

PLANNING AND DEVELOPMENT DEPARTMENT



March 23, 2017

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. 2017-134 Text Amendment to the Future Land Use Element**

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 2017-134 on March 23, 2017.

- P&DD Recommendation                      APPROVE
- PC Issues:                                        None
- PC Vote:                                         6-1 APPROVE

	<u>Aye</u>	<u>Nay</u>	<u>Abstain</u>	<u>Absent</u>
Daniel Blanchard, Chair	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Abel Harding, Vice Chair	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Nicole Sanzosti Padgett, Secretary	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Joshua Garrison	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Marshall Adkinson	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Chris Hagan	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" 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 2017-134**

As indicated in EXHIBIT 1 for Ordinance 2017-134, 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 2017-134**.

1 Introduced by the Land Use and Zoning Committee:  
2  
3

4 **ORDINANCE 2017-134**

5 AN ORDINANCE ADOPTING 2016B SERIES TEXT AMENDMENT  
6 TO THE FUTURE LAND USE ELEMENT (FLUE) TO ALLOW  
7 FOR CONSIDERATION OF A DENSITY BONUS IN THE HIGH  
8 DENSITY RESIDENTIAL (HDR) URBAN PRIORITY AREA  
9 (UPA) FUTURE LAND USE CATEGORY OF THE 2030  
10 COMPREHENSIVE PLAN OF THE CITY OF JACKSONVILLE;  
11 PROVIDING AN EFFECTIVE DATE.  
12

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

23 **WHEREAS**, the City by the adoption of Ordinance 2016-635-E  
24 approved this text amendment to the 2030 Comprehensive Plan on November  
25 9, 2016 for transmittal to the Florida Department of Economic  
26 Opportunity ("DEO"), as the State Land Planning Agency and other  
27 required state agencies, for review and comment; and

28 **WHEREAS**, by various letters and e-mails, the DEO and other state  
29 reviewing agencies transmitted their comments, if any, regarding this  
30 proposed amendment; and

31 **WHEREAS**, the Planning and Development Department reviewed the

1 proposed revisions, considered all comments received, prepared a  
2 written report and rendered an advisory recommendation to the Council  
3 with respect to these proposed text amendments; and

4 **WHEREAS**, the Planning Commission, as the Local Planning Agency,  
5 held a public hearing on this proposed amendment to the *2030*  
6 *Comprehensive Plan*, with due public notice having been provided, and  
7 reviewed and considered all comments received during the public  
8 hearing, and made a recommendation to the City Council; and

9 **WHEREAS**, pursuant to Section 650.408 *Ordinance Code*, the Land Use  
10 and Zoning (LUZ) Committee held a public hearing in accordance with the  
11 requirements of Chapter 650, Part 4, *Ordinance Code*, on this proposed  
12 amendment and has made its recommendation to the City Council; and

13 **WHEREAS**, pursuant to Section 163.3184(3), *Florida Statutes* and  
14 Chapter 650, Part 4, *Ordinance Code*, the City Council held a public  
15 hearing with public notice having been provided on this proposed  
16 amendment to the *2030 Comprehensive Plan*; and

17 **WHEREAS**, the City Council further considered all oral and written  
18 comments received during public hearings, including the data collection  
19 and analysis portions of this proposed amendment to the *2030*  
20 *Comprehensive Plan*, the recommendations of the Planning and Development  
21 Department and the Planning Commission, the final recommendations of  
22 the LUZ Committee, and the comments, if any, of the DEO and the other  
23 state agencies; and

24 **WHEREAS**, in the exercise of its authority, the City Council has  
25 determined it necessary and desirable to adopt this proposed amendment  
26 to the *2030 Comprehensive Plan* to preserve and enhance present  
27 advantages, encourage the most appropriate use of land, water and  
28 resources, consistent with public interest, overcome present  
29 deficiencies, and deal effectively with future problems that may result  
30 from the use and development of land within the City of Jacksonville;

1 now therefore,

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

3 **Section 1. Purpose and Intent.** This ordinance is adopted to  
4 carry out the purpose and intent of, and exercise the authority set out  
5 in the Local Government Comprehensive Planning and Land Development  
6 Regulation Act, Sections 163.3161 through 163.3248, *Florida Statutes*  
7 and Chapter 166, *Florida Statutes*, as amended. The amendment amends  
8 the Future Land Use Element (FLUE) to allow for consideration of a  
9 density bonus in the High Density Residential (HDR) Urban Priority Area  
10 (UPA) Future Land Use Category subject to certain criteria.

11 **Section 2. Amendment to Comprehensive Plan.** The *2030*  
12 *Comprehensive Plan* is hereby amended to include this revision to the  
13 text of the *2030 Comprehensive Plan* in the Future Land Use Element from  
14 the 2016B Series which has been initiated by the Planning and  
15 Development Department, as more particularly set forth in **Exhibit 1,**  
16 **attached hereto,** and incorporated herein by reference.

17 **Section 3. Effective Date.** This ordinance shall become  
18 effective upon the signature by the Mayor or upon becoming effective  
19 without the Mayor's signature.

20  
21 Form Approved:

22           /s/ Susan C. Grandin          

23 Office of General Counsel

24 Legislation Prepared By: Kristen Reed

25 GC-#177268-v1-2017-134.doc

## **Ordinance 2017-134**

### **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