




CPA-01-21

Comprehensive Plan Text and Map Amendment Celebration Pointe TOD (Adoption)

Mehdi Benkhatar, Planner II

Timeline

- **January 2018-** *CPA-08-17 approved (established Objective 1.9 FLUE policies and the CP Mixed Land Use)*
 - **November 2020-** *CPA-01-21 submitted*
 - **January 2021-** *Local Planning Agency meeting*
 - **February 2021-** *BoCC transmittal meeting*
 - Tonight's meeting is to decide on adopting the policies and map amendment for CPA-01-21
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2/23 BoCC transmittal


2/23 BoCC transmittal

- **Policy 1.9.1 (a)** ~~Allowed 750 square feet of non-residential land uses for every dwelling unit.~~ Allowed 2,000 dwelling units and 1.5 million square feet of nonresidential uses. Upon entering into an agreement with the County that guarantees 10% of additional units over 2,000 are affordable to households earning up to 50% of the Area Median Income, an additional 500 units may be approved. Additional units over 2,000 will require a reduction of 750 sq. ft. of non-residential per dwelling unit. The maximum number of permitted units shall not exceed 2,500. Notwithstanding Policy 1.9.2(c), additional development beyond 2,000 units may be located anywhere within the development.

2/23 BoCC transmittal

- **Policy 1.9.1. (g)** Allowed a multisport and entertainment events center. The events center shall be considered a civic use and shall not have a maximum building footprint size. The multisport floor area and ancillary facilities such as locker rooms, offices and restrooms shall not be calculated toward the total non-residential square footage allowance for the development. The events center shall be located within the village center and the front of the center shall be screened along the pedestrian promenade by buildings with various permitted uses, except for the venue entrance. Public pedestrian entrances are not required along the sides and rear of the events center. Non-commercial wall murals may substitute for otherwise required glazing or architectural articulation and material change requirements. Off-street areas for service delivery and pick-up, drop-off and loading zones shall be exempted from shading requirements.

2/23 BoCC transmittal

- **Policy 1.9.2 (f)** Densities of residential uses and intensity of non-residential uses that encourages walking, bicycling, micromobility devices, low speed electric ~~transport such as bikes~~, vehicles such as, golf-carts, ~~Segways~~, trolleys, autonomous transit shuttles and short vehicular trips.
 - **Policy 1.9.2 (h)** A centrally located multimodal center that allows for bike, micromobility, and car share programs, a park and ride, drop-off and loading areas for ride share programs, transit and autonomous transit, charging stations for electric vehicles, bikes and personal e-transport, and structured parking to promote a park-once environment.
- 

2/23 BoCC transmittal

- **Policy 1.9.3 (p)** Mini-storage land uses are prohibited within the VC. Mini-storage uses are permitted within the TSA and outside the TSA so long as they are located along the periphery. The square footage of mini-storage units shall be excluded from allowable non-residential development.



SITE

Location Map



City of
Gainesville

City of
Gainesville

Celebration
Pointe
TOD

City of
Gainesville

Aerial Image



City of
Gainesville

City of
Gainesville

City of
Gainesville

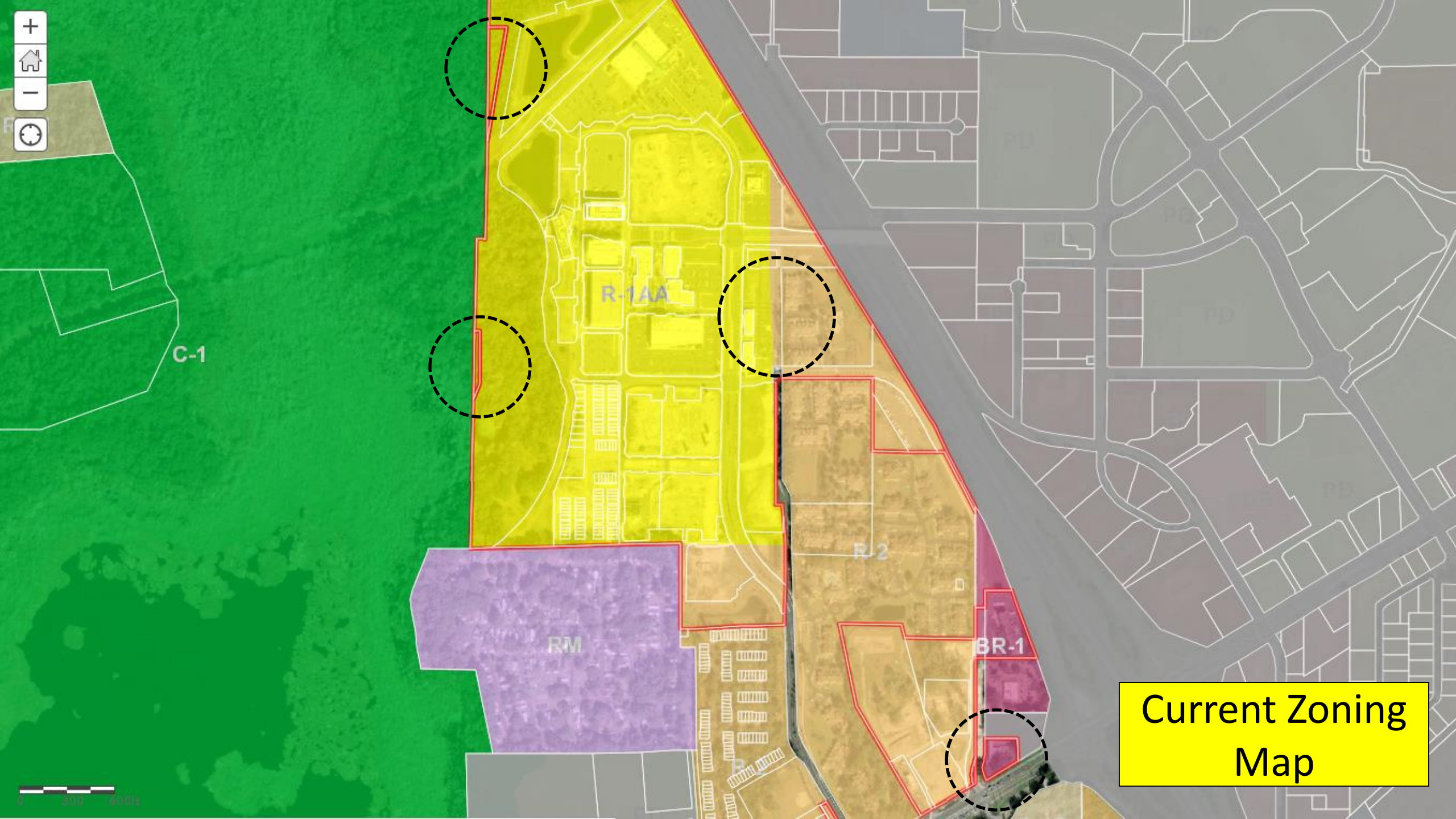
Portion of 6820-2
Change from
Recreation to
Celebration Pointe
Mixed Use

