



Housing Element Evaluation and Appraisal

Major Issues Assessment

Issue 1: Clarify Activity Center, Mixed-use, and Urban Design Requirements.

Analysis of Existing Objectives and Policies

There are currently no objectives and/or policies of the Housing Element that pertain to Issue 1. However, the State Housing Initiatives Partnership Program (SHIP) Affordable Housing Advisory Committee (AHAC) reviewed existing city policies, procedures and regulations in order to make recommendations about how to encourage or facilitate affordable housing. The 2008 Incentive Review and Recommendation Report discussed the support of affordable housing development near transportation hubs and major employment centers and mixed use developments, particularly through the implementation of various Special Area Plans such as College Park, University Heights and S.W. 13th Street. AHAC adopted a request to create a Geographic Information Systems (GIS) map that compares the existing location of transportation hubs; major employment centers (grouped by ¼ mile radius); mixed use development; and existing affordable housing. A new objective and policies will need to be added to this element to address supporting affordable housing incentives near transportation hubs, major employment centers, and mixed-use developments.

Issue 2: Establish Policies for the Reduction of Greenhouse Gases within the City.

Analysis of Existing Objectives and Policies

There are currently no objectives and/or policies of the Housing Element that pertain to Issue 2. However, the AHAC 2008 Incentive Review and Recommendation Report recommended finding an effective way to encourage energy efficiency upgrades to rental units. Also recommended was an evaluation of how bundled rebates are effective at encouraging most cost-effective upgrades, and particularly how often they are used by rental property owners as opposed to homeowners, builders and others. Finally, the report recommended an exploration of ways that private investors could install energy efficient upgrades in affordable rental or homeowner housing, while taking advantage of Federal tax incentives, state incentives and local/Gainesville Regional Utilities incentives. A new objective and policies will need to be added to this element to address the study of encouraging energy efficient upgrades to rental units, the effectiveness of bundled rebates and how private investors could install energy efficient upgrades in

affordable rental or homeowner housing while taking advantage of various tax incentives. Additionally, the City of Gainesville introduced a strategic initiative to reduce energy use in low-income homes, with the intent of reducing the amount of energy bills and delaying the need for new energy generating capacity. Gainesville Regional Utilities Low-income Energy Efficiency Program (LEEP) weatherized 262 homes prior to fiscal year 2010, and received federal and local funding for an additional 276 homes to be completed in fiscal year 2010. Also, Chapter 163.3177 (6) (f) 1.h. and i. of the Florida Statutes indicate that a housing element must include standards, plans, and principles that address energy efficiency in the design and construction of new housing and in the use of renewable energy resources. Policies should be added to the Housing Element that will address energy efficiency standards in the design and construction of new housing and encourage the utilization of renewable energy resources.

Issue 3: Encourage Livable Neighborhoods for People of All Ages.

Analysis of Existing Objectives and Policies

The objectives and/or policies of the Housing Element that pertain to Issue 3 include a majority of the objectives and policies within the Element, as shown in the Major Issues Evaluation Matrix. See Table 1. Some of the objectives and policies have been achieved and are ongoing; others have not been achieved, while those that need to be amended include the recommended changes. The AHAC 2008 Incentive Review and Recommendation Report discussed the allowance of accessory residential units (ARU) in residential zoning districts. These units are seen as a means to provide affordable housing at little government cost in neighborhoods where it can be costly to provide new affordable housing. ARUs can also be a way to provide mixed income housing throughout the city. However, given the issue of student housing in single-family neighborhoods, this issue will have to be studied carefully.

Issue 5: Amend Future Land Use Map as Justified by Data and Analysis.

Analysis of Existing Objectives and Policies

The objectives and/or policies of the Housing Element that pertain to Issue 5 are Objective 1.3 and Policy 1.3.1, as shown in the Major Issues Evaluation Matrix for this Element. See Table 1. The objective and the policy have been achieved and are ongoing; the recommendation is that they remain in place, with a new date to reflect the upcoming planning period.

Issue 6: Encourage Infill and Redevelopment in Central and East Gainesville.

Analysis of Existing Objectives and Policies

The objectives and/or policies of the Housing Element that pertain to Issue 6 are Objective 3.5 with Policies 3.5.1 and 3.5.2 and Policy 4.1.1, as shown in the Major Issues Evaluation Matrix for this Element. See Table 1. Policy 3.5.1 has been partially

achieved and is recommended to remain in place. Policy 3.5.2 should be revised to indicate that the City shall continue to implement recommendations on increasing the desirability of owner-occupancy in the University Context Area.

Issue 7: Navigate the New Economy.

Analysis of Existing Objectives and Policies

The policy of the Housing Element that pertains to Issue 7 is Policy 3.1.9, as shown in the Major Issues Evaluation Matrix for this Element. See Table 1. Through efforts such as the Enterprise Zones, Community Redevelopment Areas, and CDBG/HOME program target areas, the City has demonstrated a desire to provide economic development help to low-income areas. The policy has been achieved and is ongoing; the recommendation is that it be revised to add "very low-income and extremely low-income areas" to the policy because the City provides economic development assistance to these areas.

Issue 8: Strengthen Natural Resource Protection.

Analysis of Existing Objectives and Policies

The objectives and/or policies of the Housing Element that pertain to Issue 8 are Objective 4.1 and Policy 4.1.2, as shown in the Major Issues Evaluation Matrix for this Element. See Table 1. Policy 4.1.1 is also related to this Major Issue. The objective and the policies have been achieved through land use and zoning regulations and Article VIII, Environmental Management, all within the Land Development Code. These regulations exist and are ongoing; the recommendation is that these policies remain in place.

