

# City of Gainesville

Department of Sustainable  
Development

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August 4th, 2022

- Exclusionary Zoning Item
- Land Development Code Amendment
- Comprehensive Plan Amendment

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## **Exclusionary Zoning & Inclusionary Zoning Study**

Final Report  
December 2021

**DRAFT**

HR&A

**Exclusionary Land Use Controls** | The City of Gainesville should complete in-depth land use analyses to consider the following changes to exclusionary land use controls.

### Actions to Consider

- Reduce setbacks in low and moderate density residential areas.
- Permit lot splits in minor subdivisions.
- Reduce minimum lot dimensions.
- Allow housing typologies beyond single family ("missing middle", 2-4 unit housing) in residential districts with strict lot utilization constraints.
- Eliminate compatibility requirements between multifamily and single family uses.
- Identify additional areas to permit mobile home uses.
- Eliminate single family occupancy limitations in low density districts.
- Increase the bedroom limit in the University of Florida Context Area when a structure includes more than one dwelling (attached housing).

### Outcomes



**1. Increase the amount and type of housing in residential areas**



**2. Decrease the cost to build and maintain housing**



**3. Increase options for the use of existing housing**

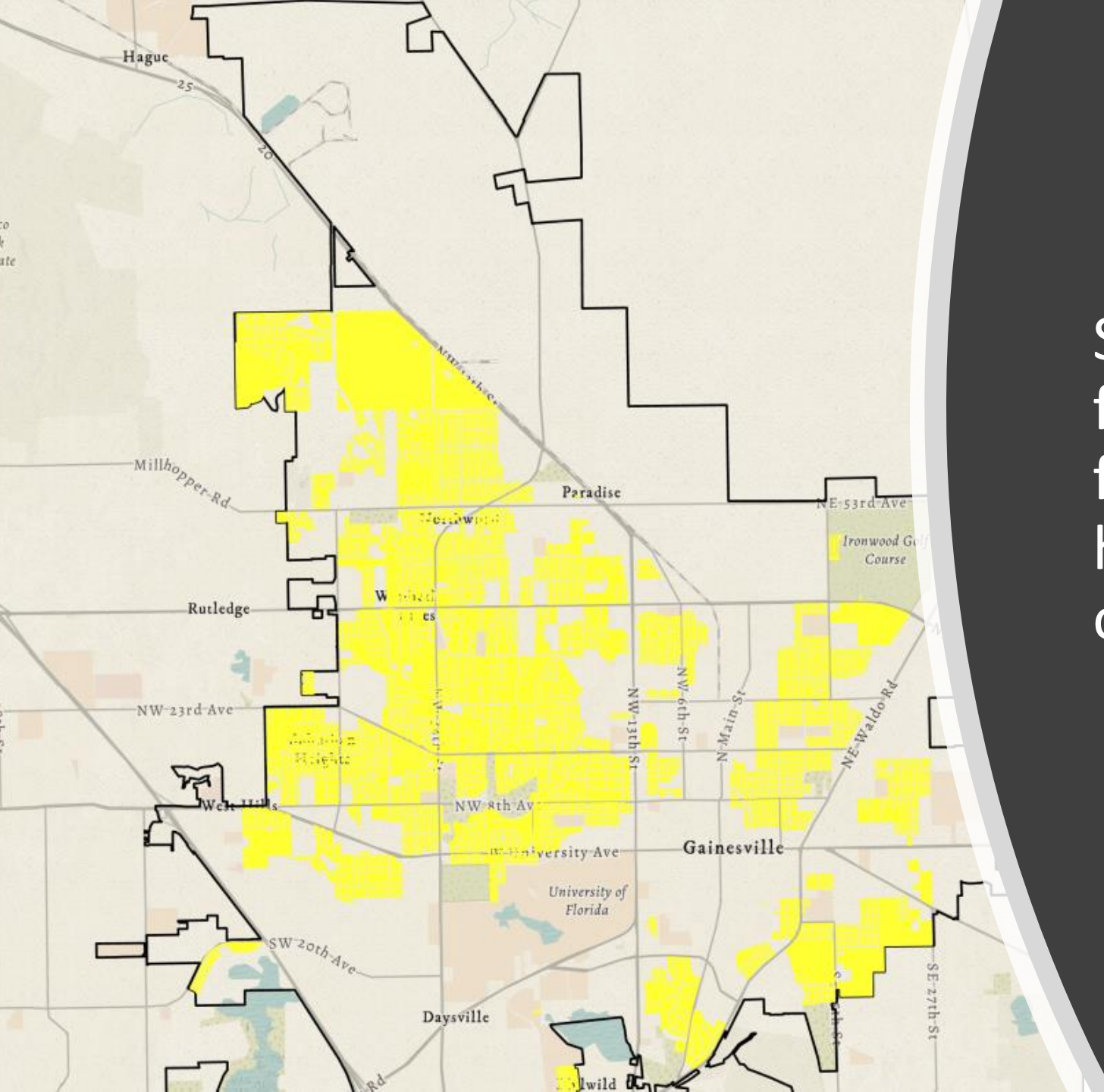


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# Amending Single Family Future Land Use



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Single Family allows for single-family zoning which allows for the development of one house on one parcel serving one family.



# Proposed:

## Future Land Use Element

Policy 4.1.1 Land use Categories on the Future Land Use Map shall be defined as follows:

~~Single-Family (SF)~~ Neighborhood Residential (NR): up to 8 units per acre

*This land use category shall allow single-family detached dwellings at densities up to 8 dwelling units per acre as well as neighborhood scale multi-family development of no more than four (4) units per building. The ~~Single-Family~~ Neighborhood Residential land use category identifies those areas within the City that, due to topography, soil conditions, surrounding land uses and development patterns, are appropriate for single-family and neighborhood scale multi-family development. Land development regulations shall determine the performance measures and gradations of density. Land development regulations shall specify criteria for the siting of low-intensity residential facilities to accommodate special need populations and appropriate community-level institutional facilities such as places of religious assembly, public and private schools other than institutions of higher learning, and libraries. Land development regulations shall allow home occupations in conjunction with single-family and neighborhood scale multi-family dwellings under certain limitations.*

# Alternative:

## Future Land Use Element

Policy 4.1.1 Land use Categories on the Future Land Use Map shall be defined as follows:

### **Residential Low-Density (RL): up to 15 units per acre**

This land use category shall allow dwellings at densities up to 15 units per acre. The Residential Low-Density land use category identifies those areas within the City that, due to topography, soil conditions, surrounding land uses and development patterns, are appropriate for single-family development, particularly the conservation of existing traditional low density neighborhoods, single-family attached and zero-lot line development, and small-scale multi-family development. Land development regulations shall determine gradations of density, specific uses and performance measures. Land development regulations shall specify criteria for the siting of low-intensity residential facilities to accommodate special need populations and appropriate community level institutional facilities such as places of religious assembly, public and private schools other than institutions of higher learning, and libraries. Land development regulations shall allow home occupations; accessory units in conjunction with single-family dwellings; and bed-and-breakfast establishments within certain limitations.



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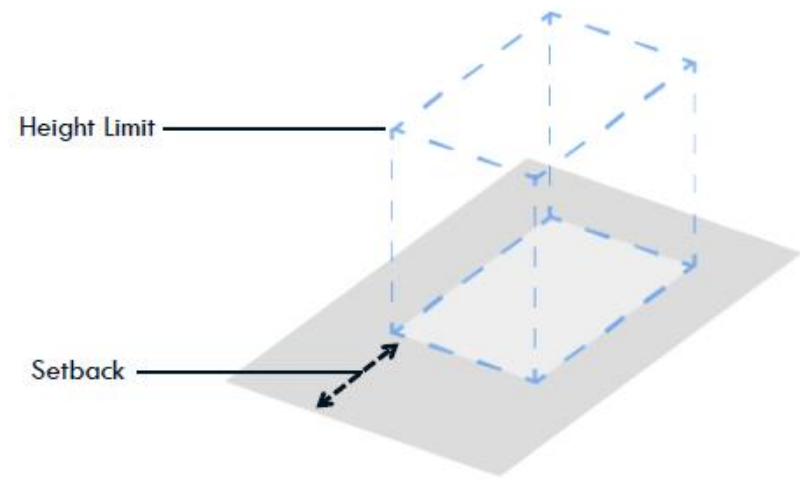
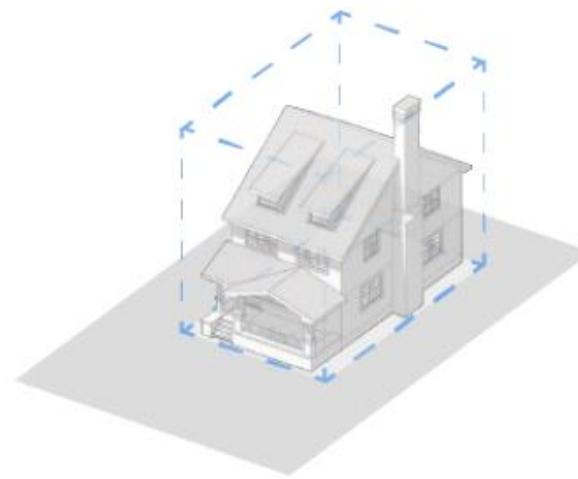
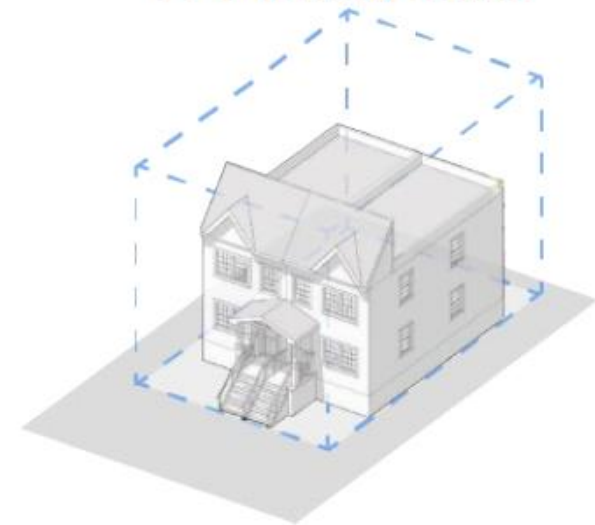
# Defining Neighborhood Scale Multi-family Development



# Neighborhood Scale Multi-family

The neighborhood scale multi-family development is a specific use meant to allow more than one family to live within a building designed to be consistent with a neighborhood with a footprint similar to that of a larger single-family home with similar height restrictions.