Portion of 6820-2
Change from Medium Density to
Celebration Pointe Mixed Use

Portion of 6820-2
Change from
Recreation to
Celebration Pointe
Mixed Use

6800-6-2
Tourist/Entertainment
change to
Celebration Pointe
Mixed Use

Areas of Map
Amendment



Current Zoning
Map

Existing Future Land Use Map

Portion of 6820-2
Change from
Recreation to
Celebration Pointe
Mixed Use

Portion of 6820-2
Change from
Recreation to
Celebration Pointe
Mixed Use

Portion of 6820-2
Change from Medium
Density to
Celebration Pointe
Mixed Use

6800-6-2
Tourist/Entertainment
change to
Celebration Pointe
Mixed Use

Recreation

Mixed Use

Medium Density
(>4-8du/acre)

Medium Density
(>4-8du/acre)

Mixed Use

Institutional

0 300 600ft

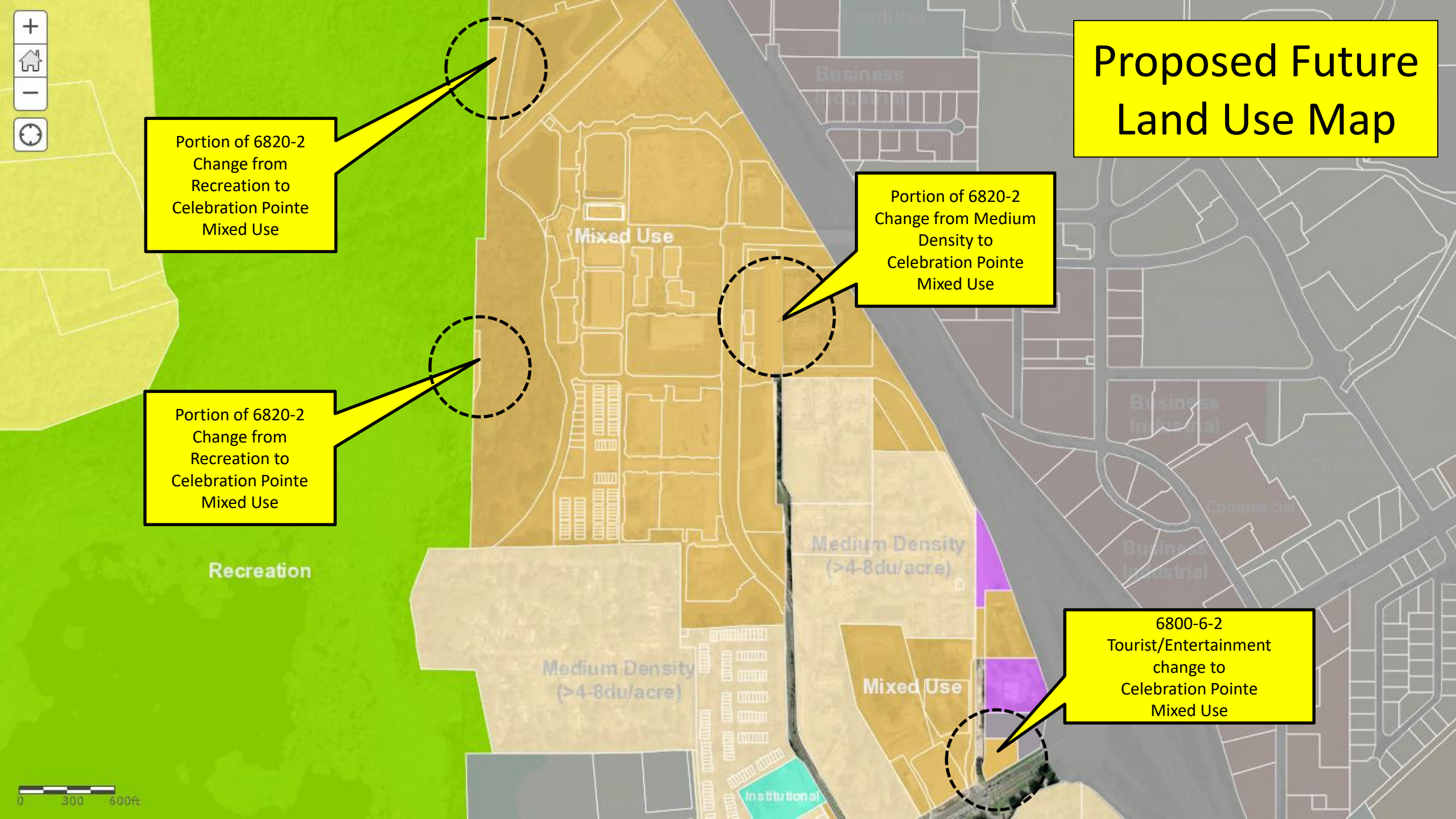
Proposed Future Land Use Map

Portion of 6820-2
Change from