Unforeseen or Unanticipated Changes

The price fluctuations in housing in recent years were unforeseen during the completion of the 2000-2010 Comprehensive Plan. During the rise in housing prices a few years ago, moderate income households had more difficulty finding the housing that they wanted. However, with the onset of the recent recession housing prices have fallen in many instances, leaving many people "upside down," in their mortgages. This is a situation where the amount owed on the mortgage is more than the current value of the home. The slow economy has led to Florida having the highest unemployment rate since the state started keeping records of this statistic in 1970, at 12.2 percent in February 2010. Also, as of early 2008, about 12% of mortgages in Florida were adjustable-rate mortgages. These factors have contributed to a record number of foreclosures.

The economic recession has also impacted government budgets, including state funding for housing programs. The reduction of funding for housing programs in general has reduced the number of people that can be helped by the various programs offered by the City and other housing agencies and providers. AHAC reviewed existing city policies, procedures and regulations in order to make recommendations about how to encourage or

facilitate affordable housing. Their review indicates that there is a need to encourage affordable housing while limiting the burden on property owners and the taxpayer. One way to do this is to more effectively use the existing affordable housing resources, including the many affordable units which are provided with minimal if any direct financial subsidy.

Recommended Changes

The recommended additions to the element that are needed to address Issue 1, Clarify Activity Center, Mixed-use, and Urban Design Requirements, are as follows:

- Create a Geographic Information Systems (GIS) map that compares the existing location of transportation hubs; major employment centers (grouped by ¼ mile radius); mixed-use development; and existing affordable housing.
- A new objective and policies will need to be added to the element to address supporting affordable housing incentives near transportation hubs, major employment centers, and mixed-use developments.

The recommended additions to the element that are needed to address Issue 2, Establish Policies for the Reduction of Greenhouse Gases within the City, are as follows:

- A new objective and policies will need to be added to this element to address the study of encouraging energy-efficient upgrades to rental units, the effectiveness of bundled rebates, and how private investors could install energy-efficient upgrades in affordable rental or homeowner housing while taking advantage of various tax incentives.
- Policies should be added to the Housing Element that indicates that the City will address energy efficiency standards in the design and construction of new housing, and will encourage the utilization of renewable energy resources.

The recommended changes that are needed to address Issue 3, Encourage Livable Neighborhoods for People of All Ages, are as follows:

- Delete Policy 1.1.3 because the residential development has been completed. Add a policy to reflect the City's new project concerning infill housing.
- Policy 1.2.1 should be updated to reference, "Planning and Development Services" within the policy.
- Revise Policy 1.2.4 to remove the words "implement and promote," and to state that the City shall continue to provide the opportunity for zero lot line and cluster subdivisions as incentives for low-income, very low-income and extremely low-income housing.
- Revise Policy 1.2.5 to add very low-income and extremely low-income to the last sentence of the policy.
- Add a policy under Objective 1.2 to study the allowance of accessory residential units in residential zoning districts, especially in the single-family neighborhoods in the University Context Area.

- Policy 1.4.4 should be deleted.
- Policy 2.1.1 should be deleted. Chapter 8, Article V, Fair Housing, of the City of Gainesville Code of Ordinances governs the equal opportunity for people to attain the housing of their choice.
- Policy 2.2.2 should be noted to be met by a text change to the Land Development Code to add adult day care homes as a use by right in the RMU zoning district, which is currently under review as to its future viability.
- Policy 2.2.6 should be noted to be met by a text change to the Land Development Code to add housing for the elderly as a use by right in the RMU zoning district which is currently under review as to its future viability.
- Consider revising Policy 3.1.1 to change the language from, "Neighborhood Planning Program," to "City," in case the neighborhood program ends. Due to organizational and budgetary reasons, it is not clear how much longer there will be a Neighborhood Planning Program.
- The City should consider revising Policy 3.1.4 to change the language from, "Neighborhood Planning Program," to "City," in case the neighborhood program ends. The City of Gainesville would continue to address neighborhood stability, housing, safety, infrastructure, and character including historic resources.
- Revise Policy 3.1.6 to change the reference from, "Housing Division" to, "Housing and Community Development Division." Delete "moderate-income" from the policy because moderate income families do not qualify.
- Revise Policy 3.1.7 to change the reference from, "Community Action Agency," to "Central Florida Community Action Agency" (CFCAA). Add, "low-income and extremely low-income," to the policy.
- Amend Policy 3.1.11 to indicate that the City shall allow Heritage Overlay Districts, as needed, for neighborhood stabilization.
- Amend Policy 3.2.2 to remove reference to revolving loan funds.
- Amend Policy 3.3.1 to change the reference from, "Housing Division" to, "Housing and Community Development Division."
- Amend Policy 3.3.2 to add moderate-income to the policy.

The recommended change that is needed to address Issue 5, Amend Future Land Use Map as Justified by Data and Analysis, is as follows:

- Amend Policy 1.3.1 to change the date to 2020 to reflect the upcoming planning period.

The recommended changes that are needed to address Issue 6, Encourage Infill and Redevelopment in Central and East Gainesville, are as follows:

- Delete Policy 3.5.1 since the City has eliminated the program and UF did not implement one. With the current budget environment and the state of the local housing market, they are unlikely to implement this type of program.
- Revise Policy 3.5.2 to indicate that the City shall continue to implement recommendations on increasing the desirability of owner-occupancy in the University Context Area.

The recommended changes that are needed to address Issue 7, Navigate the New Economy, are as follows:

- Amend Policy 3.1.9 to add, “very low-income and extremely low-income areas,” to the policy because the City provides economic development assistance to these areas.

