



ALACHUA COUNTY COMPREHENSIVE PLAN: 2011-2030 EVALUATION AND APPRAISAL ISSUE SUMMARY

March 15, 2018

ISSUE STATEMENT

Issue Area 1: Land Use and Development Standards

This issue paper covers the following topic:

- A. Review land use policies relating to office, industrial, and Activity Centers to facilitate emerging technology-based manufacturing, research and development, and employment uses.

BACKGROUND

Office and Industrial land uses are an important component of the community and provide direct and indirect benefits that contribute to the quality of life in the community. Some of these benefits are short- and long-term employment through the manufacture and distribution of goods and services, creation of related businesses, assistance in technology transfer, construction, and enhancement of the tax base. The Comprehensive Plan includes areas designated specifically for Office and Industrial land uses, and indicates these uses are most appropriate within the urban cluster. Industrial uses can be sub-categorized as Heavy Industrial, Light Industrial and Warehouse-oriented, and can be differentiated by performance standards and are often strategically located near existing urban areas where economic and physical infrastructure and public services are widely available such as Gainesville Regional Airport, Interstate-75, existing railroad lines, communication networks, local road networks, and centralized potable water and sanitary sewer systems. Locations for traditional manufacturing uses are specifically identified for Industrial land use on the Future Land Use map.

For the purpose of this issue paper, the discussion of Office and Light Industrial uses is focused on those appropriate in the Urban Cluster, which can compatibly exist with other future land use designations. Resource-based Industrial uses which are limited by their nature and location requirements are appropriate for the Rural/Agriculture area (such as mining) or within existing Rural Employment Centers and are not the focus of this issue paper.

*According to the National Association of Manufacturers, manufacturing jobs pay an average of 25 percent above what the rest of the workforce receives. Industrial businesses also bolster the local and regional economies by supporting and creating jobs in other business sectors such as finance, construction, transportation, and trade, according to the manufacturers association. (“Blue Collar, Green Collar”, *Planning magazine*, February, 2009)*

In a 21st century context, this can often include references to research and development, hi-tech or “Advanced Manufacturing”, which is a very broad term and is not consistently defined. A definition for Advanced Manufacturing was provided by the President’s Council of Advisors on Science and Technology in a July, 2012 Report to the President on Capturing Domestic Competitive Advantage in Advanced Manufacturing as:

“Advanced manufacturing is a family of activities that (a) depend on the use and coordination of information, automation, computation, software, sensing, and networking, and/or (b) make use of cutting edge materials and emerging capabilities enabled by the physical and biological sciences, for example nanotechnology, chemistry, and biology. It involves both new ways to manufacture existing products, and the manufacture of new products emerging from new advanced technologies.”

—President’s Council of Advisors on Science and Technology Report to the President on Ensuring American Leadership in Advanced Manufacturing, p. ii

“High Technology Manufacturing” land uses typically generate more revenue than the cost of providing public services for them. In addition to generating jobs and creating wealth in the community, they serve as low-cost taxable property that helps support the cost of other types of land uses.” (Palm Beach County Light Industrial Land Use Study: White Paper prepared by Swiger Consulting, p.20)

Activity Centers are nodes of higher intensity mixed land uses located in the urban cluster and many industrial and office land uses and activities such as research, development, and experimental laboratories and similar uses, are compatible with Activity Centers. Tables of the acreages and maps of the Industrial and Office Land Use designations within the urban cluster are provided in Appendix 1.

Office uses are appropriately located in areas with accessibility to both residential and commercial uses and are appropriate in Activity Centers and mixed use developments as detailed in Future Land Use Objective 3.9 and Policy 3.9.1. Further, research and development activities, which may be a blend of office and industrial activities, are allowed in Traditional Neighborhood Developments (TNDs) and Transit-Oriented Developments (TODs) and are provided for specifically in Future Land Use Policy 4.3.1 which articulates this concept.

POLICY IN ADOPTED COMPREHENSIVE PLAN RELATING TO OFFICE AND INDUSTRIAL LAND USES

Future Land Use Element Policy 4.3.1, adopted in 2011, was developed during the 2009 Evaluation and Appraisal of the Comprehensive Plan.

