

# Affordable Housing Workshop Inclusionary Zoning and Exclusionary Zoning (IZ/EZ) Meeting Summary



Bo Diddley Plaza  
June 1, 2022  
6-9pm

## Attendees

There were approximately 50-60 members of the public in attendance.

### City Commission Members:

- Mayor Lauren Poe
- Commissioner Harvey Ward
- Commissioner David Arreola
- Commissioner Adrian Hayes-Santos
- Commissioner Cynthia Chestnut

### Charter Officers:

- Cynthia Curry, Interim City Manager
- Omichele Gainey, City Clerk
- Tony Cunningham, Interim GRU General Manager
- Zeria Folston, Interim Office of Equity & Inclusion Director

### Key Staff:

- Andrew Persons, Director, Department of Sustainable Development
- Yvette Carter, Director of Government Affairs and Community Relations, City Manager's Office
- Corey Harris, Senior Housing Strategist, City Manager's Office
- Karissa Raskin, Assistant Director, Department of Strategy, Planning and Innovation
- Monica Deel, Manager, Gainesville Community Reinvestment Area
- Chelsea Bakaitis, Project Manager, Gainesville Community Reinvestment Area
- Juan Castillo, Planner, Department of Sustainable Development
- Phimetto Lewis, Planner, Department of Sustainable Development
- Forrest Eddleton, Planner, Department of Sustainable Development
- Nathaniel Chan, Planner, Department of Sustainable Development
- John Wachtel, Neighborhood Planning Coordinator, Housing and Community Development

### HR&A

- Christiana Whitcomb, Director

## Opening Comments

Mayor Lauren Poe kicked off the workshop by welcoming participants and briefly shared the purpose of the workshop.

## Introductory Presentation

This presentation was led by Corey Harris, Senior Housing Strategist. The following items were presented during this portion of the workshop: workshop agenda, list of upcoming housing meetings/workshops, reviewed previous housing engagement events, shared community engagement feedback, provided national & local housing data and City of Gainesville FY 2022 housing investment initiatives.

## Visioning Sessions:

What do you love about Gainesville?

- Tree and greenery
- Vibrant and unique neighborhoods/neighbors
- Single family zoning → fundamental to Gainesville historically
- Small local businesses

What is your vision for Gainesville as related to affordable housing?

- Lower GRU rates
- Drive consultants & speculators into the sea
- Gainesville has become unaffordable due to GRU rates
- Bring in industries that can support people to be able to afford housing
- We are tearing down affordable housing in neighborhoods to build new high-end student housing

How do you envision yourself and/or your neighborhood being part of the solution to affordable housing?

- Get rid of the City Commission
- The City is not helping the homeowners offering affordable housing
- Issue is a lack of leadership
- We need inclusionary housing & workforce housing → partner with nonprofits to build
- More accessory dwelling units (“ADU”s) → many neighborhoods are already doing this
- City needs to use more of the experts here in Gainesville → do not distort the data and do not use unqualified consultants

## HR&A Presentation:

This presentation was led by Christiana Whitcomb, HR&A Director where the following items were shared with participants. (Notes below were taken directly from presentation slides):

- Overview of HR&A engagement with City of Gainesville: to study tools that the City can use to help drive more equitable housing outcomes in Gainesville.
- Project Overview: The City of Gainesville has been committed to creating a path toward an equitable housing landscape.
- Existing conditions: (1) There are several distinct but related issues driving instability and unequal housing outcomes in Gainesville. (2) In Gainesville, race is a key determinant of where you live, your access to diverse housing options and homeownership, and the value of your home. (3) Extreme housing cost burden, driven primarily by low incomes, is a key driver of housing instability in Gainesville. (4) The student housing market is the strongest rental market in Gainesville. Non-student renters are not benefitting from new housing at the same rate.
- Local Housing Tools: (1) There are many housing tools, programs, and mechanisms that can improve housing equity and affordability in Gainesville. (2) This study focused on two land use tools within the City’s control-adjusting zoning to allow for diverse housing types and inclusionary zoning. (3) Inclusionary zoning and adjusting zoning to allow for diverse housing types are two strategies to improve affordability as a part of a broader strategy.