Table 1

Major Issues Evaluation Matrix – Housing Element
Issue 3 – Encourage Livable Neighborhoods for People of All Ages

Objective or Policy	Measurable Target	Objective or Policy Achieved?	Recommended Changes
<p>Objective 1.1: Provide technical assistance and information on available city-owned parcels for low-income, very low-income and extremely low-income housing developments to private or non-profit housing providers who request housing assistance.</p>	<p>Implementation of Policies 1.1.1 through 1.1.8.</p>		
<p>1.1.1 The City shall continue to develop a working relationship or partnership with the private sector by disseminating information in the form of brochures annually on new housing techniques involving innovative ways to save energy and water, utilize alternative building materials, better protect indoor air quality and encourage cost-effective construction techniques. Brochures on codes and grants available to facilitate the production of affordable housing for low-income, very low-income and extremely low-income residents will also be made available.</p>	<p>The development of a brochure to facilitate the production of affordable housing for low-income, very low-income and extremely low-income residents.</p>	<p>Yes, and ongoing.</p>	<p>None.</p>

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Issue 3 – Encourage Livable Neighborhoods for People of All Ages

Objective or Policy	Measurable Target	Objective or Policy Achieved?	Recommended Changes
<p>1.1.2 The City shall provide available city-owned parcels to private and non-profit housing developers for the development of affordable housing for low-income, very low-income and extremely low-income households.</p>	<p>The provision of city-owned parcels to private and non-profit housing developers.</p>	<p>Yes, and ongoing.</p>	<p>None.</p>
<p>1.1.3 The City shall continue to develop the city-owned Cedar Grove II Subdivision with affordable single-family residential units.</p>	<p>The continued development of the city-owned Cedar Grove II Subdivision with affordable single-family residential units.</p>	<p>Yes, and achieved.</p>	<p>Cedar Grove II has been finished. Add a policy in reference to the Booker T. Washington infill project.</p>
<p>1.1.4 The City shall review and evaluate zoning and other regulations that pertain to housing to insure that requirements continue to be reasonable and do not unduly limit opportunities for lower income groups to secure housing in desirable locations.</p>	<p>Evaluation of Land Development Regulations that implement these changes.</p>	<p>Yes, and ongoing. Staff reviews and evaluates each petition to monitor the impact on affordable housing.</p>	<p>None. The City's Affordable Housing Advisory Committee (AHAC) periodically reviews land development regulations, policies, procedures, etc. to insure that requirements continue to be reasonable and do not limit lower income groups in securing affordable housing.</p>
<p>1.1.5 The University of Florida (UF) and the private sector shall be responsible for providing housing for college students.</p>	<p>UF and the private sector continue to provide housing for college students.</p>	<p>Yes, and ongoing.</p>	<p>None.</p>

Table 1

Major Issues Evaluation Matrix – Housing Element

Issue 3 – Encourage Livable Neighborhoods for People of All Ages

Objective or Policy	Measurable Target	Objective or Policy Achieved?	Recommended Changes
<p>1.1.6 Housing programs and projects, where feasible, shall be coordinated with Alachua County, the Housing Authorities and any other groups involved in providing affordable housing.</p>	<p>The coordination of housing programs and projects with Alachua County, the Housing Authorities and any other groups involved in providing affordable housing.</p>	<p>Yes, and ongoing.</p>	<p>None.</p>
<p>1.1.7 Lobby the State Legislature for broad based sources of recurring revenue to provide funds to pay for the construction of new housing units for low-income, very low-income and extremely low-income households.</p>	<p>The initiation of lobbying efforts.</p>	<p>Yes, and ongoing.</p>	<p>None.</p>
<p>1.1.8 The City shall continue to implement the Fast Track permitting process, which can reduce the time that applications for new residential, residential additions and residential interior remodeling spend in the review process.</p>	<p>The continued implementation of the Fast Track permitting process.</p>	<p>Yes, and ongoing.</p>	<p>None.</p>
<p>Objective 1.2: Provide a variety of housing types and densities for low-income, very low-income, extremely low-income and moderate-income people.</p>	<p>Implementation of policies 1.2.1 through 1.2.6.</p>		

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Issue 3 – Encourage Livable Neighborhoods for People of All Ages

Objective or Policy	Measurable Target	Objective or Policy Achieved?	Recommended Changes
<p>1.2.1 The Department of Community Development through the First Step Program shall continue to assist private and non-profit housing developers in identifying sites for low-income, very low-income and extremely low-income housing and manufactured housing.</p>	<p>The First Step Program must be in place.</p>	<p>Yes, and ongoing.</p>	<p>Update to, "Planning and Development Services."</p>
<p>1.2.2 The City shall allow mobile home parks in areas designated Residential-Low on the Future Land Use Map.</p>	<p>The allowance of mobile home parks in areas designated Residential-Low on the Future Land Use Map.</p>	<p>Yes, and ongoing.</p>	<p>None.</p>
<p>1.2.3 The City shall allow manufactured housing built to the Standard Building Code in residential areas as designated on the Future Land Use Map.</p>	<p>The continued allowance of manufactured housing built to the Standard Building Code in residential areas as designated on the Future Land Use Map.</p>	<p>Yes, and ongoing.</p>	<p>None.</p>
<p>1.2.4 The City shall implement and promote the opportunity for zero lot line and cluster subdivisions as incentives for low-income, very low-income and extremely low-income housing.</p>	<p>Implementation and promotion of opportunities for zero lot line and cluster subdivisions as incentives for affordable housing.</p>	<p>Partially. The City allows zero lot line development and cluster subdivisions but there is no active promotion of these provisions.</p>	<p>Revise the policy to remove the words "implement and promote," and to state that the City shall continue to provide the opportunity for zero lot line and cluster subdivisions as incentives for low-income, very low-income and extremely low-income housing.</p>