**Buildable Area****Single-Family Home****Four-Family Home**



- **Sec. 30-5.20. - Neighborhood scale multi-family (NSM)**
- All NSMs are limited to a minimum of two (2) units per building and a maximum of four (4) units per building. Within the Neighborhood Residential zone:
- Development is limited to one building on one lot or parcel created through a recorded and approved subdivision, lot split, lot line adjustment, single lot replatting, or minor subdivision.
- Buildings will be limited to a maximum of two (2) stories
- 3 –4 unit buildings front façade must meet these requirements:
- A maximum of two (2) primary entrances are allowed.
- 30% glazing minimum is required for the first floor with 15% minimum for upper floors.
- Front facades shall not exceed 20 horizontal feet without including at least one of the following elements:
- A window or door
- Awning, canopy or marquee
- An offset, column, reveal, void, projecting rib, band, cornice, or similar element with a minimum depth of three (3) inches.
- Complementary changes in façade materials or texture
- Off-street parking is limited to two (2) parking spots in front of the building between right of way and front facade. Additional parking spaces may be located in the rear.
- A minimum of one high quality tree must be provided with the development. The preservation of an existing high-quality tree may substitute this requirement.
- The main entrance(s) shall be on the first floor and shall be part of the front façade of the building. The front façade of the building must be facing a street. Buildings must have an entrance on the first floor, however entrances on the second floor may be located to the side or rear of the building.

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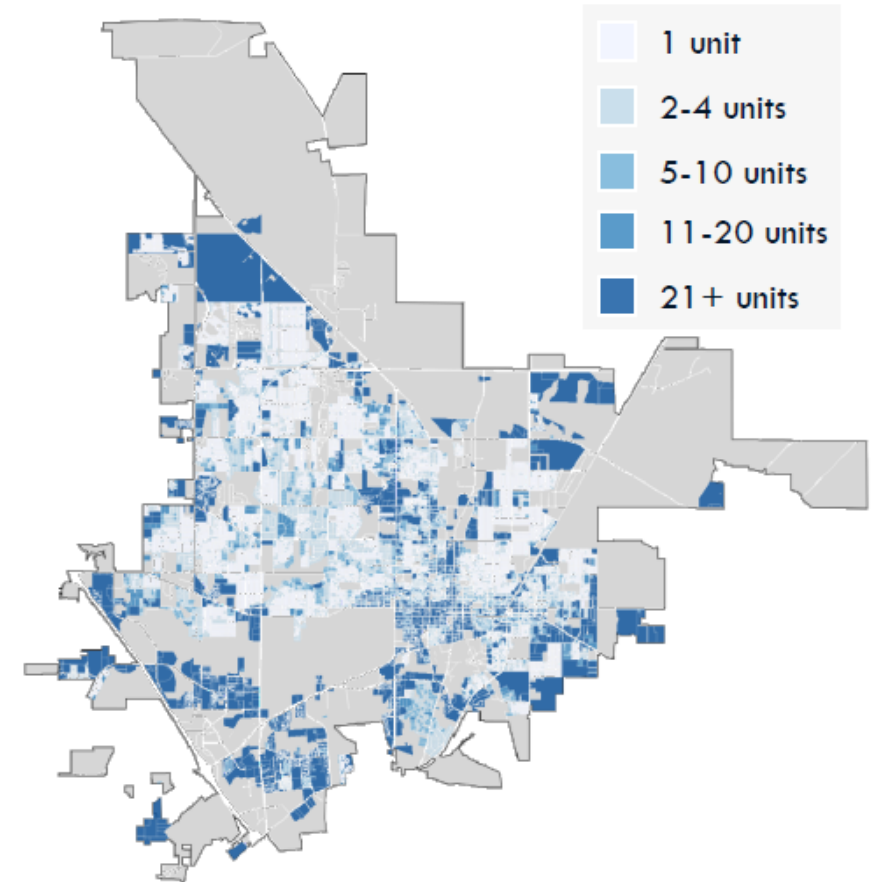


## Amend Single Family Zoning Districts RSF-1 through RSF-4

Residential density limits are the most restrictive lot utilization constraint. In Gainesville, **63%** of residential parcels allow for the construction of only one housing unit.\*

Density Limits Adjusted to Lot Size\*

Zoning District	Max Density (Code)	Max Density Adjusted to Median Lot Size	Total Land Area in Gainesville	% of Total Residential Land Area
RSF-1	3.5 units/ac	1.2 units	5,793 ac	42.0%
RSF-2	4.6 units/ac	1.1 units	1,506 ac	10.9%
RSF-3	5.8 units/ac	1.1 units	814 ac	5.9%
RSF-4	8.0 units/ac	1.3 units	323 ac	2.3%



\*One unit includes all values greater than 0 to less than 1.5, 2-4 units includes all values greater than or equal to 1.5 and less than 4.5, and so on. Excludes Planned Development zones.



Table V-4: Permitted Uses in Residential Districts.

USES	Use Standards	RSF-1 to 4 NR	RC	MH	RMF-5	RMF-6 to 8
Accessory dwelling unit	30-5.35	A	A	A	A	A
Adult day care home	30-5.2	P	P	P	P	P
Assisted living facility		-	-	-	P	P
Attached dwelling (up to 6 attached units)		-	-	-	P	P
Bed and breakfast establishment	30-5.4	S	P	P	P	P
Community residential home (up to 6 residents)	30-5.6	P	P	P	P	P
Community residential home (7 to 14 residents)	30-5.6	-	-	-	-	P
Community residential home (over 14 residents)	30-5.6	-	-	-	-	P
Day care center	30-5.7	-	P	P	P	P
Emergency shelter		-	-	-	-	P
Family child care home	30-5.10	P	P	P	P	P
Fowl or livestock (as an accessory use)	30-5.38	-	-	-	-	-
Mobile home		-	-	P	-	-
Multi-family dwelling		-	-	-	P	P
Multi-family, neighborhood scale (2-4 units per building)		<del>P<sup>2</sup></del>	P <sup>1</sup>	<del>P<sup>2</sup></del>	P	P
Place of religious assembly	30-5.22	S	P	P	P	P
Library			S	S	S	S
Public park		P	P	P	P	P
School (elementary, middle, or high - public or private)		S	P	P	P	P
Simulated gambling establishment		-	-	-	-	-
Single-family dwelling		P	P	P	P	P
Single room occupancy residence	30-5.24	-	-	-	-	P
Skilled nursing facility		-	-	-	-	S
Social service facility	30-5.28	-	-	-	-	S

**LEGEND:**

P = Permitted by right; S = Special use permit; A = Accessory; Blank = Use not allowed.

1 = No more than two dwellings units per building are permitted in the RC district.

Table V-5: Residential Districts Dimensional Standards.

	<del>RSF-1</del>	<del>RSF-2</del>	<del>RSF-3</del>	<del>RSF-4</del>	<u>NR</u>	RC	MH	RMF-5	RMF-6	RMF-7	RMF-8
<b>DENSITY/INTENSITY</b>											
<b>Residential density (units/acre)</b>											
Min.	<del>None</del>	<del>None</del>	<del>None</del>	<del>None</del>	<u>None</u>	None	None	None	8 <sup>1</sup>	8 <sup>1</sup>	8 <sup>1</sup>
Max. by right	<del>3.5</del>	<del>4.6</del>	<del>5.8</del>	<del>8</del>	<u>8</u>	12	12	12	10	14	20
With density bonus points	-	-	-	-	<u>=</u>	-	-	-	See Table V-6	See Table V-6	See Table V-6
Nonresidential building coverage	<del>35%</del>	<del>35%</del>	<del>40%</del>	<del>40%</del>	<u>40%</u>	50%	50%	50%	50%	50%	50%
<b>LOT STANDARDS</b>											
Min. lot area (sq. ft.)	<del>8,500</del>	<del>7,500</del>	<del>6,000</del>	<del>4,300</del>	<u>3,000</u>	3,000	3,000	3,500	None	None	None
Min. lot width (ft.)											
Single-family	<del>85</del>	<del>75</del>	<del>60</del>	<del>50</del>	<u>35</u>	35	35	40	40	40	40
Two-family <sup>2</sup>	<del>NA</del>	<del>NA</del>	<del>NA</del>	<del>NA</del>	<u>70</u>	70	NA	75	40	40	40
Other uses	<del>85</del>	<del>75</del>	<del>60</del>	<del>50</del>	<u>35</u>	35	35	85	85	85	85
Min. lot depth (ft.)	<del>90<sup>4</sup></del>	<del>90<sup>4</sup></del>	<del>90<sup>4</sup></del>	<del>80<sup>4</sup></del>	<u>None</u>	None	None	90	90	90	90
<b>MIN. SETBACKS (ft.)</b>											
Front	<del>20<sup>4</sup></del>	<del>20<sup>4</sup></del>	<del>20<sup>4</sup></del>	<del>20<sup>4</sup></del>	<u>10<sup>5</sup></u>	10 <sup>5</sup>	15	10 min. 100 max.	10 min. 100 max.	10 min. 100 max.	10 min. 100 max.
Side (street)	<del>10</del>	<del>10</del>	<del>7.5</del>	<del>7.5</del>	<u>5</u>	NA	NA	15	10 <sup>3</sup> /15	10 <sup>3</sup> /15	10 <sup>3</sup> /15
Side (interior) <sup>6,7</sup>	<del>7.5</del>	<del>7.5</del>	<del>7.5</del>	<del>7.5</del>	<u>5</u>	5	5	10	5 <sup>3</sup> /10	5 <sup>3</sup> /10	5 <sup>3</sup> /10
Rear <sup>7,8</sup>	<del>20</del>	<del>20</del>	<del>15</del>	<del>10</del>	<u>10</u>	20	15	10	10	10	10
Rear, accessory	<del>7.5</del>	<del>7.5</del>	<del>5</del>	<del>5</del>	<u>5</u>	5	5	5	5	5	5
<b>MAXIMUM BUILDING HEIGHT (stories)</b>											
By right	<del>3</del>	<del>3</del>	<del>3</del>	<del>3</del>	<u>3</u>	3	3	3	3	3	3
With building height bonus	<del>NA</del>	<del>NA</del>	<del>NA</del>	<del>NA</del>	<u>NA</u>	NA	NA	NA	5	5	5