Recreation to
Celebration Pointe
Mixed Use


Portion of 6820-2
Change from
Recreation to
Celebration Pointe
Mixed Use

Portion of 6820-2
Change from Medium
Density to
Celebration Pointe
Mixed Use

6800-6-2
Tourist/Entertainment
change to
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Mixed Use

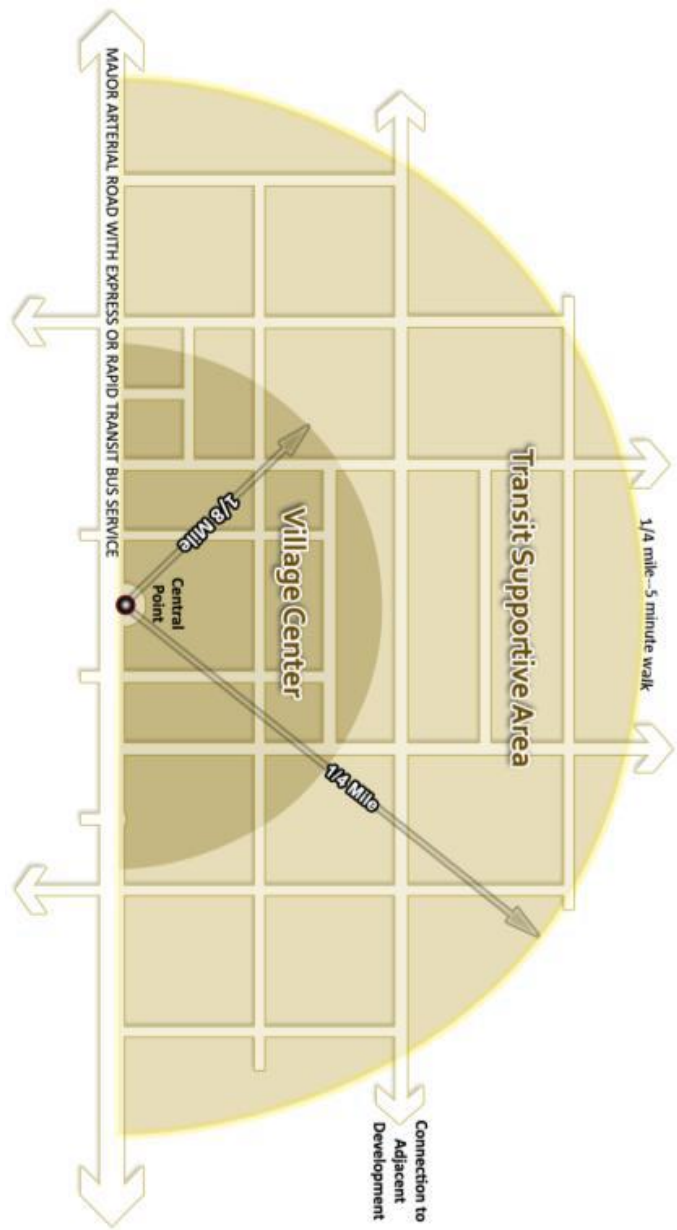


Background

- Celebration Pointe Transit Oriented Development (CP-TOD) is the first TOD to develop in Alachua County.
 - Site is located along the west of I-75 and north of Archer Rd. on approximately 246 acres.
 - A significant portion of the TOD has been built; this application addresses issues the applicant feels necessary to amend in order to complete development.
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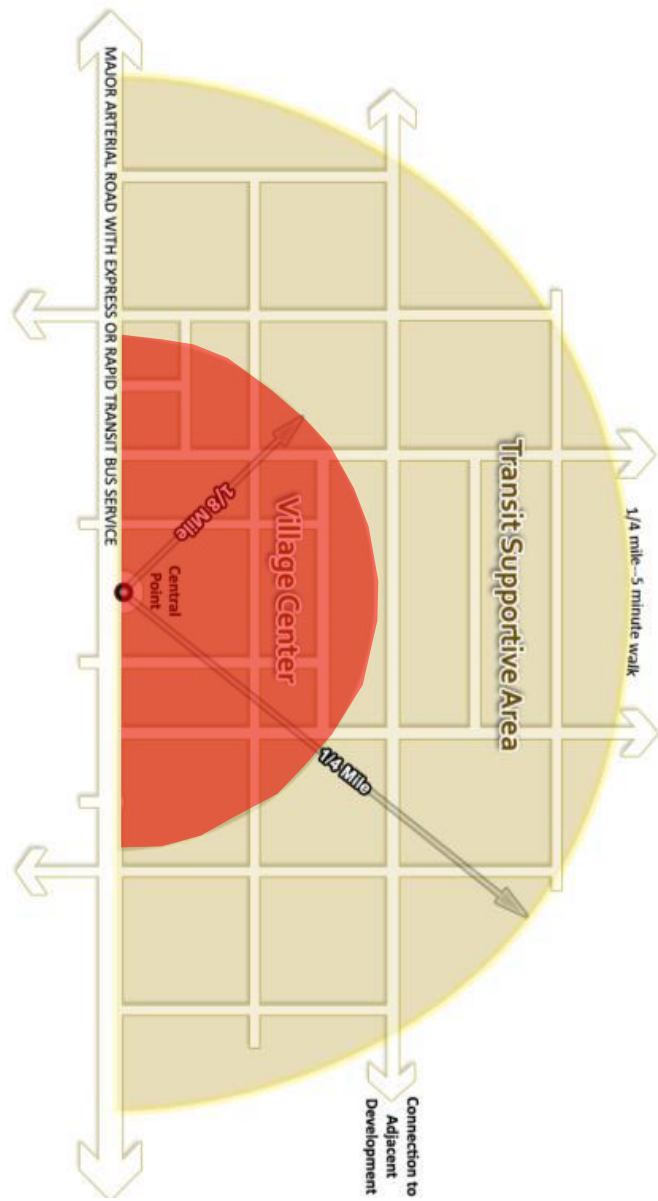
Background

