



Planning and Development Services

Land Development Code Update

City Commission Public Hearing March 30, 2015

(Legistar No. 140817)



Planning and Development Services

PB-14-40 CPA - Comp. Plan Text Amendment

PB-14-41 TCH - Land Dev. Code Amendment

PB-14-42 LUC - Future Land Use Map Changes

PB-14-43 ZON - Zoning Map Changes

AGENDA

- **INTRODUCTION**

- **ISSUES FOR COMMISSION POLICY DIRECTION**
 - Residential Density
 - Building Heights
 - Minimum parking requirements
 - Gas stations and Drive-through facilities

- **PETITIONS**
 - PB-14-40 CPA
 - PB-14-41 TCH
 - PB-14-42 LUC
 - PB-14-43 ZON

LAND DEVELOPMENT CODE UPDATE

- Eliminate several Special Area Plans and incorporate common elements into new zoning districts
- Reformat the code to improve ease of use
- Consolidate, standardize, and streamline regulations
- Simplified regulation of uses
- Incorporate process improvements for development review
- More flexibility for small business development
- Incorporate additional neighborhood protections and more transparency

COMMISSION POLICY DIRECTION

- Residential density
- Building height
- Minimum parking requirements
- Gas stations and drive-through facilities

RESIDENTIAL DENSITY

- Based on input from the Neighborhood workshops, follow-up neighborhood meetings, and various stakeholder meetings Planning staff had recommended reducing residential densities in several of the proposed districts in order to more directly reflect the densities allowed in existing districts.

CHANGES IN LAND USE DENSITY

Existing Future Land Use Category	Proposed Future Land Use Category
Residential Low (up to 12 du/acre)	Residential Low (up to 15 du/acre)
Office (up to 20 du/acre)	Mixed-Use Office/Residential (up to 20 du/acre)
Mixed-Use Low (8-30 du/acre) Mixed-Use Medium (12-30 du/acre)	Urban Mixed Use (up to 100 du/acre & an additional 25 du/acre by SUP)
UMU 1 (8-75 du/acre & an added 25 du/acre by SUP) UMU-2 (10-100 du/acre & an added 25 du/acre by SUP)	Urban Mixed-Use High Intensity (10-150 du/acre; & an additional 25 du/acre by SUP)
Mixed-Use High (up to 150 du/acre)	Urban Core (up to 200 du/acre; & an additional 25 du/acre by SUP)

EXISTING & PROPOSED DENSITY PER ACRE

Existing Zoning	Proposed Zoning Districts
CCD = 150 units	T-6 = 200 units (225 w/SUP)
UMU-2 = 100 units (125 w/SUP)	T-5 = 150 units (175 w/SUP)
UMU-1 = 75 units (100 w/SUP) MU-2 = 30 units BUS, BA, BT = N/A	T-4M2 = 100 units (125 w/SUP)
BUS, BA, BT = N/A	T-4C = 50 units (60 w/SUP)
MU-1 = 30 units RH-1 = 43 units RH-2 = 100 units RMU = 75 units	T-4M1 = 50 units (60 w/SUP)
OF = 20 units OR = 20 units RMF-6 thru RMF-8 = 15, 21, 30 units	T-4OR = 20 units
RMF-5 and RC = 12 units	T-4R = 15 units

RESIDENTIAL DENSITY

STAFF RECOMMENDATION TO PLAN BOARD:

1. Reduce T-4M1 from 60/80 units per acre to 50/60 (Approved)
2. Reduce T-4M2 from 100/125 units per acre to 60/80
3. Reduce T-5 from 150/175 units per acre to 100/125
4. Reduce T-6 from 200/225 units per acre to 150/175

BUILDING HEIGHT

- Based on input from the Neighborhood workshops, follow-up neighborhood meetings, and various stakeholder meetings Planning staff had recommended reducing building heights in several of the proposed districts in order to more directly reflect the existing height limits.

BUILDING HEIGHTS BY LAND USE

Existing Future Land Use Category	Proposed Future Land Use Category
Office 5 stories & 8 stories by SUP	MU Office/Residential – 3 stories
Mixed-Use Low – 5 stories Mixed-Use Med. – 5 stories & 8 by SUP	Urban Mixed Use – 4-6 stories based on zoning district & up to 8 with height bonus for T-4 M2
UMU-1 – 6 stories UMU-2 – 6 stories & 8 by SUP	Urban Mixed Use High Intensity – 8 stories & 10 with height bonus
Mixed-Use High – FAR not to exceed 10	Urban Core – 12 stories & 14 with height bonus

BUILDING HEIGHTS BY ZONING DISTRICT

Existing Zoning	Proposed Zoning Districts
CCD = 12 stories (additional w/SUP)	T-6 = 12 stories (14 w/bonus)
UMU-2 = 6 stories (8 w/SUP)	T-5 = 8 stories (10 w/bonus)
UMU-1 = 6 stories MU-2 = 5 stories (8 w/SUP) BUS, BA, BT = 5 stories (8 w/SUP)	T-4M2 = 6 stories (8 w/bonus)
MU-1 = 5 stories (8 w/SUP) RH-1 and RH-2 = 5 stories RMU = 3 or 4 stories (per College Park SAP)	T-4M1 = 4 stories (5 w/bonus)
OF = 5 stories (8 w/SUP) OR = 35' RMF-6 thru RMF-8 = 3 stories (5 w/SUP)	T-4OR = 3 stories
RMF-5 and RC = 3 stories	T-4R = 3 stories
RSF-1 thru RSF-4 = 35'	T-3 = 3 stories