Policy 4.3.1 Certain office and light industrial uses, such as research, development, and experimental laboratories and similar uses, or the manufacturing or fabrication of products that have minimal off-site impacts and that do not require specialized sites may also be appropriate within Transit Oriented Developments (TODs) or Activity Centers. Stringent performance standards shall be incorporated into the land development regulations to provide buffering, signage,

landscaping, and architectural standards, and other methods to limit any adverse impacts and ensure compatibility with adjacent areas. Certain warehousing, transportation and distribution uses may be appropriate if all performance standards can be achieved.

This policy can be strengthened by revising the office and light industrial land use categories as needed to facilitate employment-based uses within the urban cluster. With suitable development standards to ensure compatibility, research, development, experimental laboratories, hi-tech or similar advanced manufacturing uses can be appropriately located within the urban cluster in Activity Centers and Traditional Neighborhood Developments and Transit-Oriented Developments. The land development regulations can be reviewed to facilitate uses as fitting development or infill development within the urban cluster.

POTENTIAL STRATEGIES FOR ADDRESSING OFFICE AND INDUSTRIAL USES

1. Revise policies as needed to facilitate light industrial and office uses within Activity Centers and/or mixed use developments through standard development plan approval processes.

SELECT COMPREHENSIVE PLAN POLICIES RELATING TO INDUSTRIAL AND OFFICE POLICIES

1.0 URBAN RESIDENTIAL POLICIES

OBJECTIVE 1.6 - TRADITIONAL NEIGHBORHOOD DEVELOPMENTS

To provide for interconnected, mixed-use development through specific site and design standards that create pedestrian and bicycle friendly communities, reduce per capita greenhouse gas emissions and vehicular trips on external roadways and provide development patterns that are transit supportive.

Policy 1.6.5.4 A mixture of residential, commercial, office, financial, institutional, lodging, medical, **research and development, clean / green technology**, religious and civic uses are allowed throughout the development.

OBJECTIVE 1.7 - TRANSIT ORIENTED DEVELOPMENT

To provide for compact, mixed-use, pedestrian and bicycle friendly communities designed with the densities and intensities needed to support transit service, reduced per capita greenhouse gas emissions and enable an individual to live, work, play and shop in a community without the need to rely on a motor vehicle for mobility.

Policy 1.7.1 Transit Oriented Developments shall be:

(a) Allowed in areas designated on the Future Land Use map for Urban Residential Densities (Policy 1.3.2.1) and Activity Centers within the Urban Cluster,

Policy 1.7.5.5 Allowable uses, mixed use provisions and percentages and phasing shall be **consistent with policies 1.6.5.3 through 1.6.5.14** of this element.

2.0 URBAN ACTIVITY CENTER POLICIES

OBJECTIVE 2.1 - GENERAL

Promote efficient use of land through designation of Activity Centers within the Urban Cluster which provide for nodes of higher density and intensity mixed uses that are interconnected with other commercial, employment, light industrial, and institutional centers within Alachua County through a system of multimodal corridors and a public transit system. Urban design standards for Activity Centers will provide for compact, mixed use, and pedestrian-friendly development, which is functionally integrated with surrounding land uses.

Policy 2.1.4 A mixture of residential and non-residential land uses shall be provided in Activity Centers to reduce travel distances between different types of land uses and support pedestrian, bicycle and transit opportunities.

OBJECTIVE 3.9 - OFFICE POLICIES AND STANDARDS

An Office land use category shall be established for individual offices or office parks to provide for professional and business services, exclusive of retail trade. Office uses are unique because of the need to have accessibility to both residential and other commercial uses. Their special trade area characteristics require office uses to have additional policies and standards.

Policy 3.9.1 Office uses shall only be located in areas designated for commercial development, Low, Medium, or High Activity Centers, village centers, planned developments, Transit Oriented Developments, or traditional neighborhood developments, rural employment centers, or rural clusters.

(a) Office uses shall be grouped within compact areas to discourage disruption to residential areas.

(1) Office uses should not be located between properties designated for development at low or medium density on the Future Land Use Map, except when designed as part of a Transit Oriented Development or Traditional Neighborhood Development.

(2) The land development regulations shall specify appropriate buffers or transitional development and design practices, when office uses are permitted adjacent to residential development or other uses.

(b) Office uses are appropriate in areas planned for high density residential use along major arterials served by public mass transportation.

4.0 INDUSTRIAL POLICIES

OBJECTIVE 4.1 - GENERAL

Industrial land use categories shall be established to allow for a range of light and heavy industrial activities, subject to the policies and standards contained in this Chapter. Industrial developments are characterized by the fabrication, manufacturing, transporting, warehousing or distribution of goods as well as facilities for research, development, or experimental laboratories. ...