- Inclusionary Zoning: (1) The goal of an inclusionary zoning policy is to support Gainesville's housing needs through the creation of affordable housing. (2) Inclusionary zoning presents a variety of potential benefits and limitations as an affordable housing strategy for Gainesville. (3) If a policy is not calibrated appropriately to the local market, it can harm housing production and limit the affordable units produced. (4) HR&A tested the feasibility and impact of an inclusionary zoning policy in Gainesville and provided recommendations for policy design. (5) HR&A's modeling finds that a 10% IZ requirement for households making 80% of AMI would be financially feasible in Gainesville's market.
- Adjust Zoning: (1) Existing land use regulations in Gainesville exclude a diverse (often racially diverse) range of households from residential neighborhoods. (2) Adjusting zoning to allow for more diverse housing types is an important tool for reducing racial and economic exclusion across Gainesville's housing market. (3) HR&A reviewed Gainesville's Code of Ordinances and made recommendations an adjustments that can increase equitable housing access. (4) Land use regulations shape the amount, type, and location of newly developed housing, which ultimately affect the cost and affordability of housing. (5) Using the exclusionary criteria, HR&A reviewed Gainesville's Code of Ordinances to analyze the implementation and impact of land use controls in Gainesville. (6) Loosing lot utilization constraints would encourage property owners to legally house more families without substantially changing the character of housing.
- Christiana displayed some photos to illustrate her point of neighborhood scale multifamily currently located in Gainesville.
- She closed out the presentation with several policy recommendations.

## Breakout Sessions:

### Inclusionary Zoning Breakout Session - require affordable units in new apartment buildings

- Reduction in parking requirements
- Enhance public transportation
- Provide for bicycle safety & transportation
- Increase transportation options for students
- Better infrastructure
- Mechanisms that ensure assistance to target population
- Research population needs
- Conduct a series of public meetings → neighborhood meetings
- Incorporate local people and organizations in meetings and leadership roles
- Close proximity to employers/jobs
- Mixed-use zoning regulations
- Seminary Lane tore down which eliminated more housing than the 10% gained by this program
- Build 16,000 units to fill need
- Consultant theoretical
- Gainesville targeted by investors
- We need to consider compatibility
- Units built near historic district should complement neighborhood
- Concern that developers are favored by this proposal
- Questions by breakout leaders are phrased in favor of this issue
- Most participants represented here are not in favor
- Decision makers not listening

- Feeling like staff is not saying what they believe
- Recent built apartment near my home has caused a nuisance for homeowner in my neighborhood
- Consultant didn't survey the right people → neighborhood residents not invited to meetings
- No repercussion for developers
- Are there actual properties in Gainesville for these developments?
- Why are we doing this in existing historic areas → lots of land in the County
- Why not partner with the County?
- City dropped ball if not partnering with others to vet this plan
- There is not a lot of knowledge of what this looks like
- What qualifies as low income? → students?
- Why not require 100% be affordable?
- Why are we here? Why are we talking about it? Why not in City Commission Meeting?
- In favor of 10% be affordable if housing is being built anyway
- Increase 10% to 20-50%
- 10% seems like a gimmick
- Good in theory
- Confusion with this & elimination of single family zoning
- Most on board but concern that it will be difficult to keep affordable
- Helps students but not families who need it the most
- ADUs are already having an affect
- Older single family homes razed for student housing
- We need a balance
- How does a developer make up the difference by building affordable → incentives?
- Is it more important for deeper affordability or increase units less affordable? Do we have to determine this upfront? Is flexibility possible?
- We can do better but I don't know how?
- IZ policy captures what the market is already doing
- University is being overbuilt
- Student apts. are unsuitable for families → how will this work for student apt. developers?
- Will not do anything for non-students
- Disconnect between development agreements & ordinance (Lincoln Ventures & Archer Place)
- This may push development outside the City of Gainesville
- Fees in-lieu? What does this look like?
- Sense of community is important
- We hope this is not rushed through
- This policy does not align with neighborhoods needs
- Developers will be required to provide affordable housing units (e.g. % of the market value)
- More incentives for "middle" housing (e.g. duplex, triplex, etc.)
- Need for more data that accurately reflects the Gainesville community
- Do developers find "offset" incentives adequate?
- City should conduct outreach activities for developers!
- Local regulations are forcing out local builders/developers
- Keep our neighborhoods stable

- Nowhere: new developments, downtowns, mobility areas
- ADUs should be associated w/ homesteads
- Less expensive housing

Exclusionary Zone Breakout Session - allows for a diverse housing type in single family neighborhoods