BUILDING HEIGHTS

STAFF RECOMMENDATION TO PLAN BOARD:

1. Reduce T-4M1 from 4 stories (6 by bonus) to 4 (5 by bonus)
(Approved)
2. Reduce T-4M2 from 6 stories (8 by bonus) to 5 (6 by bonus)
3. Reduce T-5 from 8 stories (10 by bonus) to 6 (8 by bonus)

MINIMUM PARKING REQUIREMENTS

- Many of the City's Special Area Plans and zoning districts around downtown and the university do not require a minimum amount of parking
- Areas outside of these Special Area Plans require minimum parking
- The College Park and the southernmost district of the SW 13th Street Special Area Plans require a reduced amount of minimum parking

PARKING – AMOUNTS

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Minimum Vehicular Parking:

<u>Zoning or Special Area Plan</u>	<u>Residential</u>	<u>Non-residential</u>
University Heights	None	None
College Park	One per 2 bedrooms	None
Traditional City	None	None
Central Corridors	None	None
13 th Street SAP	None in Districts 1 & 2 25% in District 3	None in Districts 1 & 2 25% in District 3
Other Zoning or SAPs (Sec. 30-322)	One per bedroom	One per 250 sq ft (retail) One per 300 sq ft (office) One per 500 sq ft (industrial)

PARKING REQUIREMENTS

Minimum parking amounts:
Staff proposal to Plan Board:

<u>Zoning or Special Area Plan</u>	<u>Residential</u>	<u>Non-residential</u>
Urban Core (T-6) & Urban Mixed Use High (T-5)	None	None
All other transect zoning districts	One per 3 bedrooms	None
All other Zoning Districts outside of transect area	One per bedroom	One per 250 sq ft (retail) One per 300 sq ft (office) One per 500 sq ft (industrial)

PARKING REQUIREMENTS

Minimum parking amounts:

Plan Board Recommendation:

<u>Zoning or Special Area Plan</u>	<u>Residential</u>	<u>Non-residential</u>
Transect zoning districts: T-6, T-5, T4-M2, T-4 M1, and T4-OR	None	None
Urban corridor (T-4 C)	25% of required parking	25% of required parking
All other Zoning Districts outside of transect area	One per bedroom	One per 250 sq ft (retail) One per 300 sq ft (office) One per 500 sq ft (industrial)

PLAN BOARD RECOMMENDATION:

DRIVE-THROUGHS

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- Eliminate requirement for SUP for drive-throughs that meet code
- Allow drive-throughs that meet code by right in the T4-C, T4-M2, T-5, and T-6 zoning districts Incorporate standards from the TMPA into Code for all drive-throughs in the City (adequate queuing space, landscaping, safe pedestrian paths, drive-through lane location)
- Within transect zones, drive-throughs have additional standards:
 - Limited to 1 drive through lane, or
 - Located within a mixed-use development, or
 - Integrated into a larger building

PLAN BOARD RECOMMENDATION:

GAS STATIONS

140817E

- Move design requirements from the Comprehensive Plan into the Land Development Code
- Allow gas stations and convenience stores with accessory fueling positions by right in the Mixed-Use Corridor (T4-C) and Urban Mixed-Use 2 (T4-M2) zoning districts
- Allow by Special Use Permit in Urban Mixed-Use 1 (T4-M1), along busier streets
- Incorporate standards from the TMPA into Code for all gas stations and convenience stores with accessory fuel pumps in the City
- Standards include fuel pump locations behind the building, minimum glazing, front entrance, safe pedestrian access

PLAN BOARD RECOMMENDATION: GAS STATIONS

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- Add gas stations as a use by right to T-4C and T4-M2, but retain the Central Corridors limitation on 4 fueling positions
- Outside the transect area, allow for up to 6 fueling positions by right, up to 10 within $\frac{1}{4}$ mile of an I-75 interchange, and up to 12 by Special Use Permit or a PD rezoning

ALTERNATIVE RECOMMENDATION: GAS STATIONS

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- Permit additional fueling positions as listed below with enhanced neighborhood compatibility standards:
- Within all zoning districts where gas stations are a permitted use, up to 6 fueling positions are permitted by right.
- Allow up to 12 fueling positions by right within ¼ mile of any I-75 interchange
- Within all zoning districts where gas stations are a permitted use, allow through a SUP or a PD rezoning up to 12 fueling positions



Planning and Development Services

PB-14-40 CPA Comprehensive Plan Text Amendments

3/30/15

OVERVIEW

- 1) Addition of new future land use categories (new categories will implement new zoning districts)
- 2) Deletion of future land use categories
- 3) Changes in Office land use category
- 4) Central Corridors design standards removed from Transportation Mobility Element
- 5) Change of policy language about automobile-oriented developments to reference updated Land Development Code