- CP-TOD first received Preliminary Development Plan (PDP) approval in 2010. A transportation agreement was established in 2011 and subsequent revised development plans were approved in 2015, 2016 and 2018.
 - CPA-08-17 was approved in 2018, creating Objective 1.9 in the FLUE and the CP Mixed-Use land use category.
 - The TOD now has entitlements of 1.5 million sq. ft. of non-residential uses and 2,000 residential units.
- 



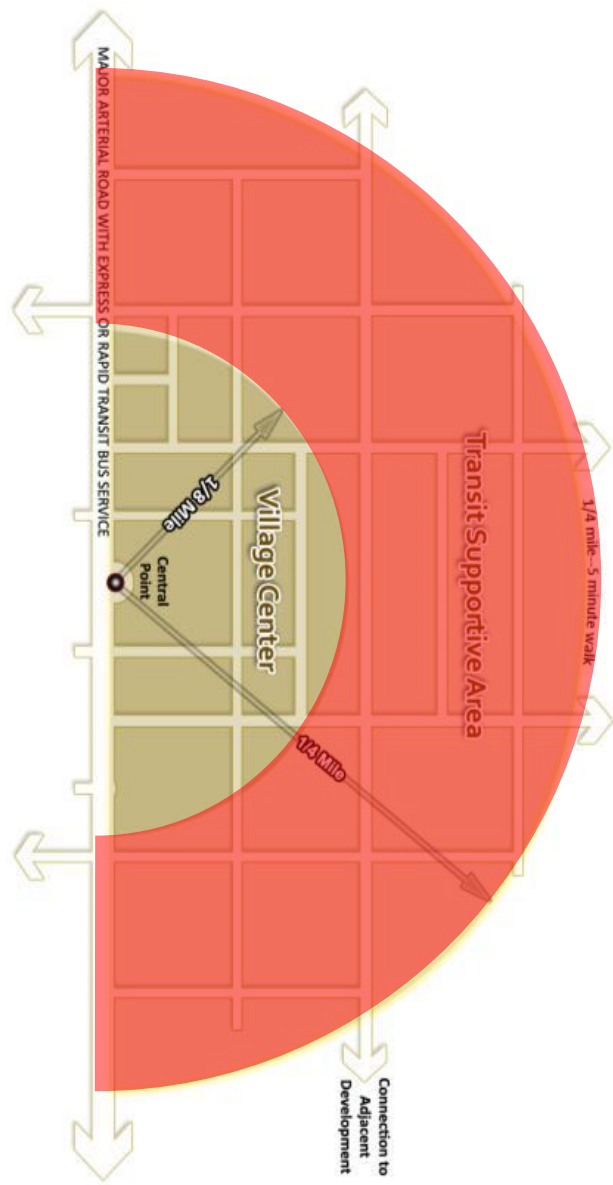
TOD consist of three defined areas:

- The Village Center, with the highest densities and intensities, mix of uses and pedestrian friendly design
- A transit supportive area, with density/intensity high enough to support transit and a gridded street network to offer multiple route choices
- An area outside of the transit supportive area at lower density but still integrated into the TOD