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Objective or Policy	Measurable Target	Objective or Policy Achieved?	Recommended Changes
<p>1.2.5 The City shall support the dispersal of low-income, very low-income and extremely low-income housing units throughout the City by providing housing densities throughout the City that will allow low-income, very low-income and extremely low-income housing to be provided by the private sector. The City shall use Community Development Block Grant Funds and Section 8 Programs, the Home Investment Partnerships Grant (HOME) and State Housing Initiative Program (S.H.I.P.), as well as not-for-profit organizations in the State, to support the dispersal of low-income housing units throughout the City.</p>	<p>The provision of housing densities throughout the City that will allow low income housing to be provided by the private sector.</p>	<p>Yes, and ongoing.</p>	<p>Add very low-income and extremely low-income to the last sentence of the policy.</p>
<p>1.2.6 The City shall coordinate with Alachua County on the development of a countywide “fair share” housing ordinance for the dispersal of affordable housing units.</p>	<p>Coordination with Alachua County on the development of a countywide “fair share” housing ordinance for the dispersal of affordable housing units.</p>	<p>No, there is no countywide “fair share” housing ordinance for the dispersal of affordable housing units at this time. The County studied this issue and decided not to implement such an ordinance.</p>	<p>None. If there is interest in Alachua County to develop a countywide ordinance for the “fair share” of affordable housing units, the City will coordinate with the County on the development of this ordinance.</p>
<p>Objective 1.4: The City shall work with private homeowners and landlords to rehabilitate 861 substandard housing units and to demolish all dilapidated housing units by the year 2010 to ensure that all housing units within the City meet the City’s Minimum Housing Code.</p>	<p>The rehabilitation of 861 substandard housing units and the demolition of all dilapidated housing units by 2010.</p>		

Table 1
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Objective or Policy	Measurable Target	Objective or Policy Achieved?	Recommended Changes
<p>1.4.1 The City shall continue to enforce the Minimum Housing Code by working with private homeowners and landlords to rehabilitate substandard units and to deconstruct or demolish dilapidated units until all housing units are brought up to code.</p>	<p>The rehabilitation of substandard units and the deconstruction or demolition of dilapidated units until all housing units are brought up to code.</p>	<p>Yes, and ongoing, in compliance with the provisions of Chapter 13, Housing and Commercial Building Codes, of the City's Code of Ordinances.</p>	<p>None.</p>
<p>1.4.2 The City shall continue to inspect dangerous buildings, regardless of location, to ensure that all housing units within the City meet the City's Minimum Housing Code.</p>	<p>The continued inspection of dangerous buildings to ensure that all housing units within the City meet the City's Minimum Housing Code.</p>	<p>Yes, and ongoing.</p>	<p>None.</p>
<p>1.4.3 The City shall spend Community Development Block Grant (CDBG) and HOME funds in accordance with an adopted multi-year plan (the Consolidated Plan).</p>	<p>Spending CDBG and HOME funds in accordance with the adopted multi-year plan (the Consolidated Plan).</p>	<p>Yes, and ongoing.</p>	<p>None.</p>
<p>1.4.4 By 2005, the City shall conduct a housing conditions survey of all rental housing units within the University Context Area.</p>	<p>A housing conditions survey of all rental housing units within the University Context Area.</p>	<p>No specific survey of rental units within the context area was done. A survey was done of unsafe buildings.</p>	<p>Delete the policy.</p>

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Objective or Policy	Measurable Target	Objective or Policy Achieved?	Recommended Changes
<p>Objective 1.5: The City shall work with architects, designers and other housing professionals (providers) to encourage the innovative design of affordable housing.</p>	<p>Implementation of policies 1.5.1 and 1.5.2.</p>		
<p>1.5.1 By 2001, the Traditional Neighborhood Development District (TND) will offer opportunities for innovative and creative design for all development within the district, including affordable housing.</p>	<p>The TND will allow for innovative and creative design for all development within the district, including affordable housing.</p>	<p>Yes. The TND was adopted and allows for rowhouses, single-family houses and outbuildings as detached accessory use buildings that can be used for residential use. However, it has never been used since adoption.</p>	<p>If the TND is eliminated as a district, the policy will need to be deleted.</p>
<p>1.5.2 The City shall continue to seek innovative ways to encourage affordable housing which could include use of alternative building materials, reduced lot size requirements, design competitions for affordable housing and a design advisory committee to advise housing providers on the development of affordable housing designs.</p>	<p>Innovative ways to encourage affordable housing.</p>	<p>Yes, and ongoing. The City is in the process of allowing its first shipping container house.</p>	<p>None.</p>
<p>Objective 2.1 Provide fair housing opportunities for all residents of Gainesville, regardless of race, religion, sex, age, handicap, family status or national origin.</p>	<p>Implementation of policy 2.1.1.</p>		

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Objective or Policy	Measurable Target	Objective or Policy Achieved?	Recommended Changes
<p>2.1.1 The City shall continue to implement the provisions of the Gainesville Area Fair Housing Study.</p>	<p>Implementation of the provisions of the Gainesville Area Fair Housing Study.</p>	<p>The study was updated in 1996.</p>	<p>Delete the policy. Chapter 8, Article V, Fair Housing, of the City of Gainesville Code of Ordinances governs the equal opportunity for people to attain the housing of their choice.</p>
<p>Objective 2.2: Provide sufficient opportunity for the siting of group homes, foster care facilities, shelters for the homeless and elderly housing.</p>	<p>Implementation of policies 2.2.1 through 2.2.6.</p>		
<p>Policy 2.2.1 The City shall continue to comply with the State Department of Children and Families regulations concerning the provision of information on requirements and procedures for siting group homes and foster care facilities.</p>	<p>Compliance with the regulations concerning the provision of information on requirements and procedures for siting group homes and foster care facilities.</p>	<p>Yes, and ongoing.</p>	<p>None.</p>
<p>2.2.2 The City shall continue to allow foster family homes for children and adults, adult day care homes and family day care homes in all residential districts.</p>	<p>Continuation of the policy.</p>	<p>Yes, and ongoing. These uses are allowed by right in all residential districts. Adult day care homes are not listed under the RMU zoning district as an allowed use.</p>	<p>None to the policy. The RMU zoning district is under review as to its future viability. A text change to the Land Development Code is recommended to add adult day care homes as a use by right in the RMU zoning district if it continues as a district.</p>