Policy 4.1.1 Industrial development shall be located in the urban cluster, ...

OBJECTIVE 4.2 - LOCATION AND COMPATIBILITY

Policy 4.2.1 Industrial uses shall not be located adjacent to residential or agricultural areas without adequate buffering or integrating design and business practices to eliminate or minimize adverse impacts. Land use decisions concerning location of industrial uses shall take into consideration environmental justice.

OBJECTIVE 4.3 - LIGHT INDUSTRIAL

The Light Industrial future land use classification is established to accommodate certain office and light industrial uses, such as research and development and experimental laboratories and similar uses or the manufacturing or fabrication of products that have minimal off-site impacts.

Policy 4.3.1 Certain office and light industrial uses, such as research, development, and experimental laboratories and similar uses, or the manufacturing or fabrication of products that have minimal off-site impacts and that do not require specialized sites may also be appropriate within Transit Oriented Developments (TODs) or Activity Centers. Stringent performance standards shall be incorporated into the land development regulations to provide buffering, signage, landscaping, and architectural standards, and other methods to limit any adverse impacts and ensure compatibility with adjacent areas. Certain warehousing, transportation and distribution uses may be appropriate if all performance standards can be achieved.

REFERENCE MATERIALS

[Report to the President on Capturing Domestic Competitive Advantage in Advanced Manufacturing:](#)
President's Council of Advisors on Science and Technology, July, 2012

Appendix 1

BACKGROUND DATA AND ANALYSIS REGARDING OFFICE AND INDUSTRIAL

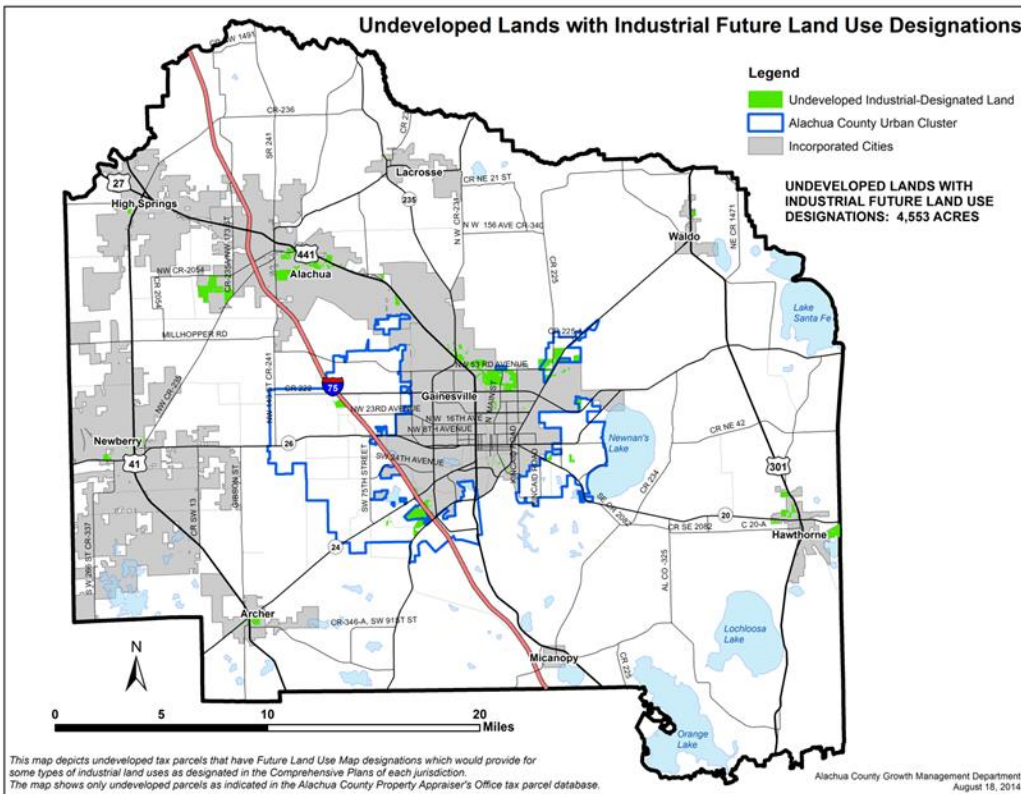
In 2015, the countywide supply of undeveloped lands included approximately 4,500 acres designated for industrial uses, 3,700 acres designated for commercial uses, and 252 acres designated for office uses.

