

Ordinance 2020-693

2020B Series Text Amendment
City of Jacksonville 2030 Comprehensive Plan
Future Land Use Element, Transportation Element

FUTURE LAND USE ELEMENT

Policy 1.1.14

Exempt the internal arrangement of uses within the Central Business District (CBD) Land Use Category and Developments of Regional Impact (DRIs) from the nodal and other locational criteria of the 2030 Comprehensive Plan, subject to required local and regional reviews.

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Policy 1.2.16

When a specific maximum development density or intensity is not stated on the Annotated Future Land Use Map or in a site-specific policy, the City of Jacksonville shall use the following as the assumptions for maximum development when analyzing the impacts of amendments to the Future Land Use Map (FLUM). The following development impact standards do not limit the development potential of any site. For the purposes of this policy, Floor Area Ratio (FAR) is defined as the ratio of gross floor area of all structures on a lot to gross lot area.

**DEVELOPMENT STANDARDS FOR IMPACT ASSESSMENT OF
LAND USE CATEGORIES ON FLUMS**

| LAND USE CATEGORY | SITE DEVELOPMENT POTENTIAL |
|--------------------------------|---|
| AGRICULTURE (iv) - [AGR(iv)] | 1 Dwelling Unit Per 2.5 Acres (Up to 40 Acre Lot) |
| AGRICULTURE (iii) - [AGR(iii)] | 1 Dwelling Unit Per 10 Acres (40+ to 160 Acre Lot) |
| AGRICULTURE (ii) - [AGR(ii)] | 1 Dwelling Unit Per 40 Acres (160+ to 640 Acre Lot) |
| AGRICULTURE (i) - [AGR(i)] | 1 Dwelling Unit Per 100 Acres (640+ Acres Lot) |
| RURAL RESIDENTIAL (RR) | 2 Dwelling Units Per Acre (With Water and Sewer) |
| | 1 Dwelling Unit Per Acre (With No Water and Sewer) |

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| | |
|--|---|
| LOW DENSITY RESIDENTIAL (LDR) | 5 Dwelling Units Per Acre |
| MEDIUM DENSITY RESIDENTIAL (MDR) | 15 Dwelling Units Per Acre |
| HIGH DENSITY RESIDENTIAL (HDR) | 45 Dwelling Units Per Acre |
| RESIDENTIAL/PROFESSIONAL/INSTITUTIONAL (RPI) | 0.5 FAR (Non-Residential) |
| NEIGHBORHOOD COMMERCIAL (NC) | 0.45 FAR |
| COMMUNITY/GENERAL COMMERCIAL (CGC) | 0.35 FAR |
| REGIONAL COMMERCIAL (RC) | 0.4 FAR |
| CENTRAL BUSINESS DISTRICT (CBD) | Per Approved <u>DRD</u> Development Plan / Allocation of Development Rights Agreement |
| BUSINESS PARK (BP) | 0.35 FAR |
| LIGHT INDUSTRIAL (LI) | 0.4 FAR |
| HEAVY INDUSTRIAL (HI) | 0.4 FAR |
| WATER DEPENDENT-WATER RELATED (WD-WR) | 0.25 FAR |
| MULTI-USE (MU) | Per Approved Development Plan/Policy |
| PUBLIC BUILDINGS & FACILITIES (PBF) | 0.3 FAR |
| RECREATION AND OPEN SPACE (ROS) | 0.15 FAR |

Residential Densities> Single-Family: 2.66 Population/Dwelling Unit; Multi-Family: 2.35 Population/Dwelling Unit

Source: City of Jacksonville Planning and Development Department

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Objective 2.3 Continue to strengthen ~~Downtown Jacksonville~~the Central Business District (CBD) as the regional center of finance, government, retail and cultural activities for Northeast Florida.

Policies 2.3.1

Recognize the Central Business District (CBD) and its periphery as a significant urban area of the City appropriate for residential and mixed use projects at higher densities/intensities than the remainder of the City. ~~Overall guidelines are included in the master plan for the downtown “Celebrating the River: A Plan for Downtown Jacksonville” adopted by City Council in 2000. The City’s Land Development Regulations have been amended to include the Downtown Zoning Overlay and the Downtown Signage Overlay for the CBD which includes regulatory incentives for development/redevelopment in the CBD.~~

2.3.2

~~Require projects using the zoning incentive provisions referenced in the preceding policy to ensure compatibility with existing development both within the CBD and its periphery by use of land use transition, and provision of amenities and public benefits beyond those required by law. Benefits or amenities that should be awarded bonuses include:~~

- Housing
- Transportation improvements
- Day care
- Pedestrian/streetscape improvements
- Water and other natural resource amenities
- Open spaces
- Public space
- Public access
- Cultural contributions
- Preservation of historic structures
- Other innovative amenities or linkages

2.3.23

~~Consolidation, or amendment, or abandonment~~ of existing downtown area DRIs shall not limit or modify vested rights pursuant to Section 163.3167(8), F.S. The City shall follow the guidelines contained in the Transportation Element regarding potential impacts to the Strategic Intermodal System and other specified roads downtown.

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2.3.34

The Downtown Investment Authority (DIA) and the Jacksonville Planning and Development Department have developed downtown urban design guidelines through the adoption of “Celebrating the River: A Plan for Downtown Jacksonville”, Downtown Zoning Overlay and Downtown Signage overlay that are being implemented that will promote high quality private and public development in the downtown area. Detailed requirements are included in the Transportation Element.

2.3.5

The DIA, through adoption of “Celebrating the River: A Plan for Downtown Jacksonville” and the Downtown Zoning Overlay streetscape and landscape sections, has implemented through appropriate departments and agencies, landscaping plans adjacent to arterial road rights-of-way in the downtown and its peripheral redevelopment areas. Include Tree planting and landscaping is required in all redeveloped public areas in the CBD. Detailed requirements are included in the Transportation Element.

2.3.46

“Celebrating the River: A Plan for Downtown Jacksonville” and the Downtown Zoning Overlay The Land Development Regulations shall require a network of pedestrian linkages and open spaces between offices, retailing, entertainment and other related areas in plans for revitalization of within the CBD. The pedestrian and open space system ~~should~~ shall take takes advantage of the riverfront, making it more accessible to the general public and include a well-designed pedestrian linkage, ~~between Hemming Plaza and the Jacksonville Landing on the St. Johns River.~~ Detailed requirements are included in the Transportation Element.