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Objective or Policy	Measurable Target	Objective or Policy Achieved?	Recommended Changes
<p>2.2.3 Realizing the need for appropriate sites in dispersed locations for group home facilities, the City shall continue to provide siting guidelines and requirements that are consistent with the site selection provisions of s.419.001, F.S. for units licensed by the Florida Department of Children and Families. Such guidelines ensure adequate dispersal throughout the community.</p>	<p>The provision of siting guidelines and requirements that are consistent with the site selection provisions of s.419.001, F.S. for units licensed by the Florida Department of Children and Families.</p>	<p>Yes, and ongoing.</p>	<p>None.</p>
<p>2.2.4 The City shall continue to have Land Development Regulations that designate areas throughout the City where housing for the homeless will be allowed. Some criteria for such designations include proximity to public transportation routes, social service agencies, employment centers and medical services, and potential impact on existing and future neighborhoods and businesses.</p>	<p>The designation of areas where housing for the homeless will be allowed.</p>	<p>Yes, and ongoing. Residences for destitute people are allowed by Special Use Permit in OR, OF, BUS, BT, MU-1, MU-2, CCD, MD, and PS. They are also allowed as accessory uses to places of religious assembly.</p>	<p>None.</p>

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Objective or Policy	Measurable Target	Objective or Policy Achieved?	Recommended Changes
<p>2.2.5 The City shall continue to examine methods to mitigate the special needs of the homeless including living arrangements for homeless families with children, transitional housing for the employed homeless including single-room occupancy (SRO) facilities, and low demand or “safe space” shelters (safe, alternative locations for the homeless that are separate from emergency shelter facilities and that provide weather protection, security, bathroom and shower facilities, lockers, telephones and locations that are within walking distance of social service facilities).</p>	<p>The continued involvement of the City in examining methods to mitigate the special needs of the homeless.</p>	<p>Yes, and ongoing. A one-stop service center, known as GRACE Marketplace, is moving through the rezoning process at a location off of NW 53rd Avenue in the 800 block. The center is expected to provide housing, counseling, meals and assistance as well as personal services such as showers and laundry facilities for the homeless.</p>	<p>None.</p>
<p>2.2.6 The City shall encourage the development of elderly housing near activity centers and bus routes by providing sufficient siting opportunities that allow congregate living facilities in multi-family areas near bus routes and activity centers.</p>	<p>The provision of congregate living facilities in multi-family areas near bus routes and activity centers.</p>	<p>Yes, and ongoing. Housing for the elderly is allowed by right in all of the multi-family districts except RMU, which is within the College Park Special Area Plan area. Multi-family development that allows for elderly housing and congregate living facilities is located adjacent to activity centers which are on major transportation arteries and mass transit routes.</p>	<p>None to the policy. The RMU zoning district is under review as to its future viability. A text change to the Land Development Code is recommended to add housing for the elderly as a use by right in the RMU zoning district if it continues as a district.</p>

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Objective or Policy	Measurable Target	Objective or Policy Achieved?	Recommended Changes
<p>Objective 3.1: The City shall continue to establish housing programs to implement the goals, objectives and policies of the Housing Element.</p>	<p>Implementation of policies 3.1.1, 3.1.2, 3.1.4, 3.1.6, 3.1.7, 3.1.10, and 3.1.11.</p>		
<p>3.1.1 The City shall use the Neighborhood Planning Program to work with neighborhoods on housing issues.</p>	<p>The Neighborhood Planning Program working with neighborhoods on housing issues.</p>	<p>Yes, the program has helped provide new and existing information to neighborhoods and receives information from neighborhoods.</p>	<p>Consider changing the language from, "Neighborhood Planning Program," to "City," in case the neighborhood program ends. Due to organizational and budgetary reasons, it is not clear how much longer there will be a Neighborhood Planning Program.</p>
<p>3.1.2 The City shall maintain and rehabilitate publicly-owned infrastructure and facilities in older neighborhoods in order to prevent neighborhood decline.</p>	<p>The maintenance and rehabilitation of publicly-owned infrastructure and facilities in older neighborhoods to prevent decline.</p>	<p>Yes, and ongoing. The Public Works Department is responsible for the maintenance and rehabilitation of publicly-owned infrastructure and facilities, including streets, stormwater facilities and sidewalks.</p>	<p>None.</p>
<p>3.1.4 The Neighborhood Planning Program shall help neighborhoods develop plans that address neighborhood stability, housing, safety, infrastructure, and character including historic resources.</p>	<p>Neighborhood plans that address neighborhood stability, housing, safety, infrastructure, and character including historic resources.</p>	<p>Yes, and ongoing.</p>	<p>Consider changing the language from, "Neighborhood Planning Program," to "City," in case the neighborhood program ends. The City of Gainesville would continue to address neighborhood stability, housing, safety, infrastructure, and character including historic resources.</p>

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<p>3.1.6 Local non-profit agencies, such as the Neighborhood Housing and Development Corporation (NHDC), that work to preserve and rehabilitate neighborhood housing stock shall complement the City Housing Division as the major entity in preventing the decline of extremely low, very low, low and moderate-income neighborhoods.</p>	<p>The City Housing Division working with local non-profit agencies that work to preserve and rehabilitate neighborhood housing stock, such as the NHDC, to prevent the decline of low income neighborhoods.</p>	<p>Yes, and ongoing.</p>	<p>Change the reference from, "Housing Division" to, "Housing and Community Development Division." Delete "moderate-income" from the policy because moderate income families do not qualify.</p>
<p>3.1.7 The City shall continue to coordinate with and fund the efforts of non-profit agencies, such as the Neighborhood Housing and Development Corporation and the Community Action Agency, to provide assistance for housing conservation and rehabilitation in very low-income and redevelopment areas of the City.</p>	<p>The City continuing to coordinate with and fund the efforts of non-profit agencies such as NHDC and the CAA, to provide assistance for housing conservation and rehabilitation in very low-income and redevelopment areas of the City.</p>	<p>Yes, and ongoing.</p>	<p>Change the reference from "Community Action Agency" to "Central Florida Community Action Agency" (CFCAA). Add "low-income and extremely low-income" to the policy.</p>
<p>3.1.10 The City shall study the feasibility of an in-town housing program that would utilize pre-approved housing designs that are appropriate for specific locations where affordable housing should be encouraged. The approved plans and associated building permits would be fully processed and made available to builders who want to use them, to reduce costs and delays.</p>	<p>The existence of an in-town housing program that utilizes pre-approved housing designs that are appropriate for specific locations where affordable housing should be encouraged.</p>	<p>Yes, and ongoing.</p>	<p>None.</p>

