20<sup>th</sup> Avenue Transportation Design Proposal. At the conclusion of this presentation, the MTPO approved a motion to:

1. accept the Urban Village: SW 20<sup>th</sup> Avenue Transportation Design Proposal as a completed planning document;
2. request that Alachua County, the City of Gainesville and the University of Florida use this document as a guide for future corridor studies, land use and transportation plans;
3. approve the auto-merge option (a) attached as Exhibits 1 and 2; and
4. send letters to Alachua County, the City of Gainesville, the Florida Department of Transportation and the University of Florida requesting that they work with MTPO staff to develop within 60 days proposals and action items to implement the Urban Village: SW 20<sup>th</sup> Avenue Transportation Design Proposal.

## **RECOMMENDED ACTION ITEMS**

The following is a brief description of recommended proposals:

- establish MTPO Urban Village Subcommittee
- approve funding partnership
- request project development and environmental studies be conducted for Urban Village projects
- request that the University of Florida ask Florida Department of Environmental Protection/Division of State Lands to facilitate access for Creekside at Beville Run development

The complete listing of recommended proposals and action items to implement the Urban Village: SW 20<sup>th</sup> Avenue Transportation Design Proposal are discussed at the end of this report in Section VII- Action Plan Recommendations. Map 12 shows the recommended land use for the Urban Village.

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# I

## INTRODUCTION

In 1997, the MTPO was considering either four-laning an extension of Hull Road west of SW 34<sup>th</sup> Street or four-laning SW 20<sup>th</sup> Avenue. Instead the MTPO decided to hold its first community charrette (Image 1). This early example of community visioning developed recommendations to:

1. distribute traffic on a grid network of two-lane roads rather than concentrating traffic on a new four-lane road;
2. significantly increase transit services in the SW 20<sup>th</sup> Avenue area; and
3. create an urban village with higher densities and a mix of land uses to take advantage of its unique location just west of the University of Florida.

**Image 1 - Student Village Charrette**



## **URBAN VILLAGE- TRANSPORTATION ELEMENTS**

The SW 20<sup>th</sup> Avenue community charrette established the future transportation vision for this area. Included in this transportation vision are the following elements (that are also listed and discussed in Table 1):

1. a transportation system that is walkable, bikeable, and transit orientated;
2. the need to construct the Hull Road bicycle/pedestrian trail, with grade separation at Hull Road/SW 34<sup>th</sup> Street to allow bicyclists and pedestrians to safely travel over SW 34<sup>th</sup> Street; and
3. the need to construct SW 20<sup>th</sup> Avenue with the following elements included in the design:

bus bays	raised medians	roundabouts
sidewalks	transit super stops	turnlanes

## **FDOT PRELIMINARY ENGINEERING CORRIDOR STUDY**

In November 2003, the MTPO requested that FDOT prepare a preliminary engineering corridor study for SW 20<sup>th</sup> Avenue just west of SW 34<sup>th</sup> Street within a two-lane divided urban cross section. In January 2004, FDOT agreed with this MTPO request.

## **URBAN VILLAGE- SOUTHWEST 20<sup>TH</sup> AVENUE TRANSPORTATION DESIGN PROPOSAL**

In April 2005, the MTPO contracted with the University of Florida, School of Architecture, to conduct a design study for SW 20<sup>th</sup> Avenue to complement FDOT's preliminary engineering corridor study. The purpose of this design study is to:

1. develop strategies to enhance the character, promote development, and be compatible with, the student village concept put forward in the SW 20<sup>th</sup> Avenue Charrette;
2. develop recommendations concerning how to make SW 20<sup>th</sup> Avenue an innovative, multi-modal transportation corridor; and
3. develop recommendations concerning how to best integrate future land use and transportation in order to support the urban village concept.

Later in this report, Section III- Future Village Plan contains summary information about the University of Florida report prepared under this MTPO contract. This report is entitled Urban Village: Southwest 20<sup>th</sup> Avenue Transportation Design Proposal.

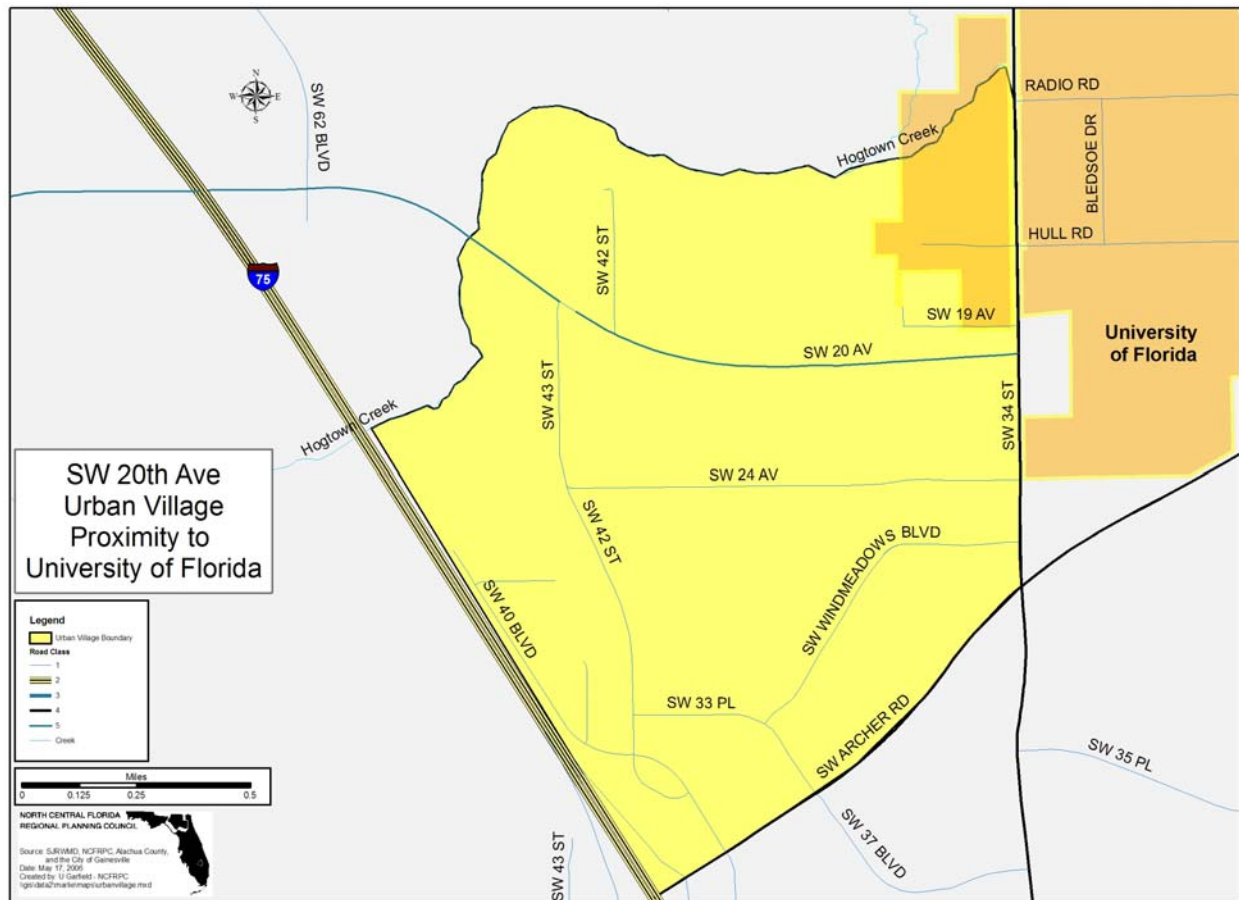
**TABLE 1**

<p align="center"><b>SW 20<sup>TH</sup> AVENUE/HULL ROAD AREA-IMPLEMENTATION PLAN</b></p> <p align="center">[As adopted by the MTPO and included in the Long Range Transportation Plan on July 22, 1998]  [As revised by the MTPO on December 10, 1998]  [As revised by the MTPO on February 20, 2003]</p>	
<b>PHASE</b>	<b>DESCRIPTION</b>
Phase 1	<p>annual enhanced transit funding</p> <p>preliminary engineering studies to identify the right-of-way that should be preserved for the bicycle/pedestrian trail and Hull Road extension</p>
Phase 1A	<p>bicycle/pedestrian trail</p> <p>bicycle/pedestrian grade separation at SW 34<sup>th</sup> Street</p>
Phase 1B	<p>SW 34<sup>th</sup> Street right-turnlane at SW 20<sup>th</sup> Avenue</p> <p>SW 20<sup>th</sup> Avenue-</p> <ul style="list-style-type: none"> <li>construct, missing sidewalk</li> <li>construct roundabouts</li> <li>construct turnlanes</li> <li>construct raised medians</li> <li>construct bus bays</li> <li>construct transit “super stops”</li> </ul>
Phase 2	<p>SW 62<sup>nd</sup> Boulevard constructed to SW 43<sup>rd</sup> Street</p> <p>SW 62<sup>nd</sup> Boulevard/SW 43<sup>rd</sup> Street roundabout</p> <p>SW 24<sup>th</sup> Avenue constructed east to SW 38<sup>th</sup> Terrace (4-lanes)</p> <p>SW 24<sup>th</sup> Avenue/SW 38<sup>th</sup> Terrace roundabout</p> <p>SW 24<sup>th</sup> Avenue constructed east to SW 34<sup>th</sup> Street (4-lanes)</p> <p>SW 24<sup>th</sup> Avenue constructed east to Archer Road (4-lanes)</p> <p>SW 40<sup>th</sup> Terrace constructed</p> <p>SW 38<sup>th</sup> Terrace constructed</p>
Phase 3	<p>IF NEEDED, two-lane Hull Road constructed on Alternative 2-A alignment with street amenities, including wide sidewalks, bikelanes and streetscaping.</p>
Footnote 1	<p>All roads constructed will be two-lane divided roads and will have sidewalks and bikelanes, except for SW 24<sup>th</sup> Avenue which will be four-lane divided.</p>
Footnote 2	<p>Funding for Hull Road four-lane right-of-way purchase on Alternative 2-A alignment in Phase I was reallocated to other projects on December 10, 1998.</p>
Footnote 3	<p>The MTPO amended the Long Range Transportation Plan, on February 20, 2003, to construct SW 24<sup>th</sup> Avenue from SW 43<sup>rd</sup> Street to Archer Road as a four-lane divided facility.</p>

## URBAN VILLAGE- DEFINED BOUNDARY

As shown in the following map (Map 1), the boundaries for the urban village are SW 34<sup>th</sup> Street on the east, State Road 24 (Archer Road on the south), Interstate 75 on the west to Hogtown Creek, Hogtown Creek wetland area on the west and north to SW 34<sup>th</sup> Street near Radio Road. As shown in this map, the Village is uniquely located immediately west of the University of Florida.

**Map 1 - Urban Village Proximity to University of Florida**





## II

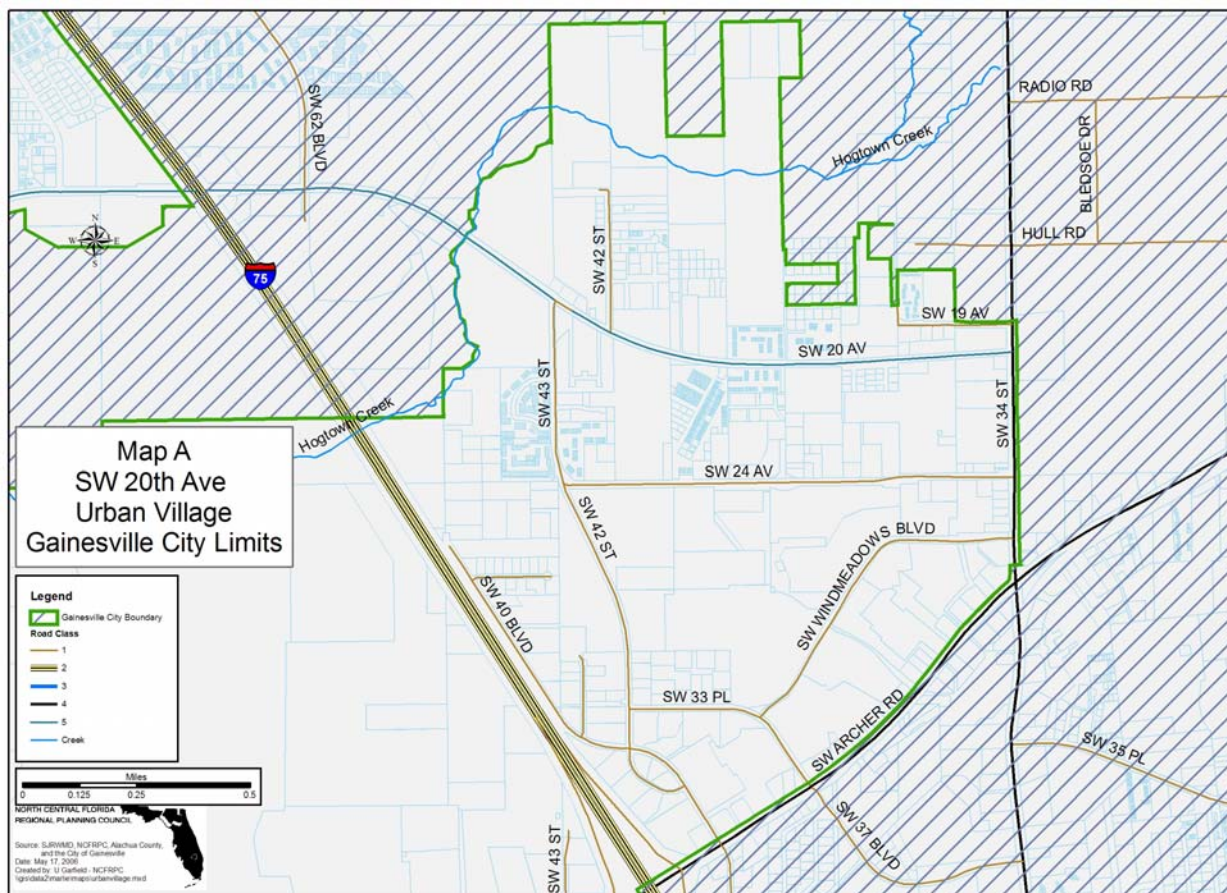
### EXISTING VILLAGE CONDITIONS

This section discusses existing conditions within the urban village area.