2.3.57

The DIA, through adoption of “Celebrating the River: A Plan for Downtown Jacksonville”, the Downtown Zoning Overlay and the Downtown Signage Overlay has Land Development Regulations shall established urban design, site design and building form guidelines that create high quality site designs, and will require that ~~landscaped buffer areas,~~ pedestrian walkways and other pedestrian and public transit use amenities are provided in site development plans within the CBD. Detailed requirements are included in the Transportation Element.

2.3.8

The DIA shall continue promoting downtown redevelopment through the use of “Celebrating the River: A Plan for Downtown Jacksonville”, the Downtown Zoning Overlay and the Downtown Signage Overlay that creates regulatory incentives that will encourage mixed use residential,

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~~office and commercial developments, thereby reducing the number of trips. Detailed requirements are included in the Transportation Element.~~

2.3.9

~~The DIA, through adoption of “Celebrating the River: A Plan for Downtown Jacksonville” and the Downtown Zoning Overlay permits developers locating in the Central Business District (CBD) to provide required parking at peripheral locations within the CBD, reduces on-site parking by allowing use of existing off-site parking facilities, reduces on-site parking requirements when mass transit is available, creates carpool and van pool bonuses, provides for short-term parking space credit, and creates minimum/maximum parking requirements that promote the use of various mass transit options available.~~

2.3.610

~~The Downtown DRI Development within the CBD shall maintain adopted Levels of Service in the 2030 Comprehensive Plan for all public facilities (drainage, sanitary sewer, solid waste, potable water, recreation, and when applicable, schools) reviewed under concurrency, except for transportation facilities, which shall be governed by the Consolidated Downtown DRI Development Order through Phase I, and the Mobility System, for development authorized for Phases II and III of the DRI.~~

2.3.11

~~The DIA continues to promote the development and redevelopment of mixed-use projects that include housing and retail uses in the downtown area by providing regulatory incentives to developers of such uses. Examples of regulatory incentives consistent with this policy and Policy 2.3.15 are the lessening of parking requirements, flexibility in location of required parking and regulatory relief on Brownfields projects.~~

2.3.12

~~The City, DIA, and the Jacksonville Transportation Authority (JTA) will continue to promote the development of the Multi-Modal Transportation Center in the downtown area.~~

2.3.13

~~The City, OED, DIA and JTA will continue to promote the Automated Skyway Express as a mass transit option for meeting parking requirements of downtown development and redevelopment projects on the periphery, but within, the Central Business District.~~

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2.3.14

~~The City, OED, DIA, and JTA will continue to provide peripheral parking options for employees of downtown businesses and government by providing a Trolley bus system whose routes can be modified to meet the demands of changing business and government locations.~~

2.3.15

~~The City and DIA shall encourage growth within the CBD. More specifically, the City and DIA shall continue implementing its current regulatory incentives to promote downtown revitalization to encourage growth to locate in the identified downtown revitalization area in order to discourage urban sprawl, reduce development pressures on rural lands, maximize the use of existing public facilities and centralized commercial, government, retail, residential, and cultural activities.~~

2.3.16

~~The City and DIA shall continue encouraging development and redevelopment within the CBD. Growth within the CBD will be exempt from the Mobility System requirements and governed by the Consolidated Downtown DRI Development Order through Phase I. Previously approved transportation Mobility System Projects in Phase II and Phase III will be replaced by the Mobility System Projects included in the Mobility System for Mobility Zone 10. Prior to proceeding with development rights authorized in Phases II or III of the Downtown DRI, the City shall either rescind or abandon the DRI pursuant to Section 380.06, F.S., or adopt a project specific Notice of Proposed Change (“NOPC”) acknowledging the authorized Phase II and Phase III development rights will be governed by the City’s Mobility System.~~

2.3.17

~~As further addressed in the Transportation Element, the DIA and FDOT will continue to monitor development within the CBD annually according to the remaining conditions of Phase I of the Consolidated Downtown DRI Development Order.~~

2.3.18

~~Mobility Zone 10 is not included in the Coastal High Hazard Area. However, three of the four bridges included in or bordering Mobility Zone 10 are included in designated hurricane evacuation routes as shown on Map T-9 in the Future Transportation Map series. These bridges in the downtown area have the potential to be “bottlenecks” at a strategic location along the routes. In order to prevent the additional residential density desired in downtown from exacerbating the problems associated with evacuation, additional shelter spaces are needed to get cars off the roads before they reach downtown. For this reason, residential developments or redevelopments proposed within Mobility Zone 10 may meet the requirements of~~

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~~Conservation/Coastal Management Element Policies 7.2.6 and 7.2.7 as one of the capacity improvements pursuant to Table 1 of the Transportation Element.~~

* * *

Locational Criteria

All of the plan categories described in this element allow for a variety of uses. Each category has a set of principal uses, which are intended to be the indicator of the overall development pattern of the area, and various types of secondary or supporting uses, which may also be allowed. The locational criteria in this section describe the factors to be used in determining appropriate locations for: (1) principal land use plan categories in plan amendment requests; (2) development characteristics and density within plan use categories; and (3) supporting uses in residential and other plan category areas.

The following factors, which were used in determining appropriate land uses and their boundaries on the Future Land Use Map (FLUM) series, will be considered in evaluating all zoning or subdivision site plan requests to determine appropriate locations for future development, redevelopment and expansion of existing uses within the City.

Development Areas: As depicted on the FLUM series, the City is organized by five tiers of Development Areas ranging from high density in the historic core to very low density in the outlying rural areas. These include: the Central Business District (CBD); the Urban Priority Area (UPA); the Urban Area (UA); the Suburban Area (SA); and the Rural Area (RA). These Development Areas determine differing development characteristics and a gradation of densities for each land use plan category, as follows:

1. *The Central Business District (CBD):* ~~The Central Business District (CBD) Development Area is coterminous with the CBD Land Use and the DIA jurisdictional boundaries. is the Downtown Jurisdictional area of the Downtown Investment Authority (DIA). All the area in the Central Business District (CBD) is included within the boundaries of the Downtown Development of Regional Impact (DRI). The exact location, distribution, and density/intensity of various types of land use in the DIA's Downtown jurisdictional area CBD will be guided by the site development plans Allocation of Development Rights Agreements approved in accordance with the Comprehensive Plan, Land Development Regulations, and other applicable adopted plans and regulations, as part of the development order for the Downtown DRI(s).~~

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* * *

Central Business District (CBD)

This is a mixed-use land use category that is coterminous with the CBD Development Area and the DIA jurisdictional boundaries Downtown jurisdictional area of the Downtown Investment Authority (DIA). The category allows medium to high density residential, commercial, industrial, institutional, recreational, and entertainment uses, as well as transportation and communication facilities. All the area in the CBD is included within the boundaries of the Downtown developments of regional impact (DRI). The exact location, distribution, and density/intensity of various types of land use in the DIA's Downtown jurisdictional area CBD will be guided by the site development plans Allocation of Development Rights Agreements approved as part of the development order for the Downtown DRI(s), in accordance with the Comprehensive Plan, Land Development Regulations, and any other applicable adopted plans and regulations.