ADDED FUTURE LAND USE CATEGORIES

4 new FLU categories:

1. Mixed-Use Office/Residential (up to 20 units/acre)
2. Urban Mixed-Use (up to 100 units/acre & 25 additional by SUP)
3. Urban Mixed-Use High Intensity (10-150 units/acre & 25 additional by SUP)
4. Urban Core (up to 200 units/acre & 25 additional by SUP)

DELETED FLU CATEGORIES

4 FLU categories deleted:

1. Mixed-Use Residential
2. Urban Mixed-Use 1
3. Urban Mixed-Use 2
4. Mixed-Use High Intensity

FLU CATEGORIES & ZONING DISTRICTS

Future Land Use Category	Zoning District
Res. Low-Density (up to 15 units/acre)	T-4 R: Urban Residential Low Density
Mixed-Use Office/Residential (up to 20 units/acre)	T-4 OR: Urban Office/Residential
Urban Mixed Use (up to 100 units/acre & an additional 25 units/acre by SUP)	T-4 M1: Urban Mixed-Use 1; T-4 M2: Urban Mixed-Use 2; & T-4 C: Mixed-Use Urban Corridor
Urban Mixed Use High Intensity (10-150 units/acre; & an additional 25 units/acre by SUP)	T-5: Urban Mixed-Use High Intensity
Urban Core (up to 200 units/acre; & an additional 25 units/acre by SUP)	T-6: Urban Core

CHANGES IN OFFICE CATEGORY

Proposed changes:

1. Allow hospitals & large-scale medical facilities up to 14 stories by SUP when located in MD zoning
2. Addition of new non-office type uses such as restaurants & retail of limited size (set in LDC) by SUP

TRANSPORTATION MOBILITY CHANGES

Proposed changes to Transportation Mobility Element:

1. Delete references to the Central Corridors design standards (replaced by text in the updated Land Development Code)
2. Amended text concerning auto-oriented uses such as drive-through facilities, gas stations, & structured parking to reference the updated Land Development Code