### EXISTING CITY OF GAINESVILLE LIMITS

This map (Map 2) shows the location of the urban village area in relation to areas that have been annexed into the City of Gainesville. As shown in this map, most of the urban village is located within unincorporated Alachua County.

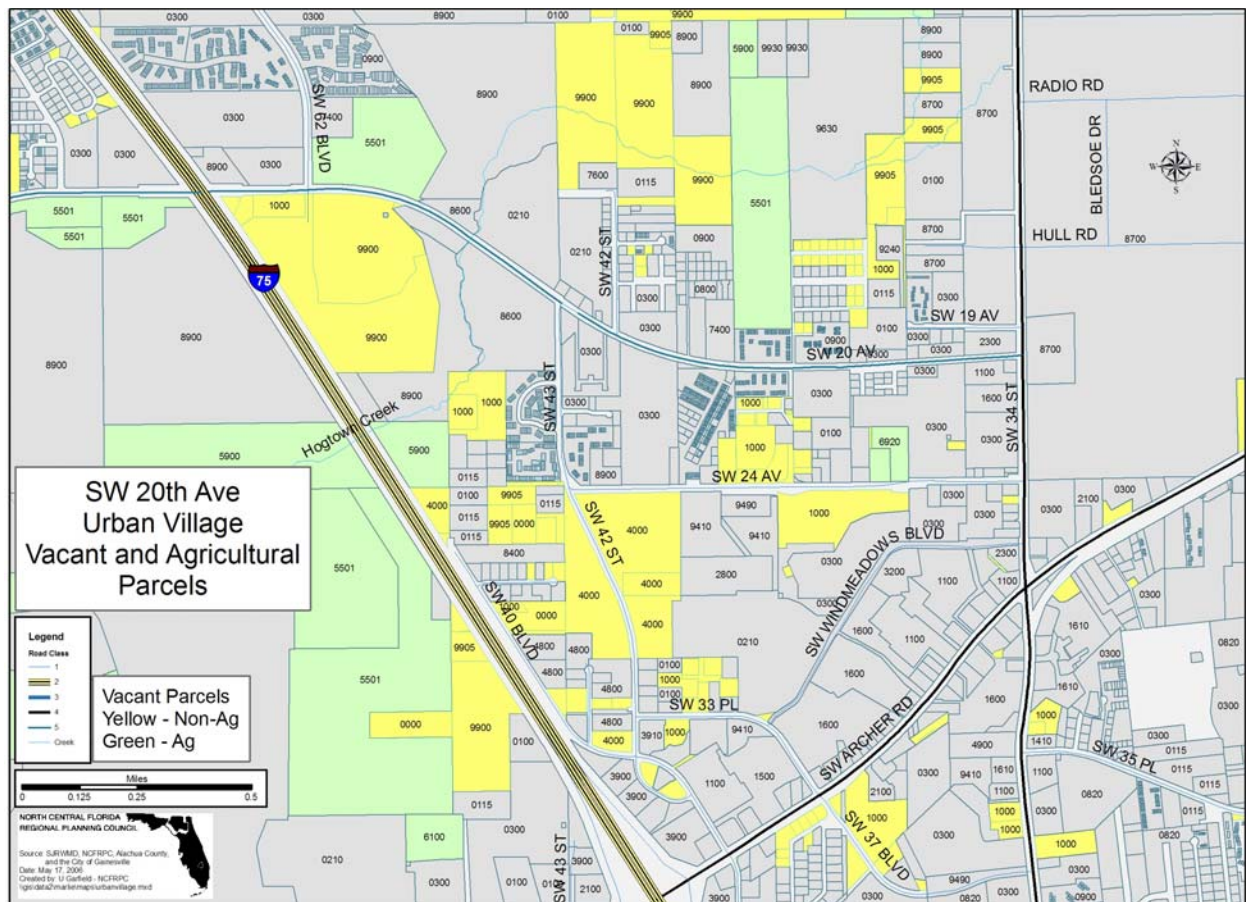
**Map 2 - Gainesville City Limits**



## VACANT LAND

Currently, there are a significant number of vacant parcels in the Village area. The following map (Map 3) shows that many of these vacant parcels are located along SW 43<sup>rd</sup> Street.

**Map 3 - Vacant Land**





## **REMAINING DAILY ROADWAY TRIPS**

Table 2 contains information about current traffic conditions in the Urban Village area. Based upon this information, the following map (Map 4) shows the available trips that are remaining for future development in the village area.

As shown on this map, the number of remaining trips on SW 20 Avenue is -954. This information indicates that no additional development should be approved in this area that loads trips on SW 20<sup>th</sup> Avenue.

**Map 4 - Available Daily Roadway Trips**



**TABLE 2**  
**SW20<sup>TH</sup> AVENUE URBAN VILLAGE**  
**CONCURRENCY STATUS**

FACILITY			MEDIAN AADT	RESERVE TRIPS	MSV	AVAILABLE TRIPS
DESIGNATION	FROM	TO				
[A-16] SW 20 <sup>th</sup> Avenue	SW 62 <sup>nd</sup> Boulevard	SW 34 <sup>th</sup> Street	24,891	1,663	25,600	-954
[A-30] SW 40 <sup>th</sup> Boulevard- SW 43 <sup>rd</sup> Street	Archer Road	SW 20 <sup>th</sup> Avenue	11,731	1,209	15,330	2,390
[S-9] Archer Road	Tower Road	Interstate 75 (west ramp)	45,000	0	49,200	4,200
[S-10] Archer Road	Interstate 75 (west ramp)	SW 34 <sup>th</sup> Street	48,000	6,352	59,000	5,648
[S-24] SW 34 <sup>th</sup> Street	Archer Road	W University Avenue	24,000	11,530	36,700	1,170

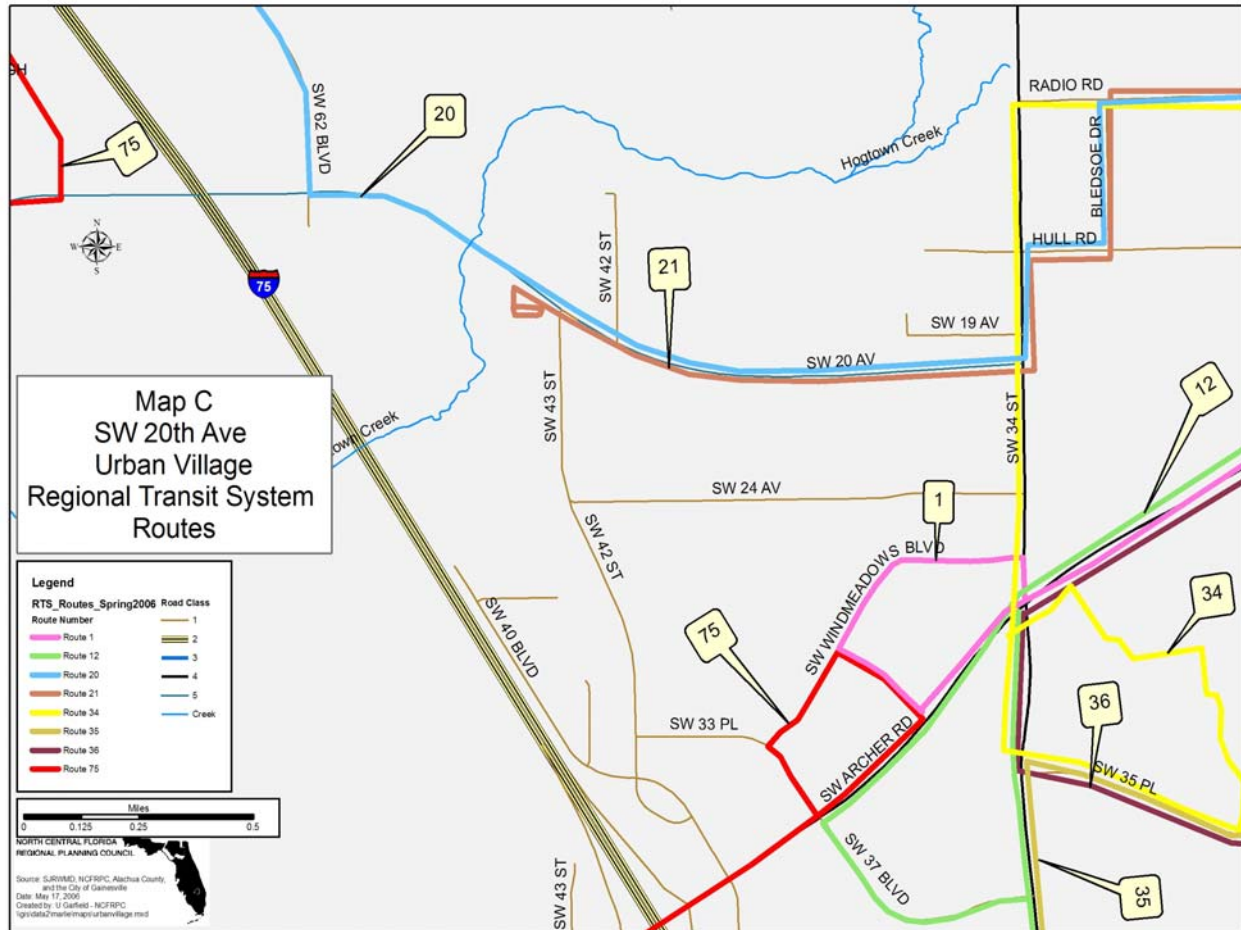
Source: Alachua County Public Works Department

AADT- Average Annual Daily Traffic  
MSV- Maximum Service Volume

## EXISTING BUS ROUTES AND LEVEL OF SERVICE

The Urban Village area is currently served by a high level of transit service. SW 20<sup>th</sup> Avenue is currently served by Regional Transit System route 20 with buses coming along every ten minutes and route 21 with buses coming along every 20 minutes (Map 5).

**Map 5 - Regional Transit System Routes**



## **SOUTHWEST 20<sup>TH</sup> AVENUE- MISSING SIDEWALKS**

The south side of SW 20<sup>th</sup> Avenue currently has sidewalks and a paved path that can be used by pedestrians and bicyclists. However, as shown in the following photographs (Image 2), there are many locations along the north side of SW 20<sup>th</sup> Avenue where there are missing sidewalks. In order to increase walking and bicycling along SW 20<sup>th</sup> Avenue, a continuous sidewalk network needs to be constructed on the north side of this road.