**LEGEND:**

- 1 = Parcels 0.5 acres or smaller existing on November 13, 1991, are exempt from minimum density requirements.
- 2 = Assumes both units on one lot. Lot may not be split, unless each individual lot meets minimum lot width requirement for single-family. Lot may not be split when the two-family dwelling is configured vertically.
- 3 = Applicable only for two-family dwellings.
- 4 = Lots abutting a collector or arterial street shall have a minimum depth of 150 feet and a minimum building setback of 50 feet along that street.
- 5 = Attached stoops or porches meeting the standards in sections 30-4.13 and 30-4.14 are permitted to encroach up to five feet into the minimum front yard setback.
- 6 = Except where the units are separated by a common wall on the property line of two adjoining lots. In such instances, only the side yard setback for the end unit is required.
- 7 = Accessory pre-engineered or pre-manufactured structures of 100 square feet or less and one story in height may be erected in the rear or side yard as long as the structure has a minimum yard setback of three feet from the rear or side property line, is properly anchored to the ground, and is separated from neighboring properties by a fence or wall that is at least 75 percent opaque.
- 8 = Accessory screened enclosure structures, whether or not attached to the principal structure, may be erected in the rear yard as long as the enclosure has a minimum yard setback of three feet from the rear property line. The maximum height of the enclosure at the setback line shall not exceed eight feet. The roof and all sides of the enclosure not attached to the principal structure shall be made of screening material.

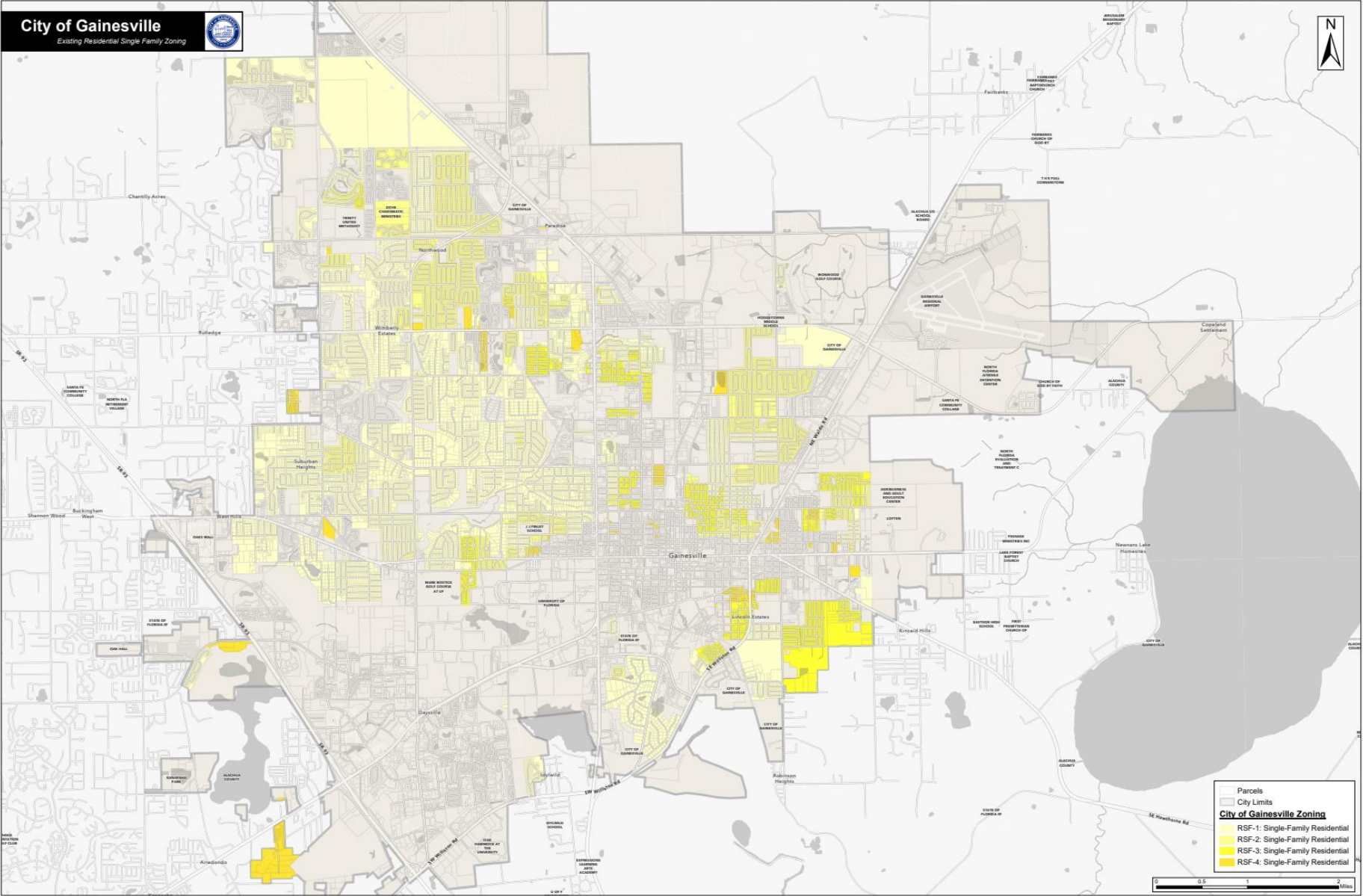
Table V-5: Residential Districts Dimensional Standards.

	RSF-1	RSF-2	RSF-3	RSF-4	NR	RC	MH	RMF-5	RMF-6	RMF-7	RMF-8
<b>DENSITY/INTENSITY</b>											
<b>Residential density (units/acre)</b>											
Min.	None	None	None	None	None	None	None	None	8 <sup>1</sup>	8 <sup>1</sup>	8 <sup>1</sup>
Max. by right	3.5	4.6	5.8	8	12	12	12	12	10	14	20
With density bonus points	-	-	-	-	-	-	-	-	See Table V-6	See Table V-6	See Table V-6
Nonresidential building coverage	35%	35%	40%	40%	40%	50%	50%	50%	50%	50%	50%
<b>LOT STANDARDS</b>											
Min. lot area (sq. ft.)	8,500	7,500	6,000	4,300	3,000	3,000	3,000	3,500	None	None	None
Min. lot width (ft.)											
Single-family	85	75	60	50	35	35	35	40	40	40	40
Two-family <sup>2</sup>	NA	NA	NA	NA	35	70	NA	75	40	40	40
Other uses	85	75	60	50	35	35	35	85	85	85	85
Min. lot depth (ft.)	90 <sup>4</sup>	90 <sup>4</sup>	90 <sup>4</sup>	80 <sup>4</sup>	None	None	None	90	90	90	90
<b>MIN. SETBACKS (ft.)</b>											
Front	20 <sup>4</sup>	20 <sup>4</sup>	20 <sup>4</sup>	20 <sup>4</sup>	10 <sup>5</sup>	10 <sup>5</sup>	15	10 min. 100 max.	10 min. 100 max.	10 min. 100 max.	10 min. 100 max.
Side (street)	10	10	7.5	7.5	5	NA	NA	15	10 <sup>3</sup> /15	10 <sup>3</sup> /15	10 <sup>3</sup> /15
Side (interior) <sup>6,7</sup>	7.5	7.5	7.5	7.5	5	5	5	10	5 <sup>3</sup> /10	5 <sup>3</sup> /10	5 <sup>3</sup> /10
Rear <sup>7,8</sup>	20	20	15	10	10	20	15	10	10	10	10
Rear, accessory	7.5	7.5	5	5	5	5	5	5	5	5	5
<b>MAXIMUM BUILDING HEIGHT (stories)</b>											
By right	3	3	3	3	2	3	3	3	3	3	3
With building height bonus	NA	NA	NA	NA	NA	NA	NA	NA	5	5	5

**LEGEND:**

- 1 = Parcels 0.5 acres or smaller existing on November 13, 1991, are exempt from minimum density requirements.
- 2 = Assumes both units on one lot. Lot may not be split, unless each individual lot meets minimum lot width requirement for single-family. Lot may not be split when the two-family dwelling is configured vertically.
- 3 = Applicable only for two-family dwellings.
- 4 = Lots abutting a collector or arterial street shall have a minimum depth of 150 feet and a minimum building setback of 50 feet along that street.
- 5 = Attached stoops or porches meeting the standards in sections 30-4.13 and 30-4.14 are permitted to encroach up to five feet into the minimum front yard setback.
- 6 = Except where the units are separated by a common wall on the property line of two adjoining lots. In such instances, only the side yard setback for the end unit is required.
- 7 = Accessory pre-engineered or pre-manufactured structures of 100 square feet or less and one story in height may be erected in the rear or side yard as long as the structure has a minimum yard setback of three feet from the rear or side property line, is properly anchored to the ground, and is separated from neighboring properties by a fence or wall that is at least 75 percent opaque.
- 8 = Accessory screened enclosure structures, whether or not attached to the principal structure, may be erected in the rear yard as long as the enclosure has a minimum yard setback of three feet from the rear property line. The maximum height of the enclosure at the setback line shall not exceed eight feet. The roof and all sides of the enclosure not attached to the principal structure shall be made of screening material.







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# Removing Occupancy Limits

**Strict occupancy requirements** encourage developers to build single-family structures rather than attached housing, which would allow more families to live on the same lot.