Table 1

Major Issues Evaluation Matrix – Housing Element
Issue 3 – Encourage Livable Neighborhoods for People of All Ages

Objective or Policy	Measurable Target	Objective or Policy Achieved?	Recommended Changes
<p>3.1.1.1 The City shall create heritage, conservation or other appropriate overlay districts, as needed, for neighborhood stabilization.</p>	<p>The creation of heritage, conservation or other appropriate overlay districts to help stabilize neighborhoods.</p>	<p>Yes, and ongoing. The City adopted a Heritage Overlay District enabling ordinance in 2010.</p>	<p>Amend the policy to indicate that the City shall allow Heritage Overlay Districts, as needed, for neighborhood stabilization.</p>
<p>Objective 3.2: Assist 100 low-income and extremely low-income households each year with the maintenance and repairs of owner-occupied units.</p>	<p>Implementation of policies 3.2.1 and 3.2.2.</p>		
<p>3.2.1 The City shall continue to make available to all residents, especially low-income, very low-income and extremely low-income households, a do-it-yourself manual on routine home repairs, maintenance and yard care.</p>	<p>The availability of a manual on routine home repairs, maintenance and yard care.</p>	<p>Yes, and ongoing.</p>	
<p>3.2.2 The City shall designate CDBG funds or other funds for homeowner rehabilitation grants or revolving loan funds to assist 100 low-income, very low-income and extremely low-income households.</p>	<p>The designation of CDBG funds to assist 100 low income households.</p>	<p>Yes, and ongoing.</p>	<p>Remove reference to revolving loan funds.</p>

Table 1

Major Issues Evaluation Matrix – Housing Element
Issue 3 – Encourage Livable Neighborhoods for People of All Ages

Objective or Policy	Measurable Target	Objective or Policy Achieved?	Recommended Changes
<p>Objective 3.3: Assist 75 low-income, very low-income, extremely low-income and moderate-income households each year in locating and affording existing low-cost rental and owner-occupied housing.</p>	<p>Implementation of policies 3.3.1 and 3.3.2.</p>		
<p>3.3.1 The City Housing Division shall continue to act as a housing information and referral service for first-time homebuyers and renters.</p>	<p>Continuation of the Housing Division as a housing information and referral service for first-time homebuyers and renters.</p>	<p>Yes, and ongoing.</p>	<p>Change the reference from, "Housing Division" to, "Housing and Community Development Division."</p>
<p>3.3.2 The City shall seek funds from both the State and Federal government in order to provide financial assistance to first time low-income, very low-income and extremely low-income homebuyers.</p>	<p>The acquisition of funds to assist first time low income home buyers.</p>	<p>Yes, and ongoing.</p>	<p>Add moderate-income to the policy.</p>

Table 1
Major Issues Evaluation Matrix – Housing Element
Issue 5 – Amend Future Land Use Map as Justified by Data and Analysis

Objective or Policy	Measurable Target	Objective or Policy Achieved?	Recommended Changes
<p>Objective 1.3: The City shall allocate sufficient acreage in appropriate locations to meet the housing needs of the City's residents.</p>	<p>Implementation of policy 1.3.1.</p>		
<p>1.3.1 The Land Use Element shall designate land for residential use to meet the existing and projected future housing needs through the year 2010, including low-income, very low-income and extremely low-income and moderate-income housing and mobile homes.</p>	<p>The designation of residential land to meet the existing and projected future housing needs through the year 2010.</p>	<p>Yes, and ongoing. The Land Use Element establishes land use designations that allow sufficient acreage for residential uses at appropriate locations to meet the needs of the projected population.</p>	<p>Change the date to 2020 to reflect the upcoming planning period.</p>

Table 1

Major Issues Evaluation Matrix – Housing Element
Issue 6 – Encourage Infill and Redevelopment in Central and East Gainesville

Objective or Policy	Measurable Target	Objective or Policy Achieved?	Recommended Changes
<p>Objective 3.5: The City shall develop strategies to increase the level of owner-occupancy in the University Context Area.</p> <p>3.5.1 The City shall coordinate with the University of Florida to explore the possibility of developing an owner-occupancy incentive program to encourage employees and faculty to purchase homes in the University Context Area.</p>	<p>Implementation of policies 3.5.1 and 3.5.2.</p> <p>The development of an owner-occupancy incentive program with UF to encourage employees and faculty to purchase homes in the University Context Area.</p>	<p>Partially. The City had an incentive program which has since been eliminated due to budget cuts.</p>	<p>Delete Policy 3.5.1 since the City has eliminated the program and UF did not implement one. With the current budget environment and the state of the local housing market, the City and UF are unlikely to implement this type of program.</p>
<p>3.5.2 The City through its Community Development Committee shall develop recommendations on increasing the desirability of owner-occupancy in the University Context Area.</p>	<p>Recommendations from the Community Development Committee on increasing the desirability of owner-occupancy in the University Context Area.</p>	<p>Yes, a list of recommendations has been developed and most of them have been implemented.</p>	<p>The policy should be revised to indicate that the City shall continue to implement recommendations on increasing the desirability of owner-occupancy in the University Context Area.</p>
<p>4.1.1 The City shall encourage infill housing and cluster subdivisions in order to protect environmentally sensitive lands and to promote energy conservation.</p>	<p>Provisions in the Land Development Regulations for infill housing and cluster subdivisions.</p>	<p>Yes, and ongoing. Section 30-190 has the cluster subdivision provisions, which establish a process where environmentally sensitive lands and infill sites can be developed without strict adherence to the dimensional requirements of the zoning code.</p>	<p>None. This policy is also applicable to Major Issue 8, Strengthen Natural Resource Protection.</p>

