



City of Gainesville

Department of Sustainable
Development

TO: City Plan Board
FROM: Department of Sustainable Development

DATE: May 15th, 2022

SUBJECT: Petition PB-21-00140 City Plan Board. Amend the City of Gainesville Land Development Code to eliminate parking minimums, establish parking maximums, provide threshold to require structure parking, allow mid-street parking for loading and unloading in urban zoning districts, and introduce language to allow for staff review of loading space requirements on a case-by-case basis in Urban Transect Zones.

Applicant: City of Gainesville

Discussion

This petition initiated by the City of Gainesville is a text amendment to the Land Development Code that proposes to eliminate parking minimums, establish parking maximums, provide a threshold for required structure parking, and introduce language that would allow mid-street parking for loading and unloading in transect urban zoning districts.

Elimination of Parking Minimum

Parking minimums are regulations that require new developments to provide a minimum number of off-street parking spaces. These regulations encourage an excess of off-street parking infrastructure that exceed the needs of new developments. Excess off-street parking results in urban spaces that have low productive value and relatively high infrastructure costs. Excess parking pushes development further away from pedestrians and streetscapes, impeding the walkability of neighborhoods, and places an unnecessary cost burden on smaller scale business and housing developments.

Many jurisdictions and municipalities have, in some form, eliminated parking minimums. Most municipalities have certain areas within their boundaries that employ no parking minimums while allowing other areas to maintain parking minimums. However, there are municipalities that have eliminated parking minimum requirements within the entirety of their jurisdiction. Buffalo, NY eliminated parking minimums in 2017 becoming the first city in the U.S. to do so. In May of 2021, the City of Minneapolis, MN voted 13-0 to eliminate all parking requirements. As of the writing of this report, no municipality in Florida has eliminated parking minimums within the



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entirety of their jurisdiction, however some municipalities have eliminated parking within certain areas of their jurisdictions. Fort Lauderdale, FL eliminated parking within their Downtown district and Clearwater, FL eliminated parking for most uses within their Downtown district while allowing a reduced parking requirements for residential uses.

Currently, the City of Gainesville does not employ parking minimums in Transect Urban Zones for nonresidential uses. For residential uses, Transect Urban Zones DT-U8 do not require parking minimums. However, all other zoning districts employ minimum parking requirements depending on the use and type of development being proposed. This proposal would eliminate parking minimums for the remaining zoning districts, making them more consistent with Urban Transect Zones. This proposal also introduces parking maximum language which establishes an upper limit on parking supply. This language is necessary to mitigate the potential for excessive development of parking which can result in large parking lots, significant impervious areas, and hostile environments for pedestrians.

Structured Parking

With the introduction of parking maximums, this petition also adds a requirement for structured parking if a large-scale commercial development's parking proposal exceeds maximum parking allotment. Per Sec. 30-7.3.D, structured parking does not have maximum limit on the number of parking spaces within the structure. Therefore, if a large-scale commercial development identifies a need for parking exceeding the established parking maximums, the development has the option to incorporate structured parking. This will provide future developments within urban spaces the ability to exceed parking maximums if needed, while still maintaining a smaller pervious surface footprint and providing a more hospitable pedestrian-oriented environment.

Mid Street Parking for Loading/Unloading

Lastly, this petition also includes a proposal to amend the Land Development Code to allow for mid-street parking for loading and unloading purposes within all urban streets (as defined in LDC Sec. 30-4.11.C) while also providing language to allow flexibility in loading space requirements within Urban Transect Zones. Currently the City of Gainesville requires that new developments having over 5,000 square feet of gross floor area provide off-street loading and unloading spaces (see Sec. 30-7.6). For reference, 5,000 square feet is slightly more than the size of an NBA basketball court. The dimensions specified in the LDC for these spaces are 50 feet in depth, 12 feet wide and an overhead clearance of 14 feet. These dimensions create development



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conflicts in Transect Urban Zones where properties are characteristically smaller, more compact, and may lack the necessary space to adequately install a loading and unloading space for the development. Currently, the City of Gainesville has an ordinance that allows for mid-street parking in the downtown area in Sec. 26-102, this proposal would establish this allowance within the Land Development Code and would also extend the ability for loading and unloading via mid-street parking to other urban sectors of the city while giving staff the ability to determine the appropriateness of loading space requirements within developments in Urban Transect Zones on a case-by-case basis.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "Juan Castillo".

