

**TO:** City Plan Board **Item Number: 11**

**FROM:** Planning & Development Services Department **DATE: January 27, 2011**  
 Staff

**SUBJECT:** Petition PB-10-139 CPA. City Plan Board. Amend the City of Gainesville 2000-2010 Comprehensive Plan Future Land Use Element to: (1) Amend the text of the MUL (Mixed-Use Low-Intensity), MUM (Mixed-Use Medium-Intensity), UMU-1 (Urban Mixed-Use 1) and UMU-2 (Urban Mixed-Use 2) land use categories in Policy 4.1.1; (2) Amend the criteria used to review proposed changes to the Future Land Use Map in Policy 4.1.3; and, (3) Add additional zoning districts to the Future Land Use Categories and Corresponding/Implementing Zoning Districts table.

### Recommendation

Staff recommends approval of Petition PB-10-139 CPA.

### Discussion

This petition amends policies and a table in the Future Land Use Element (FLUE) to clarify and update information. The impacted policies are Policy 4.1.1 and 4.1.3. Policy 4.1.1 is being amended to make changes in the category descriptions for MUL (Mixed-Use Low-Intensity), MUM (Mixed-Use Medium-Intensity), UMU-1 (Urban Mixed-Use 1) and UMU-2 (Urban Mixed-Use 2). Policy 4.1.3 is being amended to revise the review criteria for amendments to the Future Land Use Map. The table being amended is the "Future Land Use Categories and Corresponding/Implementing Zoning Districts" table. This table is being amended to add additional compatible zoning districts to several of the land use categories.

### Recommended Changes FLUE Policy 4.1.1

The recommended changes to FLU Policy 4.1.1 are shown below in underline and strike-through. They involve changes in four of the category descriptions: MUL, MUM, UMU-1, and UMU-2.

1. The Mixed Use Low (MUL) and Mixed Use Medium (MUM) categories are being amended to add an exemption to the minimum density requirements for parcels 0.5 acres and smaller. Citywide there are several parcels with these land use category designations that are equal to or smaller than 0.5 acres. Due to size and layout constraints, these parcels have difficulty meeting the minimum density requirements when providing parking and stormwater facilities on site. This results in limited development/redevelopment opportunities for these small parcels. The proposed

language is consistent with language in the Residential Medium and Residential High land use categories and zoning categories for the same residential densities.

#### Mixed-Use Low Intensity (8-30 units per acre)

This category allows a mixture of residential and non-residential uses such as standard lot single-family houses, small-lot single-family houses, duplex houses, townhouses (attached housing), accessory dwelling units, group homes, multi-family housing (if compatible in scale and character with other dwellings in the proposed neighborhood), offices scaled to serve the surrounding neighborhood, retail scaled to serve the surrounding neighborhood, public and private schools, places of religious assembly and other community civic uses, and traditional neighborhoods on sites 16 acres or larger in conformance with the adopted Traditional Neighborhood Development (TND) ordinance. Lots that existed on November 13, 1991 and that are less than or equal to 0.5 acres in size shall be exempt from minimum density requirements. Intensity will be controlled, in part, by adopting land development regulations that establish height limits of 5 stories or less; however, height may be increased to a maximum of 8 stories by special use permit. Land development regulations shall establish the thresholds for the percentage of mixed uses for new development or redevelopment of sites 10 acres or larger. At a minimum, the land development regulations shall encourage that: at least 10 percent of the floor area of new development or redevelopment of such sites be residential; or, that the surrounding area of equal or greater size than the development or redevelopment site, and within 1/4 mile of the site, have a residential density of at least 6 units per acre. Residential use shall not be a required development component for public and private schools, institutions of higher learning, places of religious assembly and other community civic uses. Buildings in this category shall face the street and have modest (or no) front setbacks.

This category shall not be used to extend strip commercial development along a street. Land development regulations shall ensure a compact, pedestrian-friendly environment for these areas, and provide guidelines or standards for the compatibility of permitted uses.

