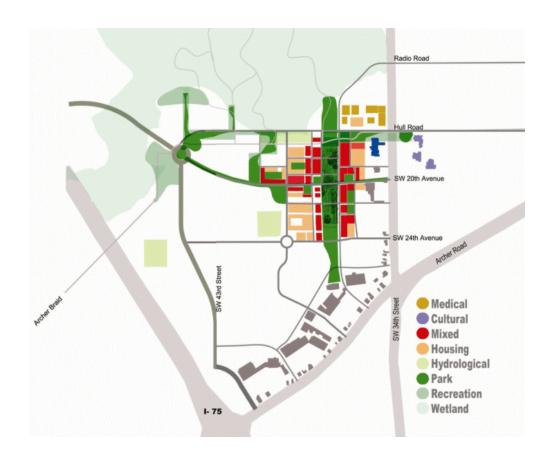
URBAN VILLAGE- ACTION PLAN



Prepared for the

Metropolitan Transportation Planning Organization for the Gainesville Urbanized Area

by the

North Central Florida Regional Planning Council 2009 NW 67th Place, Suite A Gainesville, Florida 32653)

May, 2006

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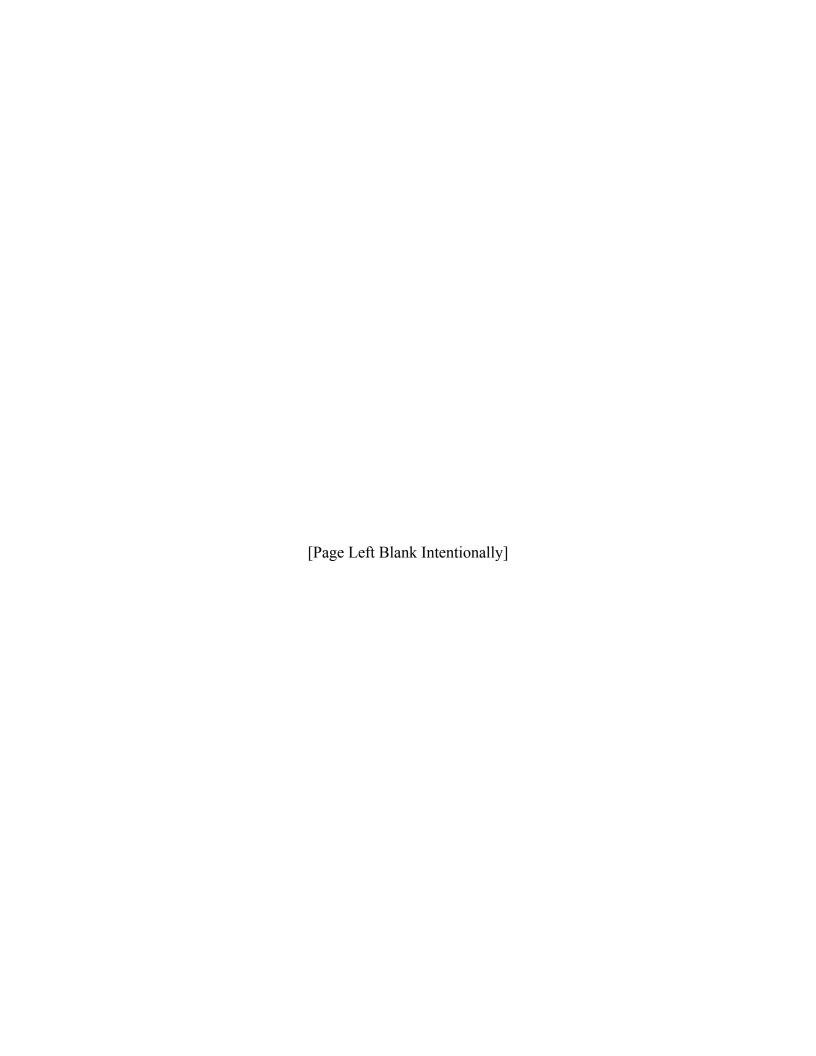
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EXECUTIVE SUMMARY