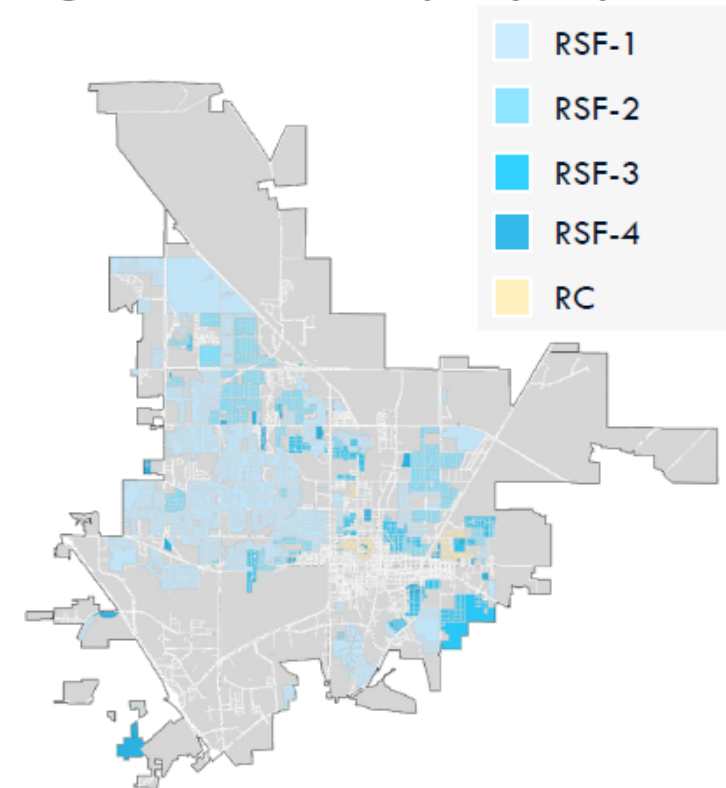
### Occupancy Requirements

Occupancy requirements prohibit more than one family from living in one structure, which in turn excludes households with a diverse range of housing needs and preferences. The Code of Ordinances prohibits more than one family from occupying a dwelling in RSF-1, RSF-2, RSF-3, RSF-4, and RC zoning districts. These districts comprise **61%** of the total residential land area in Gainesville. The requirement is also applicable to residential PDs with a maximum residential density of eight units per acre.

### Bedroom Limits

In the University of Florida Context Area, the City limits the number of bedrooms that can be located within a single structure. This encourages developers to build single-family houses rather than attached houses, which would have a higher total bedroom count. Placing a cap on bedrooms also constrains the housing supply for large households.

### Zoning Districts with Occupancy Requirements





#### ~~Sec. 30-4.10. Occupancy limitation.~~

~~In certain districts, an increase in the number of persons occupying a dwelling beyond one family, as defined in this chapter, is detrimental to the health, welfare, safety, and morals of the citizens of this community, and is a public nuisance that causes deterioration of the surrounding property values.~~

- ~~A. *Applicable districts.* The following zoning districts shall be subject to this section: RSF 1; RSF 2; RSF 3; RSF 4; RC; all PDs designed for residential use at a density of no more than eight dwelling units per acre; and all other PDs as may be specified in the rezoning ordinance.~~
- ~~B. *Unlawful acts.* No owner or landlord shall enter into any agreement, contract, lease, or sublease that allows the occupancy of any dwelling unit in a designated district by more than one family, as defined in this chapter. Any agreement, contract, lease, or sublease that allows such occupancy by more than one family is unlawful and is hereby declared to be contrary to public policy.~~
- ~~C. *Enforcement.* In addition to any other remedy provided for herein, the city manager or designee, upon reasonable cause to believe that this section is being violated, may request the city attorney to take any appropriate action to correct the violation.~~
- ~~D. *Public nuisance.* Any person who violates this section shall be deemed guilty of maintaining a nuisance, and may result in abatement or enjoinder as provided in F.S. §§ 60.05(1) and 60.06.~~



**Amending the bedroom  
limit in UF context zone**

## Proposal: Increase bedroom limit in UF Context Area

3. *Bedroom limit.* Maximum number of bedrooms in multi-family developments located within the University of Florida Context Area.

1. Multi-family developments shall be limited to a maximum number of bedrooms based on the development's maximum residential density allowed by the zoning district multiplied by a ~~2.75~~ 3 multiplier.
2. If additional density is approved through a special use permit, then the multiplier is applied to the total approved density inclusive of any additional units approved by special use permit.
3. The bedroom mix in the development (i.e., the number of units with a specific number of bedrooms) is not regulated by these provisions.
4. Developments with planned development (PD) zoning are not subject to the bedroom multiplier.

The second option is the removal of the bedroom limit altogether.

~~3. *Bedroom limit.* Maximum number of bedrooms in multi-family developments located within the University of Florida Context Area.~~

- ~~1. Multi-family developments shall be limited to a maximum number of bedrooms based on the development's maximum residential density allowed by the zoning district multiplied by a 2.75 multiplier.~~
- ~~2. If additional density is approved through a special use permit, then the multiplier is applied to the total approved density inclusive of any additional units approved by special use permit.~~
- ~~3. The bedroom mix in the development (i.e., the number of units with a specific number of bedrooms) is not regulated by these provisions.~~
- ~~4. Developments with planned development (PD) zoning are not subject to the bedroom multiplier.~~



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# Amending development compatibility standards



**Design and compatibility requirements** increase the cost to build and maintain housing, which raises cost burdens for low-income homeowners and excludes renters.

### Development Compatibility Requirements

The Code of Ordinances uses density restrictions and design requirements to physically separate multifamily and single-family residential development. Not only does this directly exclude residents of multifamily buildings, who tend to be renters, in certain situations owners of multifamily properties must incur the costs related to building and maintaining buffer areas and partitions, which in turn limits the financial feasibility of denser (and more affordable) housing typologies.



*Multifamily property owners must construct and maintain a decorative masonry wall if their property abuts a single-family home.*

# Proposal: Remove restrictive language on setbacks and compatibility

## A. Setbacks.

- ~~1. Whenever a zero foot setback is allowed in a zoning district, it may only be used if the abutting property is within a district that allows the same setback.~~  
~~2. 1.~~ The minimum required side and rear setback for nonresidential and ~~multi-family~~ buildings located on property abutting a ~~single-family~~ [Neighborhood Residential](#) zoning district or the U1 district shall be the same as the setback required on the adjacent residential lot or as determined by the required buffer, whichever is greater.

## B. Limitations on uses. All industrial or commercial activity and uses, except storage of equipment and parking, shall be conducted within completely enclosed buildings when located within 300 feet of any property that is in a ~~single-family~~ [Neighborhood Residential](#) zoning district or the U1 district.

## C. Building height and massing.

Within 100' of the Following Districts:	Max. Building Height	
<del>Single-Family Zoning</del> <a href="#">Neighborhood Residential Zoning</a>	3 stories and 36'	Building facades shall not exceed 60' unless a substantial volume break is provided, such as a volume recess with a minimum 10' depth.
U1	<ul style="list-style-type: none"><li>Measured to the roof peak with a hip, gable, mansard or similar roof where the 3<sup>rd</sup> floor is above the roof line, or</li></ul>	
Historic District (except University Heights-South)		
	<ul style="list-style-type: none"><li>Measured to the top plate of the 3<sup>rd</sup> floor with a flat or similar roof.</li></ul>	
University Heights-South Historic District	4 stories and 60'	
	<ul style="list-style-type: none"><li>Measured to the top plate of the 4<sup>th</sup> floor.</li></ul>	
Within the Following Districts:	Max. Building Height	
Pleasant Street Historic District	3 stories and 36'	
Power District	6 stories, but 3 stories when adjacent to residential zoning, with a step-back of 15' per additional building story up to max. permitted.	

## D. Multi-family developments.

1. Generally. Multi-family development shall contain no more than six dwelling units per building and shall be in the form of single-family dwellings, attached dwellings, or small-scale multi-family when located within 100 feet of any property that is in a ~~single-family~~ [Neighborhood Residential](#) zoning district, the U1 district, or a designated historic district.

## Proposal: Remove restrictive language on setbacks and compatibility

- 2. Abutting single-family property. All new multi-family projects, whether stand alone or part of a mixed-use project, abutting property in a residential district or a planned development district with predominantly residential uses shall comply with the following regulations:
  - a. There shall be no outdoor recreation areas or uses allowed within any required building setback area or landscape buffer between abutting multi-family development and single-family designated properties.
  - b. Active recreation areas (including swimming pools, tennis courts, basketball, and volleyball courts) shall be located away from abutting single-family designated properties and shall be oriented in the development to minimize noise impacts on single-family designated properties.
  - c. There shall be no car washing areas, dumpsters, recycling bins, or other trash/waste disposal facilities placed in the required setback area between multi-family development and properties zoned for single-family [Neighborhood Residential](#).
  - d. Parking lots and driveways located in the area between multi-family and abutting single-family designated properties shall be limited to a single-loaded row of parking and a two-way driveway.
  - ~~•e. A decorative masonry wall (or equivalent material in noise attenuation and visual screening) with a minimum height of six feet and a maximum height of eight feet plus a Type B landscape buffer shall separate multi-family residential development from properties designated single-family residential. However, driveways, emergency vehicle access, or pedestrian/bicycle access may interrupt a continuous wall. If, in the professional judgment of city staff or other professional experts, masonry wall construction would damage or endanger significant trees or other natural features, the appropriate reviewing authority may authorize the use of a fence and/or additional landscape buffer area to substitute for the required masonry wall. There shall be no requirement for a masonry wall or equivalent if buildings are 200 or more feet from abutting single-family properties. In addition, the appropriate reviewing authority may allow an increased vegetative buffer and tree requirement to substitute for the required masonry wall.~~
  - f. The primary driveway access shall be on a collector or arterial street, if available. Secondary ingress/egress and emergency access may be on or from local streets.