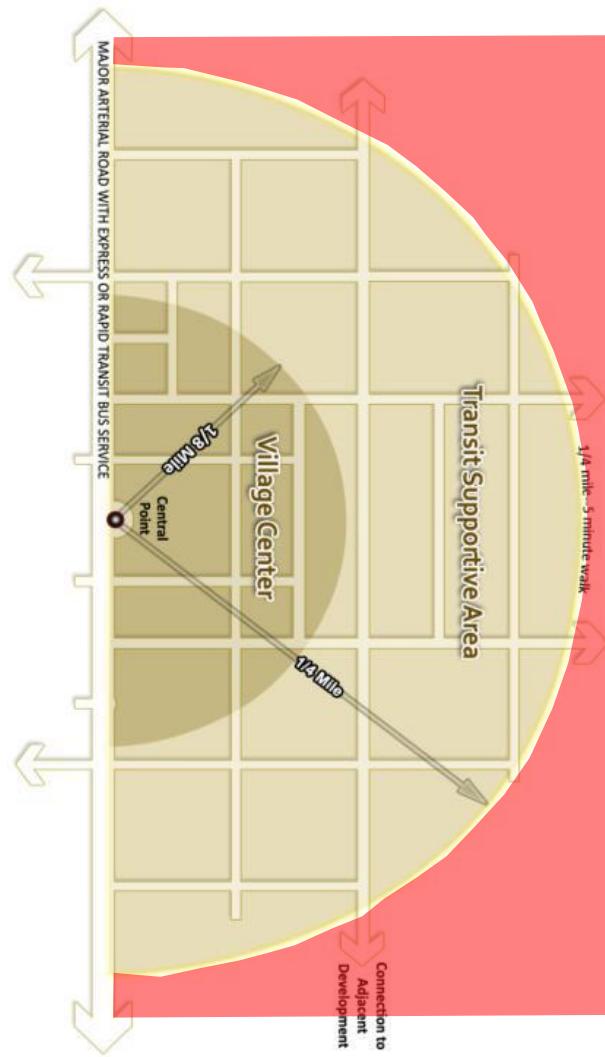


Village Center





Transit Supportive Area



Outside of
Transit Supportive Area

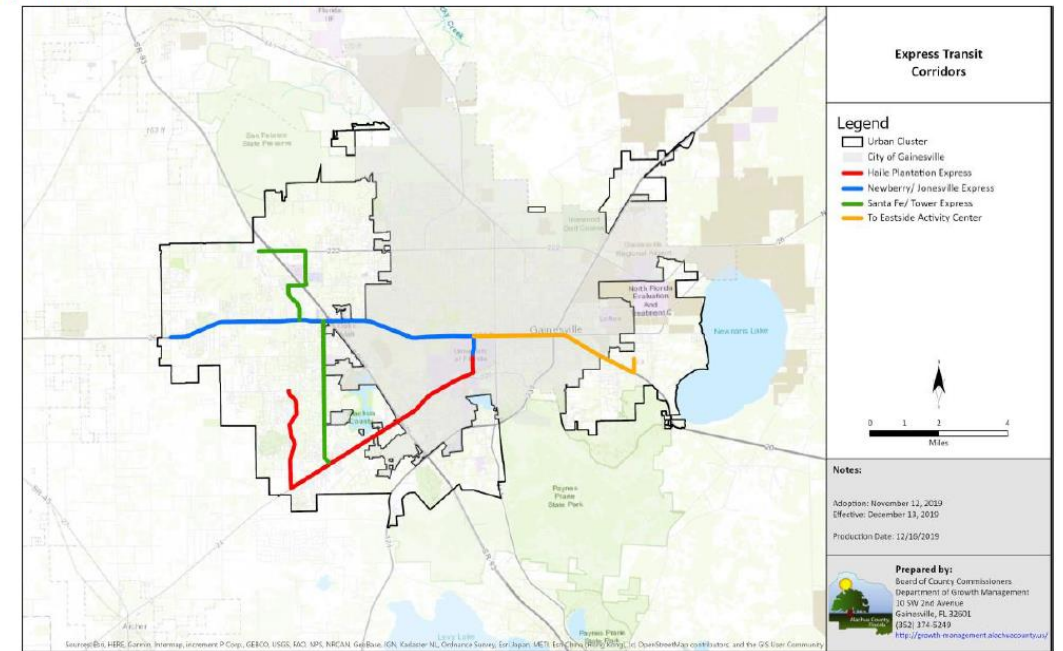


Features of
TOD design:
dedicated
transit lane,
structured
parking,
smaller block
sizes with
architectural
features

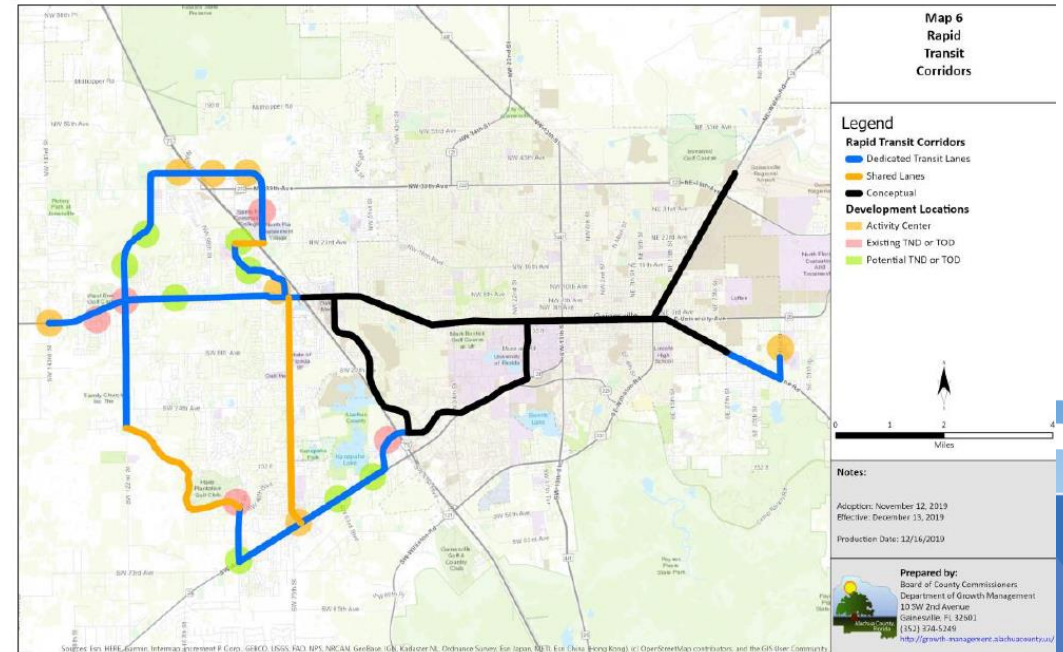


TOD are located within the Urban Cluster along Express/Rapid Transit Corridors. An Express corridor runs through the CP-TOD and a Rapid corridor runs along Archer Rd.