**Image 2 - Missing Sidewalks Along SW 20<sup>th</sup> Avenue**



### III

#### **FUTURE VILLAGE PLAN**

At the May 2 MTPO meeting, University of Florida, School of Architecture, Associate Professor Martin Gold presented the report entitled *Urban Village: Southwest 20<sup>th</sup> Avenue Transportation Design Proposal*. The purpose of this University Studio project was to develop a plan for the Urban Village area that:

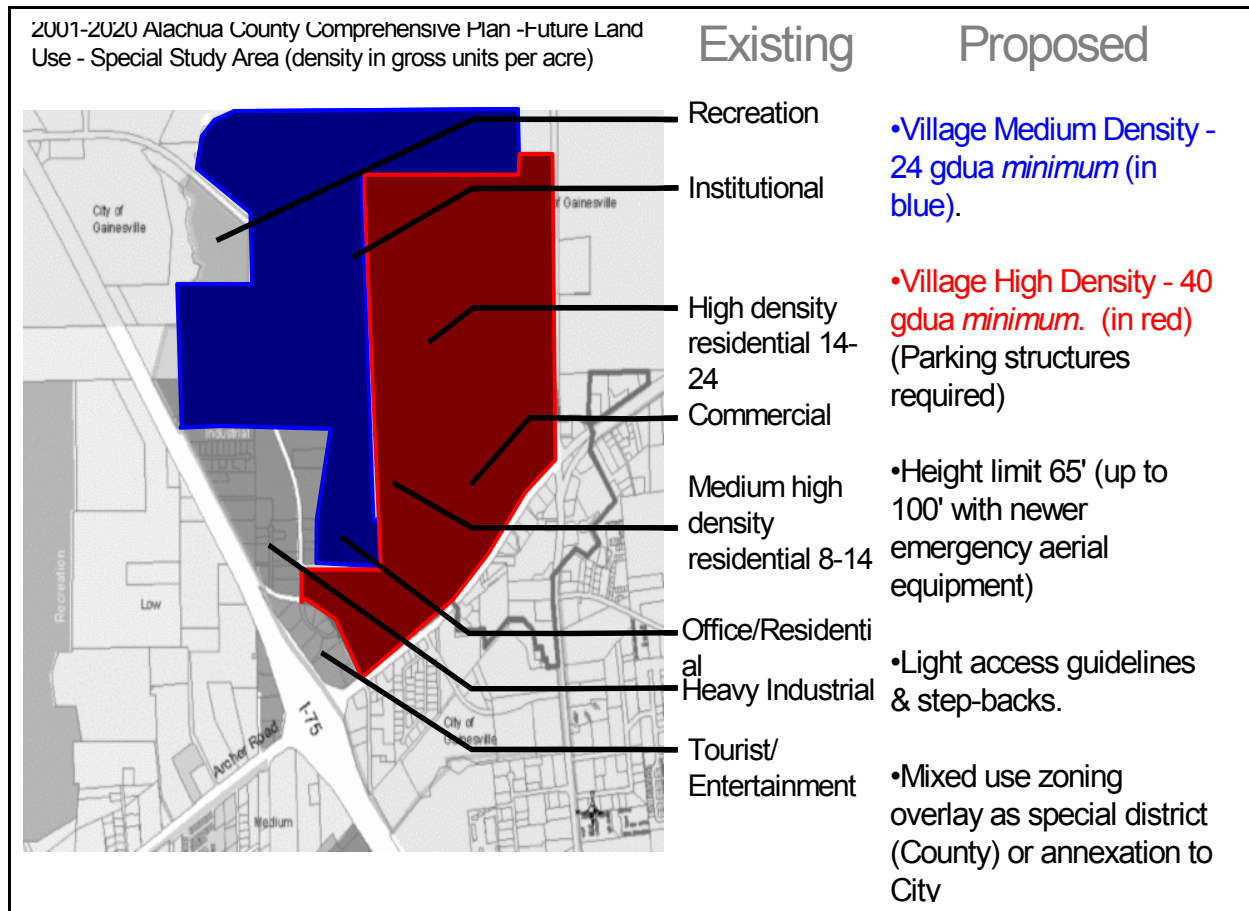
1. integrates land use and transportation within;
2. enhances multi-modal connectivity, transit use, walkability and cycling; and
3. promotes mixed use urban density development.

#### **DENSITY AND LAND USE**

The report entitled *Urban Village: Southwest 20<sup>th</sup> Avenue Transportation Design Proposal* discusses land use and density recommendations for the Urban Village area. Shown on the next page is a future density map (Image 3) that recommends the following for the Village area:

1. areas on the west side of the Village be designated *Village Medium Density* with residential densities of a minimum of 24 dwelling units to the acre;
2. areas immediately west of SW 34<sup>th</sup> Street and north of State Road 24 (Archer Road) be designated *Village High Density* with residential densities of a minimum of 40 dwelling units to the acre- also required in this area is that all parking facilities be in parking structures, with no surface parking lots;
3. height limits of 65 feet (with up to 100 feet allowed when newer emergency aerial equipment is available); and
4. a mixed use zoning overlay as a special district to allow for a healthy mix of commercial, office and residential uses.

**Image 3 - Future Density Map**



(School of Architecture, University of Florida, 2006)

## **MULTI-MODAL TRANSPORTATION**

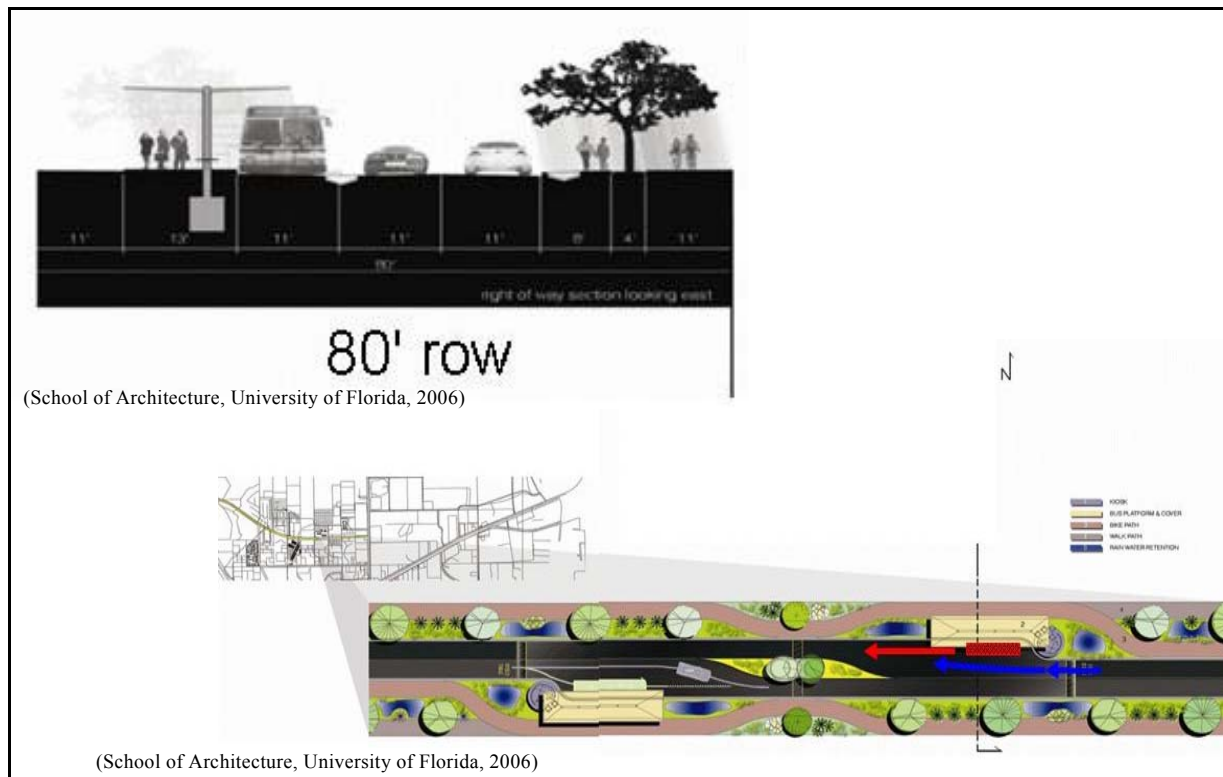
The report entitled *Urban Village: Southwest 20<sup>th</sup> Avenue Transportation Design Proposal* also discusses transportation recommendations for the Urban Village area. These recommendations are designed to transform SW 20<sup>th</sup> Avenue west of SW 34<sup>th</sup> Street into a multi-modal transportation corridor. As noted earlier, SW 20<sup>th</sup> Avenue currently is served by two Regional Transit System routes that provide a high level of transit service along this road. Unfortunately, this creates a situation where cars have to stop and wait while buses are loading and unloading passengers.



To address these issues, the *Urban Village: Southwest 20<sup>th</sup> Avenue Transportation Design Proposal* recommends the reconstruction of SW 20<sup>th</sup> Avenue as a roadway with special features that allow cars and buses to operate more efficiently within this two-lane corridor. These recommendations include a unique roadway cross-section called Auto-Merge (Image 4). Within this design, buses are given the priority to pull forward out of the bus bay, while cars (who are passing on the left side) are required to yield to the bus. The advantages of the Auto-Merge cross-section are as follows.

1. gives the priority to the bus lane- autos must merge back into the travel lane behind the bus; and
2. automobile traffic flow is maintained while buses load and unload passengers.

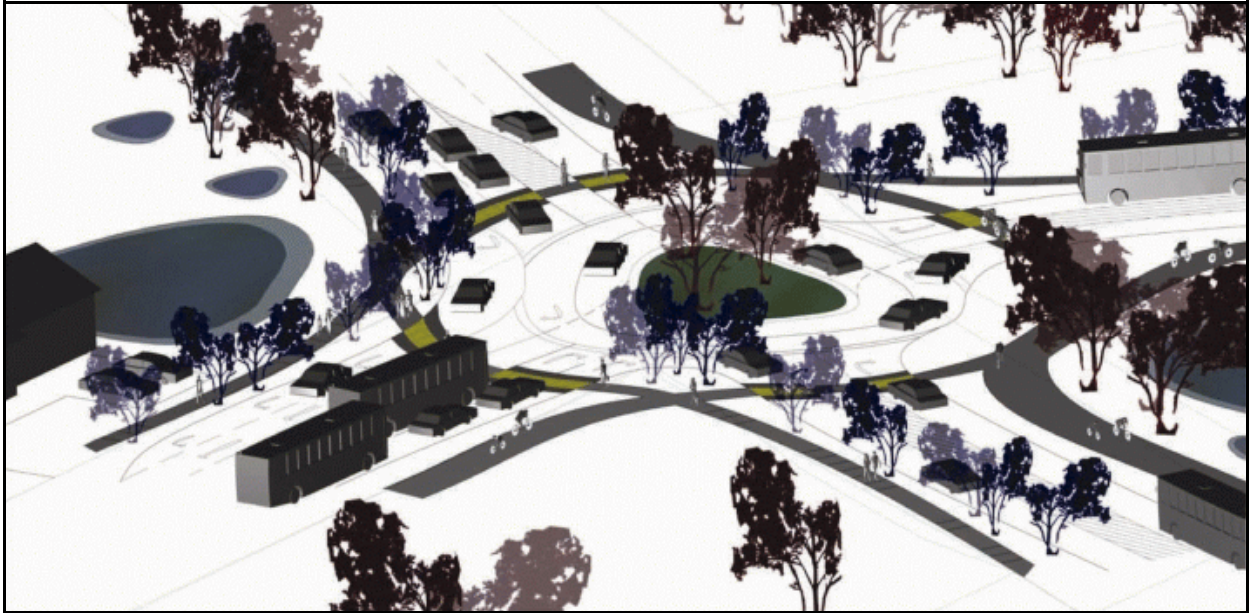
**Image 4 - Auto-Merge (a)**



## **SOUTHWEST 20<sup>TH</sup> AVENUE AT SOUTHWEST 43<sup>RD</sup> STREET- ROUNDABOUT**

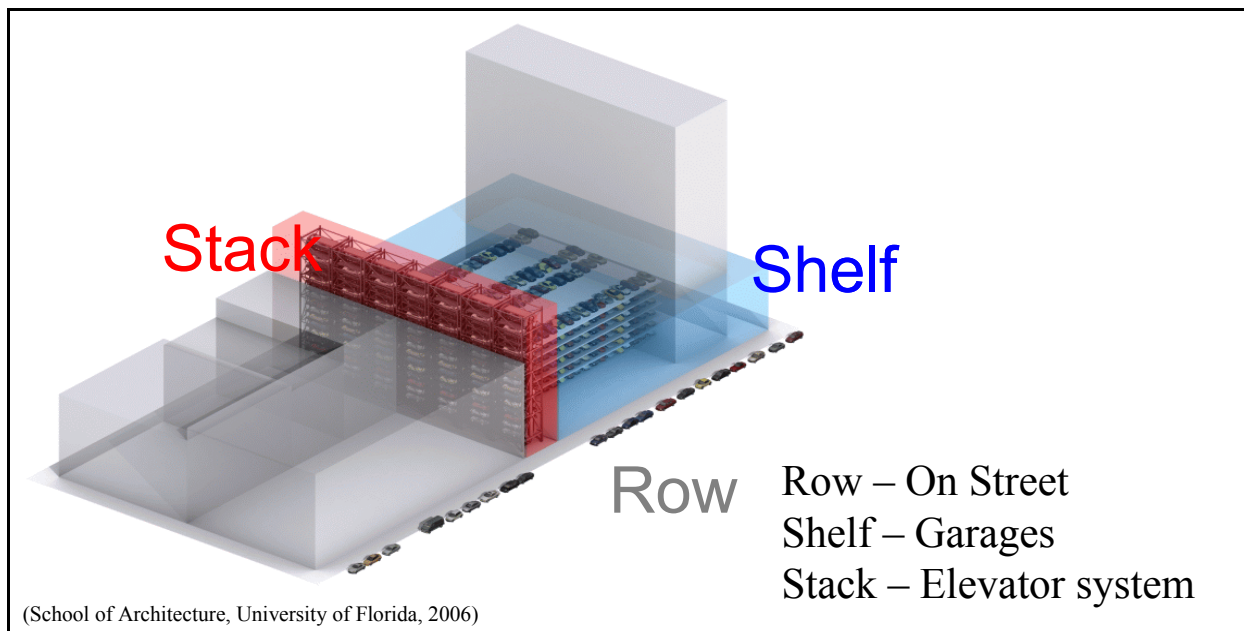
Another recommendation contained within the *Urban Village: Southwest 20<sup>th</sup> Avenue Transportation Design Proposal* is for a roundabout at SW 20<sup>th</sup> Avenue at SW 43<sup>rd</sup> Street (Image 5). Additional studies are needed to determine if this is a suitable location for a roundabout. However, if constructed, this roundabout can also serve as a “gateway” feature for the western end of the Urban Village.