211346K



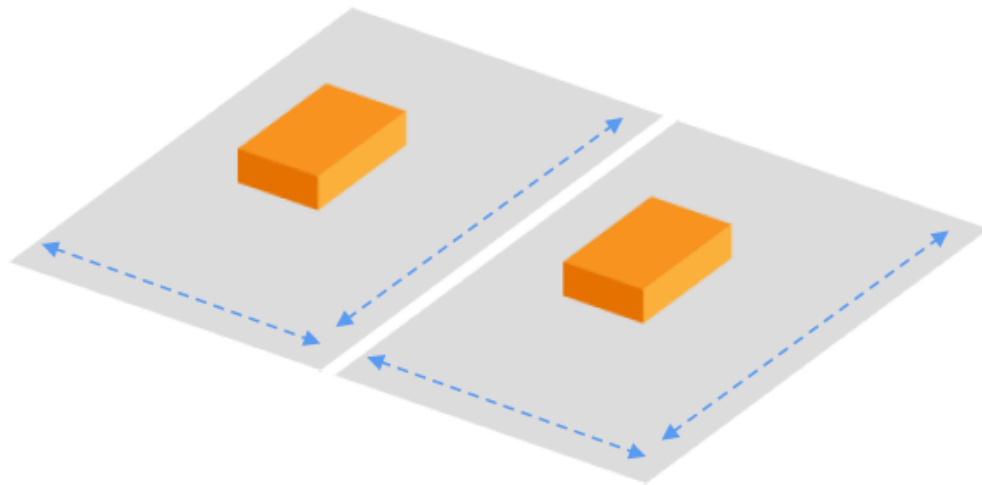
Amending Lot Split and Minor Subdivision Regulations



**Parcel constraints** limit the intensity of use of a *group* of parcels, reducing the likelihood that new, large housing developments include diverse housing types at a range of prices.

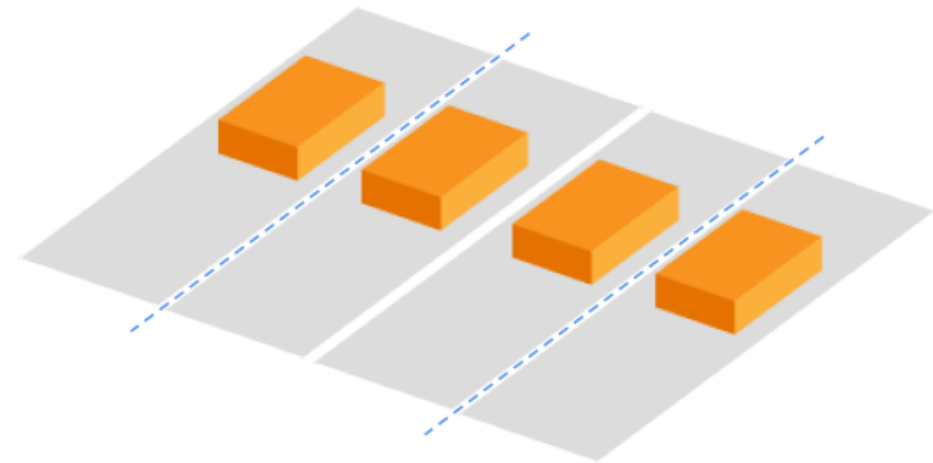
### Minimum Lot Dimensions

Lot dimension requirements include minimums on lot width, depth, and overall area. In combination with lot utilization constraints, such requirements result in fewer single-family houses that can be built in an area.



### Lot Split Limits

Lot split limits in minor subdivisions prevent developers and existing homeowners from subdividing larger lots to accommodate additional housing units at a more affordable price point.



# Proposal: Simplify subdivision and lot split regulations

## Sec. 30-2.1. – Definitions.

*Lot split* means the division of a single tract of land into two lots or parcels, ~~where there are no roadway, drainage or other required improvements,~~ and where the resultant lots comply with the standards of this chapter.

## Sec. 30-3.34. – Lot splits and lot line adjustments.

A. *Lot splits.* Lot splits shall be processed as follows:

1. *Lot split restrictions.*

- ~~a. Lot splits are not permitted in minor subdivisions approved in accordance with the provisions of this chapter.~~  
Lots created by a previous split or minor subdivision may only be split or further divided through a minor subdivision or record plat approved in accordance with the provisions of this chapter.
- ~~b. No further division of an approved lot split is permitted, unless a minor subdivision or record plat is prepared and submitted in accordance with this chapter.~~
- ~~c. Only those lot splits that do not require any street, sidewalk, bikeway, bridge, drainage facility, screening wall or any other improvement required under this chapter may be processed under this section.~~ Lots created through a lot split must conform to the standards below. Where lots do not meet the standards outlined below, appropriate land rights that would allow for the development of required improvements must be granted and recorded by the property owner.

# Proposal: Simplify subdivision and lot split regulations

## 3. Review

- a. A pre-application meeting with staff is required.
- b. *Application.* After a mandatory pre-application conference with staff, an application shall be completed on a form prescribed by the city and submitted together with the following:
  - i. A boundary survey and lot split for the proposed division prepared by a professional land surveyor registered in the state according to F.S. Ch. 472. The proposed lot split shall show the intended division, legal descriptions, and acreage for the parent parcel and proposed lots.
  - ii. A statement indicating the location where water or sanitary sewer service is available to the property, and a statement indicating that all utility service shall be installed beneath the surface of the ground in accordance with section 30-8.2.
- c. Upon receipt of a completed application, the several departments of the city shall review and provide comment.
- d. If the proposed lot split meets the conditions of this section and otherwise complies with all applicable laws and ordinances, the city manager or designee shall approve the lot split ~~by affixing his or her signature to the application form.~~
- e. Upon approval of the lot split, the city shall record the split on the appropriate maps and documents in the city. In addition, the applicant shall file lot splits with the Alachua County Property Appraiser's office and in the public records of Alachua County.



- Increase density for U1
- Remove side setback requirements for U4 - U7
- Incorporate language to allow for housing development surrounding a common green space.

- Increase density for U1
- Remove side setback requirements for U4 - U7
- Incorporate language to allow for housing development surrounding a common green space.

TRANSECT	U1	U2	U3	U4	U5	U6	U7	U8	U9	DT	
<b>A. BLOCK STANDARDS</b>											
Block perimeter (max. feet)	2,600'								2,000'	1,600'	
<b>B. LOT CONFIGURATION</b>											
Lot width (min. feet)	34'								18'	18'	
<b>C. DEVELOPMENT INTENSITY</b>											
Nonresidential building coverage (max)	60%								80%	90%	100%
Residential density by right/with bonus <sup>2</sup> (max. units per acre)	8 <u>12</u>	15	20	20	75	50/60	50/60	60/80	100/125	150/175	
<b>D. BUILDING FRONTAGE</b>											
Primary frontage (min)	50%								60%	70%	80%
Secondary frontage (min)	30%								40%	50%	60%
<b>E. BUILDING PLACEMENT</b>											
min-max. from curb											
min. landscape/min. sidewalk/min. building frontage											

TRANSECT	U1	U2	U3	U4	U5	U6	U7	U8	U9	DT
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E. BUILDING PLACEMENT										
min-max. from curb										
min. landscape/min. sidewalk/min. building frontage										



## Sec. 30-4.13. Building form standards:

Remove side  
setback  
requirements for  
U4 - U7 to allow  
for zero lot line  
housing on  
individual lots.

TRANSECT	U1	U2	U3	U4	U5	U6	U7	U8	U9	DT
Storefront Street	20'-25' 5'/10'/5'	20'-25' 5'/10'/5'							20'-25' 5'/10'/5'	20'-25' 4'/10'/5'
Principal Street	17'-37' 6'/6'/5'	17'-27' 6'/6'/5'							17'-27' 6'/6'/5'	17'-27' 6'/6'/5'
Thoroughfare Street	19'-100' 6'/6'/5'	19'-100' 8'/6'/5'							19'-100' 8'/6'/5'	19'-100' 8'/6'/5'
Local Street	15'-35' 5'/5'/5'	15'-20' 5'/5'/5'							16'-21' 5'/6'/5'	15'-20' 4'/6'/5'
F. BUILDING SETBACKS										
Side interior setback (min)	5'	5'	5'	<del>5'</del> <u>0'</u>	<del>5'</del> <u>0'</u>	<del>5'</del> <u>0'</u>	<del>5'</del> <u>0'</u>	0'	0'	0'
Rear setback (min)	15'	3' (alley) 10' (no alley)							3' (alley) 5' (no alley)	3' (alley) 0' (no alley)



## Sec. 30-3.36. Minor subdivisions.

Each lot in the minor subdivision must front for the entire required minimum lot width on a public street or an approved private street, except in minor subdivisions where the lots are organized around a centrally-located common greenspace and individual owners are provided legal rights to ingress and egress to a public street or an approved private street.



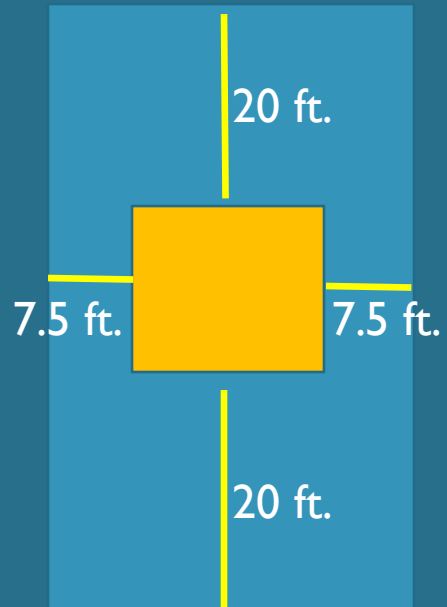


# Thank You

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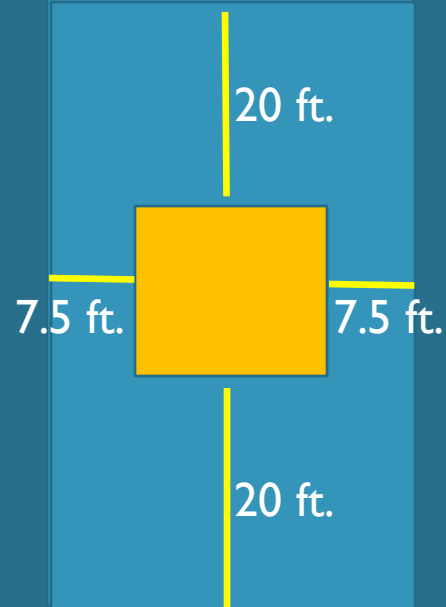
# Existing Setbacks In Single Family and RC Zones

## RSF-1



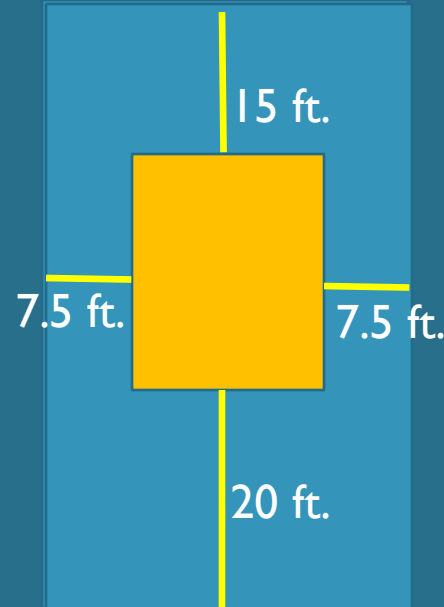
Front: 20 ft.  
Side (Street): 10 ft.  
Side (Interior): 7.5 ft.  
Rear: 20 ft.  
Rear accessory: 7.5 ft.