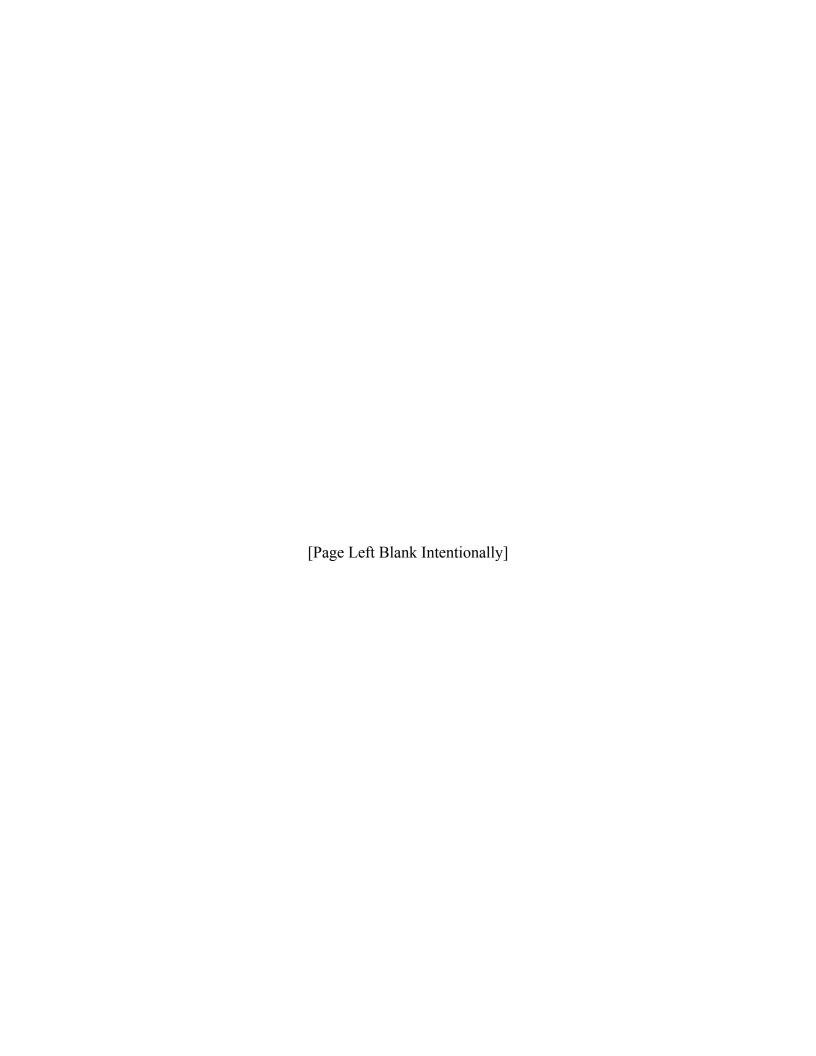
At its meeting on May 2, the Metropolitan Transportation Planning Organization (MTPO) for the Gainesville Urbanized Area received a presentation by the University of Florida, School of Architecture. This presentation summarized a report the School of Architecture recently completed for the MTPO entitled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

- 1. accept the <u>Urban Village: SW 20th Avenue Transportation Design Proposal</u> 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 20th Avenue Transportation Design Proposal*.

RECOMMENDED ACTION ITEMS

The recommended proposals and action items to implement the <u>Urban Village: SW 20th Avenue Transportation Design Proposal</u> are as follows:

(Note- The draft recommended action items are reported at the end of this report. As this report is further developed, final draft action items will be repeated on this page.)



INTRODUCTION

In 1997, the MTPO was considering either four-laning an extension of Hull Road west of SW 34th Street or four-laning SW 20th Avenue. Instead the MTPO decided to hold its first community charrette. 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; and
- 2. 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.

URBAN VILLAGE- TRANSPORTATION ELEMENTS

The SW 20th Avenue community charrette established the future transportation vision for this area. Included in this transportation vision are the following elements:

- 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 34th Street to allow bicyclists and pedestrains to safely travel over SW 34th Street; and
- 3. the need to construct SW 20th Avenue with the following elements included in the design:

sidewalks roundabouts turnlanes raised medians bus bays transit super stops

FDOT PRELIMINARY ENGINEERING CORRIDOR STUDY

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

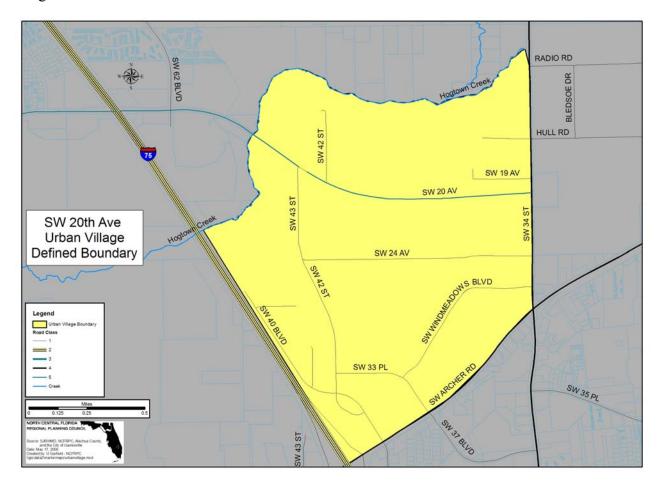
$\frac{\textbf{URBAN VILLAGE: SOUTHWEST 20}^{TH} \ \textbf{AVENUE TRANSPORTATION DESIGN}}{\textbf{PROPOSAL}}$

In April 2005, the MTPO contracted with the University of Florida, School of Architecture, to conduct a design study for SW 20th 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 20th Avenue Charrette;
- 2. develop recommendations concerning how to make SW 20th 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.

VILLAGE- DEFINED BOUNDARY

As shown in the following graphic, the boundaries for the urban village are SW 34th 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 34th Street near Radio Road.



EXISTING VILLAGE CONDITIONS

This section discusses existing conditions within the urban village area.