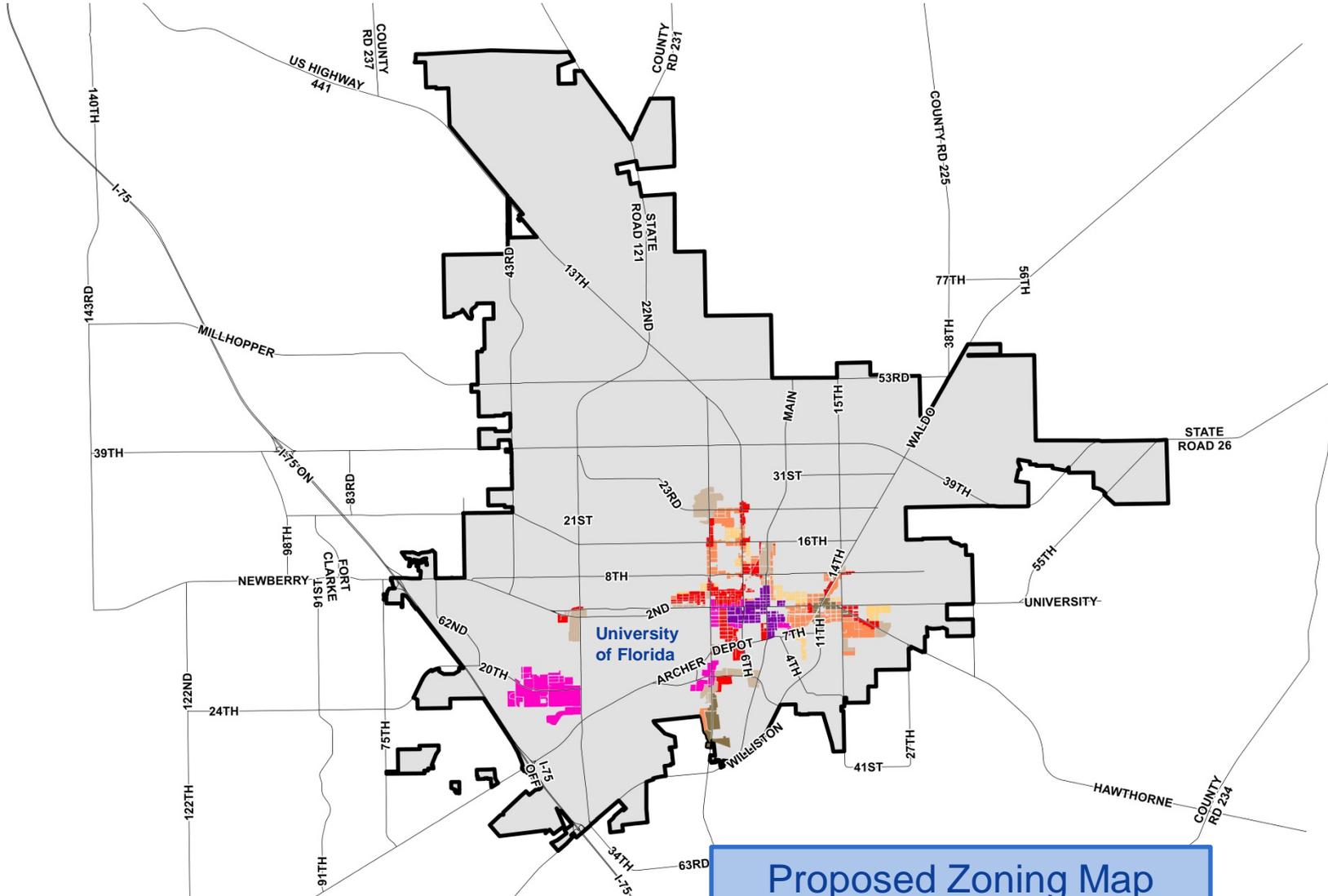


Planning and Development Services

PB-14-41 TCH Land Development Code Amendment

3/30/15

PROPOSED ZONING MAP 140817E



Proposed Zoning Map
(5.1% of City land area)

REPLACE SPECIAL AREA PLANS

Replace the following Special Area Plans:

College Park

University Heights

Traditional City

SW 13th Street

SEGRI

Central Corridors

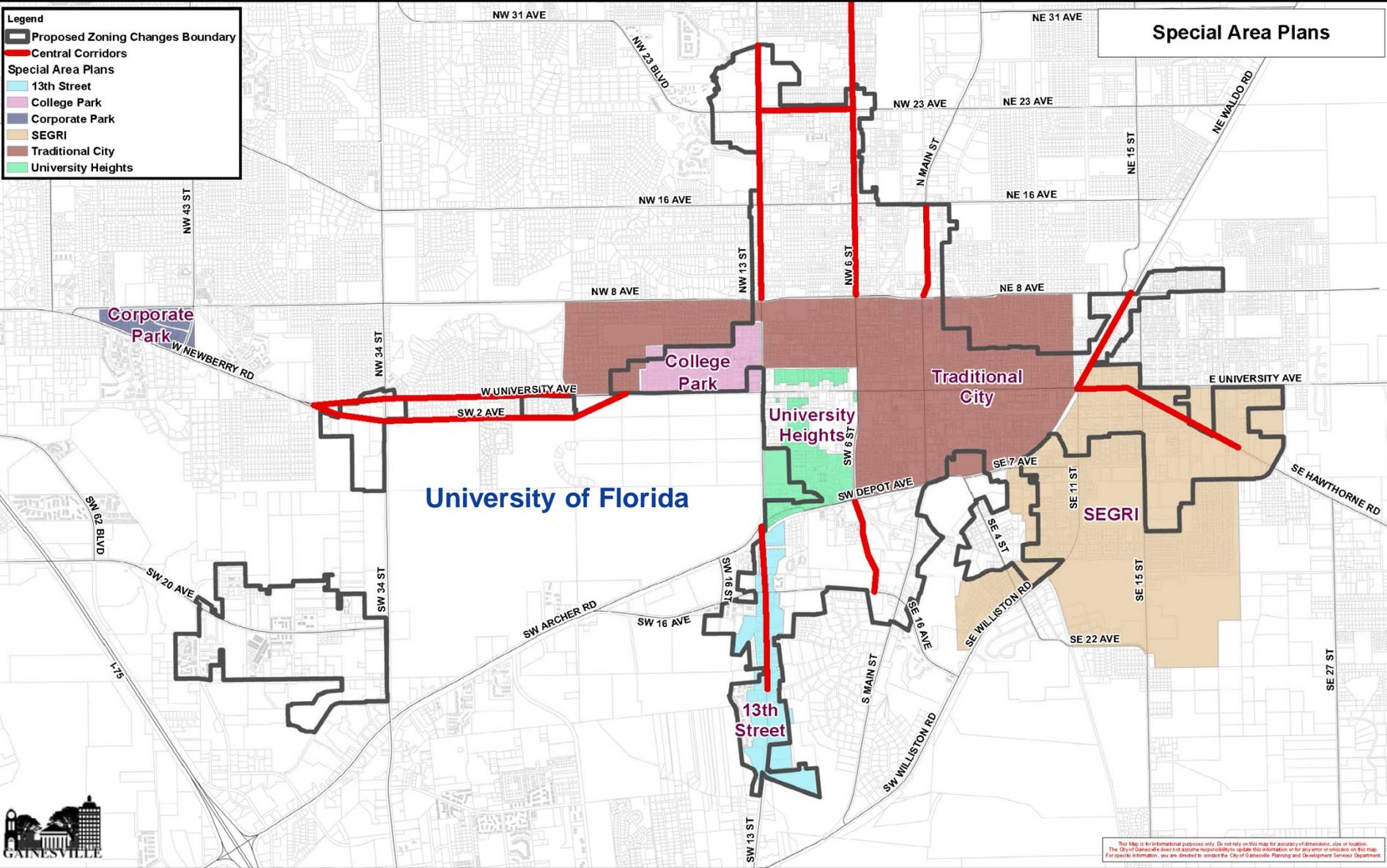
SPECIAL AREA PLANS

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Legend

- Proposed Zoning Changes Boundary
- Central Corridors
- Special Area Plans
 - 13th Street
 - College Park
 - Corporate Park
 - SEGR
 - Traditional City
 - University Heights