## RSF-2



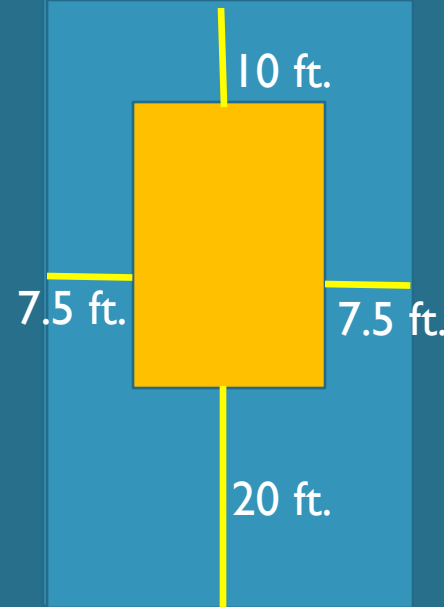
Front: 20 ft.  
Side (Street): 10 ft.  
Side (Interior): 7.5 ft.  
Rear: 20 ft.  
Rear accessory: 7.5 ft.

## RSF-3



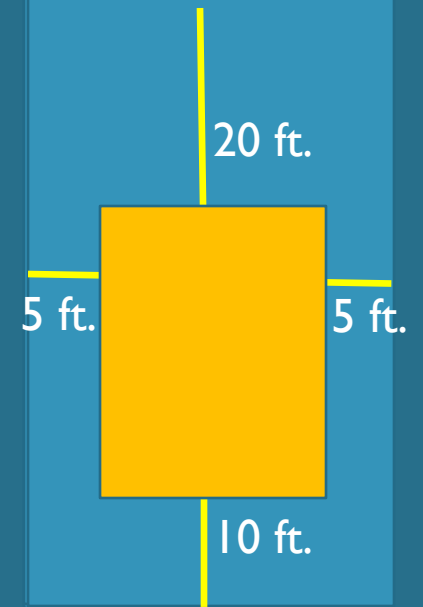
Front: 20 ft.  
Side (Street): 7.5 ft.  
Side (Interior): 7.5 ft.  
Rear: 15 ft.  
Rear accessory: 5 ft.

## RSF-4



Front: 20 ft.  
Side (Street): 7.5 ft.  
Side (Interior): 7.5 ft.  
Rear: 10 ft.  
Rear accessory: 5 ft.

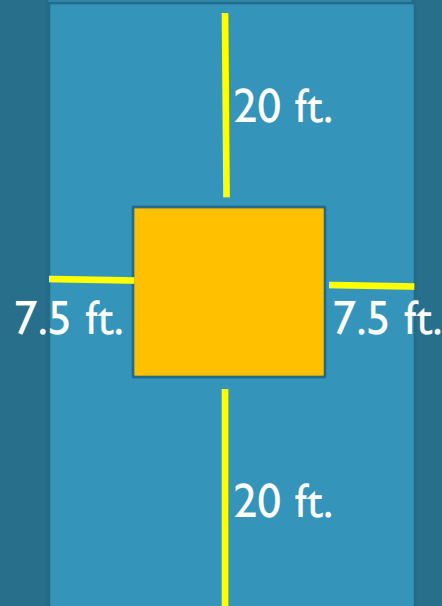
## RC



Front: 10 ft.  
Side (Street): NA  
Side (Interior): 5 ft.  
Rear: 20 ft.  
Rear accessory: 5 ft.

# Proposed Setbacks

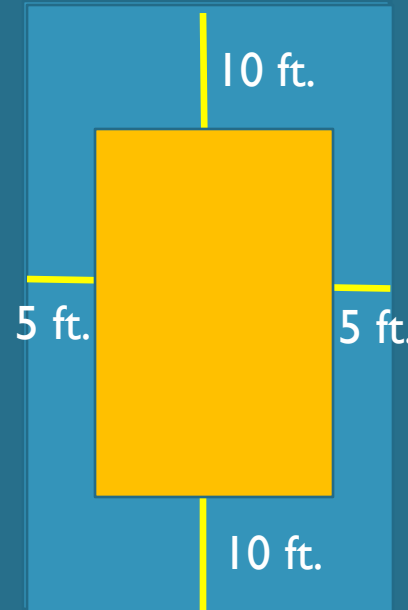
## RSF-I Existing



Front: 20 ft.  
Side (Street): 10 ft.  
Side (Interior) 7.5 ft.  
Rear: 20 ft.  
Rear accessory: 7.5 ft.



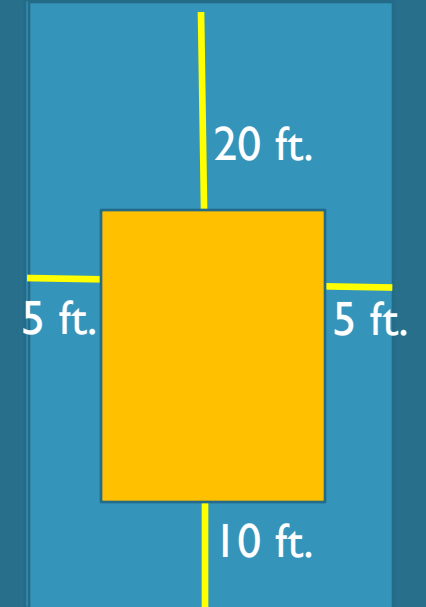
## NR Proposed



Front: 10 ft.  
Side (Street): 5 ft.  
Side (Interior) 5 ft.  
Rear: 10 ft.  
Rear accessory: 5 ft.



## RC Existing



Front: 10 ft.  
Side (Street): NA  
Side (Interior) 5 ft.  
Rear: 20 ft.  
Rear accessory: 5 ft.



# Existing Dimensions Standards In Single Family and RC Zones

## RSF-1



Min. Lot Area: 8,500 Sq. Ft.  
Min. Lot Width: 85 Ft.  
Min. Lot Depth: 90 Ft.

## RSF-2



Min. Lot Area: 7,500 Sq. Ft.  
Min. Lot Width: 75 Ft.  
Min. Lot Depth: 90 Ft.

## RSF-3



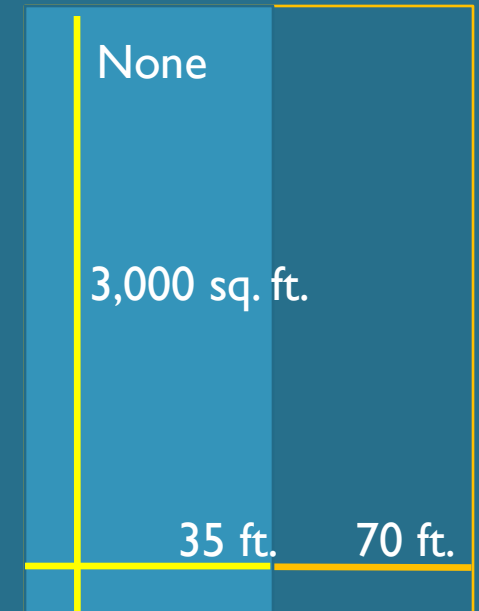
Min. Lot Area: 6,000 Sq. Ft.  
Min. Lot Width: 60 Ft.  
Min. Lot Depth: 90 Ft.

## RSF-4



Min. Lot Area: 4,300 Sq. Ft.  
Min. Lot Width: 50 Ft.  
Min. Lot Depth: 80 Ft.

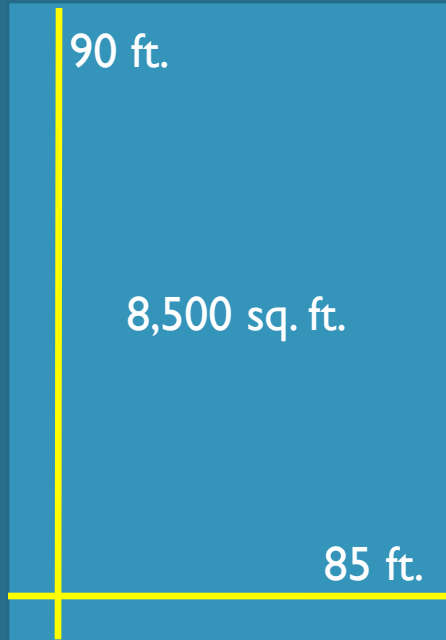
## RC



Min. Lot Area: 3,000 Sq. Ft.  
Min. Lot Width: 35 Ft.  
Min. Lot Width (two family): 70 Ft.  
Min. Lot Depth: None

# Proposed Site Dimensions

## RSF-I



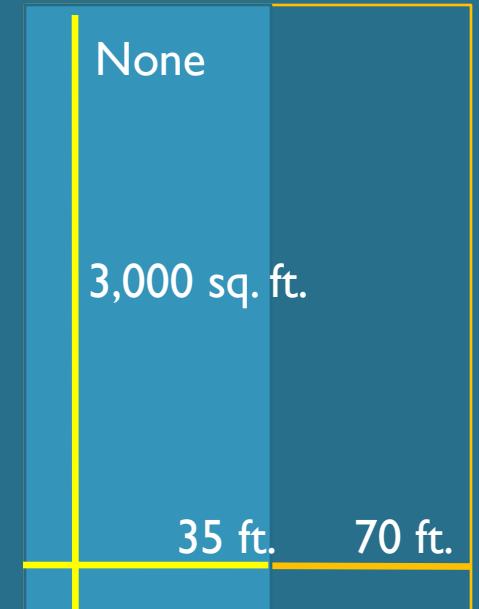
Min. Lot Area: 8,500 Sq. Ft.  
Min. Lot Width: 85 Ft.  
Min. Lot Depth: 90 Ft.