- A. Except as provided in Subsection B., the maximum entitlements within the CBD land use category shall be consistent with Tables L-1.A and L-1.B. These tables represent the available entitlements at the time the Consolidated Downtown DRI abandonment is finalized. All existing development within the CBD and currently approved developments with DIA allocation agreements as of the date of the Consolidated Downtown DRI abandonment are vested.

Table L-1.A: CBD Existing Development Entitlements

| <u>Land Use</u> | <u>Units</u> | <u>Constructed or Allocated</u> |
|----------------------------|---------------------|--|
| <u>Retail</u> | <u>Square Feet</u> | <u>2,733,393</u> |
| <u>Office</u> | <u>Square Feet</u> | <u>15,057,752</u> |
| <u>Industrial</u> | <u>Square Feet</u> | <u>618,731</u> |
| <u>Gov't/Inst.</u> | <u>Square Feet</u> | <u>4,973,546</u> |
| <u>Comm. Utilities</u> | <u>Square Feet</u> | <u>95,000</u> |
| <u>Residential</u> | <u>Units</u> | <u>5,668</u> |
| <u>Attractions (seats)</u> | <u>Seats</u> | <u>7,958</u> |
| <u>Hotel Rooms</u> | <u>Rooms</u> | <u>3,222</u> |
| <u>Marina Slips</u> | <u>Slips</u> | <u>789</u> |

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Table L-1.B: CBD Development Entitlements For Allocation

| <u>Use</u> | <u>Units</u> | <u>Entitlements</u> |
|-----------------------------------|-----------------------|----------------------------|
| <u>Retail</u> | <u>Square Feet</u> | <u>4,416,520 sq. ft.</u> |
| <u>Office</u> | <u>Square Feet</u> | <u>20,489,404 sq. ft.</u> |
| <u>Industrial</u> | <u>Square Feet</u> | <u>1,043,163 sq. ft.</u> |
| <u>Government / Institutional</u> | <u>Square Feet</u> | <u>2,336,521 sq. ft.</u> |
| <u>Community Utilities</u> | <u>Square Feet</u> | <u>2,470 sq. ft.</u> |
| <u>Residential</u> | <u>Dwelling Units</u> | <u>11,051 d.u.</u> |
| <u>Attractions</u> | <u>Seats</u> | <u>18,166 seats</u> |
| <u>Hotel</u> | <u>Rooms</u> | <u>1,282 rooms</u> |

1. The entitlements in Table L-1.A identify development constructed and/or approved in DIA Allocation of Development Rights Agreements as of February 2020. Allocated entitlements not fully utilized by constructed projects can be reallocated by the DIA within the CBD and may be converted in accordance with Table L-2. Entitlements within DIA Allocation of Development Rights Agreements can be converted in accordance with Table L-2.
2. Table L-1.B identifies entitlements available for allocation within the CBD.
3. The entitlements identified in Tables L-1.A and L-1.B may be converted within the CBD land use category in accordance with the trade-off rates provided in Table L-2. The trade-off rates are based on P.M. Peak Hour Trip Rates provided in the ITE Trip Generation Manual, 6th Edition.
4. The DIA shall approve the distribution of the entitlements within the CBD land use category through Allocation of Development Rights Agreements.
5. The DIA shall prepare a report annually to monitor the status of entitlements within the CBD land use category and submit it to the Planning and Development Department during the first quarter of each fiscal year. The report shall take into consideration demolitions occurring within the CBD land use category that can be credited towards available entitlements within the CBD land use category.
6. The maximum number of marina slips within the CBD land use category shall be in accordance with the Duval County Manatee Protection Plan. All approvals associated with the required permits and approvals and subsequent renewals will comply with the Boat Facility Siting Plan.
7. Development within the CBD land use category shall be consistent with the City's adopted Mobility Plan and all valid concurrency approvals, i.e. Vested Property Affirmation Certificates (VPACs).

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Table L-2: CBD Land Use Transportation / Trade-Off Matrix