EXISTING CITY OF GAINESVILLE LIMITS

This map shows the urban village area that is currently located within the City of Gainesville. As shown in this map, most of the urban village is located within unincorporated Alachua County.

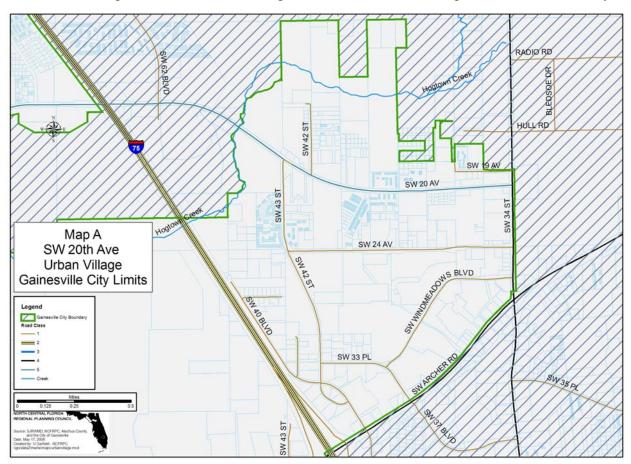


TABLE 1

SW20TH AVENUE URBAN VILLAGE CONCURRENCY STATUS

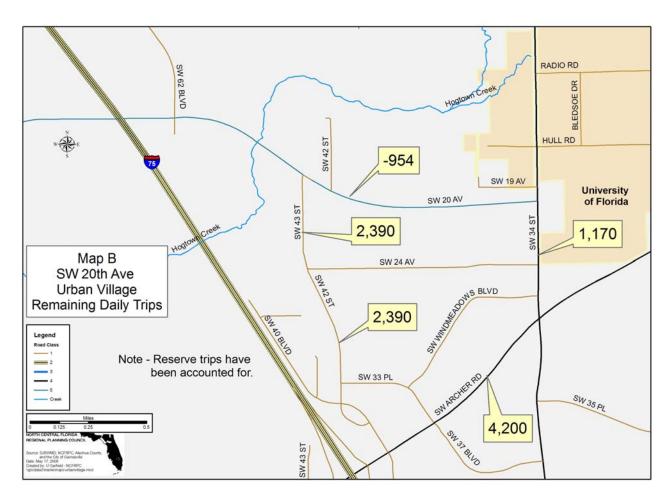
DESIGNATION	FROM	то	MEDIAN AADT	RESERVE TRIPS	MSV	AVAILABLE TRIPS
[A-16] SW 20 th Avenue	SW 62 nd Boulevard	SW 34 th Street	24,891	1,663	25,600	-954
[A-30] SW 40 th Boulevard- SW 43 rd Street	Archer Road	SW 20 th Avenue	11,731	1,209	15,330	2,390
[S-9] Archer Road	Tower Road	Interstate 75 (west ramp)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

REMAINING DAILY ROADWAY TRIPS

Table 1 contains information about current traffic conditions in the Urban Village area. Based upon this information, the following map shows the available trips that are remaining for future development in the village area. This information shows that no additional development should be approved in this area that loads trips on SW 20^{th} Avenue.



SW 20th Avenue Urban Village- Remaining Daily Roadway Trips

EXISTING BUS ROUTES AND LEVEL OF SERVICE

The Urban Village area is currently served by a high level of transit service. SW 20th 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.



SW 20th Avenue Urban Village- Regional Transit System Routes

FUTURE VILLAGE PLAN

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

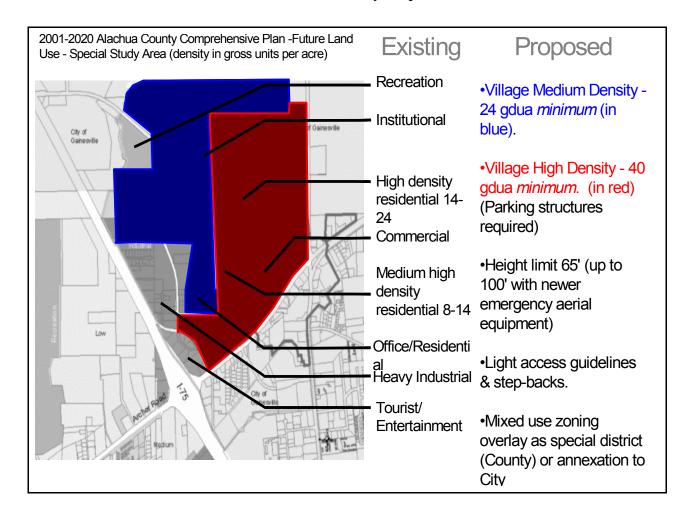
- 1. intergrates land use and transportation within;
- 2. enhances multi-modal connectivity, transit use, walkability and cycling; and
- 3. promotes mixed use urban density development.

DENSITY AND LAND USE

The report entitled <u>Urban Village: Southwest 20th Avenue Transportation Design Proposal</u> discusses land use and density recommendations for the Urban Village area. Shown on the next page is a future density map 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 34th 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.