Map 5. Express Transit Corridors




Map 6. Rapid Transit Corridors



Applicant request

- The applicant is proposing changes to Objective 1.9 of the FLUE (CP-TOD), concerning the following topics:
 - Conversion of non-residential sq. ft. to residential units
 - Preliminary Development Plan acting as Planned Development
 - Sports/Entertainment Event Center
 - Signage along I-75 & Archer Rd.
 - Master Developer/Block Owner amendments w/o owner affidavits
 - Concurrency/transportation mitigation
- 


Applicant request

- The applicant is proposing changes to Objective 1.9 of the FLUE (CP-TOD), concerning the following topics:
 - “Micromobility”
 - Street buffers
 - Block coverage reduction for building vertical
 - Buffer standards in lieu of liner buildings
 - Calculation of mini-storage uses toward non-res. sq. ft.
 - Temporary parking for food pick-up/delivery
 - Tree mitigation
- 

Staff response, Policy 1.9.1(a)

- Conversion of non-residential sq. ft. to residential units

Staff concurs. The baseline maximum entitlement is equivalent to the current maximum under Objective 1.9. The proposed amendment would allow for some transfer of maximum non-residential square footage to allow up to 500 additional dwelling units. Staff believes this transfer would still provide a mixed use, pedestrian scaled development and may provide more affordable housing by lowering the land and infrastructure basis cost per unit.



Staff response, Policy 1.9.1(e)


- Preliminary Development Plan acting as Planned Development

Do not amend. The ULDC does not provide for a “functionally equivalent” Planned Development zoning. The current zoning within Celebration Pointe is varied, as TOD are allowed in several zoning districts by right. In order to achieve the applicant’s goal, a rezoning to the Planned Development zoning district would be required.

Staff response, Policy 1.9.1(g)

- Sports/Entertainment Event Center

Staff primarily concurs. Staff would propose adding “and shall not have a maximum building footprint size” to the description of the events center (current code would limit size to 65,000 sq. ft.) and striking “...or other external treatments...” from the policy as it would not provide sufficient direction to staff in a Development or Architectural Review.



Staff response, Policy 1.9.1(h)

- Signage along I-75 & Archer Rd.


Do not amend. Any items related to signage should be located in the ULDC and applicable to all developments of a certain type in the County.



Staff response, Policy 1.9.1(j)

- Master Developer/Block Owner amendments w/o owner affidavits


Do not amend. This change would need to be made in the ULDC and should apply to all developments. To the extent that Celebration Pointe has affidavits from all property owners, entitlements can be allocated to the individual blocks. A ULDC amendment is required to provide guidance for amendments to master planned developments.



Staff response, Policy 1.9.1(k)

- Concurrency/transportation mitigation

Do not amend. The County has an existing agreement with Celebration Pointe. No revisions to the Comprehensive Plan should be made that contradict that agreement. The agreement provides some additional necessary improvements that have not yet been constructed (Archer Braid Trail) and some transit service. The applicant can propose amendments to that agreement if necessary through a separate process.



Staff response Policy 1.9.2(f) and (h)

- “Micromobility”

Staff concurs. “Micromobility” is the current term of art in Florida Statutes and in planning practice.




Staff response Policy 1.9.3(c)

- Street buffers

Staff and applicant concur with Policy as revised at LPA meeting:


Buffers within the development and along external boundaries are only required when adjacent to external single family detached dwellings on individual lots, or as required for outdoor storage. Arterial and collector road buffers for SW 45th St., SW 43rd St. and SW 32nd Rd. are not required.



Staff response, Policy 1.9.3(g)

- Block coverage reduction for building vertical

Do not amend. This detracts from the pedestrian-friendly environment sought in TOD. The block coverage requirements are in place so that pedestrians are not required to walk by large expanses of surface parking.



Staff response, Policy 1.9.3(h)

- Buffer standards in lieu of liner buildings

Do not amend. This detracts from the pedestrian-friendly environment sought in TOD.



Staff response, Policy 1.9.3(p)

- Mini-storage non-residential sq. ft.

Staff concurs. The ULDC does not currently count mini-storage uses toward allowable non-residential development for TOD greater than 100 acres in size.



Staff response, Policy 1.9.3(r)

- Temporary parking for food pick-up/delivery


Do not amend. Other parking and short-term pickup options exist that could serve to fill this need.



Staff response, Policy 1.9.4(b)

- Tree mitigation

Do not amend. The conservation area set aside was done so as a result of the development complying with Strategic Ecosystem and related policies. The trees proposed for mitigation credit have already been removed and a separate mitigation requirement a reasonable policy. Reducing mitigation responsibilities would serve as a disincentive to retain heritage and long living tree species within the development envelope. The County has other TODs that are required to set aside conservation resources as well as Celebration Pointe and this would set a precedent that may lead to reduced heritage tree retention in the County.




Staff recommendation



Staff Recommendation


Staff recommends that the Board of County Commissioners **adopt CPA-01-21** with the following changes as proposed by staff:



Staff Recommendation

1. **Policy 1.9.1 (a)** Allowed 750 square feet of non-residential land uses for every dwelling unit. Allowed 2,000 dwelling units and 1.5 million square feet of nonresidential uses. Upon entering into an agreement with the County that guarantees 10% of additional units over 2,000 are affordable to households earning up to 50% of the Area Median Income, an additional 500 units may be approved. Additional units over 2,000 will require a reduction of 750 sq. ft. of non-residential per dwelling unit. The maximum number of permitted units shall not exceed 2,500. Notwithstanding Policy 1.9.2(c), additional development beyond 2,000 units may be located anywhere within the development.
2. **Policy 1.9.1. (g)** Allowed a multisport and entertainment events center. The events center shall be considered a civic use and shall not have a maximum building footprint size. The multisport floor area and ancillary facilities such as locker rooms, offices and restrooms shall not be calculated toward the total non-residential square footage allowance for the development. The events center shall be located within the village center and the front of the center shall be screened along the pedestrian promenade by buildings with various permitted uses, except for the venue entrance. Public pedestrian entrances are not required along the sides and rear of the events center. Non-commercial wall murals may substitute for otherwise required glazing or architectural articulation and material change requirements. Off-street areas for service delivery and pick-up, drop-off and loading zones shall be exempted from shading requirements.