Within the urban cluster, **921 acres (68.1%)** of the 1,535 acres of land designated for Industrial development and activity within the urban cluster is currently **vacant**.

Table 1 Quantity of Industrial Future Land Use by Designation and Location, 2018

Future Land Use Category	All Unincorporated		Urban Cluster	
	Total	Vacant	Total	Vacant
Heavy Industrial	804.5	550.6	804.5	550.6
Industrial/Manufacturing	96.5	91.5	96.5	91.5
Light Industrial	350.5	216.1	350.5	216.1
Rural Community Employment Center	32.7	32.7		
Rural Employment Center	273.5	75.2		
Warehouse/Distribution	101.7	63.7	101.7	63.7
TOTALS	1,659.43	1,029.70	1,353.21	921.81

Map 1 Undeveloped Lands with Industrial Future Land Use Designations



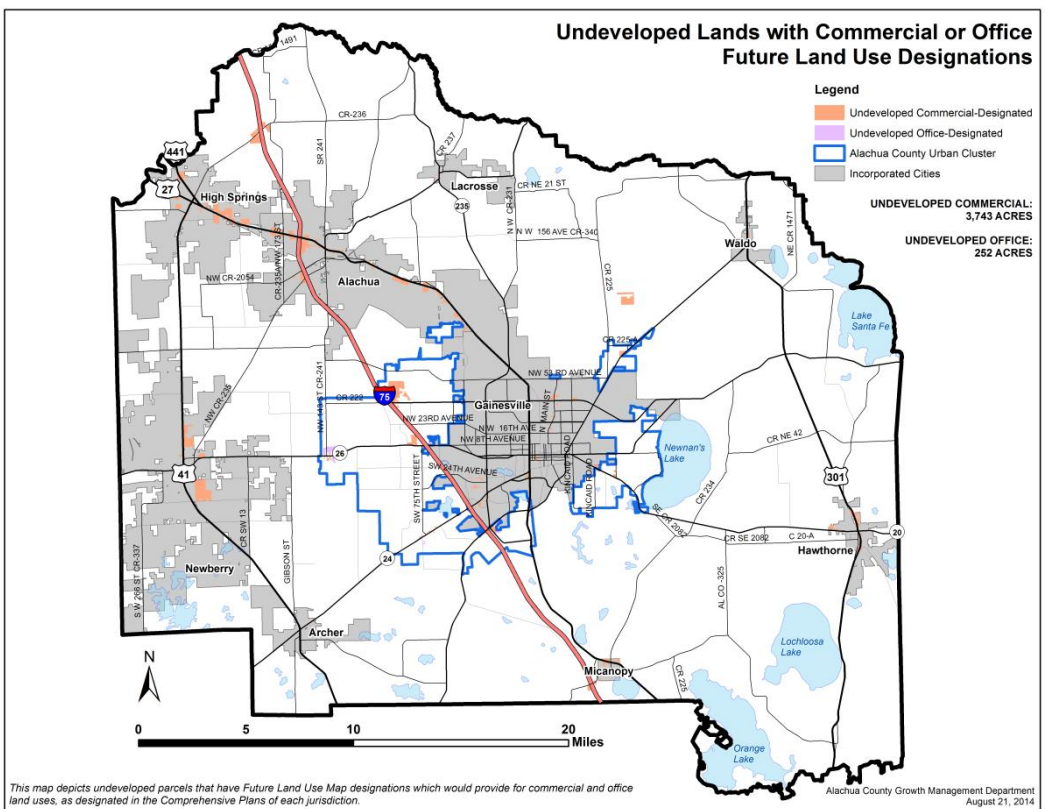
(note: acreages not adjusted for annexations)

Within the urban cluster, **205 acres (60.4%)** of the 339 acres of land designated for Office development and activity within the urban cluster is currently **vacant**.

Table 2 Quantity of Office Future Land Use by Designation, 2018

Future Land Use Category	Total	Vacant
Office	136.8	93.1
Office/Business Park	112.4	82.7
Office/Medical	21.3	21.3
Office/Residential	15.2	10.3
Office/Residential (2-4 du/acre)	35.9	8.6
Office/Residential (4-8 du/acre)	17.9	10.5
TOTALS	339.7	205.2

Map 2 Undeveloped Lands with Commercial or Office Future Land Use Designations



(note: acreages not adjusted for annexations)