Juan Castillo
Planner III

List of Exhibits

- Exhibit A: Proposed Amendment to Parking Language
- Exhibit B: Transect zoning location map

APPENDIX A

Proposed Amendment to Parking Language

- **Sec. 30-7.5. - Required Maximum number of parking spaces.**

A. *Generally.* The maximum number of parking spaces ~~required~~ for each use shall be as provided in this section. ~~In computing the number of parking spaces required, a fractional space of one-half space or more shall be counted as one space. The number of parking spaces listed in the tables in this section shall be the specific number of spaces required unless the provision specifically identifies the number as a minimum or maximum.~~

1. In computing the maximum number of parking spaces a fractional space of one-half space or more shall be counted as one space.

~~2. Vehicular parking.~~

~~a. At development plan review, the approving authority may allow bicycle parking facilities that are in addition to the minimum number of required bicycle parking facilities to substitute for up to 85 percent of vehicle parking spaces on a four-for-one basis. Such substitution shall be made upon presentation of evidence by the owner of the property that the proposed use will be better served through the provision of additional bicycle facilities.~~

2. At development plan review, the approving authority may allow ten additional spaces or up to ten percent greater than the maximum allowed, whichever number is greater, upon presentation of evidence by the owner of the property that the proposed use has a justifiable need for the additional parking spaces.

3. In the event an applicant for a project proposes to include parking in an amount greater than the maximum plus the additional parking spaces above the additional ten parking spaces or ten percent, the applicant shall provide a parking study demonstrating that:

- a. Excess parking may be appropriate if there is minimal impact to the surrounding area.
- b. Excess parking may be appropriate in those areas that demonstrate a high parking demand combined with a scarce or fully utilized current parking inventory.
- c. Excess parking does not disrupt street liveliness by creating excessive distances between buildings and sidewalks.
- d. Excess parking is oriented away from street frontages and screened.
- e. Excess parking is preserving existing high-quality trees and is meeting landscape regulations for vehicular uses per Sec. 30-8.4

4. Structured parking

- a. Parking provided within a building or parking structure shall meet Sec. 30-7.3. and is not counted when calculating the maximum parking allowed.
- b. Structured parking is required for any development exceeding 200 parking spaces.

5. ~~2.~~ *Bicycle parking.* Unless otherwise specified, the required number of bicycle parking spaces is stated as a percentage of the ~~required~~ maximum allowed vehicular spaces.

6. ~~3.~~ *Motorcycle and scooter parking.*

a. For developments that are in the University of Florida Context Area, but that are outside of the transect zones, the minimum requirement shall be one space per ten bedrooms.

~~b. Scooter and motorcycle parking may be substituted for required vehicle parking space on a one-to-one basis for development requiring less than 40 spaces.~~

b. Proposed developments ~~requiring~~ providing 40 vehicular parking spaces or more shall provide off-street motorcycle and scooter parking spaces at a ratio of one space per 40 vehicle spaces. ~~Required by this section. At development plan review, the approving authority may allow motorcycle and scooter parking spaces that are in addition to the minimum number of required parking spaces to substitute for up to 15 percent of required vehicle parking spaces on a one-to-one basis.~~

~~6. 4. Relocatable structures.~~ Any development within an ED district shall comply with the parking requirements as set forth in this article, except that off-street parking facilities for relocatable structures are not required to be constructed for three years from the date of placement of the relocatable structure on a lot. However, the construction of off-street parking facilities in accordance with the provisions of this article shall be commenced within 90 calendar days whenever any relocatable structure has been on a lot for a period of more than three years. The movement of a relocatable structure from one portion of a school lot to another location, or the replacement of one relocatable structure with another relocatable structure, shall not extend the aforesaid time limits prescribed herein.

