

PLANNING AND DEVELOPMENT DEPARTMENT



October 20, 2016

The Honorable Lori Boyer, President
The Honorable Danny Becton, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, Florida 32202

**RE: Planning Commission Advisory Report
Ordinance No. 2016-635**

2030 Comprehensive Plan Text Amendment

Dear Honorable Council President Boyer, Honorable Council Member and LUZ Chairman Becton and Honorable Members of the City Council:

Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **Approved** Ordinance 2016-635 on October 20, 2016.

- P&DD Recommendation APPROVE
- PC Issues: None
- PC Vote: 8-0 APPROVE

| | <u>Aye</u> | <u>Nay</u> | <u>Abstain</u> | <u>Absent</u> |
|------------------------------|-------------------------------------|--------------------------|--------------------------|-------------------------------------|
| Chris Hagen, Chair | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| Daniel Blanchard, Vice Chair | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| Abel Harding, Secretary | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| Jerry Friley | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| Marshall Adkinson | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| Nicole Sanzosti Padgett | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| Ben Davis | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| Dawn Motes | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

If you have any questions or concerns, please do not hesitate to contact me at your convenience.

Respectfully,

Kristen D. Reed, AICP
Chief of Community Planning

Staff Report on
Proposed 2016B Series' Text Amendment
to Future Land Use Element of
2030 Comprehensive Plan

ORDINANCE 2016-635

As indicated in EXHIBIT 1 for Ordinance 2016-635, a text amendment is being proposed to amend the Future Land Use Element (FLUE) to allow for consideration of a density bonus in the High Density Residential (HDR) Urban Priority Area (UPA) Future Land Use Category. The density bonus is limited to an additional 20 dwelling units per acre over the maximum allowable density of 80 dwelling units per acre. Further, the density bonus is subject to consistency with the goals, objectives and policies of the 2030 Comprehensive Plan along with five (5) criteria specified in the HDR UPA density section of the FLUE. The density bonus must be accompanied by a site specific policy adopted into the FLUE.

The intent of the density bonus is to allow for the consideration of an appropriate density transition between the Central Business District (CBD) and the first tier of development surrounding the CBD. Currently, development in the southbank portion of the CBD includes residential in excess of 200 dwelling units per acre while just outside of the CBD and in the HDR UPA the maximum allowable density is only 80 units per acre. This amendment establishes a case-by-case approach to achieving a suitable transition.

The Planning and Development Department recommends **APPROVAL** of the text amendment in the attached **EXHIBIT 1** and submitted as **Ordinance 2016-635**.

1 Introduced by Council Member Boyer:
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4 **ORDINANCE 2016-635**

5 AN ORDINANCE APPROVING FOR TRANSMITTAL TO THE
6 STATE OF FLORIDA'S VARIOUS AGENCIES FOR REVIEW OF
7 PROPOSED 2016B SERIES TEXT AMENDMENT TO THE
8 FUTURE LAND USE ELEMENT OF THE 2030 COMPREHENSIVE
9 PLAN OF THE CITY OF JACKSONVILLE RELATING TO THE
10 HIGH DENSITY RESIDENTIAL ("HDR")-URBAN PRIORITY
11 AREA DENSITY; CREATING A SITE SPECIFIC POLICY
12 OPPORTUNITY FOR A DENSITY BONUS SUBJECT TO
13 CERTAIN CRITERIA; PROVIDING AN EFFECTIVE DATE.
14

15 **WHEREAS**, the City Council has initiated certain revisions and
16 modifications to the text of the *2030 Comprehensive Plan* in accordance
17 with the procedures and requirements set forth in Chapter 650, Part 4,
18 *Ordinance Code* to facilitate the appropriate and timely implementation
19 of the plan, and has provided the necessary supporting data and
20 analysis to support and justify the amendments determined to be
21 required and accordingly has proposed certain revisions and
22 modifications which are more particularly set forth in **Exhibit 1,**
23 **attached hereto**, and incorporated herein by reference; and