- Vision for the City
  - Removing compatibility = bad
  - Historic districts are important
- Echoing plan board concerns
- Feel developers driven/driving this process
- Protect neighborhoods that are doing the right thing
- Concerns with bedroom multiplier
- ADU ordinance affecting Residential Zoning
- Already diverse housing types
- Want great neighborhood & conserve trees
- RC zoning is the blueprint that planning is modeling this → used as guide (more uses & smaller lot sizes)
- More density = more efficient
- More people = more water
- City does not require enough affordable housing
- New units are not affordable
- More incentives like parking & density is not working
- Missing environmental assessment?
- This will apply city wide but there is some potential for variability
- We allow 3 story triplex—why does the City require more?
- Consider Micanopy
- Guaranteed minimum income
- Productivity is low
- Society needs to be more efficient
- Ground zero near campus
- Criticism on high rise development
- Support density in certain areas with required affordable
- 50-80% AML not well distributed through the community (important groups)
- Student housing not impacting the right people
- Permanent and irreversible?
- Is down zoning a strategy?
- Cannot go back on already developed land after zoning up
- Dislike quad-plexes & like green spaces and trees
- If plat shows only Single Family zoning, then that will not change
- People with investments need to know how this impacts them
- Owner occupancy is important, cost analysis, all about money
- Analysis too broad, need more information
- Mother-in-law suites are a middle ground (ADU ordinance)
- For what is being discussed now, 4 units being discussed
- If property values increase...then allow more opportunity
- Need more analysis

- If changing Single Family zoning is city wide, then we need to look at the impacts & the needs for affordable units and impact on density
- Have we looked at other options other than not all Single Family zoning? Have we looked at other cities similar to Gainesville?
- Where is the analysis of by right development citywide?
- Infrastructure concerns
- Stress on transportation, water/sewer, water problems
- Building in old neighborhoods = more stress on homeowners
- Quality of City services are already an issue
- All new development reviewed to meet existing lots.
- Jobs for people
- Zoning allows for jobs close to people
- Business friendly
- Parking issues/hard to access
- Not for the people needed the most
- Renters right
- Similar issues elsewhere
- Remove limits for occupancy
- Bed & breakfast in the backyard instead of racial and economic diverse housing
- Education is the key
- Impact of racial housing policy are hard to resolve
- Benefit of education
- Code enforcement
- Define duplex
- ADU goes before current proposal fast to eliminate single family dwelling
- Historical district concern
- Legal non-conforming in some historic districts
- Where can the ADU go?
- Changing the setbacks and lot dimension requirements
- Why need buffers?
- Can the lot be further divided?
- Regulations for ADU stay the same

## Closeout Discussion

- This is a city with heavy competition by students to rent by the room → why have planners not considered this?
- The decision has been made to move this forward. The Commission is pushing the Plan Board for a decision on Monday so our feedback doesn't matter.
- Corporate University of Florida is creating the "Creative Class"
- Neighborhoods around University of Florida are getting no protection from the City of Gainesville
- Every neighborhood can already have 3 story triplex and they need to stop there
- There is plenty of student housing
- Why are you going to do all this (EZ) and is it irreversible? → neighborhoods that have plats are protected from EZ → no map has been created to show
- Where our neighborhood that are vulnerable/protected located?
- University of Florida is not taking responsibility to provide enough student housing so it falls on the community

- I was in 2 EZ sessions and we barely got any questions about the policy proposed because there were too many other questions → we need have more sessions like this
- It is concerning that Gainesville is possibly going further than Minneapolis which is one of the only cities where this EZ has been especially because there has been so little public engagement and those who participate have strong concerns
- What data are you (City) using to make these decisions? Andrew Persons referred to study by HR&A
- Are there particular criteria that come into play with EZ? Andrew Persons broke down what is included in Florida Building code and city code regarding housing types allowed
- Commissioners did not stay for whole meeting
- City does not count ADU toward density
- ADU was promised 2 years ago to be a solution for affordable housing. Why is it changed? Why should we believe the new proposals will help? We need students to do more analysis to count ADUs because we might not have as big of a problem as we think
- Parking restrictions need to be addressed as part of this discussion: Andrew Persons - parking ordinances will not change
- No one here tonight is in favor of up zoning. We are not hearing from both sides and that is an issue of democracy.
- This issue is supposed to be addressing systemic racism but the people of Porters and Springhill do not want this either
- I'm confused on the bedroom/occupancy limits/requirements being proposed. Can I build a 6 bed quad → Andrew Persons shared that we have different occupancy limits in Gainesville and there are specifications between bedroom limits and occupancy limits
- If I build a quad-plex, the 3 bedroom limits allows me to have 12 bedrooms. → Andrew Persons confirmed that in those situations you can only have 3 unrelated people living there
- I am in favor of finding more ways to reduce limitation on the # of unrelated people who can live in a dwelling
- 99% of us don't want this. How is this democracy? Why can't we use other tools? What do we need to do to make you listen?
- Decision would likely not be made by the City Commission until late July → would there more opportunity for public meetings?
- We can change zoning up and down. If we implement this policy, there is possibility to down zone properties in the future. It can be challenging (it's easier to up zone which provides more rights to landlords/builders but down zoning is possible)