## NR



Min. Lot Area: 3,000 Sq. Ft.  
Min. Lot Width: 35 Ft.  
Min. Lot Width (NS Multi-Family): 70 Ft.  
Min. Lot Depth: None

## RC



Min. Lot Area: 3,000 Sq. Ft.  
Min. Lot Width: 35 Ft.  
Min. Lot Width (two family): 70 Ft.  
Min. Lot Depth: None

# Existing Density In Single Family and RC Zones

## RSF-1

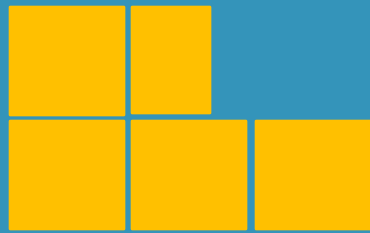
3.5 units per acre



1 Acre

## RSF-2

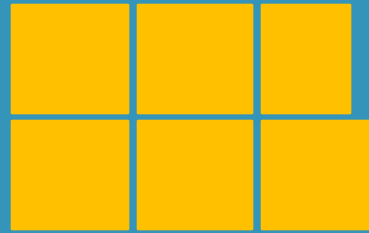
4.6 units per acre



1 Acre

## RSF-3

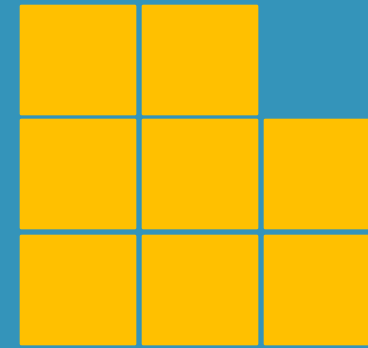
5.8 units per acre



1 Acre

## RSF-4

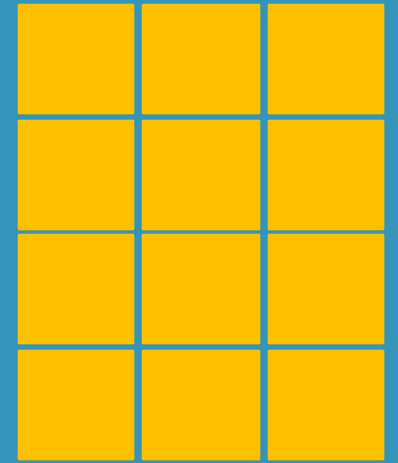
8 units per acre



1 Acre

## RC

12 units per acre



1 Acre



# Proposed Density

## RSF-1

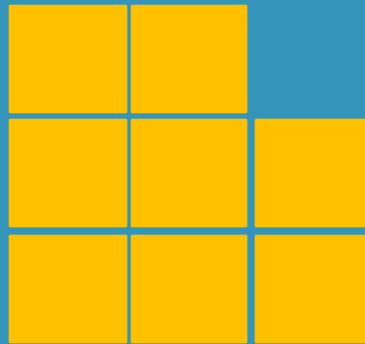
3.5 units per acre



1 Acre

## RSF-4

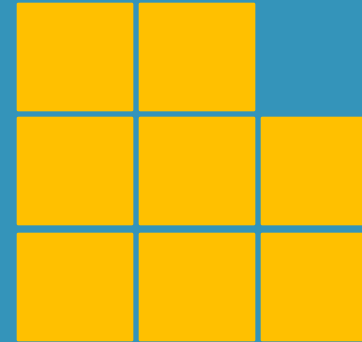
8 units per acre



1 Acre

## NR

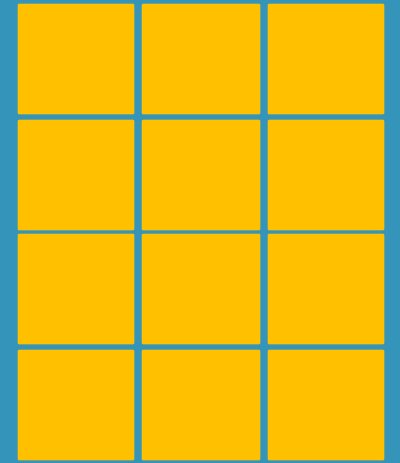
8 units per acre



1 Acre

## RC



12 units per acre



1 Acre

Reducing lot utilization constraints creates more opportunities for families to access new housing at a lower price point.

Changing the number of units built on a single site means that units are delivered at different **price points** based on the intensity of the use.

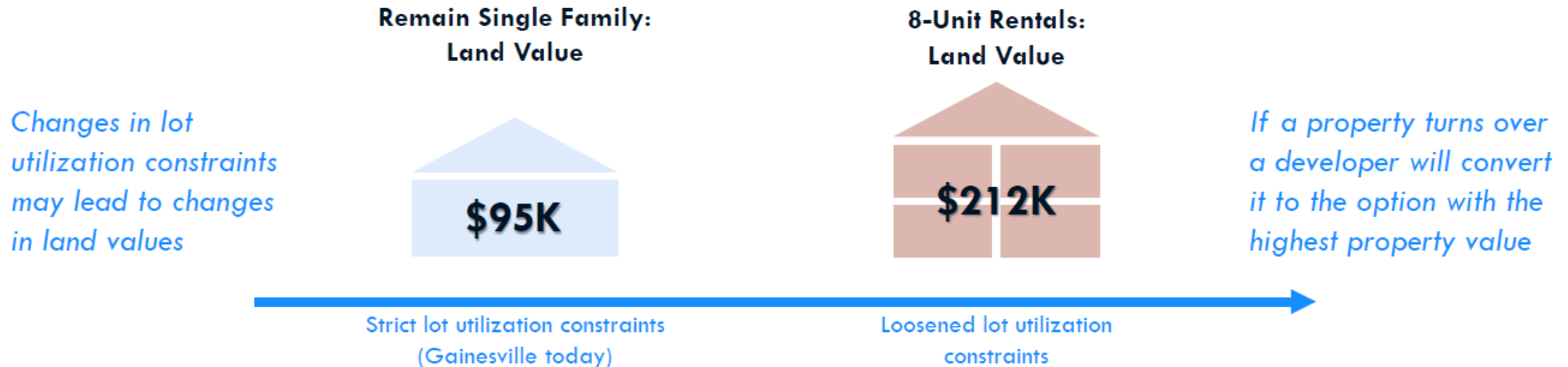
	 <b>Remain Single Family</b>	 <b>8-Unit Rentals</b>
<b>Home Price/Rent of New Housing</b>	<b>\$378K</b>	<b>\$1,500 per unit</b>
<b>Annual HH Income Needed to Afford*</b>	<b>\$78K</b>	<b>\$61K</b>
<b>Families Housed per Parcel</b>	<b>1</b>	<b>8</b>

\*Assumes a housing cost burden ratio of 30% as per the United States Department of Housing and Urban Development.

Sources: Zillow, CoStar

Loosening lot utilization constraints would encourage developers to build different, denser housing typologies that house more families.

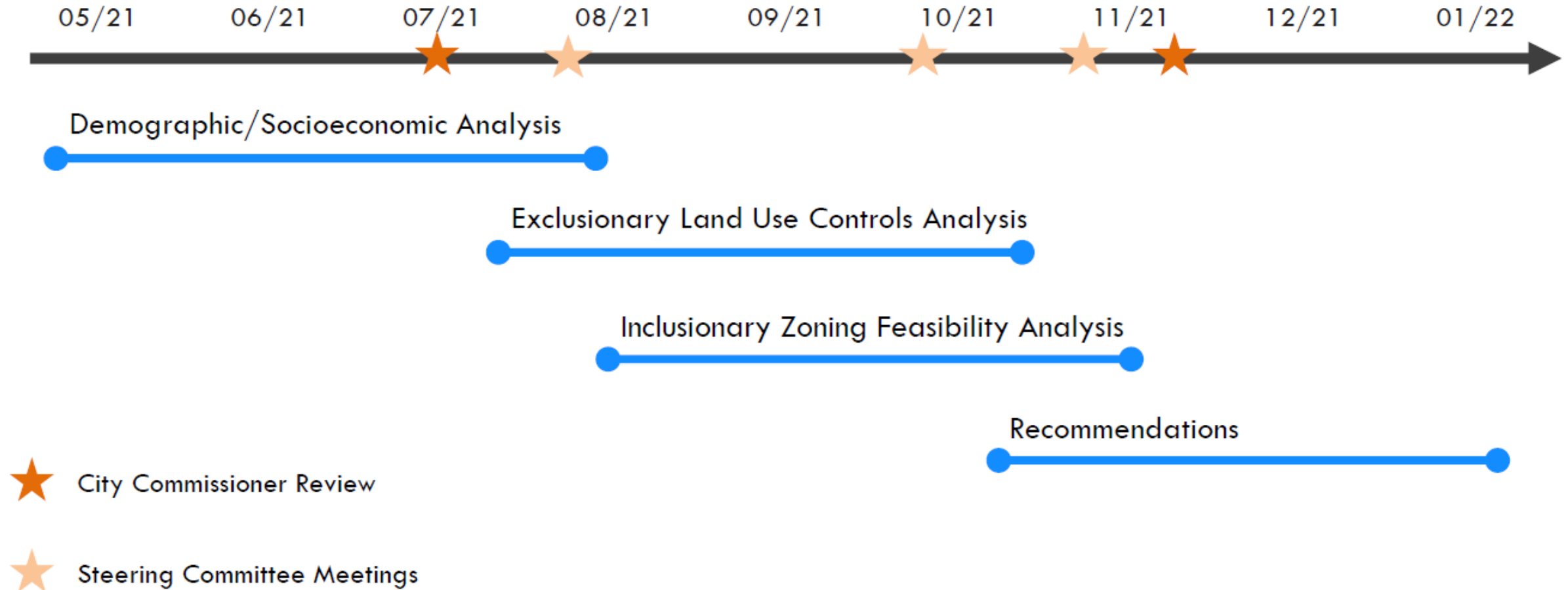
HR&A analyzed development costs at the parcel level for a typical 8,500 SF lot in Gainesville and modeled land-owners decisions in response to reducing residential density limits. When developers are less constrained on a lot, they will build the number of units that maximizes the land value. Analyzing the **land value\*** of different typologies on the same lot demonstrates this decision-making.