Table 1

Major Issues Evaluation Matrix – Housing Element
Issue 7 – Navigate the New Economy

Objective or Policy	Measurable Target	Objective or Policy Achieved?	Recommended Changes
<p>3.1.9 Realizing the connection between economic stability and the preservation of affordable housing, the City, through technical assistance and loan programs for economic development, shall continue to provide economic development assistance to low-income areas in order to create and retain jobs and to enhance and preserve surrounding neighborhoods.</p>	<p>The provisions of economic development help to low income areas.</p>	<p>Yes, and ongoing.</p>	<p>Delete "Realizing the connection between economic stability and the preservation of affordable housing" since the end of the policy generally states the purpose. Add, "very low-income and extremely low-income areas," to the policy because the City provides economic development assistance to these areas.</p>

Table 1

Major Issues Evaluation Matrix – Housing Element
Issue 8 – Strengthen Natural Resource Protection

Objective or Policy	Measurable Target	Objective or Policy Achieved?	Recommended Changes
<p>Objective 4.1: The City shall continue to have Land Development Regulations which ensure that new housing developments preserve on-site environmental features and conserve environmental resources.</p>	<p>Implementation of policies 4.1.1 and 4.1.2.</p>		
<p>4.1.2 The City shall continue to have Land Development Regulations that guide the siting, building orientation and landscaping of new housing developments to promote energy and water conservation, ensure compatibility with the surrounding area, minimize impacts on the environment, and enhance visual appeal.</p>	<p>The adoption of the specified Land Development Regulations.</p>	<p>Yes, and ongoing.</p>	<p>None.</p>

Housing Element Evaluation and Appraisal

Element Assessment

Key findings for the Housing Element

1. The City of Gainesville has substantially met the goals, objectives, and policies of the Housing Element.
2. Florida has been hard hit by the recent national recession and the housing sector has been hit particularly hard. Home prices in the state have dropped significantly in recent years, including home prices locally. The decline in home value leads to a drop in equity for many households leaving many people “upside down,” in their mortgages. This is a situation where the amount owed on the mortgage is more than the current value of the home. The recovery could be a slow one if unemployment continues to be a problem and families cannot gain back the lost capital that was the result of the decline in the stock market.
3. Homelessness continues to be a challenge. The estimated number of homeless persons in Alachua County declined from approximately 1,600 in 2009 to approximately 1,300 in 2010, according to a survey conducted by the Alachua County Coalition for the Homeless and Hungry. The biggest reason for the drop was a reduction in the number of homeless schoolchildren reported by the School Board of Alachua County. The homeless number compares to about 800 homeless estimated in Alachua County in 1996, just before the previous EAR process was started. However, on average during the period from 2006 to 2010, the number of homeless in Alachua County averaged approximately 1,280, according to surveys done by the Coalition.
4. A one-stop service center, known as GRACE Marketplace, is moving through the rezoning and subdivision processes at a location off of NW 53rd Avenue in the 800 block. The center is expected to provide housing, counseling, meals and assistance as well as personal services such as showers and laundry facilities for the homeless.
5. The City completed the Cedar Grove II housing development in 2006. This project included the construction of 131 single-family homes for low, very-low and moderate income homebuyers. The City of Gainesville, through the Housing Division, served as developer of the project after receiving funding to upgrade the original roads and drainage facilities that were installed in 1971. No homes were ever built in the subdivision until the City started this project.

6. During the planning period, three subsidized housing developments in the City have been closed, which brings attention to the issue of relocating displaced residents. Kennedy Homes in southeast Gainesville had issues concerning poor maintenance and crime problems. The complex was closed in 2003 after a fire exposed major building code violations in the apartments. In 2007, the City purchased and cleared the property. There are currently plans to redevelop the site into a mixed-income community.

In 2009, residents of Seminary Lane were forced to move out of their subsidized housing units in the 1200 block of N.W. 5th Avenue, after the costs to maintain the property had become cost-prohibitive. The U.S. Department of Housing and Urban Development (HUD) had provided annual funding to the residents of the 52 housing units, but that ended in 2009. It is unclear how the property will redevelop in the future. The City of Gainesville could purchase the land as part of the Fifth Avenue Community Redevelopment District or the nonprofit Gainesville Housing Corporation, Inc., which owns the property, could provide low to moderate income housing with some type of mixed-use development.

Also in 2009, the Glen Springs Manor apartment complex closed due to poor living conditions. The nonprofit agency that owns the complex received federal funding that subsidized the rent of low-income tenants. Eligible tenants were provided with housing vouchers to be used at participating apartments. This was another 134 units that were lost. The recent vacancy rate in the area meant that vacant rental units have been available; however if a landlord is not willing to accept a housing voucher, then the displaced tenant does not have a place to rent.

Successes

1. The completion of the Cedar Grove II housing project is a key success. The project involved the construction of 131 single-family homes for sale to low, very-low and moderate income homebuyers. Construction was completed in 2006.
2. The City of Gainesville introduced a strategic initiative to reduce energy use in low-income homes, with the intent of reducing the amount of energy bills and delaying the need for new energy generating capacity. Gainesville Regional Utilities Low-income Energy Efficiency Program (LEEP) weatherized 262 homes prior to fiscal year 2010, and received federal and local funding for an additional 276 homes to be completed in fiscal year 2010.
3. Porter's Garden is a development located at S.W. 3rd Street and Depot Avenue. It involves the construction of five new single-family homes that

will offer first-time homebuyers an opportunity to purchase a new home. The intent of the project is to revitalize this area of the community by providing attractive, affordable housing and drawing investors and developers to this Depot Avenue corridor area. The plan is for the development to be mixed-income, with houses designed to be compatible with the existing homes in the neighborhood. Currently, two homes are completed and have attracted buyers.