Transect	Min. Vehicle Spaces		Min. Bicycle Spaces		Min. Scooter Spaces
	Nonresidential Use	Residential Use	Nonresidential Use	Residential Use	
DT	-	-	1 per 2,000 sq. ft. of GFA	1 per 3 bedrooms	1 per 6 bedrooms
U9	-	-	1 per 2,000 sq. ft. of GFA	1 per 3 bedrooms	1 per 6 bedrooms
U8	-	-	1 per 2,000 sq. ft. of GFA	1 per 3 bedrooms	1 per 6 bedrooms
U7	-	1 per 3 bedrooms	1 per 2,000 sq. ft. of GFA	1 per 3 bedrooms	1 per 6 bedrooms
U6	-	1 per 3 bedrooms	1 per 2,000 sq. ft. of GFA	1 per 3 bedrooms	1 per 6 bedrooms
U5	-	1 per 3 bedrooms	1 per 2,000 sq. ft. of GFA	1 per 3 bedrooms	-
U4	Per requirements of this article.				
U3					
U2					
U1					

Use	Required Maximum Vehicle Spaces	Required Bicycle Spaces
Auditoriums and sports arenas or stadia, based on fixed seating capacity	1 for each 4 3 seats.	10%
Automotive service, limited	1 for each 200 square feet of floor area.	2 spaces
Auto wrecking, junkyards and salvage yards	5, plus 1 for each acre in excess of 5 acres.	None
Baseball fields	10 per baseball diamond plus 1 <u>2</u> space for each 4 seats designated for spectators. Where benches are used, 2.5 feet of bench shall be equivalent to 1 seat.	<u>10%</u>
Basketball courts	5 per court.	<u>10%</u>
Beauty and barber schools	3, plus 1 for each operator station.	20%
Beauty salons/barbershops	2 per beauty or barber chair.	10%
Bowling alleys	2 <u>10</u> for each alley.	15%
Car wash facilities	With employees, 3 spaces minimum. Queuing spaces shall be provided to accommodate a minimum of 3 vehicles. Addition or reduction in the number of queuing spaces may be determined by the city manager or designee. Queuing spaces shall be set back a minimum of 20 feet from the right-of-way.	2 spaces if there are employees.
Civic, social and fraternal organizations	1 <u>2</u> for each 40 square feet of floor area in principal area(s) of assembly.	10 <u>20%</u>
Community residential homes:		
1 to 6 residents	1 per home <u>resident</u> .	0
7 to 14 residents:		
(1) Where residents are allowed to keep motorized vehicles on premises.	1 per bedroom.	As required for multiple-family dwellings in the district located.
(2) Where residents are not allowed to keep motorized vehicles on premises.	1 per each employee in the largest work shift, plus 1 per each 5 residents, or fraction thereof.	
More than 14 residents:		
(1) Where residents are allowed to keep motorized vehicles on premises.	1 per bedroom.	As required for multiple-family dwellings in the district located.