**Image 5 - Traffic Ovoid at SW 20<sup>th</sup> Avenue and SW 43<sup>rd</sup> Street**



(School of Architecture, University of Florida)

**Image 6 - Parking- Row, Shelf and Stack**



(School of Architecture, University of Florida, 2006)



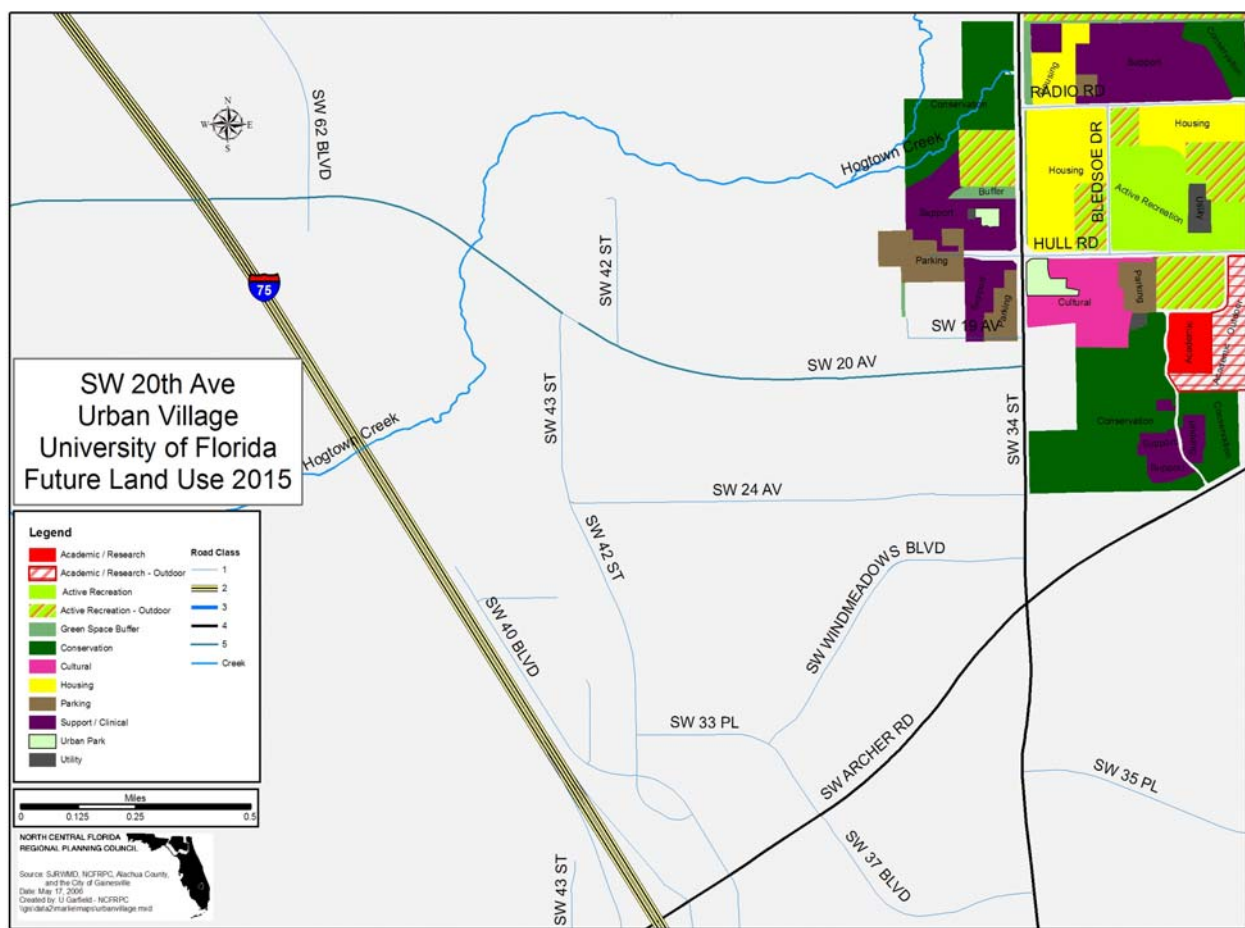
## **PARKING**

Another recommendation contained in the *Urban Village: Southwest 20<sup>th</sup> Avenue Transportation Design Proposal* is that this area allow for the use of “parking stacks” as well as parking garages (Image 6). “Parking stacks” are special parking structures that use an elevator system to more efficiently park cars in a limited space. Land development regulations for this area need to be revised if necessary to allow for this type of parking facility.

## **UNIVERSITY OF FLORIDA- VILLAGE AREA LAND USE**

The Urban Village is location immediately west of the University of Florida. Its future development potential is enhanced because of this proximity. The following map (Map 6) shows future land uses on the University of Florida campus immediately east of the Village area. As shown on this map, a large area is designated north of Hull Road and west of SW 34<sup>th</sup> Street as Support/Clinical Future Land Use.

**Map 6- University of Florida Future Land Use**



The Campus Master Plan, 2005-2015 indicates this area will develop with future medical clinics and an ambulatory surgery center clustered near the existing Orthopaedics and Sports Medicine Institute (Image 7). This medical cluster will be a significant employment center and focus of future out-patient services. A potential structured parking facility may also serve this site in the future.

North of the medical complex is envisioned recreation fields with associated support facilities that transition the development intensity moving toward the natural areas and wetlands further north, and also provides space for stormwater retention. The campus master plan identifies future expansion of the UF Hilton Hotel and Conference Center with 72 new guest rooms and expansion of conference facilities. East of SW 34<sup>th</sup> Street, the map designates a large cultural area known as the Cultural Plaza and includes the Samuel P. Harn Museum of Art, Florida Museum of Natural History, Phillip Center for the Performing Arts, and the Natural Area Teaching Laboratory and Park (Image 8). Significant recreational facilities exist and are planned for expansion in the areas immediately north and east of the Cultural Plaza.

The future development of the Village area should be enhanced because of the nearby University Cultural Plaza. Marketing efforts in this area should, not only emphasize the proximity of the University of Florida campus, but also nearby cultural, recreational, employment and visitor services in the vicinity of SW 34<sup>th</sup> Street and Hull Road. A grade separated bicycle/pedestrian crossing from west to east into the Cultural Plaza area would enhance the connectivity and functional relationship of these development areas.

The Campus Master Plan identifies a potential extension of Radio Road west of SW 34<sup>th</sup> Street, but recognizes that additional study is necessary to identify a preferred alignment. A portion of the proposed roadway near the intersection of Radio Road and SW 34<sup>th</sup> Street would impact a wetland area located in a designated Conservation Future Land Use area. Road development in this area would require a campus master plan amendment to remove the Conservation Area designation for the impacted area. While the campus master plan does not prohibit reclassification of Conservation Areas, the plan requires significant conservation area mitigations that supplement any mitigations that may be required by regional, state or federal agencies. Although, the plan identifies this potential future road project, there are no identified funding sources and the university does not expect this road to be necessary for the accommodation of campus growth in the next ten years.

Most university lands are state lands owned by the State of Florida in the name of the Board of Trustees of the Internal Improvement Trust Fund (i.e. the Governor and cabinet), and managed through the Department of Environmental Protection's Division of State Lands. The University of Florida leases these lands from the State. The University must request approval from the Board of Trustees of the Internal Improvement Trust Fund or its designee in order to grant easements or transfer its lands.

Image 7 - University of Florida Concept Plan West of SW34<sup>th</sup> Street





Image 8 - University of Florida Concept Plan Cultural Plaza



## **PRIORITY BRAIDS- ALACHUA COUNTY BICYCLE MASTER PLAN ADDENDUM**

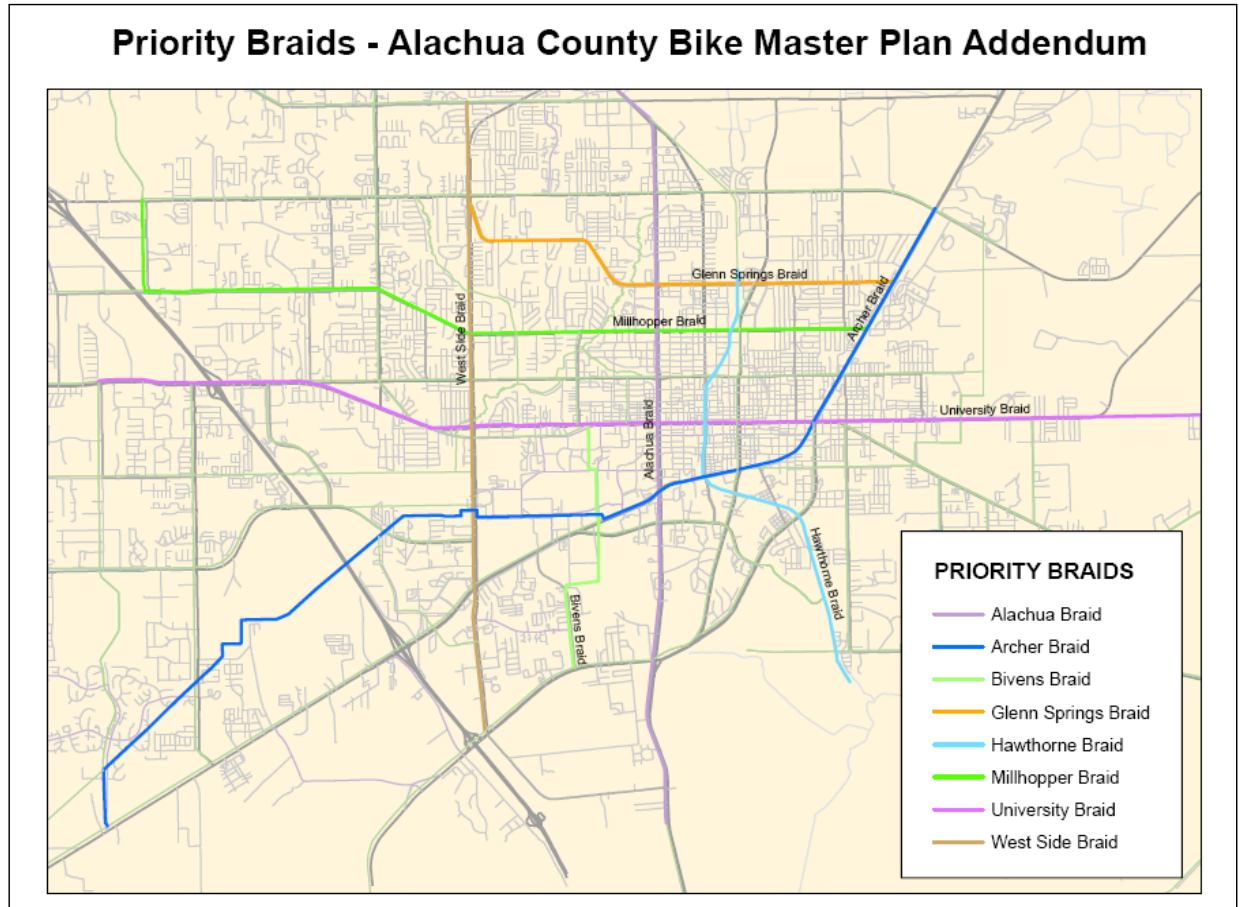
In 2004, the University of Florida assisted the MTPo in updating the 2001 *Alachua County Bicycle Master Plan*. This effort resulted in an updated document entitled *Transporting Ecologies- Alachua Countywide Bicycle Master Plan Addendum*. The following Table 3 lists the project priorities for major bicycle *braids* (corridors) in Alachua County with the associated map (Image 9) shown following the table. Note that the priority number one braid (Archer) is located directly within the Urban Village.