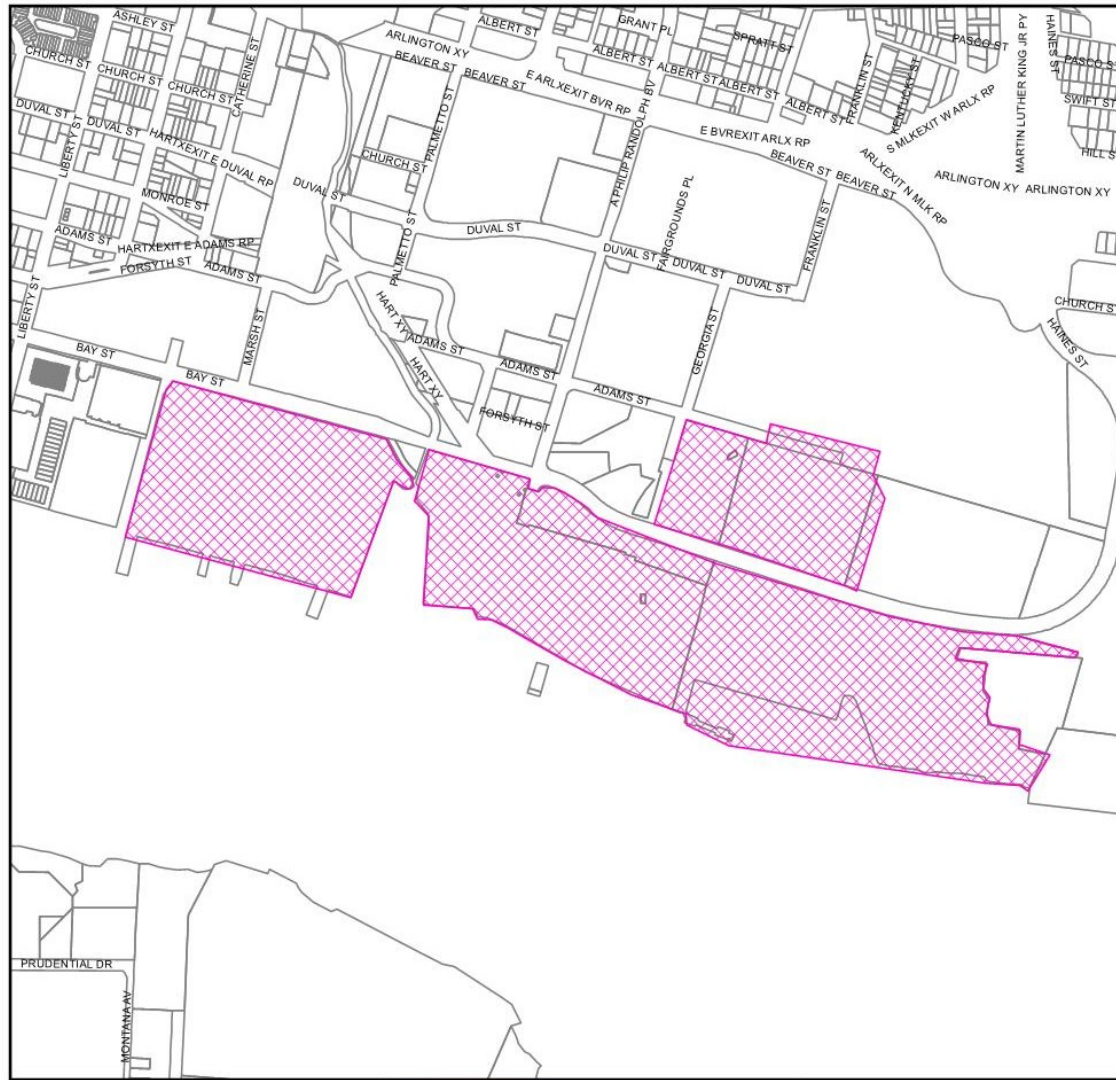
| | | TO | | | | | | | | | |
|------|----------|--|------------------------------|--|-----------------|----------------------|------------------------|--------------------|--|------------------------------|------------------------------------|
| | | ITE Code | 110 | 220 | 310 | 560 | 565 | 610 | 710 | 720 | 820 |
| FROM | ITE Code | Land Use / Units | Lt. Industrial / 1,000 SF | Multi-Family Residential / Dwelling Unit | Hotel / Room | Church / 1,000 SF | Day Care / 1,000 SF | Hospital / Room | General Office, Gov't Office, & Institutional / 1,000 SF | Medical Office / 1,000 SF | Retail Commercial / 1,000 SF |
| | | 110 | Lt. Industrial / 1,000 SF | 1.000 | 1.581 | 1.607 | 1.485 | 0.0742 | 1.065 | 0.658 | 0.268 |
| | 310 | Hotel / Room | 0.622 | 0.984 | 1.000 | 0.924 | 0.0462 | 0.663 | 0.409 | 0.167 | 0.247 |
| | 560 | Church / 1,000 SF | 0.673 | 1.065 | 1.082 | 1.000 | 0.0500 | 0.717 | 0.443 | 0.180 | 0.267 |
| | 565 | Day Care / 1,000 SF | 13.469 | 21.290 | 21.639 | 20.000 | 1.000 | 14.348 | 8.859 | 3.607 | 5.344 |
| | 610 | Hospital / Room | 0.939 | 1.484 | 1.508 | 1.394 | 0.0697 | 1.000 | 0.617 | 0.251 | 0.372 |
| | 710 | General Office, Gov't Office, & Institutional / 1,000 SF | 1.520 | 2.403 | 2.443 | 2.258 | 0.113 | 1.620 | 1.000 | 0.407 | 0.603 |
| | 720 | Medical Office / 1,000 SF | 3.735 | 5.903 | 6.000 | 5.545 | 0.277 | 3.978 | 2.456 | 1.000 | 1.482 |
| | 820 | Retail Commercial / 1,000 SF | 2.520 | 3.984 | 4.049 | 3.742 | 0.187 | 2.685 | 1.658 | 0.675 | 1.000 |

- The entitlements identified in Tables L-1.A and L-1.B may be exchanged within the CBD land use category in accordance with the trade-off rates provided in Table L-2. The trade-off rates are based on P.M. Peak Hour Trip Rates provided in the ITE Trip Generation Manual, 6th Edition.
- Example Calculations: Trade-off 10,000 sq. ft. of Office for Retail – $10,000 / 1,000 = 10 \times 0.603 = 6.03 \times 1,000 = 6,030$ sq. ft. of Retail
 Trade-off 25,000 sq. ft. of Retail for Multi-Family Residential – $25,000 / 1,000 = 25 \times 3.984 = 99.6$ MF Residential units

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B. Additional entitlements are assigned to an approximately 94-acre area within the CBD generally comprised of those riverfront properties commonly referred to as the “Shipyards” and “Metropolitan Park,” together with property located on the north side of Gator Boulevard west of the Daily’s Place Amphitheater, all as more fully illustrated below on the Shipyards / Metropolitan Park Area Map as depicted below. The entitlements specifically dedicated for development within this area are identified in Table L-3 and are in addition to the entitlements identified in Tables L-1.A and L-1.B. The entitlements in Table L-3 may be converted in accordance with Table L-4, which is based on the ITE Trip Generation Manual, 7th Edition.

Shipyards and Metropolitan Park Area Map



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Table L-3: Shipyards and Metropolitan Park Entitlements

| <u>Use</u> | <u>Units</u> | <u>Entitlements</u> |
|--------------------|-----------------------|--------------------------|
| <u>Marina</u> | <u>Boat Slips</u> | <u>400 slips</u> |
| <u>Residential</u> | <u>Dwelling Units</u> | <u>662 d.u.</u> |
| <u>Retail</u> | <u>Square Feet</u> | <u>100,000 sq. ft.</u> |
| <u>Office</u> | <u>Square Feet</u> | <u>1,000,000 sq. ft.</u> |
| <u>Hotel</u> | <u>Rooms</u> | <u>350 rooms</u> |

1. The approval of the 400-slip docking facility is contingent on securing all Federal, State, and Local permits and approvals from applicable regulatory agencies and, to the extent that there is not title to the submerged land under the docking facility, any necessary consent of use or submerged land lease by the Trustees of the Internal Improvement Trust Fund.
2. The maximum number of marina slips within the CBD land use category shall be in accordance with the Duval County Manatee Protection Plan. All approvals associated with the required permits and approvals and subsequent renewals will comply with the Boat Facility Siting Plan.
3. The 400 marina slips are in addition to the approved and constructed 70-slip transient facility existing at Metropolitan Park.
4. The entitlements in Table L-3 may be utilized on other properties within the CBD upon approval of an ordinance by City Council.
5. Development within the CBD land use category shall be consistent with the City's adopted Mobility Plan and all valid concurrency approvals, i.e. Vested Property Affirmation Certificates (VPACs).
6. The Downtown Investment Authority shall approve the distribution of the entitlements within the CBD land use category through Allocation of Development Rights Agreements.
7. The City's DIA shall prepare a report annually to monitor the status of entitlements within the CBD land use category and submit it to the Planning and Development Department during the first quarter of each fiscal year. This report shall take into consideration demolitions occurring within the CBD land use category that can be credited towards available entitlements within the CBD land use category.