Staff Recommendation

3. **Policy 1.9.2 (f)** Densities of residential uses and intensity of non-residential uses that encourages walking, bicycling, micromobility devices, low speed electric ~~transport such as bikes~~, vehicles such as, golf-carts, ~~Segways~~, trolleys, autonomous transit shuttles and short vehicular trips.
 4. **Policy 1.9.2 (h)** A centrally located multimodal center that allows for bike, micromobility, and car share programs, a park and ride, drop-off and loading areas for ride share programs, transit and autonomous transit, charging stations for electric vehicles, bikes and personal e-transport, and structured parking to promote a park-once environment.
 5. **Policy 1.9.3 (c)** Buffers within the development and along external boundaries are only required when adjacent to external single family detached dwellings on individual lots, or as required for outdoor storage. Arterial and collector road buffers for SW 45th St., SW 43rd St. and SW 32nd Rd. are not required.
 6. **Policy 1.9.3 (p)** Mini-storage land uses are prohibited within the VC. Mini-storage uses are permitted within the TSA and outside the TSA so long as they are located along the periphery. The square footage of mini-storage units shall be excluded from allowable non-residential development.
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Applicant's proposed policies



Applicant's proposed policies

- **Policy 1.9.1 (a)** ~~Allowed 750 square feet of non-residential land uses for every dwelling unit.~~ Allowed 2,000 dwelling units and 1.5 million square feet of non-residential uses. Non-residential may be converted to additional residential units over the maximum 2,000 units at a reduction of 750 sq. ft. of non-residential per dwelling unit over 2,000. The maximum number of permitted units shall not exceed 2,500. Notwithstanding Policy 1.9.2(c), additional development beyond 2,000 units may be located anywhere within the development.
- **Policy 1.9.1(e)** Allowed to amend the existing approved Preliminary Development Plan to be consistent with Objective 1.9 and be permitted, if desired by the Developer and approved by the County, to establish specific conditions, criteria and standards on a Preliminary Development Plan that are consistent with Objective 1.9. For any third party or development interest or ownership within Celebration Pointe, a rezoning is not required for any parcel within the development and the Preliminary Development Plan is considered to be the functional equivalent of a Planned Development zoning covering all parcels within Celebration Pointe with a land-use designation of mixed-use.

Applicant's proposed policies

- **Policy 1.9.1 (g)** Allowed a multisport and entertainment events center. The events center shall be considered a civic use. The multisport floor area and ancillary facilities such as locker rooms, offices and restrooms shall not be calculated toward the total non-residential square footage allowance for the development. The events center shall be located within the village center and the front of the center shall be screened along the pedestrian promenade by buildings with various permitted uses, except for the venue entrance. Public pedestrian entrances are not required along the sides and rear of the events center. Non-commercial wall murals, or other exterior treatments approved by the County, may substitute for otherwise required glazing or architectural articulation and material change requirements. Off-street areas for service delivery and pick-up, drop-off and loading zones shall be exempted from shading requirements.
- **Policy 1.9.1 (h)** Celebration Pointe shall be permitted one additional multi-tenant sign along Interstate 75 and one along Archer Road, at a size and scale consistent with the existing constructed signs along both corridors. The multisport and entertainment events center shall be permitted multiple display screens along the rear and side of the center oriented towards Interstate 75 and Celebration Pointe Avenue with variable displays occurring throughout the day, evening and the entire year. Celebration Pointe shall be vested for any master sign plans approved by the County.

Applicant's proposed policies

- **Policy 1.9.1 (i)** Allowed to establish a process in the Preliminary Development Plan that recognizes the majority property owner within Celebration Pointe as the master developer and shall be permitted to amend the Comprehensive Plan and Preliminary Development Plan, including the addition of property, without the need to obtain owner affidavits from all property owners and not be prohibited from filing amendments should an unaffiliated property owner within Celebration Pointe have outstanding taxes, or have unresolved code enforcement, building or site plan matters before the County.
- **Policy 1.9.1 (j)** Allowed to establish a process in the Preliminary Development Plan that allocates entitlements per block by the master developer, to amend entitlements to address market demands, allow the owner of a block to amend development approvals within the block, including any access connections, subject to County approval, allowed, with approval of the master developer, the owner of a block to request an amendment to the Preliminary Development Plan, all without the need to obtain owner affidavits from unaffiliated owners or be impeded from doing so due to an unaffiliated owner having matters before the County.

Applicant's proposed policies

- **Policy 1.9.1 (k)** Deemed to have satisfied all concurrency and transportation mitigation requirements for the fully approved development. The Celebration Pointe Development Agreement shall be amended, within one (1) year from the effective date of the ordinance implementing this comprehensive plan amendment, to reflect an essentially built-out agreement. The amendment shall recognize that Celebration Pointe has more than adequately mitigated its transportation impact through construction of multimodal improvements and that a viable alternative to the Archer Braid trail across Lake Kanapaha has been provided along SW 45th Street and will be provided on Archer Road through state funding, that the dedicated transit land south of SW 32rd Road can be provided through pavement markings along the curbside lanes of SW 45th Street and required transit service to the University of Florida is being provided through the Regional Transit System Transit Transfer Station at the western terminus of Celebration Pointe Avenue.
- **Policy 1.9.2 (f)** Densities of residential uses and intensity of non-residential uses that encourages walking, bicycling, micromobility devices, low speed electric transport such as bikes, vehicles such as, golf-carts, Segways, trolleys, autonomous transit shuttles and short vehicular trips.