(2) Where residents are not allowed to keep motorized vehicles on premises.	1 per each employee in the largest work shift, plus 1 per each 5 residents, or fraction thereof.	
Dancehalls and exhibition halls, without fixed seats, based on floor area devoted to public assembly	1 for each 100 square feet of floor area devoted to the principal activity.	5%
Dance schools other than ballrooms	5, plus 1 for each 150 square feet of dance floor area in excess of 500 square feet.	10%
Day care centers	1 designed for the safe and convenient loading and unloading of persons for every 10 5 persons based upon the center's regulated capacity, with a minimum of 4 spaces, plus 1 parking space per every employee at maximum staff level. Adequate space for queuing, loading and unloading shall be provided.	10%
Group housing, large except sorority and fraternity houses	1 per every 400 200 square feet of floor area.	50%
Drive-through food service establishments with seating	3, plus 1 for each 3 seats of seating capacity where service is provided.	10 20%
Drive-through food service establishments with no seating	1 for each employee plus 1 space for each 200 100 square feet of gross floor area.	10%
Dry cleaning, pickup	3, plus 1 for each 500 square feet floor area in excess of 1,000 square feet.	3 spaces
Funeral homes and crematories	1 for each 5 seats in the chapel(s).	4 spaces
Golf courses	6 per hole, plus required spaces for restaurants and cocktail lounges.	4 spaces
Grocery stores	1 for each 200 100 square feet of floor area.	10% up to a maximum of 15 spaces
Gymnasias and fitness facilities	10, plus 1 per 150 100 square feet of floor area in excess of 1,000 square feet or 1 space for each 4 3 seats, whichever is greater.	25%
Hospitals	1.5 spaces per bed.	5%

Hotels and motels	5, plus 1 for each guestroom, plus 75% of required spaces for restaurants, retail outlets and other accessory uses.	4 spaces
Housing for the elderly	1 for every 3 <u>2</u> living units.	50%
Laboratories medical and dental, when a primary use	4, plus 1 for each 300 square feet of floor area in excess of 1,000 square feet.	10%
Laundromat	1 for each 3 <u>2</u> washing or drying machine.	2 <u>4</u> spaces
Libraries	1 for each 200 square feet of gross floor area.	20%
Manufacturing and industrial uses with no retail trade	1 per 500 square feet of floor area.	5%
Mini-warehousing, self-storage	5, or 1 for manager's area(s), plus 1 per 200 bays, whichever is greater.	5%
Movie theaters	1 for each 3 <u>2</u> seats.	10%
Multiple-family dwellings	1 parking space per bedroom, excluding transect zones; see section 30-4.15 for transect zone parking requirements.	1 per 3 bedrooms in all transect zones; 10% all other districts.
Museums	1 parking space per 500 <u>250</u> square feet of exhibit display.	25%
Nursery and garden store	10, plus 1 for each 150 square feet inside sales area over 1,000 square feet, and 1 per 2,000 square feet outside sales area open to the public.	2 <u>4</u> spaces
Nursing homes	1 per 2 <u>beds</u> .	5%
Offices and business and professional services	1 parking space for each 300 square feet of gross floor area or 1 space per employee, whichever is greater.	10%
Offices, medical and dental	1 for each 150 square feet of floor area.	5%
Park facilities not listed	Parking study required.	4 spaces for the first 10 acres plus 1 for every 5 acres or part thereof over 10 acres up to a maximum of 20 spaces.
Picnic tables	1 for every 3 picnic tables over 5 tables.	
Places of religious assembly	1 for each 4 seats, or 1 for each 40 square feet of floor area in principal area(s) of assembly.	10%
Pool halls	2 for each table.	20%

Public swimming pools and private swim clubs	1 per 200 square feet of pool surface area (not including wading pools or whirlpool baths) plus 1 for each 200 square feet of building area in accessory structures in excess of 1,000 square feet.	25%
Public tennis courts and private tennis clubs, and racquetball courts	2 per court, plus 1 for each 200 square feet of clubhouse floor area in excess of 1,000 square feet.	20%
Recreation, indoor not elsewhere classified	4 per 1,000 square feet gross floor area accessible to the public.	25%
Rehabilitation centers, social service homes and halfway houses	1 per 500 square feet of floor area.	10%
Restaurants	3, plus 1 for each 3 <u>2</u> seats of seating capacity where service is provided.	10%
Restaurants with no seating	1 for each 200 square feet of gross floor area.	10%
Retail sales, large scale	1 per 500 square feet of floor area.	5%
Retail sales and personal services not listed elsewhere	1 per 250 square feet of floor area.	10%
Schools, Elementary	30, plus 2 per classroom.	100%
Schools, Middle	35, plus 2 spaces per classroom.	200%
Schools, High	1 per employee plus 1 per 10 students of design capacity.	100%
Single-family dwellings, mobile homes, family day care homes, foster family homes for children and for adults and group homes, small	1 <u>2</u> per dwelling unit, mobile home, foster family home for children or for adults or group homes, small.	0; 10% if subsidized housing for low income residents.
Social service homes	1 per 2 paid employees and volunteer employees present during largest shift and 1 parking space for every 4 <u>2</u> beds.	10%
Sorority and fraternity houses with living accommodations	1 per every 110 square feet of bedroom floor area devoted to members plus 1 per each resident advisor, plus 1 per every 50 square feet of floor area devoted to dining and	50%