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Table L-4: Shipyards and Metropolitan Park Transportation / Trade-Off Matrix

| | | ITE Code | TO | | | | |
|------|------------|-----------------------------------|------------------------------|--------------|----------------|-------------------------------|-----------------------------------|
| | | | 220 | 310 | 420 | 710 | 820 |
| FROM | ITE Code | Land Use / Units | Multi-Family / Dwelling Unit | Hotel / Room | Marina / Berth | General Office / 1,000 sq.ft. | Retail Commercial / 1,000 sq. ft. |
| | | 220 | Multi-Family / Dwelling Unit | 1.000 | 1.058 | 3.2632 | 0.4161 |
| | 310 | Hotel / Room | 0.9516 | 1.000 | 3.1053 | 0.3960 | 0.2379 |
| | 420 | Marina / Berth | 0.3065 | 0.3220 | 1.000 | 0.1275 | 0.0766 |
| | 710 | General Office / 1,000 sq.ft. | 2.4032 | 2.5254 | 7.8421 | 1.000 | 0.6008 |
| | 820 | Retail Commercial / 1,000 sq. ft. | 4.0000 | 4.2034 | 13.0526 | 1.6644 | 1.000 |

1. The maximum entitlements identified in Table L-3 may be exchanged within the CBD land use category in accordance with the trade-off rates provided in Table L-4.
2. Example Calculations: Trade-off 10,000 sq. ft. of Office for Retail – 10,000 / 1,000 = 10 x 0.6008 = 6.008 x 1,000 = 6,008 sq. ft. of Retail
Trade-off 25,000 sq. ft. of Retail for Multi-Family Residential – 25,000 / 1,000 = 25 x 4.000 = 100 MF Residential units

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TRANSPORTATION ELEMENT

Objective 1.5 The City shall maintain the Central Business District (CBD) within the geographic area depicted on Map L-21, the Development Areas, of the Future Land Use Element for the purposes of downtown revitalization. This area includes all of the downtown revitalization area under the jurisdiction of the Downtown Investment Authority (DIA) ~~Downtown Community Redevelopment Agencies (CRAs)~~. Transportation and mobility needs and mobility contracts within the CBD shall be met through implementation of the mobility system and the following policies.

1.5.1

The City, in cooperation with appropriate public and private agencies shall continue to initiate methods to decrease automobile travel on, or encourage the efficient use of the Strategic Intermodal System (SIS), Florida State Highway System and other identified

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roadways within the CBD. Such methods may include where appropriate, but are not limited to, the following:

1. Marketing and public education campaigns that promote the benefits and availability of transit;
2. Continued ~~retrofitting~~construction and maintenance of sidewalks and lighting within the City to encourage pedestrian ~~alternative~~travel and to improve pedestrian access to transit and commercial facilities;
3. Improvement of intersections to facilitate safe pedestrian and bicycle modes of transportation;
4. ~~Retrofitting~~Construction and maintenance of roadways within the City to include bicycle facilities thereby encouraging bicycling as ~~alternative~~a viable mode of transportation;
5. ~~Promoteing~~ and ~~encourageing~~ ridesharing, carpooling, staggered work hours and telecommuting;
6. Continued marketing of the City CBD as a desirable and attractive place to live and work in an effort to accomplish compact growth;
7. Require that transit, bicycle, and pedestrian design considerations are included in the design of all redevelopment and new development projects.
8. Coordinate mass transit services within the CBD.

1.5.2

~~The City shall coordinate with the Jacksonville Transportation Authority (JTA) and the North Florida TPO [through the Congestion Management System (CMS)] to steadily increase the number of riders using JTA bus routes within the City by 2020.~~

1.5.3

~~The City shall coordinate with JTA to include transit service strategies for enhancing mobility within the CBD such as continued development of the Skyway or other mass transportation systems.~~

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1.5.4

~~The City, in cooperation with the North Florida TPO and JTA, shall continue updating the facilities plan to improve transit facilities within the CBD.~~

1.5.5

~~The City will continue the use of a Trolley system to serve the Central Business District. This system provides intermodal connections to other systems such as Skyway or other mass transportation systems, buses, bicycling, pedestrians, parking garages, and major attractions.~~

1.5.26

The City will continue to cooperate with the North Florida TPO and JTA in planning a high capacity transit system for Duval County. This system should be focused to serve the CBD and provide intermodal connections to other systems such as buses, bicycling, pedestrians, parking garages, and major attractions.

1.5.7

~~The City in cooperation with FDOT will continue to support Transportation Management Organization (TMO) activities such as Downtown Vision.~~

1.5.38

The City shall ~~continue developing~~implement a program to ~~construct~~of constructing additional bicycle facilities in the CBD to accommodate and encourage the use of bicycles as transportation. These ~~could~~should include bike lanes, bike paths, racks, and other bicycle parking facilities.

1.5.4

The City, DIA, and JTA will continue working together to establish parking options for employees of downtown businesses and government by providing a transit system whose routes can be modified to meet the demands of changing business and government locations.

1.5.59

~~The City~~All new development and redevelopment shall continue constructingbe required to include new sidewalks and other pedestrian facilities ~~throughout~~within the CBD to encourage more pedestrian trips. ~~High priority will be given to sidewalks that improve mobility and connectivity to transit.~~

1.5.10

~~In cooperation with the Florida Department of Transportation and the Regional Commuter Assistance Program (FCAP), North Florida TPO's Commuter Services, the City shall~~

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~~participate in annual transportation surveys to determine the status, issues and needs for employer-based Transportation Demand Management (TDM) activities, including but not limited to ride sharing, van pooling, bicycling, walking, transit and flexible work hours. These activities shall be ongoing.~~