Shortcomings

1. The provision of an adequate amount of affordable housing and the housing of the homeless are concerns. One potential method of providing affordable housing within the existing housing stock is to allow accessory units. The issue of allowing accessory units in single-family zoned areas has been addressed in the past, but was later removed due to local concerns about neighborhood stability and student rentals. A limitation within the land development code on the number of homeless persons to be housed in a homeless shelter has hampered efforts by local homeless shelter providers to provide beds for all of the homeless within the community.
2. The recent vacancy rate in the area meant that vacant rental units have been available. Eligible tenants who may have been displaced by the closing of housing developments may have been provided housing vouchers to be used at participating apartments. However if a landlord is not willing to participate in the utilization of housing vouchers, then the displaced tenant does not have a place to rent.

Impact of Rule Changes on the Housing Element

1. Chapter 163, Section 163.31771, "Accessory dwelling units," of the Florida Statutes, encourages local governments in Florida to permit accessory dwelling units in single-family residential areas in order to increase the availability of affordable rental units for extremely-low-income, very-low-income, low-income, or moderate-income persons. Upon a finding that there is a shortage of affordable rental units within its jurisdiction, the local government can adopt an ordinance to allow accessory dwelling units in any area zoned for single-family residential use. If the City makes a finding that there is a shortage of affordable rental units and accessory dwelling units in single-family areas is a solution, the single-family land use category will need to be amended to allow accessory units in conjunction with single-family dwellings. The Housing Element would need to add a policy under Objective 1.2 to allow

- accessory units in areas designated with single-family land use.
2. Chapter 163.3187 (1)(c)1.f. states that residential land use as a small-scale development amendment is allowed when the proposed density is equal to or less than the existing future land use category. Under certain circumstances, affordable housing units are exempt from this limitation. The City of Gainesville complies with this statute and no amendment is needed.
 3. Chapter 163, Section 163.31771(1), (2), and (4) states that if a local government has adopted an ordinance in compliance with this section, an application for a building permit to construct an accessory dwelling unit must include an affidavit from the applicant which states that the unit will be rented at an affordable rate to an extremely-low-income, very-low-income, low-income, or moderate-income person or persons. The Housing Element would need to add a policy to state compliance with Section 163.31771.
 4. Chapter 2006-69, Laws of Florida (LOF), section 27 creates a Community Workforce Housing Innovation Pilot Program to provide affordable rental and home ownership community workforce housing for essential services personnel affected by the high cost of housing. A comprehensive plan amendment to implement a project under the pilot program shall be reviewed under an expedited adoption process.
 5. Chapter 2006-69, LOF, section 28 allows a density bonus to any landowner who voluntarily donates property to the local government for the purpose of providing affordable housing. The local government must adopt a comprehensive plan amendment for the receiving land that incorporates the density bonus. The amendment may be adopted as a small-scale amendment that is exempt from the twice per year limitation on the frequency of plan amendment adoptions.
 6. Chapter 163.3180 (17) allows an exemption from concurrency for certain workforce housing. The City of Gainesville is a Dense Urban Land Area (DULA) Transportation Concurrency Exception Area (TCEA), so no amendment is needed.
 7. Chapter 163.3184 (19) allows expedited comprehensive plan amendments for those proposals identified in the comprehensive plan of a local government that are consistent with the local housing incentive strategies identified in s. 420.9076 and authorized by the local government.
 8. Chapter 163.3177 (6) (f) 1.h. and i. indicate that a housing element must include standards, plans, and principles that address energy efficiency in the design and construction of new housing and in the use of renewable

energy resources. Add policies to the Housing Element that indicate that the City will require certain energy efficiency standards in the design and construction of new housing and encourage the utilization of renewable energy resources.

Recommended Changes

The recommended changes that are needed to update the Housing Element and that are unrelated to Major Issues are:

- Policy 3.1.8 needs new dates to reflect the upcoming planning period.

Table 2

Evaluation Matrix – Housing Element

Objective or Policy	Measurable Target	Objective or Policy Achieved?	Recommended Changes
<p>Objective 3.1: The City shall continue to establish housing programs to implement the goals, objectives and policies of the Housing Element.</p>	<p>Implementation of policies 3.1.3, 3.1.5, and 3.1.8.</p>		
<p>3.1.3 The Historic Preservation Program shall continue to identify historically significant housing and promote the conservation and restoration of housing that has special historic, architectural or aesthetic values.</p>	<p>The continued identification of historically significant housing and restoring housing that has special historic, architectural or aesthetic values.</p>	<p>Yes, and ongoing. Refer to the Historic Preservation Element of the Comprehensive Plan.</p>	<p>None.</p>
<p>3.1.5 The City shall facilitate communication and dialogue with neighborhood groups regarding proposed developments in and around their neighborhoods.</p>	<p>Communication and dialogue with neighborhood groups regarding proposed developments in and around their neighborhoods.</p>	<p>Yes, ongoing, through the Neighborhood Workshop process as stated in Section 30-350, Citizen Participation. This was first adopted in 2001.</p>	<p>None.</p>
<p>3.1.8 The City shall update the Data and Analysis section of the Housing Element for the 2000-2010 Comprehensive Plan no later than 18 months after publication of the 2000 census housing data.</p>	<p>An update of the Data and Analysis section of the Housing Element for the 2000-2010 Comprehensive Plan.</p>	<p>No.</p>	<p>Recommend the dates be changed to reflect the new planning period.</p>
<p>Objective 3.4: The City shall assist all residents displaced by redevelopment activities involving Federal, State or local government funds.</p>	<p>Implementation of policy 3.4.1.</p>		

Table 2

Evaluation Matrix – Housing Element

Objective or Policy	Measurable Target	Objective or Policy Achieved?	Recommended Changes
<p>3.4.1 The City shall assist all displaced persons by complying with regulations stated in the Uniform Relocation Act and the City of Gainesville Local Relocation Policy and Procedures.</p>	<p>City compliance with the Uniform Relocation Act and the City of Gainesville Local Relocation Policy and Procedures.</p>	<p>Yes, and ongoing. The City adopted the Tenant Relocation Assistance Program in 2009.</p>	<p>None.</p>

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