Future Density Map



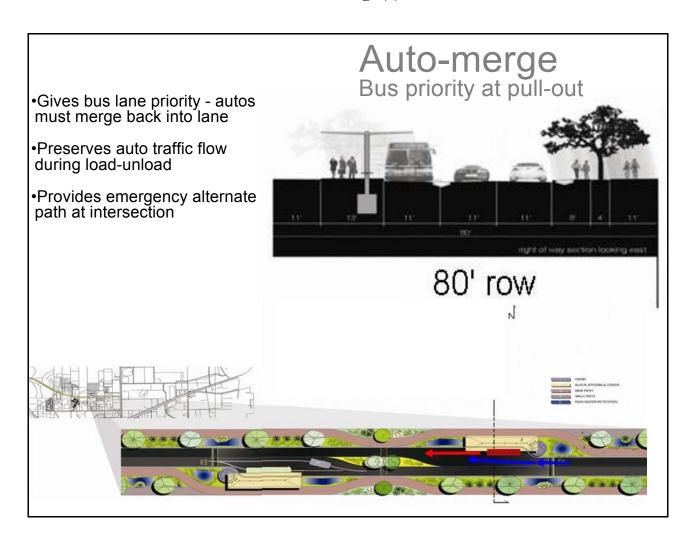
MULTI-MODAL TRANSPORTATION

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

To address these issues, the <u>Urban Village: Southwest 20th Avenue Transportation Design Proposal</u> recommends the reconstruction of SW 20th 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. 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.

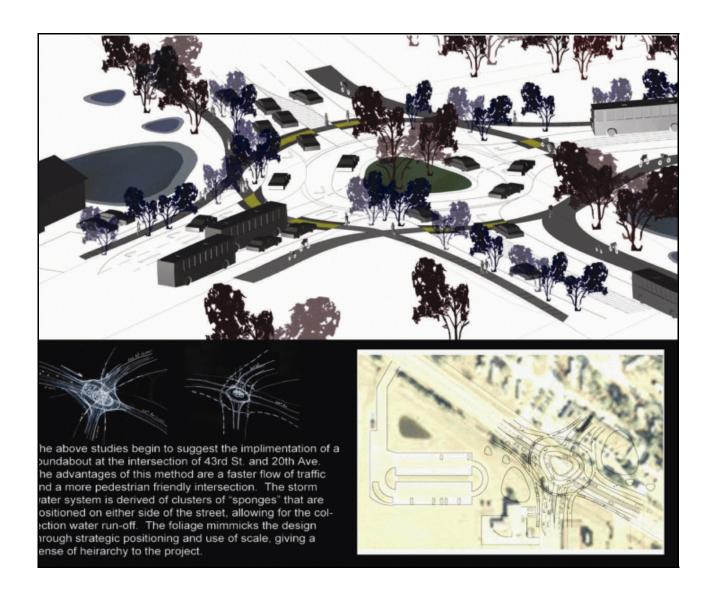
Auto-Merge (a)



SW 20TH AVENUE AT SW 43RD STREET- ROUNDABOUT

Another recommendation contained within the <u>Urban Village: Southwest 20th Avenue</u> <u>Transportation Design Proposal</u> is for a roundabout at SW 20th Avenue at SW 43rd Street. 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.

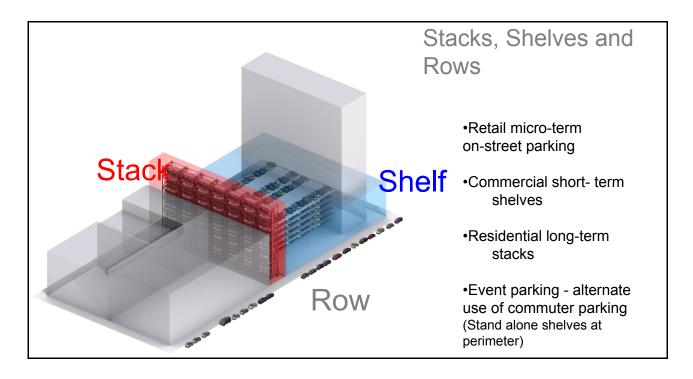
Traffic Ovid at SW 20th Avenue and SW 43rd Street



PARKING

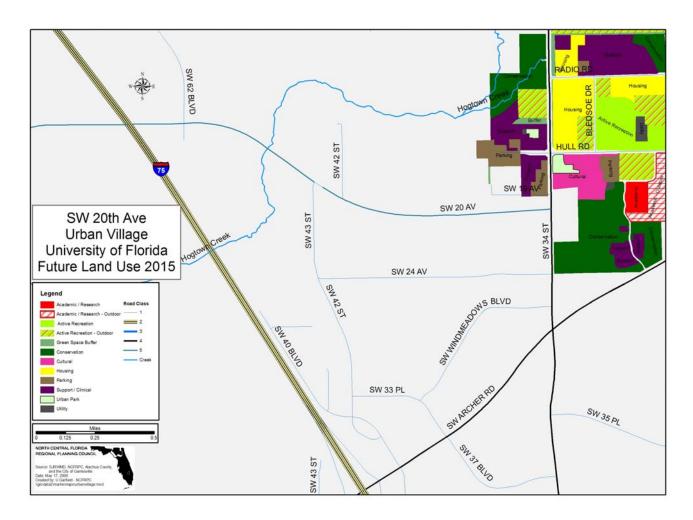
Another recommendation contained in the <u>Urban Village: Southwest 20th Avenue Transportation</u> <u>Design Proposal</u> is that this area allow for the use of "parking stacks" as well as parking garages. "Parking stacks" are special parking structures that use an elevator system to more efficiently 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.