1.5.11

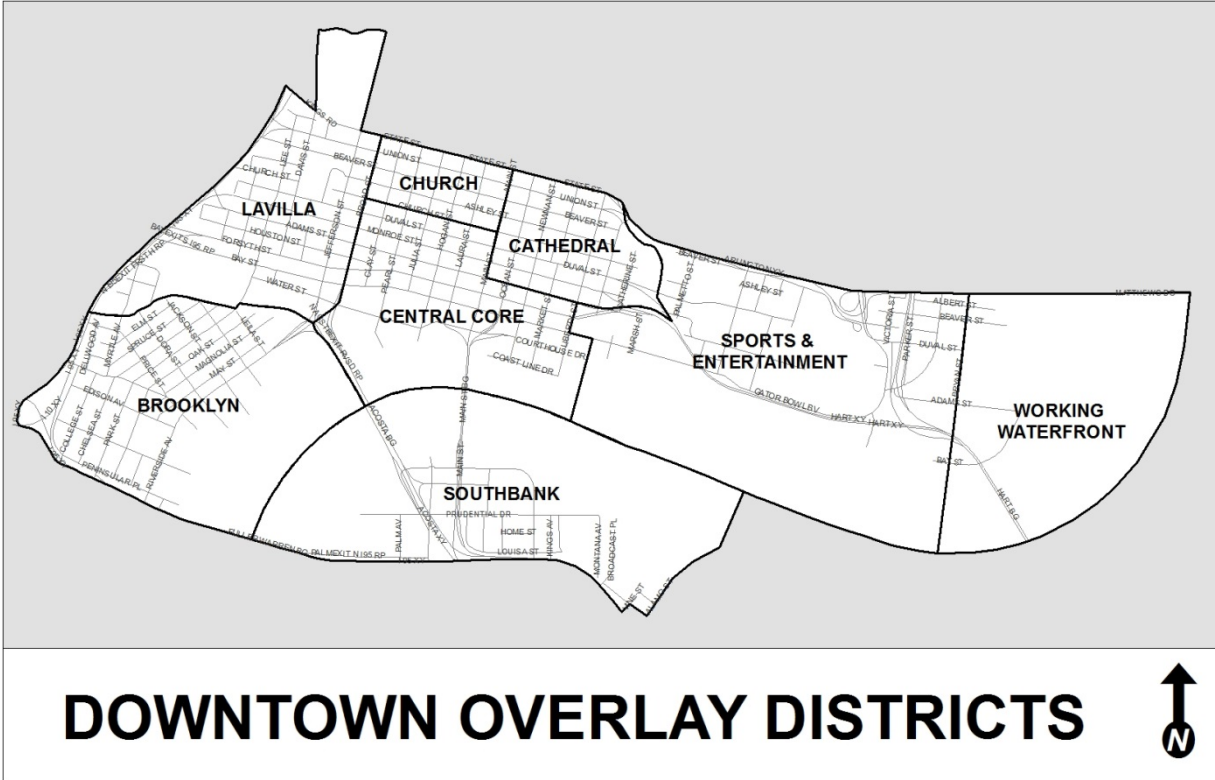
~~The City will continue its support of an enhanced transit system. The Rapid Transit System (RTS) is in the planning stage. While this system will be developed in phases, it will eventually provide major corridor transit service with a high level of frequency and speed of travel. This will be accomplished by using a mix of dedicated lanes within the street system and exclusive transitway facilities, combined with the use of Intelligent Transportation System (ITS) technology solutions to move transit vehicles faster between destinations. The ITS solutions includes signal priority for transit vehicles, new fare collections systems, and real time travel information for riders. Other fixed route buses and feeder buses will be able to access the transitway to allow faster travel times and increased mobility for travelers. This system will allow higher capacities, improved travel time and performance characteristics, significantly better frequency of service with comfortable, safe stations and vehicles.~~

Objective 1.6

Multi-modal transportation improvements in the Central Business District (CBD) shall be enhanced and implemented through the Downtown Overlay Zone.

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FIGURE 1.6 Downtown Overlay Districts



1.6.1

Pedestrian Circulation - Streetscape design standards and regulations shall be adopted by the City and implemented by the DIA and Downtown Design Review Board that establish distinct zones within the right of way for clear pedestrian travel and for above ground utilities, furnishings and the like. The standards shall prioritize clear travel ways for pedestrians to insure adequate pedestrian circulation capacity and to activate the Downtown streets. Furnishing or amenity zones shall be sufficient to accommodate streetlights, signal devices, street furniture and adequate planting space for trees.

1.6.2

Highway Ramps - The DIA and the Planning and Development Department will work with FDOT on the recommendation that the Independent Drive ramps to the Main Street bridge be eliminated, if determined to be feasible. The closing of these ramps would help promote both streets as business streets and enhance surrounding activities, such as Jacksonville Landing.

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1.6.3

~~Signage – Traffic entering the downtown from Interstate 95 (I-95) and I-10 should be channeled along several key streets including Forsyth Street and Bay Street, and the Main Street and the Acosta Bridges. The approaches to this will include the following:~~

- ~~• Signage for Union and State Streets should advertise local destinations such as the LaVilla and the Central Core Districts.~~
- ~~• Guidance signage within downtown should be utilized on the gateway streets. These signs should focus on and facilitate access to the major visitor parking garages, commuter park and ride transfer facilities, and surrounding neighborhoods.~~
- ~~• All public parking facilities (notably garages offering short-term parking rates) should continue to include standard and attractive signage for designating these visitor parking facilities, such as the Park Smart Program currently in operation.~~
- ~~• All street direction and guidance signage will be upgraded where necessary to read in both directions for the convenience of pedestrians. Letter size should conform to current FDOT standards.~~

1.6.34

~~Parking Needs – It is appropriate to change how downtown parking is managed, especially in the commercial core. Downtown Jacksonville will continue to grow, and along with this growth, demand for additional parking. Most jobs and new commercial development in downtown will continue to concentrate in the commercial core area where the need for new parking guidelines, principles and policy are most critical. The planned timeframes for implementation of parking management infrastructure are included in the Implementation Plan. Strategies that will be used to meet the first component of the parking plan include:~~

~~Parking in the commercial core area CBD should be provided only with garage facilities, and not with surface lots. The commercial core area includes much of the financial/retail/cultural activities and therefore the most valuable property of downtown. Parking garages located in the commercial core area CBD should be accessible to visitors, i.e., short-term parking, and include such amenities as retail on the ground floor.~~

- ~~• Provide additional garage parking in the Central Core District to meet the short-term parking needs of visitors or non-commuters.~~
- ~~• The northbank area and especially the Central Core District requires an estimated 2,500 long-term parking spaces. However, this parking should not be exclusively sited within the core area. Priority will be given for meeting this demand at peripheral sites served by transit outside the commercial core area.~~