	meeting rooms over 2,500 square feet.	
Storage associated with the principal use where the floor area of the storage space is greater than 50% of the floor area devoted to the principal use	1 for each 1,000 square feet of floor area designated for storage.	
T-hangers (airport)	1 per 3 hangers.	None
Trade, vocational and business not otherwise classified, and professional schools	1 per employee, plus 1 per 3 students of design capacity.	20%
Transportation services (railroad, bus, air terminals)	1 for each 5 <u>3</u> seats of seating capacity in waiting terminals.	10%
Two-family and attached dwellings	2 per dwelling unit.	0
Vehicle repair	1 per 200 square feet of floor area, including any outdoor work space.	2 spaces
Vehicle sales and rental	3, or 1 space per 500 square feet of floor area (including covered display areas, offices and service areas), plus 1 space per 5,000 square feet of outdoor storage and display area, whichever is greater.	5%
Veterinary services	1 for each 500 square feet of floor area exclusive of boarding areas.	5%
Wholesale products with retail trade	10, plus 1 for each 120 square feet retail sales area in excess of 1,000 square feet and 1 per 750 square feet of warehouse area open to the public.	5%
Wholesale trade and warehousing with no retail trade	3, plus 1 per 1,000 square feet of floor area.	5%

¹ The parking ratios for these uses shall serve as a guide in determining overflow grass parking requirements.

B. *Overflow parking.* In situations where development proposals contain recreational facilities that are planned for regularly scheduled activities, the reviewing authority may require at site plan review, upon advice of the public works department, additional parking to be provided as overflow grass parking.

~~C. *Reduction in number of required parking spaces.* At site plan review, the reviewing authority may authorize a reduction in the number of required vehicular parking spaces if it is determined: 1) there will be adequate access to the development by acceptable alternative means, 2) that the reduction will not infringe upon the parking and access available to other properties in the area, and 3) that the reduction is not needed primarily for the erection, construction or placement of any building on any land. In addition, the reviewing authority shall consider the following criteria:~~

- ~~1. Evidence that patrons and/or employees of the establishment will arrive by a transportation mode other than private vehicles.~~
- ~~2. Evidence that there are an adequate number of parking spaces in the vicinity that are available to the general public who will use the development without reducing the spaces available to and used by other establishments.~~
- ~~3. Evidence that the proposed use and likely future uses of the development will generate less parking than the minimum requirement of this chapter.~~
- ~~4. Provision of convenient pedestrian and bicyclist access to the site based on its location and the development plan.~~
- ~~5. Evidence that a reduction in required parking will not result in unauthorized on-street parking or use of parking provided by nearby businesses.~~
- ~~6. In the case of the reuse or redevelopment of a site, evidence that a reduction in the parking requirement will enhance the ability to reuse an existing developed site.~~
- ~~7. Whether the uses on site serve the recurring household needs and personal service requirements of the occupants of nearby residential areas, and are located in close proximity to a small service area.~~
- ~~8. The number of existing parking spaces within 300 feet of the proposed use.~~

- **Sec. 30-7.6. - Off-street loading and unloading.**

A. *Purpose.* In order to prevent undue interference with public use of streets and alleys, every manufacturing, storage, warehouse, department store, variety store, wholesale store, laundry, dry cleaning, dairy, mortuary and other uses similarly and customarily receiving or distributing goods by motor vehicles shall provide loading and unloading space on the premises for that number of vehicles normally at the premises at any one time on an average day of full use.