**TABLE 3**

### **ALACHUA COUNTY BICYCLE MASTER PLAN ADDENDUM PRIORITIES**

<b>PRIORITY (highest to lowest)</b>	<b>BRAID DESIGNATION</b>
1	Archer (Hull Road extension)
2	Alachua
3	University
4	Hawthorne (6 <sup>th</sup> Street Rail-Trail
5	Bivens
6	Westside
7	Millhopper
8	Glen Springs

Image 9 - Priority Braids



## IV

### **LAND USE RECOMMENDATIONS**

Contained within the *Urban Village: Southwest 20<sup>th</sup> Avenue Transportation Design Proposal* are significant recommended land use changes for the Village area. This includes significantly increasing the residential densities in the area immediately west of SW 34<sup>th</sup> Street. Discussed in the following sections are the identified options for addressing needed land use changes in the Village area. These include the following:

**Option 1-** Annexation into the City of Gainesville

**Option 2-** Alachua County Comprehensive Plan Amendments

**Option 3-** Joint City of Gainesville and Alachua County Land Use Planning

#### **OPTION 1- ANNEXATION INTO THE CITY OF GAINESVILLE**

The City of Gainesville currently has three land use classifications (Table 4) in its Comprehensive Plan that would allow for the residential densities needed for the Village area (Map 7). These classifications include the following:

**TABLE 4**

#### **CITY OF GAINESVILLE LAND USE CATEGORIES**

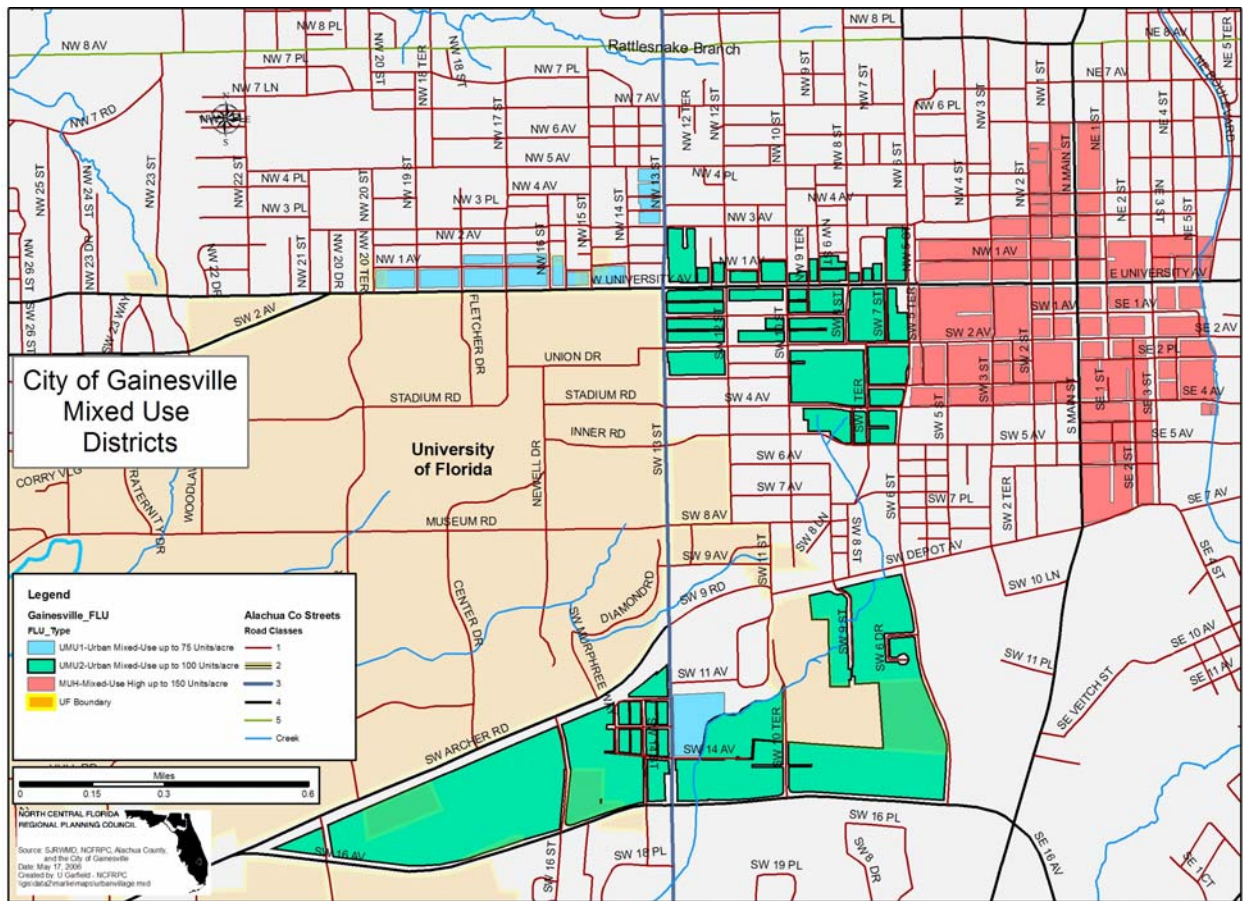
<b>Land Use Categories</b>	<b>Residential Density Limit (Units Per Acre)</b>	<b>Residential</b>	<b>Office</b>	<b>Research</b>	<b>Retail</b>	<b>Business</b>	<b>Light Industrial</b>
Urban Mixed- Use 1	75	✓	✓	✓	✓		
Urban Mixed-Use 2	100	✓	✓	✓	✓		
Mixed-Use High Intensity	150	✓	✓			✓	✓

Note- The Urban Mixed-Use 1 and Urban Mixed-Use 2 allow up to 25 additional units per acre by special use permit.

Source: City of Gainesville, Future Land Use Element Petition 163CPA-00PB, May 22, 2002.



**Map 7 - Mixed Use Districts**



Annexation procedures in Alachua County are governed by the Alachua County Boundary Adjustment Act- Laws of Florida, Chapter 90-496, Section 2. According to this Act, there are only two ways land can be annexed into the City of Gainesville. One is by a referendum on annexation where a majority of registered voters in the area to be annexed approve the proposed annexation. The second way is by voluntary annexation by property owners.

The Urban Village area is currently served by water and sewer. In addition, this area already has a high level of bus service. Since the Village area is currently receiving a high level of urban services, it may be difficult to obtain future annexation in this area by referendum.

## **OPTION 2- ALACHUA COUNTY COMPREHENSIVE PLAN AMENDMENTS**

The map on the next page (Map 8) shows future land use for the Village area in the Alachua County Comprehensive Plan. As shown in this map, the area immediately west of SW 34<sup>th</sup> Street is classified in the high and medium-high density land use categories. The medium-high density land use category allows residential uses up to 14 dwelling units per acre, while the high density land use category allows residential uses up to 24 dwelling units per acre (Table 5).





**TABLE 5**

**ALACHUA COUNTY FUTURE LAND USE  
RESIDENTIAL CLASSIFICATION LEGEND  
[URBAN VILLAGE AREA]**

<b>DENSITY</b>	<b>DESCRIPTION</b>
Low	One to Four dwelling units per acre
Medium	Greater than Four to less than or equal to Eight dwelling units per acre
Medium-High	Greater than Eight to less than or equal to 14 dwelling units per acre
High	Greater than 14 to less than or equal to 24 dwelling units per acre
<i>Beyond High</i>	Densities higher than 24.00 DU/Acre may be considered in high activity centers, on well served transit corridors, such as SW 20 <sup>th</sup> Avenue, or in the vicinity of the University of Florida, provided that the development is compatible with surrounding land uses. A comprehensive plan amendment will be required to establish policies and identify areas appropriate for these higher densities. The policies shall provide for the integration of these developments into the surrounding community using high quality development design features.

**OPTION 3- JOINT ALACHUA COUNTY AND CITY OF GAINESVILLE LAND USE  
PLANNING**

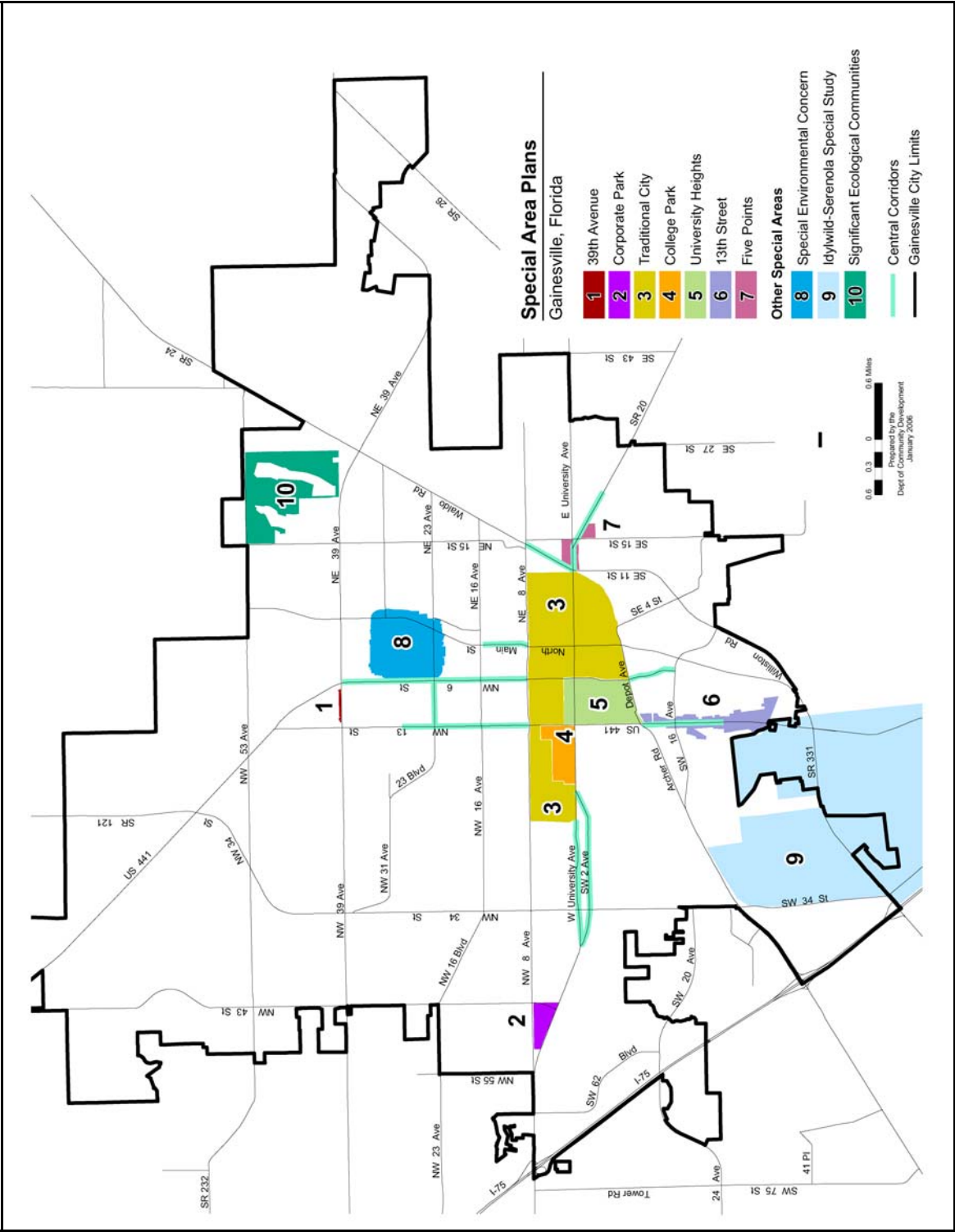
According to Chapter 163.3171, Florida Statutes, municipalities and counties can conduct joint planning. In Section (1), it states that:

*“Unincorporated areas adjacent to incorporated municipalities may be included in the area of municipal jurisdiction for the purposes of this act if the governing bodies of the municipality and the county in which the area is located agree on the boundaries of such additional areas, on procedures for joint action in the preparation and adoption of the comprehensive plan, on the procedures for the administration of land development regulations or the land development code applicable thereto, and on the manner of representation on any joint body or institution that may be created under the joint agreement. Such joint agreement shall be formally stated and approved in appropriate official action by the governing bodies involved.”*