24 **WHEREAS**, the Jacksonville Planning Commission, as the Local
25 Planning Agency, held a public hearing on this proposed amendment to
26 the *2030 Comprehensive Plan*, with due public notice having been
27 provided, and reviewed and considered all comments received during the
28 public hearing, and made a recommendation to the City Council; and

29 **WHEREAS**, the Land Use and Zoning (LUZ) Committee held a public
30 hearing on this proposed amendment pursuant to Chapter 650, Part 4,
31 *Ordinance Code*, having considered all written and oral comments

1 received during the public hearing, has made its recommendation to the
2 Council; and

3 **WHEREAS**, the City Council held a public hearing on this proposed
4 amendment with public notice having been provided, pursuant to Section
5 163.3184(3), *Florida Statutes*, and Chapter 650, Part 4, *Ordinance Code*,
6 and having considered all written and oral comments received during the
7 public hearing, the recommendations of the Planning and Development
8 Department, the Planning Commission and the LUZ Committee, desires to
9 transmit this proposed amendment through the State's expedited state
10 review process to the Florida Department of Economic Opportunity, as
11 the State Land Planning Agency, the Northeast Florida Regional Council,
12 the Florida Department of Transportation, the St. Johns River Water
13 Management District, the Florida Department of Environmental
14 Protection, the Florida Fish and Wildlife Conservation Commission, the
15 Department of State's Bureau of Historic Preservation, the Florida
16 Department of Education, and the Department of Agriculture and Consumer
17 Affairs; now, therefore

18 **BE IT ORDAINED** by the Council for the City of Jacksonville:

19 **Section 1. Approval of Amendment for Transmittal Purposes.** The
20 Council hereby approves the proposed 2016B Series text amendment to the
21 Future Land Use Element of the *2030 Comprehensive Plan* as set forth in
22 **Exhibit 1, attached hereto**, dated September 19, 2016, for transmittal
23 to Florida's various required State Agencies for review. The amendment
24 creates a site specific policy opportunity to the High Density
25 Residential (HDR)-Urban Priority Area for a density bonus subject to
26 certain criteria.

27 **Section 2. Effective Date.** This ordinance shall become
28 effective upon the signature by the Mayor or upon becoming effective
29 without the Mayor's signature.
30

1 Form Approved:

2

3 /S/ Susan C. Grandin

4 Office of General Counsel

5 Legislation Prepared by: Susan C. Grandin

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Ordinance 2016-635

2016B Series Text Amendment **City of Jacksonville 2030 Comprehensive Plan**

Future Land Use Element (FLUE)

HIGH DENSITY RESIDENTIAL (HDR)

HDR - GENERAL INTENT

High Density Residential (HDR) is a mixed use category intended to provide compact high density residential development and transitional uses between lower density residential uses and commercial uses and public and semi-public use areas. High rise multi-family and mixed use developments should be the predominant development typology in this category. Development within the category should be compact and connected and should support multi-modal transportation. Mixed use developments utilizing the Traditional Neighborhood Development (TND) concept and Transit Oriented Development (TOD) are permitted. All uses should be designed in a manner which emphasizes the use of transit, bicycle, and pedestrian mobility, ease of access between neighboring uses, and compatibility with adjacent residential neighborhoods. Density, location and mix of uses shall be pursuant to the Development Areas as set forth herein.

HDR - GENERAL NEIGHBORHOOD PROTECTION

Compatibility with adjacent and abutting residential neighborhoods shall be achieved through the implementation of site design techniques including but not limited to: transitions in uses; buffering; setbacks; the orientation of open space; and graduated height restrictions to affect elements such as height, scale, mass and bulk of structures, pedestrian accessibility, vehicular traffic, circulation, access and parking impacts, landscaping, lighting, noise and odor. In addition, all development on sites which abut a Low Density Residential and/or Rural Residential land use designation shall provide the following:

- A scale transition as defined and illustrated in this element.
- When developing mixed uses, residential uses shall be arranged on the site to provide a use transition between new non-residential uses and the protected abutting residential land uses to the greatest extent feasible.
- Elements such as yards, open space, at-grade parking and perimeter walls shall be arranged, designed and landscaped in a manner compatible with adjacent areas to serve as a visual buffering element.