#### Mixed-Use Medium

This category allows a mixture of residential, office, business and light industrial uses concentrated in mapped areas. This category shall also allow traditional neighborhoods on sites 16 acres or larger in conformance with the adopted Traditional Neighborhood Development (TND) ordinance. Public and private schools, institutions of higher learning, places of religious assembly and community facilities shall be appropriate in this category. Such development shall function as neighborhood center serving multiple neighborhoods. It is not expected that these areas shall be expanded significantly during this planning period. Land development regulations shall ensure a compact, pedestrian environment for these areas; provide guidelines for the compatibility of permitted uses; and ensure that such areas do not serve overlapping market areas of other designated medium-intensity neighborhood centers. Residential development from 12 to 30 units per acre shall be permitted. Lots that existed on November 13, 1991 and that are less than or equal to 0.5 acres in size shall be exempt from minimum density requirements. Intensity will be controlled, in part, by adopting land development regulations that establish height limits of 5 stories or less; however, height may be increased to a maximum of 8 stories by special use

permit. Land development regulations shall establish the thresholds for the percentage of mixed uses for new development or redevelopment of sites 10 acres or larger. At a minimum, the land development regulations shall encourage that: at least 10 percent of the floor area of new development or redevelopment of such sites be residential; or, that the surrounding area of equal or greater size than the development or redevelopment site, and within 1/4 mile of the site, have a residential density of at least 6 units per acre. Residential use shall not be a required development component for public and private schools, institutions of higher learning, places of religious assembly and community facilities. Buildings in this land use category shall face the street and have modest (or no) front setbacks.

2. The Urban Mixed-Use 1 (UMU-1) and Urban Mixed-Use 2 (UMU-2) categories are being amended to:
  - a. Add minimum density requirements to ensure transit supportive residential development
  - b. Add an exemption to the minimum density requirements for parcels 0.5 acres and smaller
  - c. Add clarifying language about the types of research and development uses allowed. This broadens the language beyond the biotechnology field so that it is clear that multiple types of research are encouraged in the category and makes it consistent with language in the UMU-1 and UMU-2 zoning districts.
  - d. Clarify that an essential component of the district is its multi-modal (not just pedestrian) character; and,
  - e. Change and clarify the requirement concerning two-story development to make it a requirement for principal, non-single family buildings with a minimum height of 24 feet instead of two stories. This change is consistent with the proposed new UMU-2 zoning district requirements and allows some flexibility for buildings to appear two-story without the added cost of building the added interior floor. Input from consultants has indicated that the actual height as opposed to real building stories is as effective in creating the street frontage image. In addition, this clarifies that the height requirement is for principal buildings in the development and not all buildings (such as accessory storage buildings or pool clubhouses).

Urban Mixed-Use 1 (UMU-1: ~~up to 8 - 75 units per acre; and up to 25 additional units per acre by special use permit~~)

This category allows a mixture of residential, retail, service and office/research uses. The Urban Mixed Use districts are distinguished from the other mixed-use districts in that they are specifically established to support biotechnology research research and development in the physical, engineering and life sciences in close proximity to the University of Florida main campus. An essential component of the district is orientation of structures to the street and ~~pedestrian~~ multi-modal character of the area. Retail and office uses located within this district ~~should~~ shall be scaled to fit into the character of the area. Residential density shall be limited to 75 units per acre with provisions to add up to 25 additional units per acre by special use permit.

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Lots that existed on November 13, 1991 and that are less than or equal to 0.5 acres in size shall be exempt from minimum density requirements. All new development must be a minimum of 2 stories in height. All new non-single-family principal buildings shall have a minimum height of 24 feet. Building height shall be limited to 6 stories. Land development regulations shall set the appropriate densities; the distribution of uses; design criteria; landscaping, and pedestrian, ~~and~~ /vehicular access. Land development regulations shall specify the criteria for the siting of public and private schools, places of religious assembly, and community facilities within this category.

Urban Mixed-Use 2 (UMU-2: ~~up to 10 to 100 units per acre; and up to 25 additional units per acre~~ by special use permit)

This category allows a mixture of residential, retail, service and office/research uses. The Urban Mixed Use districts are distinguished from the other mixed-use districts in that they are specifically established to support ~~biotechnology research~~ research and development in the physical, engineering and life sciences in close proximity to the University of Florida main campus. An essential component of the district is orientation of structures to the street and ~~pedestrian~~ multi-modal character of the area. Retail and office uses located within this district ~~should~~ shall be scaled to fit into the character of the area. Residential density shall be limited to 100 units per acre with provisions to add up to 25 additional units per acre by special use permit. Lots that existed on November 13, 1991 and that are less than or equal to 0.5 acres in size shall be exempt from minimum density requirements. All new development must be a minimum of 2 stories in height. All new non-single-family principal buildings shall have a minimum height of 24 feet. Building height shall be limited to 6 stories and up to 8 stories by special use permit. Land development regulations shall set the appropriate densities; the distribution of uses; design criteria; landscaping, and pedestrian, ~~and~~ /vehicular access. Land development regulations shall specify the criteria for the siting of public and private schools, places of religious assembly, and community facilities within this category.