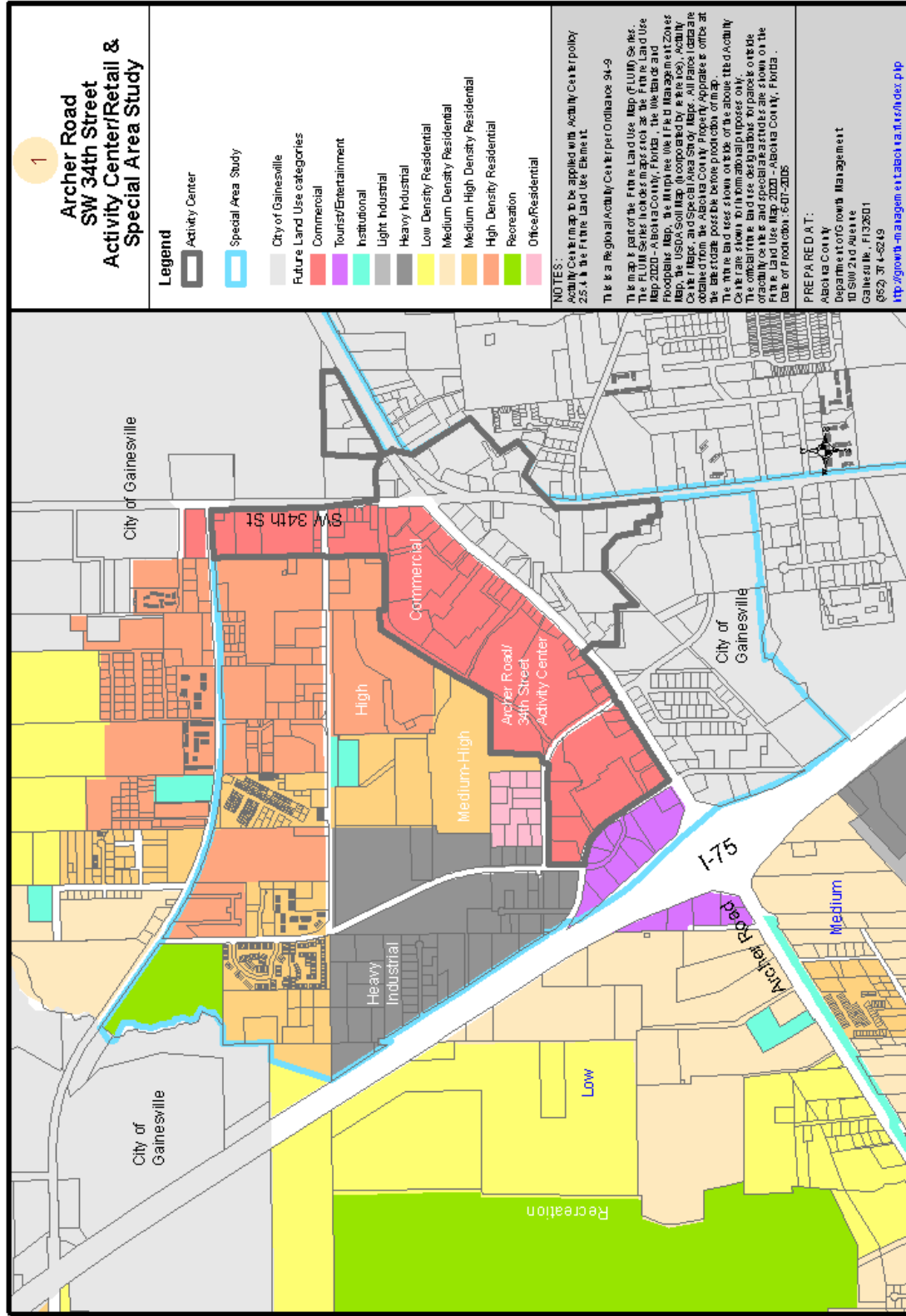
Both Alachua County and the City of Gainesville have conducted special area plans and studies. The following map (Map 9) shows that the City has conducted six special area plans.

Alachua County has also conducted a number of special area studies. The following map (Map 10) is an example of these special area studies. This map shows the Archer Road/SW 34<sup>th</sup> Street Activity Center/Retail & Special Area Study.

Map 9 - City of Gainesville Special Area Plan



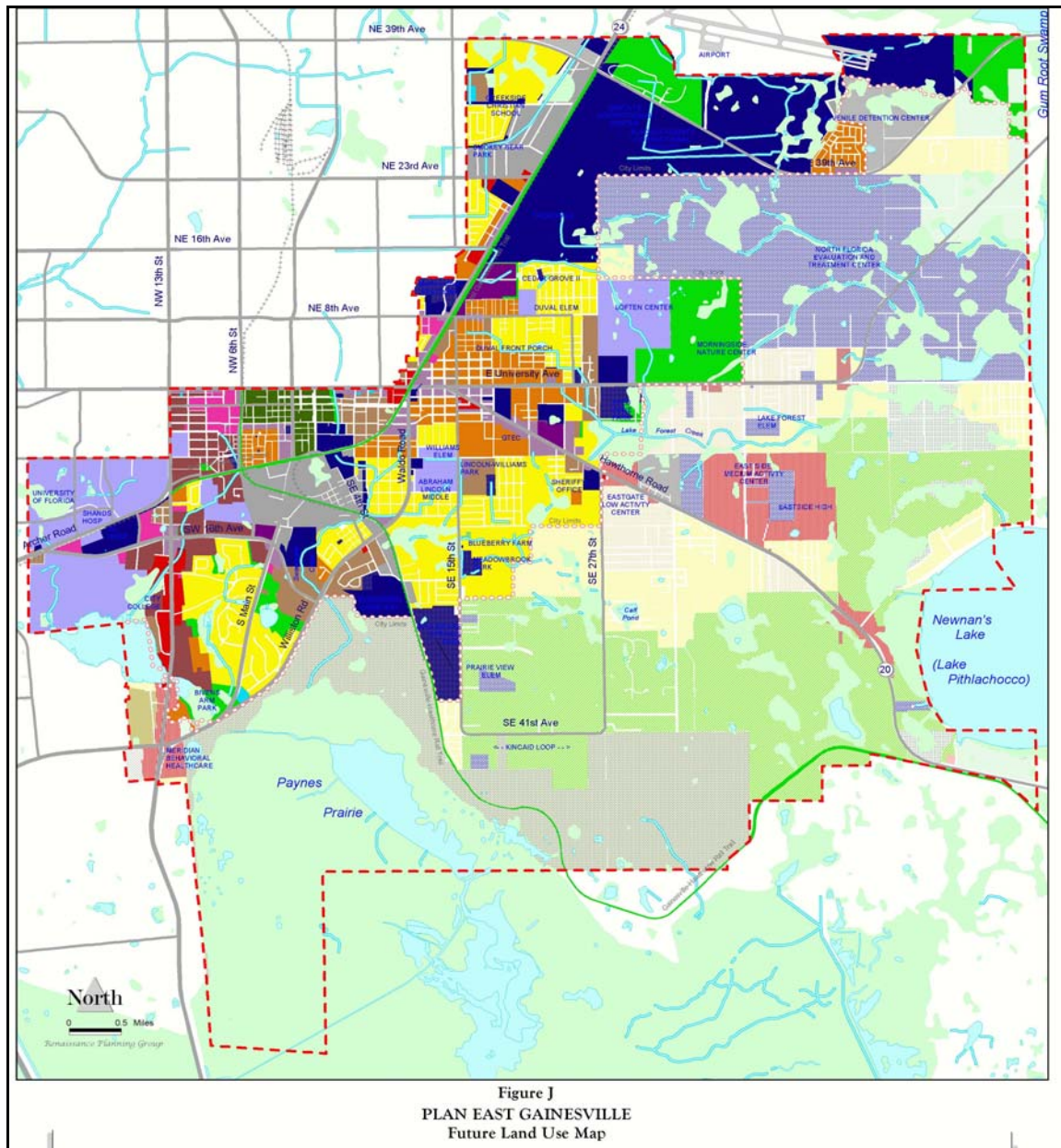
Map 10 - Alachua County Special Area Study





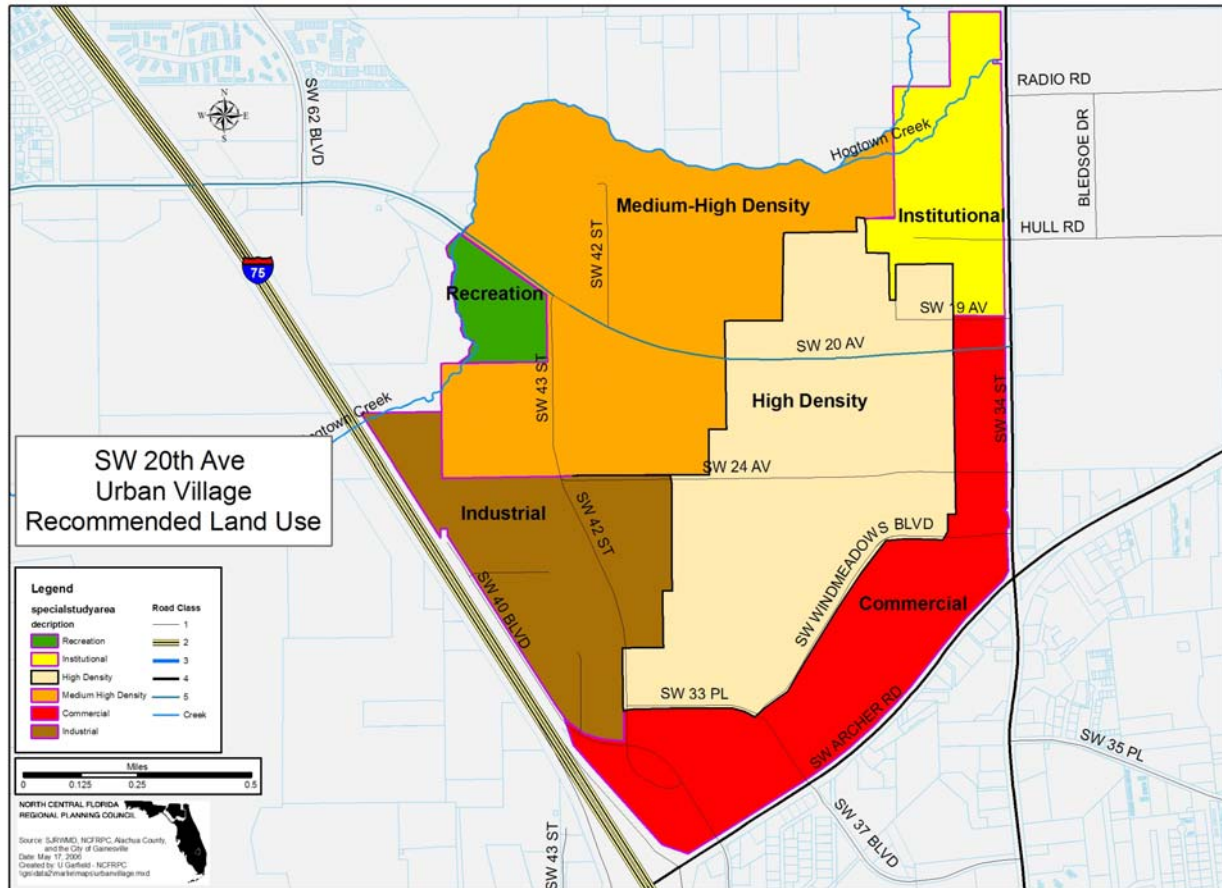
Option 3 recommends that the City of Gainesville and Alachua County work together on a joint land use planning project for the Village area. The City of Gainesville and Alachua County have worked together in the past on joint planning activities. This includes the SW 13<sup>th</sup> Street Charrette and the Plan East Gainesville Project in 2002 (Map 11).

## Map 11 - Joint Planning - Plan East Gainesville



Under option 3, the goal is to jointly produce land use maps and classifications that will allow this area to seamlessly transfer into the City of Gainesville as portions of the Village area are annexed in the future. The following map (Map 12) provides guidance on future land use for the Village area as developed in the University of Florida study entitled *Urban Village: Southwest 20<sup>th</sup> Avenue Transportation Design Proposal*.

**Map 12 - Recommended Land Use**

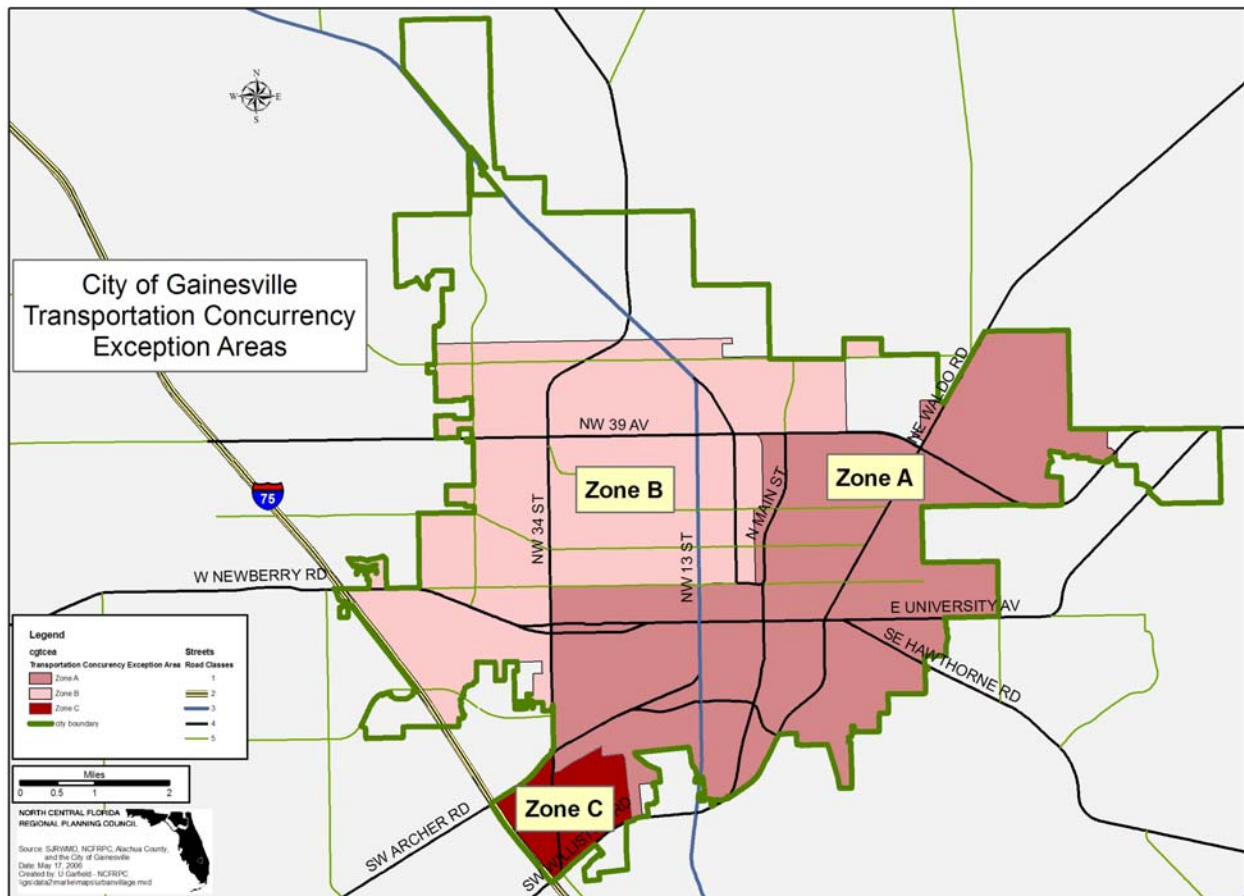


## CONCURRENCY OPTIONS

This section discusses issues related to concurrency and concurrency management systems. Concurrency is defined as providing the necessary public facilities and services to maintain the adopted level of service standards when the impacts of development occur. Concurrency management system is defined as establishing an ongoing mechanism which ensures that public facilities and services needed to support development are available concurrent with the impacts of such development.