Special Area Plans



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NEW ZONING DISTRICTS

Single Family Residential (T-3) – includes single-family development and some institutional uses

Urban Residential Low-Density (T-4R) – includes single-family, attached dwellings, small-scale multiple family, and some institutional uses

Urban Office/Residential (T-4OR) – includes single-family, multiple-family, office, some institutional uses, schools, and restaurants and limited retail uses by SUP

Urban Mixed-use 1 (T-4M1) – includes multiple-family, office, retail, restaurants, personal services, most institutional uses

NEW ZONING DISTRICTS

Mixed-use Corridor (T-4C) – includes multiple-family, office, retail, restaurants, auto-oriented uses, personal services, most institutional uses

Urban Mixed-use 2 (T-4M2) – includes multiple-family, office, retail, restaurants, personal services, auto-oriented uses, light industrial, institutional uses

Urban Mixed-use High (T-5) – includes multiple-family, office, retail, restaurants, personal services, light industrial, institutional uses

Urban Core (T-6) – includes multiple-family, office, retail, restaurants, personal services, light industrial, institutional uses

Section 30-5.16. Permitted Uses within Transect Zones

Buildings in each Transect Zone shall conform to the uses listed in Table V-1. The uses listed shall be conducted within buildings and sites that meet the requirements of this code. No modifications or variances from the requirements of this section shall be allowed. Uses and activities must also conform to the performance of standards in 30-9.45.

Table V - 1: Permitted Uses Within Transect Zones

	See section	T-3	T-4				T-5	T-6	
			R	OR	M1	C	M2		
RESIDENTIAL									
Single family house		P	P	P	P	P	P	P	P
Attached dwellings (up to 6 attached units)		-	P	P	P	P	P	P	P
Multiple family, small scale (2-4 units per building)	30-6.19	-	P	P	P	P	P	P	P
Multiple family dwelling	30-6.19	-	-	P	P	P	P	P	P
Accessory dwelling unit	30-6.41	-	P	P	P	P	P	-	-
Adult day care home	30-6.2	P	P	P	P	P	P	P	P
Community residential homes (up to 6 residents)	30-6.6	P	P	P	P	P	P	-	-
Community residential homes (more than 6 residents)	30-6.6	-	-	P	P	P	P	P	-
Dormitory (small)	30-6.8	-	P	P	P	P	P	-	-
Dormitory (large)	30-6.8	-	-	P	P	P	P	P	P
Family child care home	30-6.10	P	P	P	P	P	P	P	-
NON-RESIDENTIAL									
Alcoholic beverage establishment	30-6.3	-	-	-	-	P	P	P	P
Assisted living facility		-	-	P	P	P	P	P	P
Bed & Breakfast establishments	30-6.4	-	S	P	P	P	P	P	P
Business services		-	-	P	P	P	P	P	P
Car wash facilities	30-6.5	-	-	-	-	P	P	-	-
Civic, social & fraternal organizations		S	P	P	P	P	P	P	P
Day care center	30-6.7	-	S	P	P	P	P	P	P
Drive-through facility	30-6.9	-	-	-	-	P	P	P	P
Emergency shelter		-	-	-	-	P	P	P	P
Equipment rental and leasing, light		-	-	-	-	P	P	P	P

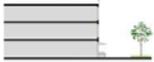
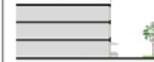
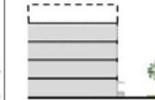
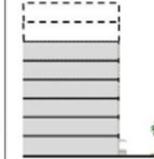
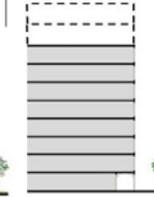
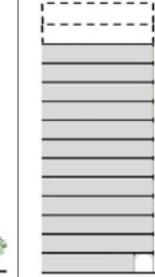
Table V - 2: T-Zone Development Standards

	T-3	T-4					T-5	T-6
		R	OR	M1	C	M2		
A. BLOCK STANDARDS								
Block Perimeter (max. feet)	2,600'	2,600'					2,000'	1,600'
B. LOT CONFIGURATION								
Lot Width (min. feet)	34'	18'					18'	18'
C. DEVELOPMENT INTENSITY								
Non-Residential Building Coverage (max.)	60%	80%					90%	100%
Residential Density by right/with SUP* (max. units per acre)	8	15	20	50/60	50/60	100/125	150/175	200/225
Non-Residential Ground Floor Area (max sq. ft. per building)	NA	NA	5,000	10,000	20,000**	NA	NA	NA
D. BUILDING FRONTAGE								
Primary Frontage (min.)	50%	60%					70%	80%
Secondary Frontage (min.)	30%	40%					50%	60%
E. BUILDING SETBACKS								
Street (min/max from curb)*** (min. landscape/min. sidewalk)								
Local	15' - 35' (5'/5')	15' - 20' (5'/5')					16' - 21' (5'/6')	15' - 20' (4'/6')
Urban Type 1 & 2	NA	15' - 20' (5'/5')					16' - 21' (5'/6')	15' - 20' (4'/6')
Urban Type 3	17' - 37' (6'/6')	17' - 27' (6'/6')					17' - 27' (6'/6')	NA
Urban Throughway	NA	19' - 100' (8'/6')					19' - 100' (8'/6')	NA
Side Setback (min.)	5'	5'	5'	5'	5'	0'	0'	0'
Rear Setback (min.)	15'	3' (alley) 10' (no alley)					3' (alley) 5' (no alley)	3' (alley) 0' (no alley)