Parking- Row, Shelf and Stack

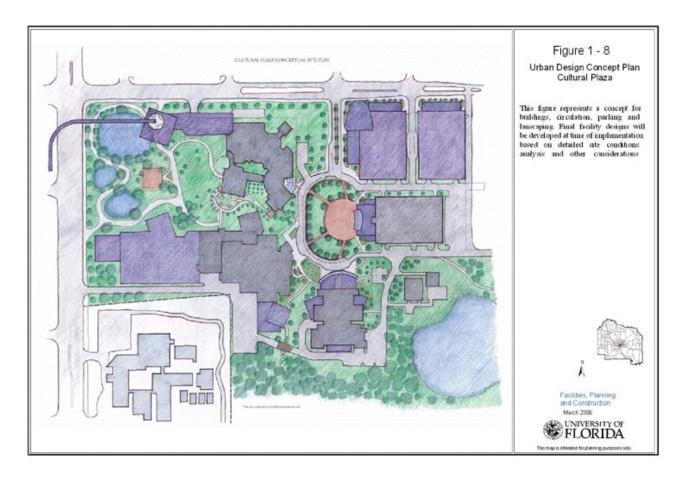


UNIVERSITY OF FLORIDA- VILLAGE AREA LAND USE

The Urban Village is location immediately west of the University of Florida. It future development potential is enhanced because of this proximity. The following map shows future land uses on the University of Florida campus immediately east of the Village area. As shown on this map, a large cultural area is designated at Hull Road and SW 34th Street. This area is designated as a "cultural plaza" and includes the Harn Art Museum, the Museum of Natural History and the Performing Arts Center.



The future development of the Village area should be enhanced because of the nearby University Cultural Plaza. Marketing efforts in this area should, no only emphasize the proximity of the University of Florida campus, but also nearby cultural activities in the Cultural Plaza.



LAND USE RECOMMENDATIONS

Contained within the <u>Urban Village: Southwest 20th Avenue Transportation Design Proposal</u> are significant recommended land use changes for the Village area. This includes significantly increasing the residential densities in the area immediately west of SW 34th 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 in its Comprehensive Plan that would allow for the residential densities needed for the Village area. These classifications include the following:

UMU1- Urban Mixed Use- up to 75 units per acre

UMU2- Urban Mixed Use- up to 100 units per acre

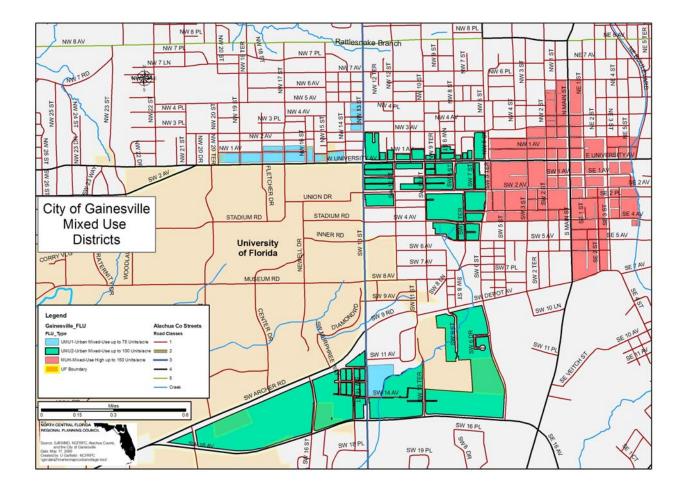
MUH- Mixed Use High- up to 150 units per acre

LAND USE CATEGORIES CITY OF GAINESVILLE

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

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.



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.

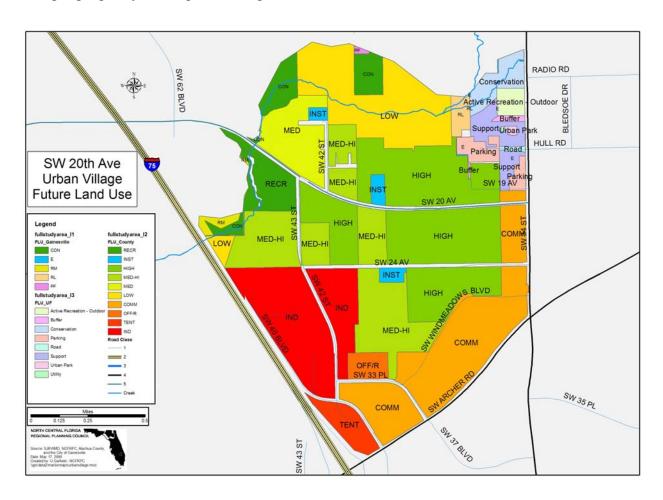
The Urban Village area is currently served by water and sewer. In addition, this area already has a high level of bus service. Since the Village area is currently receiving a high level of urban services, it may be difficult to obtain future annexation in this area by referendum.