In order for the Village area to continue to develop at a high level of densities and intensities of development, an approach to dealing with concurrency needs to be developed. What is needed is a concurrency management system, that will allow future developments to be approved in this area, even if the road network is not operating at an acceptable level of service. Discussed in the following sections are options for addressing issues related to concurrency.

**Map 13 - City of Gainesville Transportation Concurrency Exception Area**



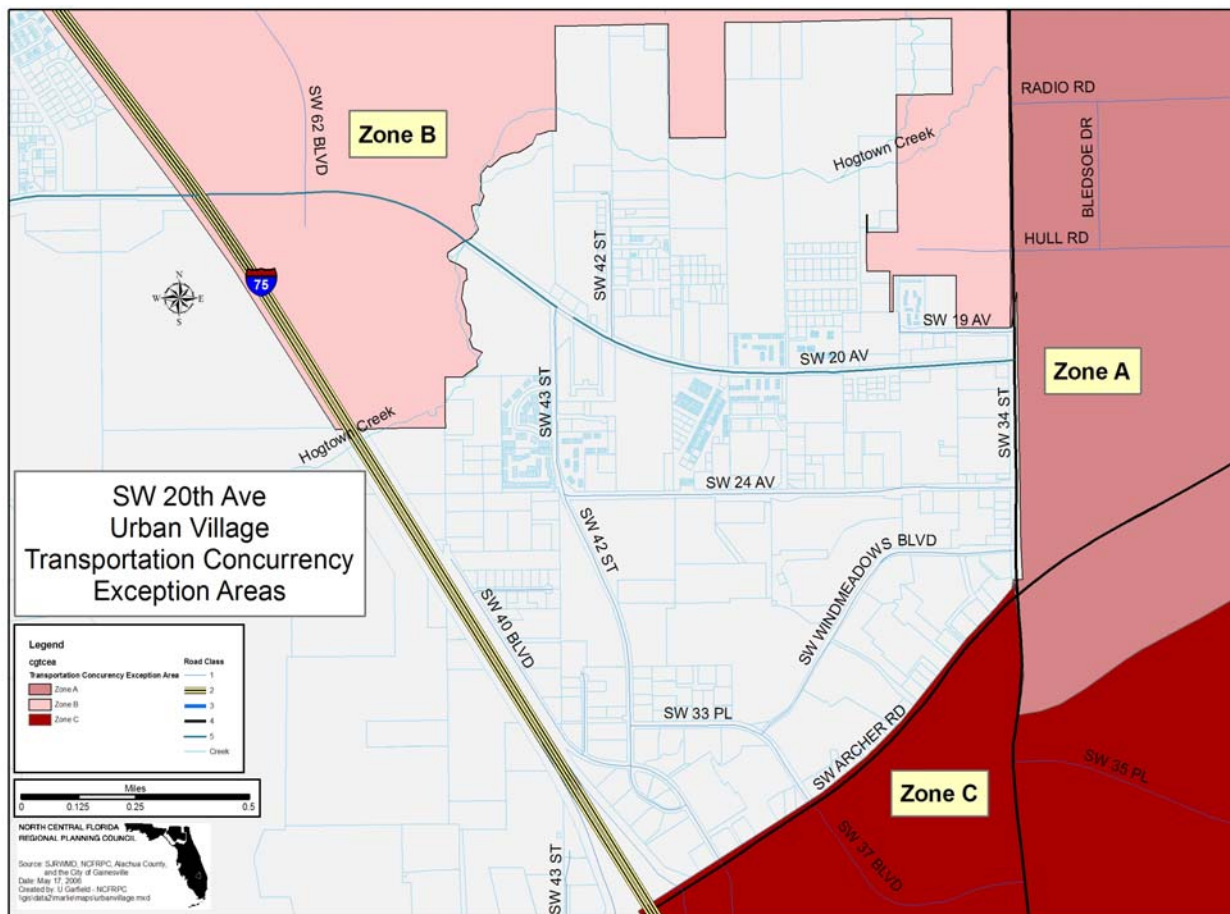


## **OPTION A- TRANSPORTATION CONCURRENCY EXCEPTION AREA**

One transportation concurrency option that has been used in the Gainesville area is the transportation concurrency exception area (TCEA). TCEAs allow exceptions to the transportation concurrency requirements in specifically defined urban areas of a jurisdiction. The purpose of these areas is to reduce the adverse impact transportation concurrency may have on urban infill development and redevelopment and the achievement of other goals and policies of the state comprehensive plan, such as promoting the development of public transportation.

The City of Gainesville has three transportation concurrency exception areas (TCEAs), Zone A, Zone B and Zone C (Map 13 & Map 14). All TCEA Zones feature requirements for developers to provide for pedestrian mobility, access to transit and access management on roadway facilities. Additionally, TCEA Zone B and Zone C feature requirements for developers to provide for bicycle mobility, bicycle and pedestrian amenities, intersection modifications and transit service and/or facility modifications. Additionally, TCEA Zone C features requirements for developers to provide for roadway and pedestrian facility modifications and transit service and/or facility enhancements.

**Map 14 - Urban Village Proximity to Transportation Concurrency Exception Area**



## **OPTION B- TRANSPORTATION CONCURRENCY MANAGEMENT AREA**



Another transportation concurrency option is the designation of a transportation concurrency management area. According to Chapter 9J-5.005 (5), Florida Administrative Code,

*“The purpose of this optional alternative transportation concurrency approach is to promote infill development within selected portions of urban areas in a manner that supports the provision of more efficient mobility alternatives, including public transit. As a coordinated approach to land use and transportation development, it may employ the use of an areawide level of service standard and an accommodation and management of traffic congestion. A transportation concurrency management area is a compact geographic area with existing or proposed multiple, viable alternative travel paths or modes for common trips.*

*(a) An areawide level of service standard may be established for specified facilities, and must be maintained, as a basis for the issuance of development orders and permits within one or more designated transportation concurrency management areas.”*

### **OPTION C- MULTIMODAL TRANSPORTATION DISTRICT**

Another transportation concurrency option is the designation of a multimodal transportation district. According to Chapter 163.3180 (15) (a), Florida Statutes,

*“Multimodal transportation districts may be established under a local government comprehensive plan in areas delineated on the future land use map for which the local government plan assigns secondary priority to vehicle mobility and primary priority to assuring a safe, comfortable, and attractive pedestrian environment, with convenient interconnection to transit. Such districts must incorporate community design features that will reduce the number of automobiles trips or vehicle miles of travel and will support an integrated , multimodal transportation system.”*

#### **Multimodal Transportation District- Performance Measures**

The *Multimodal Handbook* contains performance measures that are designed to accomplish specific multimodal objectives. These measures include the following:

1. 80 percent of all facilities contained in bicycle and pedestrian networks function at level of service C or better;
2. all parcels within one-fourth (1/4) mile of a transit stop should be served by pedestrian facilities operating at level of service C or better; and
3. 80 percent of employees and dwelling units in a multimodal district must be located within one-half (1/2) mile of a transit stop.

## Minimum Size

According to page 17 of the Florida Department of Transportation's Multimodal Area-wide Quality of Service, there is no minimum size standard for multimodal districts. However,

*"..... it is important that a prospective district achieve the critical mass necessary to promote, encourage, and sustain pedestrian, bicycle, and transit usage. The minimum area should be of sufficient size to attain the levels of activity, intensity and density necessary to sustain multimodal transportation systems."*

## **OPTION D- CONCURRENCY EXCEPTION FOR PROJECTS THAT PROMOTE PUBLIC TRANSPORTATION**

Exceptions to concurrency may be granted for projects that promote public transportation. This includes project with special design features that qualify them as transit oriented developments (TOD).

Florida Department of Community Affairs Rule 9J-5.055 Concurrency Management System  
(7) Concurrency Exception – for Projects That Promote Public Transportation.

The purpose of this flexible transportation concurrency option is to reduce the adverse impact transportation concurrency may have on the promotion of public transportation including goals and policies of the state comprehensive plan. Local governments may exempt projects that promote public transportation as defined in Section 163.3164(28), F.S., by establishing in the local comprehensive plan, guidelines and/or policies for the granting of such exceptions. Those guidelines must demonstrate by supporting data and analysis, that consideration has been given to the impact of the projects on the Florida Interstate Highway System. The guidelines must establish how a project will qualify as a project that promotes public transportation.

## VI

### **FUNDING**

In order for the Village area to develop as envisioned in the *Urban Village: Southwest 20<sup>th</sup> Avenue Transportation Design Proposal*, significant investments will need to be made in public facilities in this area. This includes the reconstruction of SW 20<sup>th</sup> Avenue from SW 34<sup>th</sup> Street west to SW 43<sup>rd</sup> Street as described earlier in this report. This section evaluates several funding mechanisms that may help pay for this needed infrastructure.

### **COMMUNITY DEVELOPMENT DISTRICTS**

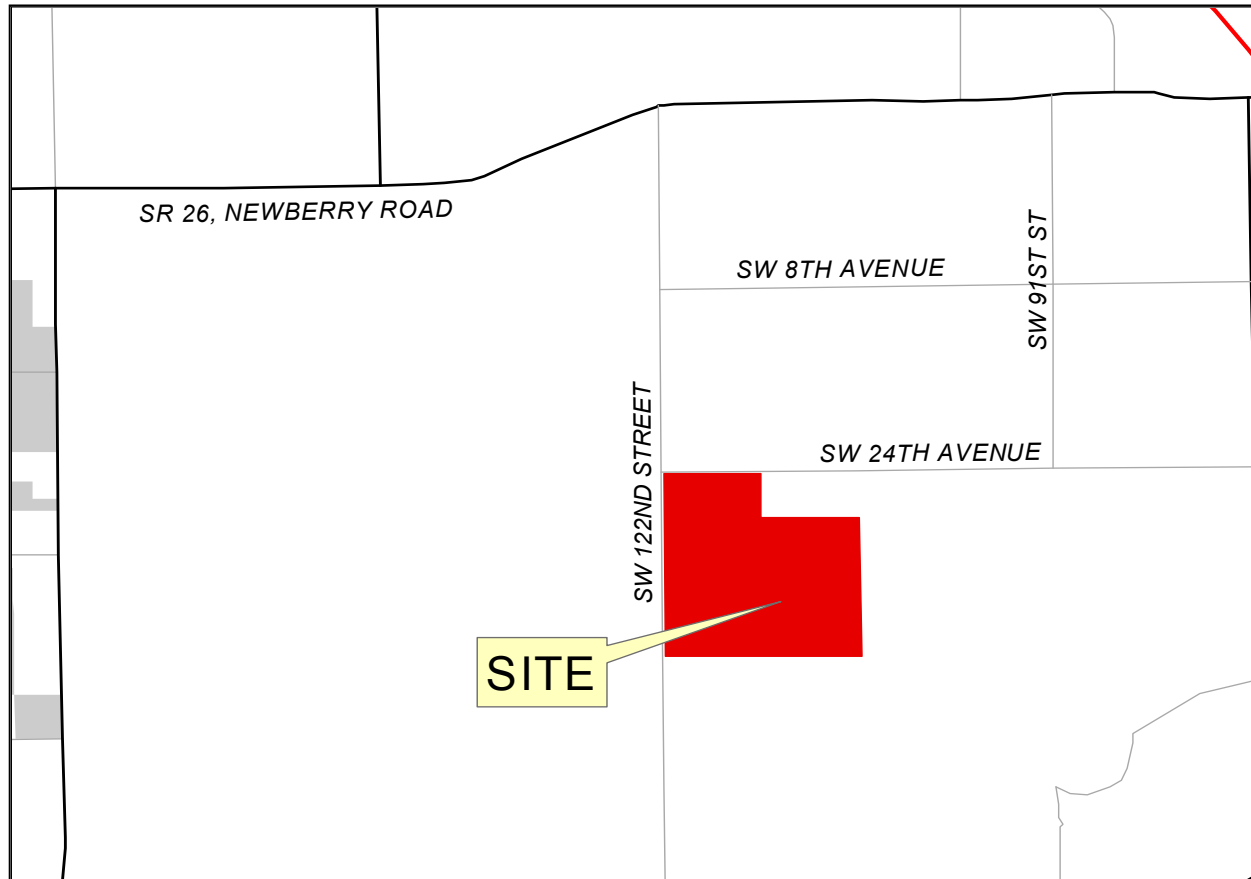
Community development districts are defined and discussed in Chapter 190 Florida Statutes. According to Section 190.003 (6), community development districts are defined as a local unit of special-purpose local government created for the delivery of urban community development services. These districts can finance, construct, operate and maintain the following transportation facilities:

1. district roads equal to or exceeding the specifications of the county in which such district roads are located;
2. streetlights;
3. buses, trolleys, and transit shelters;
4. ridesharing facilities and services;
5. parking improvements; and
6. related signage.