* See Section 30-5.8 for Development Compatibility standards and Section 30-5.7E for landscape zone and sidewalk requirements.

** May allow up to 50,000 square feet through the special use permit process.

*** Minimum landscape zone and public sidewalk widths shown in parentheses, respectively. In addition to the landscape zone and public sidewalk, a minimum 5-foot wide building frontage zone is required for all T-zones and street types.

	T-3	R	OR	T-4			T-5	T-6
				M1	C	M2		
								
F. BUILDING HEIGHT								
Minimum feet	NA	NA	NA	NA	18	18	18	18
Maximum stories (by right ¹ /with bonus ²)	3	3	3	4/5	4/6	6/8	8/10	12/14
Maximum feet (by right/with bonus ²)	36	36	42	60/74	60/88	88/116	116/154	172/200
G. FLOOR HEIGHT								
Minimum First Floor Height (residential/non-residential)	NA/10'	NA/12'	NA/12'	NA/12'	NA/12'	NA/15'	12'/15'	12'/15'
Minimum First Floor Elevation (residential only)	NA	NA	NA	1.5 ft.	NA	1.5 ft.	1.5 ft.	1.5 ft.
H. GLAZING								
Non-residential 1st floor	NA			50%			65%	65%
Urban Type 1	NA			40%			50%	50%
All other streets								
Multi-family 1st floor	NA			30%			30%	30%
Non-res and multifamily upper floors	15%			15%			15%	15%

¹See Development Compatibility - Section 30-5.8 for Development Compatibility standards

²See Bonus System requirements – Section 30-5.9 Building Height Bonus system

PROPOSED LAND DEVELOPMENT CODE

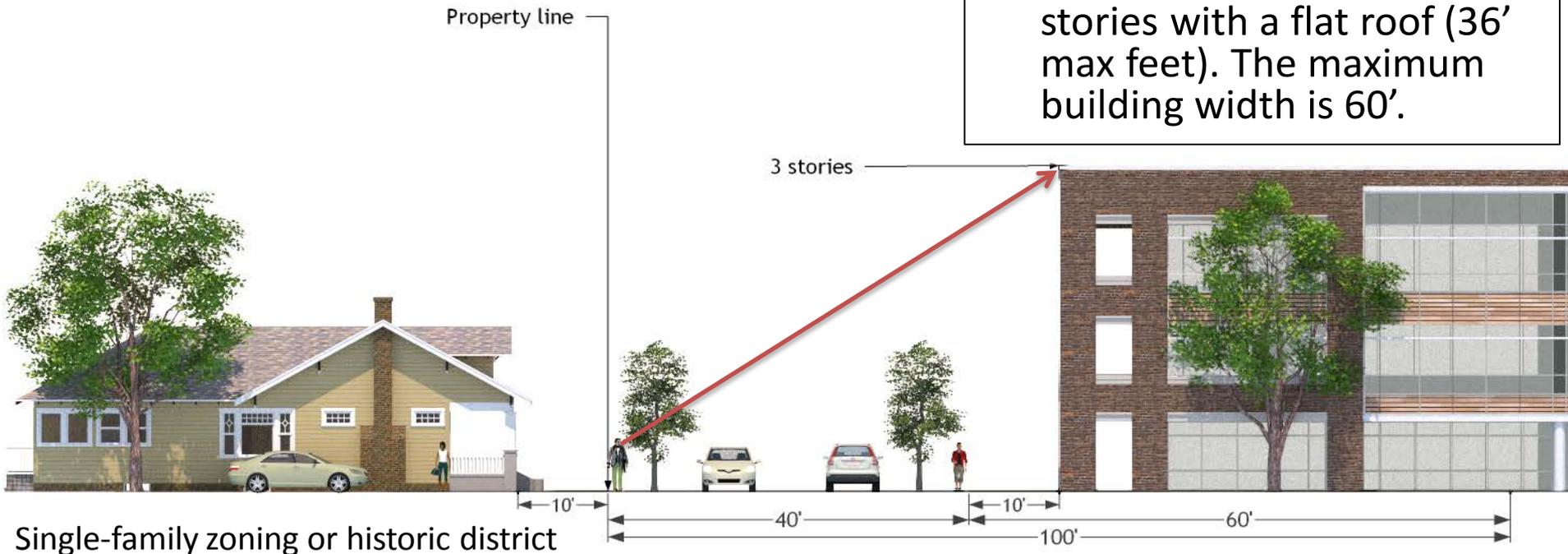
- Code changes
 - Remove standards which have proven to be impediments to development
 - Removes detailed requirements for building design, materials
 - Simplified regulation of uses (SIC and NAICS codes)
 - Provide for more administrative review of projects that meet Code
 - Provide clearer criteria for Special Use Permits
 - Shift the responsibilities of the Board of Adjustment to the Development Review Board