Applicant's proposed policies

- **Policy 1.9.2 (h)** A centrally located multimodal center that allows for bike, micromobility, and car share programs, a park and ride, drop-off and loading areas for ride share programs, transit and autonomous transit, charging stations for electric vehicles, bikes and personal e-transport, and structured parking to promote a park-once environment.
- **Policy 1.9.3 (c)** Buffers within the development and along external boundaries are only required when adjacent to external single family detached dwellings on individual lots, or as required for outdoor storage. Any required street buffers shall be measured from the back of curb and may include existing right-of-way and pedestrian facilities.


Applicant's proposed policies

- **Policy 1.9.3 (g)** Off-street surface parking areas shall be located to the rear of buildings in the VC and TSA. Parking areas along the external property boundaries of the Celebration Pointe TOD are not required to be screened by buildings at the property boundary. Outside the TSA, off-street surface parking areas are permitted around all sides of buildings and are not required to be screened by liner buildings or pocket parks. For buildings that are more than three stories in height, floors above the third story shall be counted towards meeting block coverage requirements to ensure that density, vertically oriented development is not penalized for building vertically as opposed to spreading out horizontally.
- **Policy 1.9.3 (h)** Liner buildings are encouraged but are not required for off-street parking. If liner buildings are not proposed, landscaping within a buffer an average of ten (10) feet in width with canopy trees every forty (40) foot on center or understory trees every twenty (20) foot on center, or some combination thereof, and bushes or shrubs which grow to 2 ½ feet or taller shall be provided to screen the parking areas. ~~consistent with ULDC requirements for landscaping off-street parking in TODs.~~

Applicant's proposed policies

- **Policy 1.9.3 (p)** Mini-storage land uses are prohibited within the VC. Mini-storage uses are permitted within the TSA and outside the TSA so long as they are located along the periphery. The square footage of mini-storage units shall be calculated at 50% towards the non-residential allowances for the development.
- **Policy 1.9.3 (r)** In recognition of the impact of Covid-19 on restaurant uses, temporary parking areas for food pick-up and delivery maybe provided along SW 45th Street within the VC where existing buildings front the pedestrian promenade. In addition, multiple drive-thru lanes maybe provided as market conditions warrant for uses outside the TSA. The temporary parking areas shall meet minimum buffer requirements and ADA accessibility requirements.

Applicant's proposed policies

- **Policy 1.9.4 (b)** In recognition of the 100 plus acres of land set aside as permanent conservation, as well as the mixture of land uses, reduced parking, parking structures, and utility conflicts within the development, tree mitigation credit, at a rate of 50 inches per acres, shall be provided for each acre set aside in permanent conversation, along with acreage dedicated to the County for permanent conservation. The tree mitigation credit maybe utilized through-out the development. The tree mitigation credit shall not exempt off-street parking areas and stormwater management areas designed as open space from meeting minimum tree planting requirements specified in the land development code.
- 


Local Planning Agency recommendation, 1/20/21



Local Planning Agency recommendation, 1/20/21


Policy 1.9.1(a) which would require that a portion (10%) of units above the 2,000th be made affordable (max of 2,500 units).

Related recommendation to direct staff to work on ways to calculate the value of additional density to offset cost of providing affordable housing (preferably, but not limited to, onsite).



Local Planning Agency recommendation, 1/20/21

Policy 1.9.1(a)

- Currently Florida Statute 125.01055 requires that “...*a county must provide incentives to fully offset all costs to the developer of its affordable housing contribution or linkage fee.*” The statute recognizes density bonuses as an incentive.
 - Staff recommends that if the County desires to develop such a program that it be established countywide rather than on an individual basis.
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Local Planning Agency recommendation, 1/20/21

- **Policy 1.9.1(e) and (i)** in which the BoCC would set a timeframe for hearing ULDC amendments related to these issues:



Local Planning Agency recommendation, 1/20/21

- *Policy 1.9.1(e)*
 - This policy seeks to state more explicitly that rezonings are not required for TOD. The issue for the applicant has been that investors conducting due diligence cannot point to a map showing “TOD” zoning, instead seeing various zoning districts. There is no such zoning district for TOD analogous to a Planned Development.

Local Planning Agency recommendation, 1/20/21

- *Policy 1.9.1(i)*
 - This proposed policy relates to designating a “master developer” who would be able to amend the TOD without obtaining all owner affidavits.
 - The impact this would have on property rights would need to be further evaluated by the County Attorney’s office. In staff’s opinion such a text amendment would be useful, but considers that it is a universal issue not only affecting Celebration Pointe.

Local Planning Agency recommendation, 1/20/21

- **Policy 1.9.1(g):** which would require a multisport/entertainment events center to be served by transit
- *Staff response:* Celebration Pointe is already served by transit (Route 33).



Local Planning Agency recommendation, 1/20/21

- **Policy 1.9.3(c):** which would eliminate arterial and collector road buffers for SW 45th St., SW 43rd St. and SW 32nd Rd.
- Staff and the applicant concur with this proposed policy and staff's recommendation has been updated to show this.



Local Planning Agency recommendation, 1/20/21

- **Policy 1.9.4 (b):** which would require a plan for offsite tree mitigation.
- *Staff response:* Offsite tree mitigation is already an option.



Local Planning Agency recommendation, 1/20/21

- The LPA recommended (6-0) that the BoCC **transmit** CPA-01-21 as proposed by staff and with the changes previously shown:
 - Policy 1.9.1(a)
 - Policy 1.9.1(e)
 - Policy 1.9.1(i)
 - Policy 1.9.1(g)
 - Policy 1.9.3(c)
 - Policy 1.9.4 (b)
- 