\*"Land value" in this context refers to residual land value (RLV), or the price an investor will pay in a market, arms-length transaction for a piece of property and its development rights, calculated based on anticipated revenues, total development costs, and required return threshold. The 8-unit rental scenario assumes 2-bedroom units of 980 SF using the same lot coverage limits as the baseline scenario but no density limit. Sources: CoStar, Zillow, Gainesville parcel data.



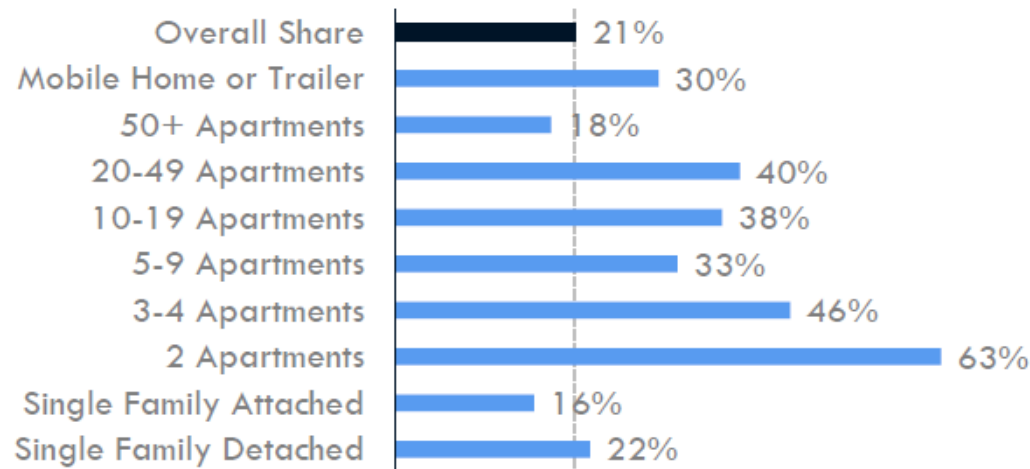
# EZ/IZ Timeline



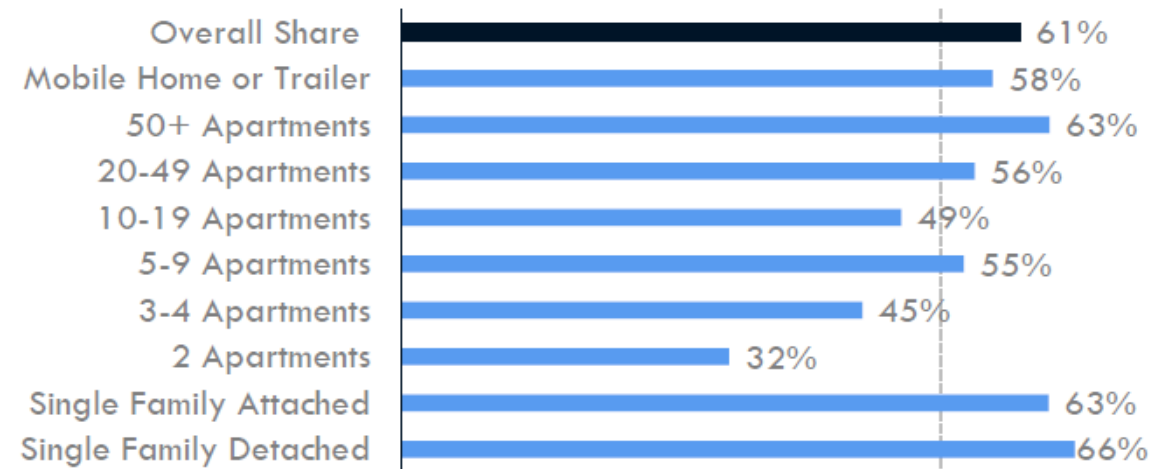
Race determines not only where people live in Gainesville, but also the type of housing in which they live.

Gainesville's Black population occupies "missing middle" housing, or buildings with 2-4 units, at a high rate relative to the population, while white households are underrepresented in this typology. White households are more likely to live in single-family homes (which are typically owned, rather than rented) and large apartment complexes. The differences in occupancy by race reflect housing affordability trends. In Gainesville, missing middle housing tends to be more affordable to low- and middle-income residents compared to single-family homes and multifamily buildings.

**Share of Black Households by Housing Type  
(Non-Student)**



**Share of Non-Hispanic White Households by  
Housing Type (Non-Student)**



Source: Public Use Microdata Sample (PUMS) ACS 2019 (5-Year Estimates)

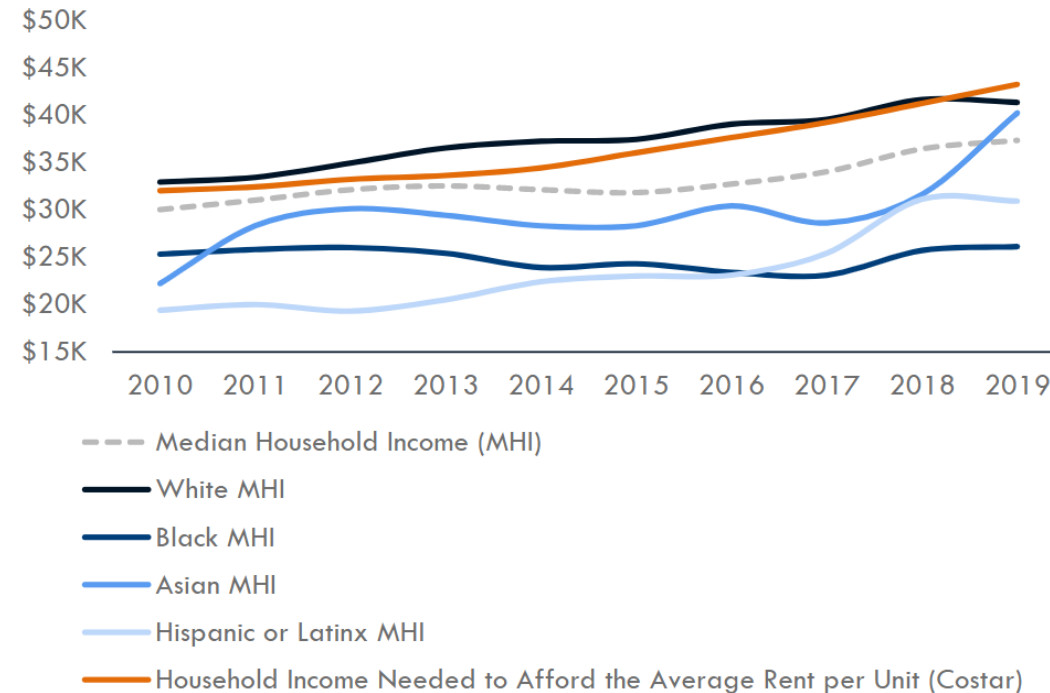
**Existing Conditions |** Extreme housing cost burden, driven primarily by low incomes, is a key driver of housing instability in Gainesville.



### Housing Cost Burden

- Renters across all racial groups earning <\$35K annually experience high rates of housing cost burden.
- Race is a predictor of household income and poverty in Gainesville. Only white and Asian households earn above Gainesville's median household income. Black households make 73% of the median.
- The average rental unit is currently only affordable to the typical white or homeowner household in Gainesville.

**Income at which Average Rental Unit is Affordable by Race (All)**



Source: Social Explorer – ACS 2019 (5-Year Estimates)



Land use regulations shape the amount, type, and location of newly developed housing, which ultimately affect the cost and affordability of housing.



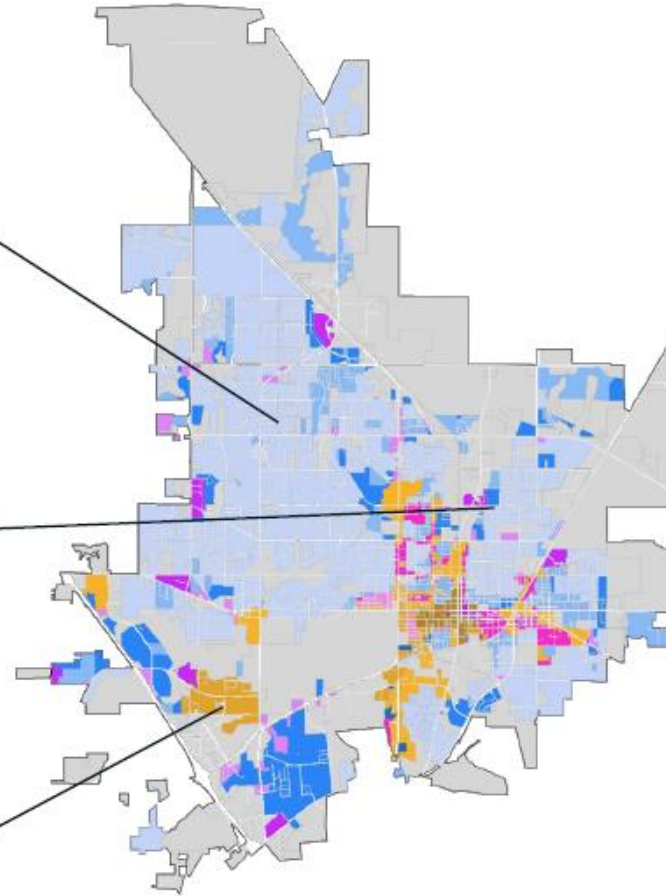
**Springtree** | Single-Family | 1977



**Chelsea Apts.** | Rental | 1992



**Integra 24** | Rental | 2020



Land use is important because allowing housing supply to grow to match demand is the foundation of creating affordability in a housing market. Without sufficient supply and a range of housing options, all other housing strategies are less effective and more costly.

### Legend

- |                    |                        |
|--------------------|------------------------|
| Single-Family      | Mixed-Use High         |
| Residential Low    | Mixed-Use Residential  |
| Residential Medium | Mixed-Use Office/Resi. |
| Residential High   | Urban Mixed-Use        |
| Mixed-Use Low      | Urban Mixed-Use High   |
| Mixed-Use Medium   | Urban Core             |