PROPOSED LAND DEVELOPMENT CODE

- Code changes
 - Provides a process to allow the expansion and reinvestment of non-conforming uses
 - Removes prohibitions of certain uses
 - Establish a height and development compatibility standard for projects adjacent to single-family residential zoning and historic districts
 - Create transition zoning districts to provide for compatibility with adjacent residential areas
 - Establish a bedrooms to units multiplier within the UF Context Area

HEIGHT COMPATIBILITY

- **Compatibility Standard:**
- Within 100' of SF or Historic District, building heights are limited to 2.5 stories or 3 stories with a flat roof (36' max feet). The maximum building width is 60'.



BEDROOMS PER UNIT PROPOSAL

Existing framework of units per acre:

- Units are not tied to the number of bedrooms
- 4, 5, and 6 bedroom “units” significantly increase the development intensity beyond the intended unit density/acre and reduces transparency for the public
- These types of 4, 5, 6 bedroom developments are occurring within the University Context Area

Proposal:

- Multi-family developments within the UF Context Area
- Establish a multiplier of 1 unit = 2.75 bedrooms
- No restriction on the bedroom mix



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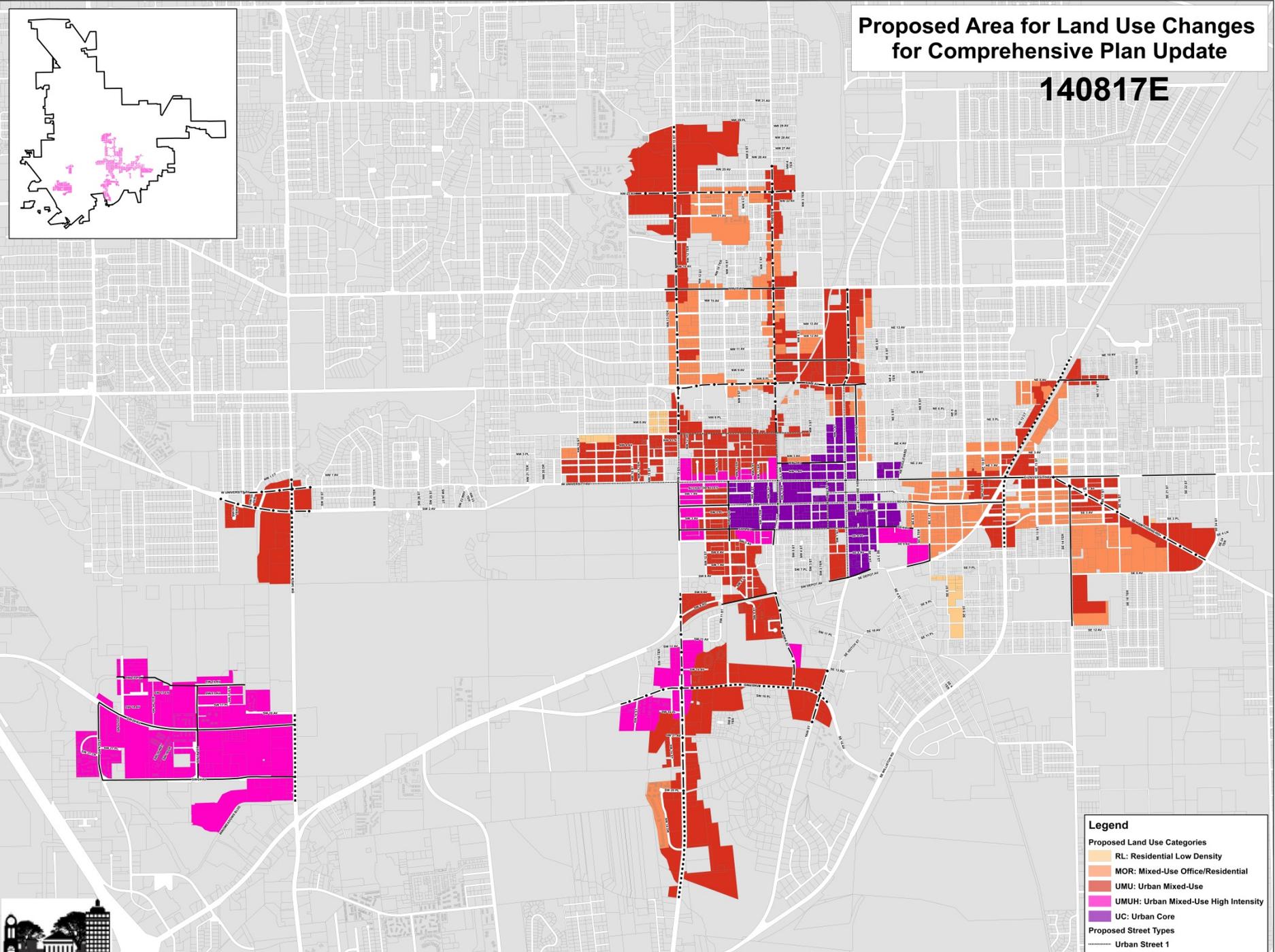
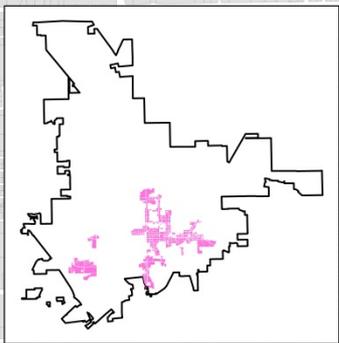
PB-14-42 LUC