### **Recommended Changes FLUE Policy 4.1.3**

In reviewing the criteria used to evaluate proposed changes to the Future Land Use Map, Planning staff has determined that there is a need to clarify the policy language and add additional criteria. In particular, the criteria are being amended to examine the financial feasibility of the proposal (consistent with the State law definition and requirements) and the need for the additional acreage in the proposed future land use category. The recommended changes to Policy 4.1.3 are shown below in underline and strike-through.

#### Future Land Use Element Policy 4.1.3

The City will review proposed changes to the Future Land Use Map by considering factors such as, but not limited to, the following:

1. ~~Overall compatibility of the proposal;~~ Conformance with the Comprehensive Plan;
2. ~~Surrounding land uses;~~ Compatibility and surrounding land uses;
3. Environmental impacts and constraints;
4. ~~Whether the change promotes urban infill;~~ Support for urban infill and/or redevelopment;

5. ~~Whether the best interests, community values, or neighborhood support is achieved;~~  
Impacts on affordable housing;
6. Impacts on the transportation system;
7. Financial feasibility, as defined in State law; and,
8. Need for the additional acreage in the proposed future land use category.

In no case shall this or any other Ppolicy in the Future Land Use Element indicate a presumption that the City shall support a change of designation of land use for any parcel.

### **Recommended Changes to the table showing Land Use Categories and Corresponding/Implementing Zoning Districts**

Several changes are proposed to the table to add additional implementing zoning districts for associated land use categories. These changes are consistent with the Land Development Code and are recommended to add flexibility to the impacted land use categories.

#### **Future Land Use Categories and Corresponding/Implementing Zoning Districts:**

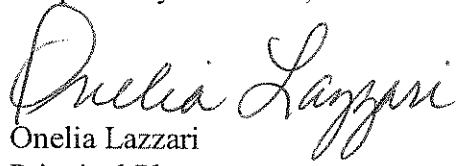
<b>Land Use Categories</b>	<b>Zoning Districts</b>
Single Family (SF)	RSF-1, RSF-2, RSF-3, RSF-4, RSF-R, CON, PD, PS
Residential-Low (RL)	RSF-4, RMF-5, MH, RC, PD, CON, PS
Residential-Medium (RM)	RMF-6, RMF-7, RMF-8, PD, CON, PS
Residential-High (RH)	RH-1, RH-2, PD, TND, CON, PS
Mixed Use-Residential (MUR)	RMU, PD, CON, PS
Mixed Use-Low (MUL)	MU-1, PD, TND, CON, <u>PS</u>
Mixed Use-Medium (MUM)	MU-2, CP, PD, TND, CON, <u>PS</u>
Mixed Use-High (MUH)	CCD, PD, TND, CON, PS
Urban Mixed-Use 1 (UMU-1)	UMU-1, CON, PS, PD
Urban Mixed-Use 2 (UMU-2)	<u>UMU-1</u> , UMU-2, CON, PS, PD
Office (O)	OR, OF, MD, PD, CON, PS
Commercial (C)	BA, BT, BUS, W, PD, CON, PS
Business Industrial (BI)	BI, PD, PS, CON
Industrial (IND)	I-1, I-2, W, PD, CON, PS, <u>BI</u>
Education (E)	ED, PD, CON, PS
Recreation (REC)	PS, PD, CON
Conservation (CON)	CON, PD, PS
Agriculture (AGR)	AGR, CON, PS
Public Facilities (PF)	AF, PS, PD, CON
Planned Use District (PUD)	PD, TND, PS or rezoning consistent with the underlying land use designation

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**Impact on Affordable Housing**

There are no specific impacts to affordable housing from this petition.

Respectfully submitted,

A handwritten signature in cursive script that reads "Onelia Lazzari". The signature is written in black ink and is positioned above the printed name and title.

Onelia Lazzari  
Principal Planner