Option 2- Alachua County Comprehensive Plan Amendments

The following map 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 34th 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.

The Alachua County Comprehensive Plan also allows densities higher than 24 dwelling units per acre in high activity centers. A large portion of the Village area is included in the Alachua County Comprehensive Plan- Archer Road, SW 34th Street, Activity Center/Retail And Special Area Study- an area designated as a high activity center.

In order for this area to receive densities higher than 24 dwelling units per acre, the Alachua County Comprehensive Plan will need to be amended to establish policies and identify areas appropriate for these higher densities. According to the County's Comprehensive Plan, these policies shall provide for the integration of these developments into the surrounding community using high quality development design features.

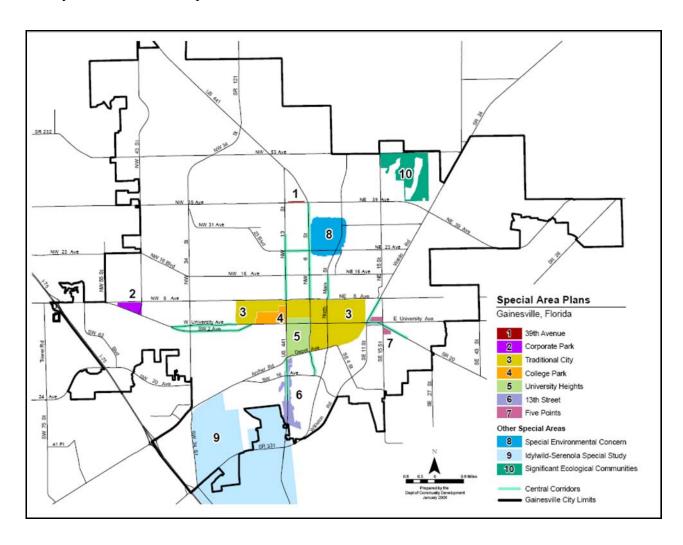


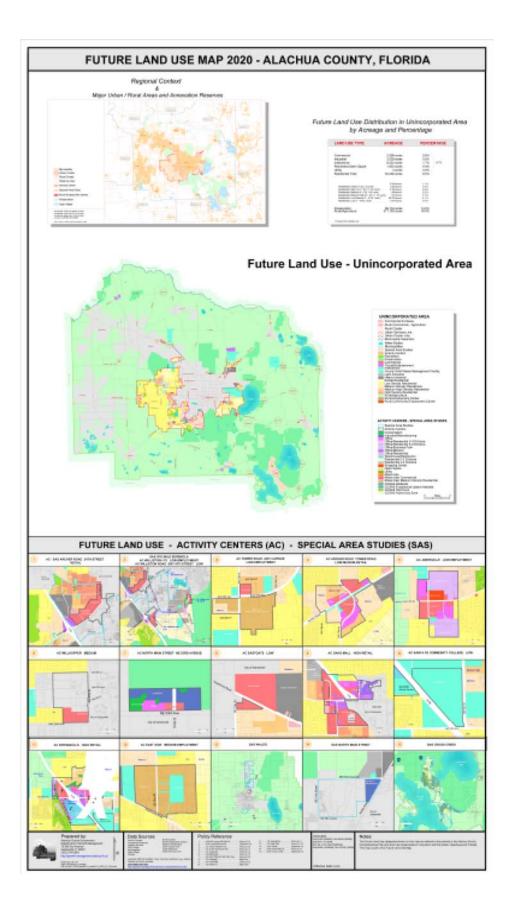
Option 3- Joint City of Gainesville and Alachua County Land Use Planning

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

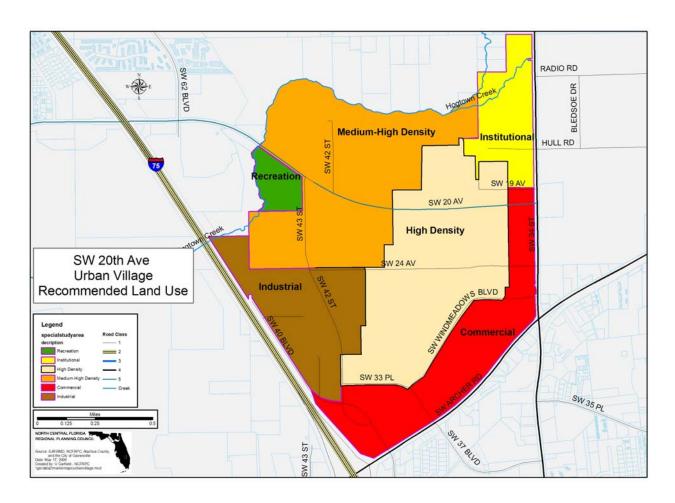
"Unincorporated areas adjacent to incorporated municipalities may be included in the area of municipal jurisdiction for the purposes of this act if the governing bodies of the municipality and the county in which the area is located agree on the boundaries of such additional areas, on procedures for 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 the City of Gainesville and Alachua County have conducted special area plans and studies. The following two maps show that the City has conducted six special area plans and Alachua County has conducted 15 special area studies.