Future Land Use Map Amendments

3/30/15

Proposed Area for Land Use Changes for Comprehensive Plan Update

140817E



Legend

Proposed Land Use Categories

- RL: Residential Low Density
- MOR: Mixed-Use Office/Residential
- UMU: Urban Mixed-Use
- UMUH: Urban Mixed-Use High Intensity
- UC: Urban Core

Proposed Street Types

- Urban Street 1
- Urban Street 2



OVERVIEW

- 1) Involves approximately 1,829.3 acres of land
- 2) 4.5% of the City's land area
- 3) 85.9% of the area already developed
- 4) Involves centrally located areas near downtown & the University of Florida

NEW FLU CATEGORIES

New FLU categories applied in several areas

1. 4 new l. u. categories will be implemented by new zoning districts (Mixed-Use Office/Residential; Urban Mixed Use; Urban Mixed-Use High Intensity; & Urban Core)
2. Residential Low-Density category will implement T-4 R: Urban Residential Low Density

BASIS FOR THE RECOMMENDATION

1. Consistent with the City's Comp Plan goals for: redevelopment; improving the quality & form of development; efficient use of utilities & infrastructure; transportation choice; & economic development.
2. Compatibility with surrounding uses ensured by step downs in density/intensity when near single-family areas & historic districts.
3. Minimizes environmental impacts due to location in already developed areas.

BASIS FOR THE RECOMMENDATION

4. Supports urban infill & redevelopment by providing incentives for development in those areas.
5. May have a positive impact on affordable housing availability due to increased densities.
6. Located within the Transportation Mobility Program Area (TMPA) with requirements for mitigation of new trips.
7. Public facilities and services available in the area due to development status and location.
8. Discourages urban sprawl.



Planning and Development Services

PB-14-43 ZON

Zoning Map Changes

3/30/15

REVISIONS TO THE PROPOSED ZONING MAP

- Removed single-family and similarly situated neighborhoods from the zoning changes
 - Duckpond
 - Porters
 - Oak Park
 - Lake Meta
 - Pleasant Street
- Removal of area west of College Park
- Removal of area between W. University and SW 2nd Ave
- Reduce proposed zoning in multiple areas to better match existing zoning districts
- Removal of S.E. 4th Street and S. Main St. industrial areas

REVISIONS TO THE PROPOSED ZONING MAP

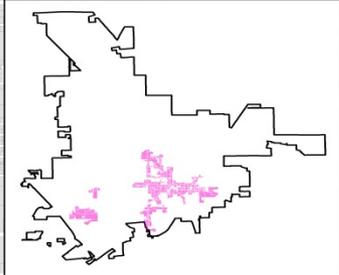
- Developed Urban Office/Residential district (T-4OR) and assigned to the map
- Developed lower intensity mixed use district (T-4M1) and assigned to the map
- Developed a transitional zoning district for certain corridors
- Expansion of Urban Core district (T-6) into Innovation Square
- Reduced the original proposal for the Grove Street and Pleasant Street neighborhoods to provide more protections for single-family areas

REVISIONS TO THE PROPOSED ZONING MAP

- Revisions to the proposed zoning for the SW 13th Street and Waldo Rd areas to account for existing uses and intensities and encourage redevelopment opportunities
- Revision to the zoning of a property on NW 5th Avenue in College Park area across from United Church of Gainesville
- Removed Kennedy Homes site from the proposed zoning map based on CRA feedback from neighborhood meetings

PROPOSED ZONING MAP

Proposed Area for Zoning Changes
for Land Development Code Update



University of Florida

- Legend**
- Proposed Zoning Districts**
- T-4 (R): Urban Residential Low Density
 - T-4 (OR): Urban Office/Residential
 - T-4 (M1): Urban Mixed-Use 1
 - T-4 (M2): Urban Mixed-Use 2
 - T-4 (C): Mixed-Use Urban Corridor
 - T-5: Urban Mixed-Use High Intensity
 - T-6: Urban Core
- Proposed Street Types**
- Urban Street 1
 - Urban Street 2
 - Urban Street 3
 - Urban Throughway

Proposed Zoning Map
(5.1% of City land area)



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Staff Recommendation

- **Approve Petition PB-14-40 CPA**
- **Approve Petition PB-14-41 TCH**
- **Approve Petition PB-14-42 LUC**
- **Approve Petition PB-14-43 ZON**