B. *Loading and unloading space.*

1. Every building housing a use mentioned in this section and having over 5,000 square feet of gross floor area but less than 20,000 square feet of gross floor area shall be provided with at least one off-street loading/unloading space, immediately adjacent to the principal building. In addition, one off-street loading/unloading space shall be provided for each additional 10,000 square feet of gross floor area or fraction thereof over 20,000 square feet up to 50,000 square feet, plus one for each 25,000 square feet over 50,000 square feet. Where the requirement exceeds five loading spaces, the traffic engineer shall determine whether additional spaces are needed and to what extent. Such space is defined as an area of at least 50 feet in depth, 12 feet in width

and with an overhead clearance of not less than 14 feet, exclusive of access, platform or maneuvering area, to be used exclusively for loading and unloading of merchandise. The exact dimensions of the loading/unloading space(s) shall be subject to the approval of the traffic engineer.

2. Access to all truck standing, loading and unloading facilities shall be provided directly from a public street or alley and shall be so designed that all maneuvering areas are located on the property.

3. Loading spaces required under this subsection shall be provided onsite as an area additional to maximum off-street parking spaces ~~as required in this article~~ and shall not be considered as supplying off-street parking spaces.

~~4. Loading areas within a transect zone shall be located in the rear of the site, incorporated into the building mass, or screened from public view by a wall (up to a maximum of eight feet) and landscaping.~~

C. Loading areas within transect zones. In order to allow for in-fill development flexibility to better suit space restraints found within denser urban cores of the city, loading areas shall be reviewed and determined at development review.

1. In determining the appropriateness of a loading area staff shall consider the following:
 - a. Width of streets adjacent to the development
 - b. Times of deliveries
 - c. Intensity of use
 - d. Traffic
 - e. Site constraints
2. If a loading area is required, it shall be located in the rear of the site, incorporated into the building mass, or screened from public view by a wall (up to a maximum of eight feet) and landscaping.

D. Loading and unloading mid-street parking in Urban Streets.

For the purpose of this section, Urban Streets are defined by Sec. 30-4.11.C of the Land Development Code and "mid-street" is defined as 5 feet from the centerline of a public right of way in each direction.

1. A business or entity making a delivery of goods, supplies or materials, desiring to use mid-street loading and unloading, shall have a vehicle that is clearly identified and marked for business purposes, by signs, painted lettering, or similar permanent markings.
2. A clearly marked business vehicle may utilize mid-street parking in urban streets for the temporary short-term loading and unloading of goods, supplies or materials as long as the parking of the vehicle does not obstruct traffic and conforms to the following requirements:
 - a. The vehicles shall straddle the center lines, leaving at least ten feet on each side for other vehicles to pass, and shall not be positioned so as to prevent or block access from or to any streets, driveways, parking lots, or parking spaces, or to interfere with pedestrian crosswalks or traffic.
 - b. Mid-street parking shall be limited to no more than 15 minutes, and shall be utilized solely for purposes of loading or unloading of goods, supplies or materials.
 - c. All vehicles parked in accordance with this procedure shall be parked at least 30 feet from the intersection and shall have the emergency hazard flashers activated at all times.
 - d. No mid-street parking or the loading and unloading of the vehicle is allowed between the hours of 1:30 a.m. and 2:30 a.m.
 - e. No mid-street parking or the loading and unloading of the vehicle is allowed during any special downtown events within the downtown area, or when traffic conditions otherwise render mid-street parking unsafe, as ordered by a law enforcement officer.

APPENDIX B

Transect Zoning Location Map