Option 3 recommends that the City of Gainesville and Alachua County work together on a joint land use planning project for the Village area. Under this option, 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 provides guidance on future land use for the Village area as developed in the University of Florida study entitled *Urban Village: Southwest 20th Avenue Transportation Design Proposal*.



CONCURRENCY OPTIONS

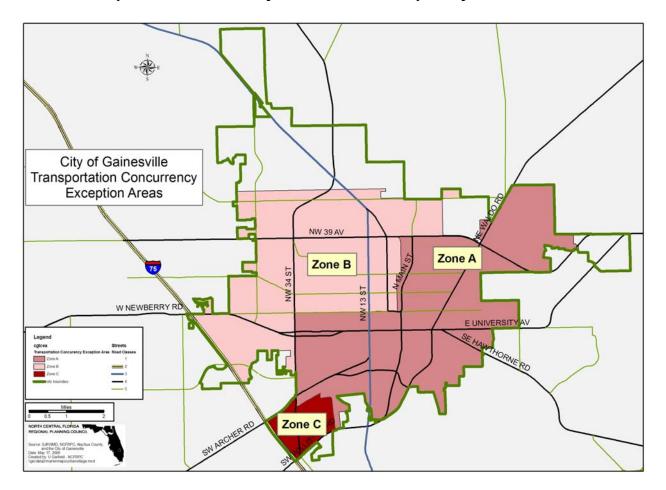
This section discusses issues related to concurrency and concurrency management systems. Concurrency is defined as providing the necessary public facilities and services to maintain the adopted level of service standards when the impacts of development occur. Concurrency management system is defined 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.

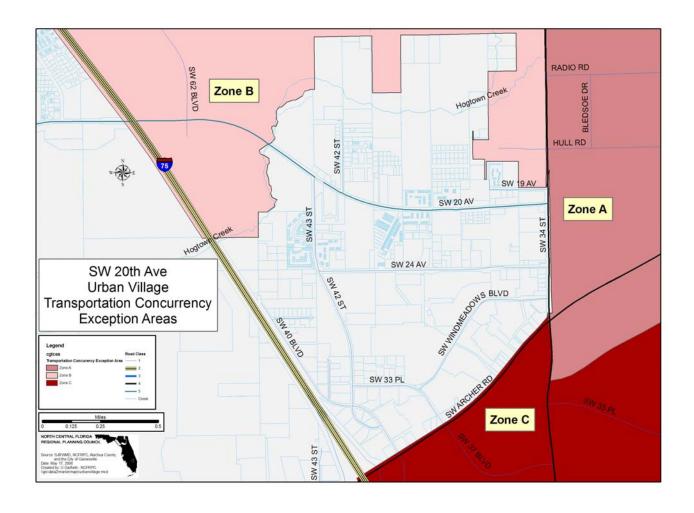
OPTION A- TRANSPORTATION CONCURRENCY EXCEPTION AREA

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.

City of Gainesville Transportation Concurrency Exception Area



The City of Gainesville has three transportation concurrency exception areas (TCEAs), Zone A, Zone B and Zone C. 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.



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 mulitple, 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 ($\frac{1}{2}$) mile of a transit stop.

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.

FUNDING

In order for the Village area to develop as envisioned in the <u>Urban Village: Southwest 20</u>th <u>Avenue Transportation Design Proposal</u>, significant investments will need to be made in public facilities in this area. This includes the reconstruction of SW 20th Avenue from SW 34th Street west to SW 43rd Street. This section discusses designating the Village area as a community development district to help pay for this needed infrastructure. In addition, this section also discusses two potential large scale developments that, if constructed, may provide funding to construct needed transportation facilities in the Village area.

COMMUNITY DEVELOPMENT DISTRICTS

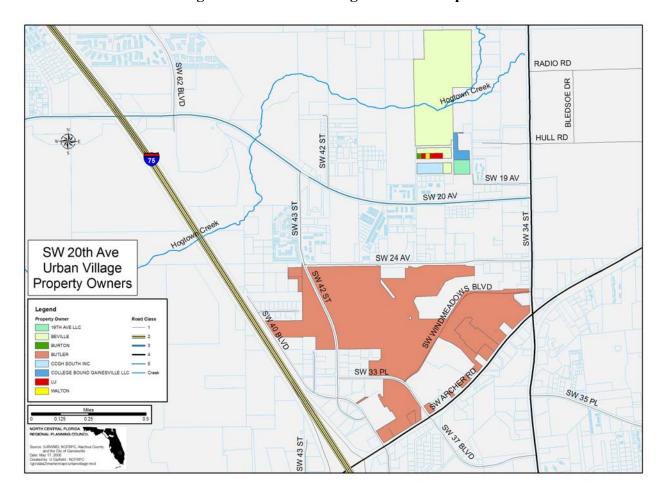
Community development districts are defined and discussed in Chapter 190 Florida Statutes. According to Section 190.003 (6), community development districts are defined as a local unit of special-purpose local government created for the delivery of urban community development services. These districts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

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 Creek development at the western end of Hull Road west of SW 34th Street and a proposed expansion of Butler Plaza. If constructed, these developments will have to mitigate their impact on the area's transportation system by contributing funds to make needed transportation modifications.