HDR - URBAN PRIORITY AREA (UPA) INTENT

HDR in the Urban Priority Area is intended to provide compact high density mixed use development. High density residential development which includes limited commercial uses which serve the residential component of HDR developments as well as adjacent neighborhoods is preferred to reduce the number of Vehicles Miles Traveled. A combination of compatible mixed uses should be organized vertically within a multistory building.

HDR designations shall be in locations which are supplied with full urban services; which are located in close proximity to a roadway classified as an arterial or higher on the Functional Highway Classification Map; and which are located within one-half mile distance from an existing or planned Jacksonville Transit Authority (JTA) Rapid Transit System (RTS) or other mass transit system station. Locations which serve as a transition between commercial and medium density residential land uses are preferred. Sites which are abutting Low Density Residential (LDR) or Rural Residential (RR) are discouraged.

HDR - URBAN PRIORITY AREA USES

The uses provided herein shall be applicable to all HDR sites within the Urban Priority Area.

Principal Uses

Multi-family dwellings; Commercial retail sales and service establishments limited to 25 percent of the building area; Office, Business and professional office: and Uses associated with and developed as an integral component of TND or TOD.

Commercial retail sales and service establishments, office, and business and professional office uses shall not be permitted as single uses and may only be permitted in conjunction with residential development.

Secondary Uses

Secondary uses shall be permitted pursuant to the Residential land use introduction. In addition the following secondary uses may also be permitted: Nursing homes; Emergency shelter homes; Rooming houses; Residential treatment facilities; and Private clubs.

HDR - URBAN PRIORITY AREA DENSITY

The maximum gross density in the Urban Priority Area shall be 80 units/acre and the minimum gross density shall be 20 units/acre; except as provided herein.

- For sites abutting Low Density Residential (LDR), the maximum gross density shall be 60 units/acre.
- For sites within the Coastal High Hazard Area (CHHA), the maximum gross density shall be 60 units/acre unless appropriate mitigation is provided consistent with the City's CHHA policies.
- A density bonus of up to an additional 20 units/acre may be granted subject to consistency with all of the following criteria and a case-by-case determination of consistency with the goals, objectives and policies of the Comprehensive Plan:
 1. The site must be located along an arterial road;
 2. The site must be fully located within one half mile of a site where the developed density equals or exceeds the proposed density;
 3. The site must be fully located within one quarter of a mile (1,320 feet) of the CBD and with no more than one intersecting street between the site and the CBD;
 4. The abutting and adjacent land use categories must be CGC, HDR, RC or CBD; and
 5. The density bonus must be accompanied by a site specific policy adopted in the Future Land Use Element.

HDR - URBAN PRIORITY AREA DEVELOPMENT CHARACTERISTICS

The development characteristics provided herein shall be applicable to all HDR sites within the Urban Priority Area.

- A combination of compatible mixed uses should be organized vertically within a multistory building.
- Developments on sites greater than 5 acres should incorporate urban development characteristics as defined in this element.
- Mixed uses shall be provided in developments with a density greater than 25 units/acre and for developments which abut a roadway classified as an arterial on the Functional Highway Classification Map.
- Residential uses shall not be permitted on the ground floor abutting roads classified as arterials or higher on the Functional Highway Classification Map.
- Non-residential uses in mixed use developments, shall be limited to the ground floor.

- Commercial uses in mixed use developments shall, to the greatest extent possible, be massed along the highest abutting classified road on the Functional Highway Classification Map.
- Uses shall be sited in a manner to promote internal pedestrian and vehicle circulation and ease of access between abutting uses and sites and to limit the number of driveway access points on roads classified as arterials on the Functional Highway Classification Map.
- To promote a more compact, pedestrian-friendly environment, off street parking shall be located behind or to the side of buildings to the greatest extent possible. Structured parking is encouraged, provided it is integrated into the design of the overall development and is compatible with surrounding neighborhoods