The City of Gainesville has not approved any community development districts. Alachua County has recently approved its first community development district- the Parker Road Community Development District (Map 15).

Unfortunately, this funding mechanism may be difficult to implement in the Village area. In order to create such a district, it must be approved by all of the property owners within the district. Since there are a large number of property owners within the boundaries of the Village, it is not likely that all property owners would be in favor of creating such a district.

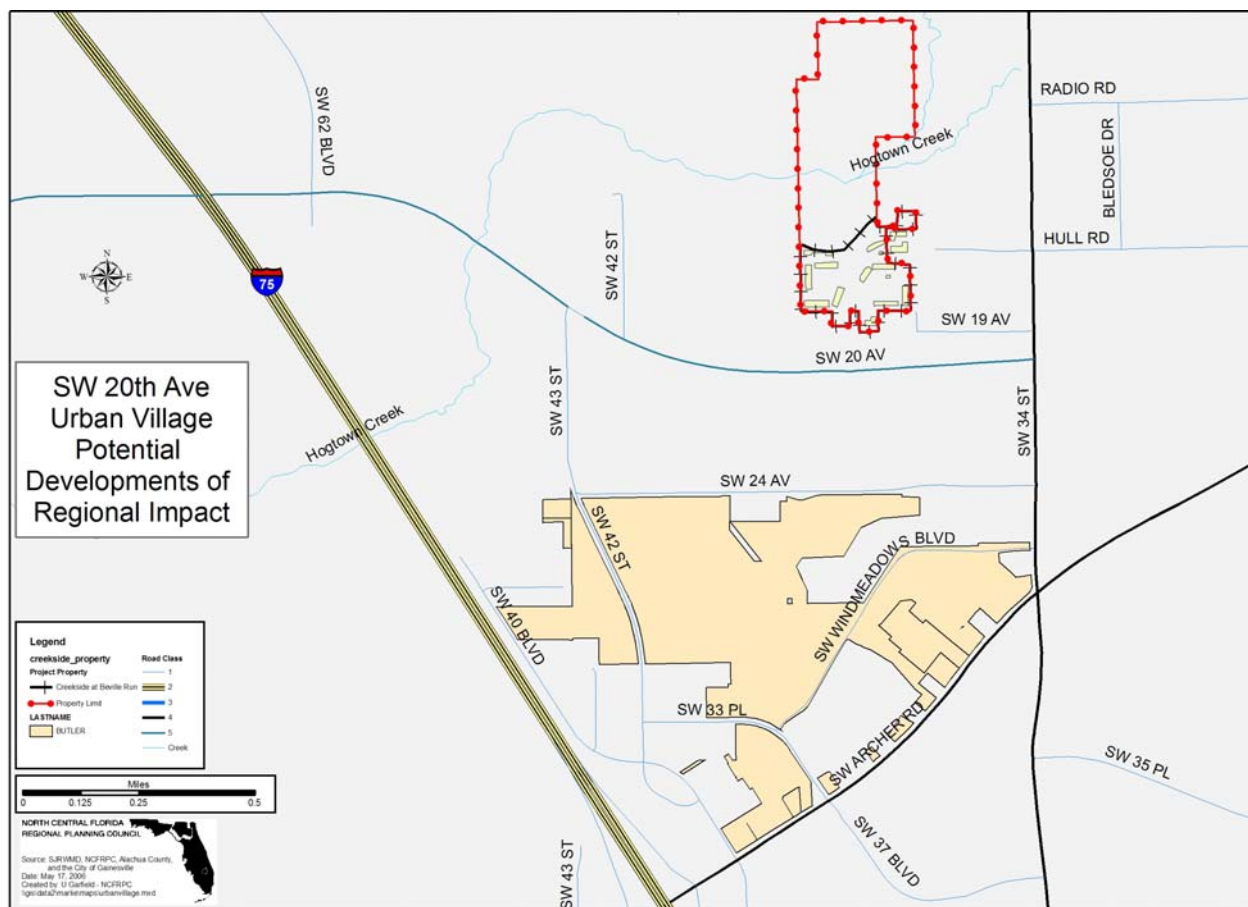
**Map 15 - Parker Road Community Development District**



**POTENTIAL LARGE SCALE DEVELOPMENTS**

In the Village area, two possible large scale developments have been identified that, if constructed, could provide funding to construct needed transportation facilities in the Village area. They are the Creekside at Beville Run development at the western end of Hull Road west of SW 34<sup>th</sup> Street and a proposed expansion of Butler Plaza (Map 16). If constructed, these developments will have to mitigate their impact on the area's transportation system by funding needed transportation modifications in the Village area.

**Map 16 - Urban Village Area Potential Large Scale Developments**



## **PROPORTIONATE FAIR-SHARE MITIGATION ORDINANCE**

In 2005, State growth management legislation was approved that created a “pay and go” option for transportation concurrency called proportionate fair-share mitigation. This legislation requires that all local governments in Florida adopt a Proportionate Fair-share Ordinance by December 31, 2006. The purpose of this Ordinance is to give applicants for development an opportunity to proceed under certain conditions, even if transportation concurrency cannot be met, by having the development contribute its fair-share of the cost of improving the impacted transportation facilities.

## **CAMPUS DEVELOPMENT AGREEMENT**

Another possible funding source for needed transportation facilities in the Village area is funding provided by the University of Florida to mitigate for its transportation impacts identified in its recently updated *Campus Master Plan*. The mechanism that is used by the University to pay for the mitigation identified in the *Campus Master Plan* is the Campus Development Agreement. These mitigations must be based on projected impacts to specific public facilities and services,



and be based on proportionate fair-share costs.

A draft campus development agreement is currently being developed by the University, City of Gainesville and Alachua County. When completed, State funds are expected to be made available to the City and County that may contribute toward some of the needed transportation facilities in the Village area or its vicinity.

## VII

### **ACTION PLAN RECOMMENDATIONS**

Listed below are specific action plan recommendations that have been developed:

#### **MTPO URBAN VILLAGE SUBCOMMITTEE**

1. Appoint an MTPO Urban Village Subcommittee (similar to the MTPO's Plan East Gainesville Subcommittee) comprised of two County Commissioners, two City Commissioners and the University of Florida's MTPO member.

Staff assistance to the Subcommittee will be provided jointly by Alachua County, the City of Gainesville and MTPO staff. This Subcommittee will oversee the implementation of this Action Plan. Assisting the Subcommittee will be a Steering Committee with representation from the following:

- A. MTPO Rural Advisory;
  - B. Gainesville Chamber of Commerce;
  - C. Gainesville Home Builders Association;
  - D. Florida Department of Transportation;
  - E. Florida Community Design Center; and
  - F. all other interested stakeholders and citizens.
2. Request that the MTPO Urban Village Subcommittee oversee joint Alachua County, City of Gainesville and University of Florida land use planning for the Urban Village area.

#### **FUNDING PARTNERSHIP**

3. Approve a funding partnership to make funds available to Alachua County to pay one of its general planning consultants to develop the following tasks by December 31<sup>st</sup> working through the MTPO Urban Village Subcommittee:
  - A. proposed Alachua County comprehensive plan amendments needed in the unincorporated area to implement the Urban Village vision contained in the Urban Village: Southwest 20<sup>th</sup> Avenue Transportation Design Proposal;
  - B. a design template for Urban Village transit-oriented development; and

- C. review the available concurrency options discussed in this report and develop recommendations concerning which concurrency option should be recommended for the Urban Village area.

*Note- This recommendation does not mean that consideration by the City of Gainesville for the Creekside at Beville Run project should be delayed during this six-month period. Upon application by the developer, the review process by the City of Gainesville should proceed at the same time as these planning tasks are being developed by the County's general consultant.*

4. Approve the use of MTPO charrette funds to match an equal amount of funds contributed by Alachua County and the City of Gainesville to pay Alachua County for the work tasks performed by the County's general planning consultant.
5. Request that the University of Florida consider being a funding partner in this effort.

#### **PROJECT DEVELOPMENT AND ENVIRONMENTAL STUDIES**

6. Request that the Florida Department of Transportation (FDOT) complete its Project, Development and Environmental Study for SW 20<sup>th</sup> Avenue using the MTPO approved auto-merge (a) design as soon as possible.
7. Request that the MTPO Urban Village Subcommittee discuss the need for a project, development and environmental (PD&E) study for the extension of Radio Road west of SW 34<sup>th</sup> Street and south to SW 20<sup>th</sup> Avenue and determine what entity should be responsible for conducting this study.

#### **UNIVERSITY OF FLORIDA**

8. Request that the University of Florida ask the Florida Department of Environmental Protection/Division of State Lands to provide either a public access easement to the developer of the Creekside at Beville Run development and/or a deed transfer to a local government for the Hull Road right-of-way on the University campus west of SW 34<sup>th</sup> Street. [Note that this may also be necessary for the Radio Road extension.]

#### **WORK PLAN AND SCOPE OF SERVICES**

9. Request that the City of Gainesville, Alachua County, University of Florida and MTPO staff develop a work plan and scope of services.



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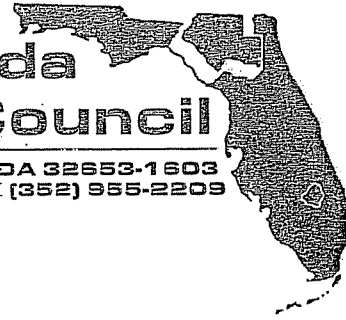
## **APPENDIX B**

### **CORRESPONDENCE**

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# North Central Florida Regional Planning Council

2009 NW 67 PLACE, SUITE A, GAINESVILLE, FLORIDA 32653-1603  
(352) 955-2200 SUNCOM 625-2200 FAX (352) 955-2209



July 12, 2005

The Honorable Cynthia Chestnut, Chair  
Alachua County Board of County Commissioners  
P.O. Box 2877  
Gainesville, FL 32602

**RE: SW 20<sup>th</sup> Avenue/Student Village**

Dear Chair Chestnut:

As you know, the Metropolitan Transportation Planning Organization (MTPO) conducted a workshop on the SW 20<sup>th</sup> Avenue/Student Village (located between SW 34<sup>th</sup> Street and SW 62<sup>nd</sup> Boulevard) at its meeting on June 29. At the conclusion of this workshop, the MTPO approved a motion to:

*"Request that the Alachua County Commission reconsider land use and zoning within the SW 20<sup>th</sup> Avenue/Student Village area with the goal of increasing permitted densities and encouraging mixed use development."*

If you have any questions, please call Mr. Marlie Sanderson, Director of Transportation Planning, at extension 103.

Sincerely,

A handwritten signature in black ink that reads "Chuck Chestnut".

Chuck Chestnut, Chair  
Metropolitan Transportation Planning Organization

Enclosures

xc: Mr. Randy Reid  
Mr. David Schwartz

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**NORTH CENTRAL FLORIDA REGIONAL PLANNING COUNCIL**  
**TRANSPORTATION PLANNING STAFF**

Charles F. Justice, AICP	Executive Director
Scott Koons, AICP	Assistant Executive Director
*Marlie Sanderson, AICP	Director of Transportation Planning
Lynn Franson-Godfrey, AICP	Senior Planner
Brian Waterman, AICP	Senior Planner
**Michael Escalante, AICP	Senior Planner
**Ursula Garfield	Assistant Planning Technician

\* Primary Responsibility

\*\* Secondary Responsibility