Village Area- Potential Large Scale Developments



ACTION PLAN RECOMMENDATIONS

Listed below are specific action plan recommendations MTPO staff recommends that the MTPO approve:

- 1. Appoint an MTPO Village Subcommittee and include representation from the University of Florida;
- 2. Use the MTPO Village Subcommittee to oversee joint City of Gainesville/Alachua County land use planning for the Village area;
- 3. Request that FDOT complete its Project, Development and Environmental Study for SW 20th Avenue using the MTPO approved auto-merge (a) design; and
- 4. Request that Alachua County instruct its general planning consultant to develop the following information as soon as possible:
 - A. proposed Alachua County comprehensive plan amendments needed to implement the Village vision contained in the *Urban Village: Southwest 20th Avenue Transportation Design Proposal*;
 - B. recommendations concerning the specific type of concurrency management system that should apply to the Village area;
 - C. a Village design template for transit-orientated development; and
 - D. recommendations concerning if a community development district should be designated for the Village area.

TABLE?

ACTION PLAN MATRIX

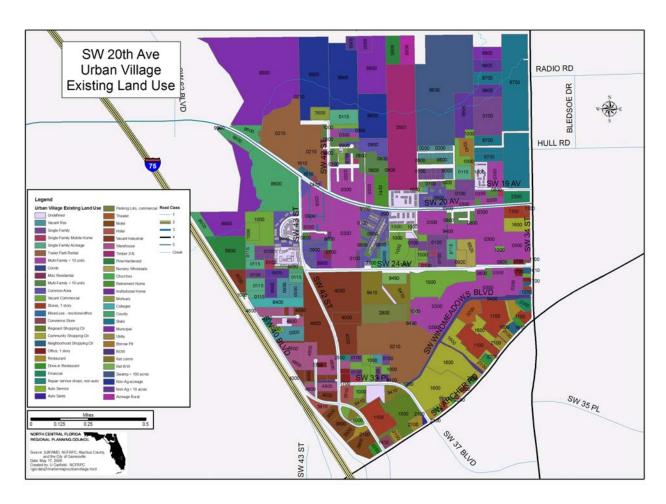
OPTIONS	BIKE/PED ADVISORY BOARD	CITIZENS ADVISORY COMMITTEE	CITY STAFF	COUNTY STAFF	TECHNICAL ADVISORY COMMITTEE	MTPO STAFF
LAND USE						
Annexation						
Amendments						
Joint Planning						
No Change						
CONCURRENCY						
Exception Area						
Management Area						
Multimodal District						
No Change						
FUNDING						
Community Development District (CDD)						
Impact Fees						
DRI Mitigation						
No Change						

- A. Connect SW 24th Avenue to SW 40th Boulevard
- b. Reconstruct SW 20th Avenue as Auto-Merge (a)

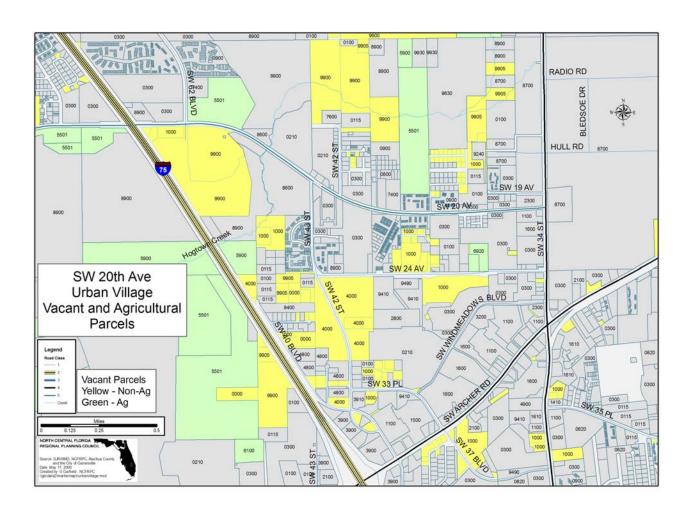
APPENDIX A

MAP SERIES

A. Existing Land Uses



B. Vacant Land



<u>Stakeholder Input</u> major stakeholders in the village area will be contacted and their input included in the draft report.

- A. Peter Dautel (or Gerry Dedenback)
- B. Butler Enterprises- Mr. Bob Reller
- C. Gainesville City Manager
- D. Alachua County Manager
- E. University of Florida- Mr. Ed Poppell (or Linda Dixon)
- F. University of Florida Foundation- Mr. Bruce DeLaney
- G. Florida Department of Transportation- Mr. James Bennett
- I. Fred Henderson

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