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1.6.5

~~Parking Standards – The City shall use the parking standards of the Downtown Zoning Overlay, as a part of the City’s Land Development Regulations, for development/redevelopment projects within the CBD. The impact of parking and service areas shall be minimized by locating parking lots and garages away from sidewalks and pedestrian connections and within projects or off service alleys; locating loading and service docks away from sidewalks and pedestrian connections; ensuring that design of parking lots minimally affect the pedestrian environment; providing active uses such as shops and restaurants on the ground floor of garages to engage the pedestrian; requiring landscaping and architectural treatments to soften the appearance of surface parking lots and parking garages; promoting development of structured parking, particularly within the Central Core District; discouraging surface parking lots throughout downtown and the demolition of existing buildings or structures to create parking lots. The design of individual sites will add to the quality of downtown by providing clear and separate access for vehicles and pedestrians, defining the street and sidewalk space, providing outdoor space that will be used by the public or the occupants of the building or structure, screening and buffering service and docks from the public right of way, and by encouraging the service function of alleys. Within the CBD, parking in excess of the maximum allowed by the Downtown Zoning Overlay shall only be based on criteria in the Downtown Zoning Overlay.~~

1.6.6

~~Commuter Parking – Another component of the parking plan is intended to help facilitate the management of parking especially in the commercial core area by constructing high-capacity parking facilities at several peripheral sites. This would serve two purposes. First, high-capacity parking would help to reduce the need for the city and private developers to meet all parking needs “on-site” and especially in the commercial core area where land values and development is most expensive. Second, consolidated facilities served by transit would help to promote the use of transit and reduce the market for the many small surface lots that proliferate in the downtown. In no event will public or private parking garages create the need for queuing onto the Strategic Intermodal System. This will be prevented by innovative technologies such as ramp metering and other signalization improvements.~~

~~Three to four high-capacity parking facilities located at peripheral sites of the downtown are either under construction or are planned to be constructed to reduce the need to supply all commuter parking “on-site” and to discourage the proliferation of small,~~

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~~primarily poorly designed, surface lots. Garage facilities will be integrated with Skyway or other mass transportation systems. The Skyway or other mass transportation systems would then serve as the primary transit distributor of commuter trips in the downtown. The parking analysis indicates that about 6,000 commuters to the commercial core area park in surface lots located outside the area and walk to their final destination. This population provides a benchmark for demand that could potentially be attracted to the peripheral parking facilities. The analysis further indicated several potential sites for consideration, some of which have been constructed and are currently operational.~~

~~The Skyway DuPont Station in Southbank: The station's proximity to Interstate 95 south of downtown is well suited to attract large numbers of commuters. Recently the Jacksonville Transportation Authority (JTA) Board approved the construction of a 1,640 space garage facility to encourage downtown (northbank) commuters to use the Skyway or other mass transportation systems. This facility has been constructed and is operational today.~~

~~The Convention Center Site Skyway currently provides 900 surface park and ride spaces at the Terminal Station site near the Convention Center. This lot is highly utilized and could be the site for an expanded (garage) facility. Because the site is heavily used additional garage parking will be evaluated to serve commuters arriving from the west and southwest. JTA recently completed the Prime Osborn Convention Center Multi-Modal Facility Plan and is seeking local, state and federal funding to integrate bus, rail, and Skyway or other mass transportation systems together at this site.~~

~~A proposed Skyway or other mass transportation systems station in the Sports and Entertainment District east of downtown. Skyway or other mass transportation systems would be extended possibly in the Bay Street corridor as development occurs along the river. A major parking facility linked to Skyway or other mass transportation systems in the Sports and Entertainment District would serve commuters entering downtown from the east.~~

~~A proposed Skyway or other mass transportation systems in the Brooklyn District west of downtown. Skyway or other mass transportation systems would be extended possibly down May Street fronting Riverside Avenue corridor as development occurs along the river and north of the river in the Brooklyn area. A transit station would be constructed adjacent to Blue Cross Blue Shield and Jackson Street and would provide transit service for them and offices fronting the river such as Fidelity and would also service proposed neighborhoods in the Brooklyn area.~~

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1.6.7

~~Develop Park and Ride Facilities at Regional Transit Centers – High-speed, high-frequency transit service originating in the suburbs can attract motorists and further reduce the demand for parking in downtown. The City of Jacksonville will design JTA bus service around a system of regional transit centers or hubs. The transit centers would be sited in high-growth activity centers, and would become the framework for transit travel throughout the area, a concept similar to the spoke and hub system of the airline industry. Local, fixed bus routes would serve each center and connect with high-frequency express trunk service to downtown. Each center would also provide high-capacity parking facilities for motorists who prefer to access the center by automobile.~~

1.6.48

~~Expand Skyway or other mass transportation systems – Skyway or other mass transportation systems should be expanded~~ alternative modes of transportation in downtown as development occurs within each of the downtown planning districts. ~~Skyway or other mass transportation systems~~ Alternative modes of transportation should be expanded only as development and travel demand dictates.

~~Skyway or other mass transportation system extensions~~ Extending alternative modes of transportation into LaVilla, Brooklyn, and the Hogan Creek Neighborhood should be taken into consideration when significant redevelopment of ~~these districts~~ within the CBD occurs.

~~Consistent with the Jacksonville Transportation Authority's (JTA) other studies for busway and light rail development, the JTA should also assess the long-term feasibility of extending Skyway or other mass transportation systems to urban neighborhoods adjacent to downtown. Skyway or other mass transportation systems extensions to such destinations as Springfield, College Park, Riverside, San Marco and Arlington will be considered from a long-range systems assessment of all modes. Skyway or other mass transportation systems extensions beyond downtown would potentially offer a rail transit system which connects the higher density, urban core are of the region, e.g., such a Skyway or other mass transportation systems system would serve trips destined to downtown from the surrounding neighborhoods and offer two important functions. First, it would promote transit-oriented development by integrating together all of the downtown neighborhoods and surrounding urban residential neighborhoods. Second, a Skyway or other mass transportation systems system would serve as the primary distributor of commuter trips to downtown with its integration with the proposed high-capacity parking facilities located at peripheral Skyway or other mass transportation systems stations.~~

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1.6.9

Plan for Skyway or other mass transportation systems.

~~The establishment of planning principles that support and encourage transit-oriented development in all parts of downtown Jacksonville is a key component of the Zoning Overlay. Such principles will facilitate further expansion of Skyway or other mass transportation systems by encouraging higher density development within 700 feet of stations, reductions in the amount of parking required near stations, and design standards to promote pedestrian and bicycle access.~~

~~A transportation center in downtown Jacksonville is consistent with this recommendation. The transportation center would serve as the primary regional transportation hub for all intercity services provided by Amtrak and Greyhound, as a focal point for Skyway and future light rail extensions. It also would serve as the critical link or hub to a regional system of bus centers. The bus transit hub and spoke system would provide premier, high-frequency bus service to downtown and would play a major role in support of the parking strategy for downtown Jacksonville~~

1.6.10

~~State of the Art for Transit - The OED, DIA, Planning and Development Department and The JTA should assess and implement suitable new and emerging technologies to improve the delivery and quality of transit service. The development and demonstration of intelligent transportation systems suitable for transit application are occurring rapidly in the industry.~~

Objective 1.7 Transportation Strategies in the Downtown Districts

~~Downtown Jacksonville is spread out, stretching to the St. Johns River on the east and Interstate 95 on the south and west. With the possible exception of the commercial core area, much of the downtown previously lacked clear distinctive qualities in terms of land use and urban design. The many surface parking lots contributed heavily to the areas lack of definition or urban form. Providing a logical and coherent transportation system under these circumstances was difficult.~~

Policies 1.7.1

~~In the Central Core District, as defined in the Overlay Zone, the following shall apply:~~

- ~~• Parking in the District shall be restricted to garage facilities.~~
- ~~• Additional visitor parking would be provided in multiple purpose garages facilities, i.e., facilities to be used by commuters and visitors by day and supporting entertainment at night, with street level retail to be encouraged.~~

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- ~~Skyway or other mass transportation systems would continue to offer the primary transit service along Bay Street and Hogan Street, providing transit access to the district from existing and proposed service expansions throughout the downtown.~~
- ~~The Downtown Trolley System, or other mass transit localized system, continue to provide transit service to peripheral parking lots not serviced by the Skyway or other mass transportation systems.~~

1.7.2

~~In the Brooklyn District along the river, commercial office space and mixed use will continue to be developed and tied to parks extending to Riverside Avenue allowing extensive pedestrian access to the river. The vacant riverside parcels provide prime areas for highly visible architecture. Residential development will be promoted along and west of Riverside Avenue promoting a transit-oriented community. High-rise residential with landscaped set backs from Skyway or adjacent to other mass transportation system extensions will be developed. A mix of uses including multi-family would be encouraged along and west of Park Street and multi-family or single family housing, with complementary retail and restaurants, are encouraged along McCoy's Creek. Other development consistent with the district would include the reuse of the public school as a community cultural center.~~

- ~~Riverside Avenue is the major connector linking the district to the downtown Central Core District. Intended to carry less traffic than Riverside, Park Street serves as a connector linking Brooklyn with LaVilla. Virtually all remaining streets in the district should remain two-way low-volume streets designed as a grid west of Riverside Avenue.~~
- ~~A potential extension of Skyway or other mass transportation systems along the Riverside Avenue corridor is recommended. Likely stations would include sites at Jackson Street and the Blue Cross/Blue Shield Building. As discussed earlier, development would be integrated with transit to provide a higher density, transit-oriented community.~~

1.7.3

~~The Cathedral District/Hogan's Creek is proposed generally as a residential community with development oriented to Hogan's Creek on both sides. In-fill housing would be constructed and sensitive to scale of the existing churches. The district would be connected with pedestrian links to the Hogan's Creek trail system. Commercial uses along Liberty Street would serve the local residential community and buffer the community against abutting industrial and institutional uses.~~

~~Traffic calming techniques including on-street parking are encouraged.~~

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1.7.4

~~The Sports and Entertainment District is recognized as a special place within downtown, unlike any of the other districts. Recreation and entertainment would continue to dominate land use activity in the District.~~

1.7.5

~~The South Bank District has the second highest concentration of employment, exceeded only by the Central Core District. Additional commercial and residential development of the District is planned in addition to other types of new development. Several new residential mixed-use projects are proposed for the South Bank. This includes continuing office construction south of Prudential Drive and building around Treaty Oak Park with mixed uses. This would also include continuing the development of waterfront entertainment and hotels, developing a new residential neighborhood on the former JEA station site and other residential units along the waterfront, and developing new riverfront parks that connect with the neighborhoods located south of Interstate 95.~~

~~New parking should be provided by garage facilities to integrate the districts land uses better. As development continues, sites for the parking facilities will be identified so that they are consistent with plans for the overall development of the area and conveniently located to meet the demand for parking. The Kings Avenue site provides access to several new residential mixed-use projects for the South Bank.~~

~~A roadway grid system consisting of small blocks should be implemented, where feasible, throughout the District to increase density and improve the urban form. Streets, or other forms of access, should be extended closer to the river to improve access to the river.~~

Objective 1.8

~~Nothing contained in Objectives 1.5 – 1.7 shall be construed to abrogate vested rights or obligations which may be applicable to any development within the Downtown DRI, under common law, the City of Jacksonville Comprehensive Plan or Chapter 163, Florida Statutes, which vested rights have accrued prior to adoption of Objectives 1.5 – 1.7 and related policies. Specifically, the provisions of Objectives 1.5 – 1.7 shall not be applicable to any development for which development rights have been assigned or allocated by the City, and/or the DIA from the Downtown DRI pursuant to an Allocation [or Assignment] of Development Rights Agreement executed by and between the City, and/or the DIA and such developer prior to the adoption of Objectives 1.5 – 1.7 which vested allocation shall inure to the benefit of such developer, its successors and assigns. In addition, the provisions of Objectives 1.5 – 1.7 shall not abrogate any obligations incurred by the City, developers, or any third party in conjunction with any development for which development rights have been assigned or allocated by the City, and/or the DIA from the Downtown DRI pursuant to an Allocation [or Assignment] of Development Rights Agreement~~

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executed by and between the City and/or the DIA and such developer prior to the adoption of Objectives 1.5–1.7.

* * *

Objective 5.3 ~~The City shall limit the addition of new parking spaces within the Downtown jurisdictional boundaries of the Downtown Investment Authority (DIA). Designated mass transit park and ride parking facilities sited as specified by the Jacksonville Transportation Authority (JTA) and coordinated with the Office of Economic Development (OED) and the Downtown Investment Authority (DIA) shall be used to achieve this objective.~~

Policies 5.3.1

~~City shall continue to permit all applications for construction and reconstruction permits for new or existing buildings located in the downtown area to convert parking to other uses consistent with this plan when alternate mass transit is available.~~

5.3.2

~~The City shall continue to permit developers locating within the downtown area to provide their required number of parking spaces at locations peripheral to the CBD (as defined on August 1, 1989). The selection of peripheral parking sites is to be coordinated with the JTA and the OED and DIA.~~

5.3.3

~~The City shall continue its dialogue with those agencies and organizations, including, but not limited to, the Jacksonville Chamber of Commerce, the JTA, the OED and DIA, mortgage lending institutions and banking concerns, instrumental in the formation of capital financing for development in the downtown area to achieve development of parking facilities that are consistent with and promote the parking strategy recommended in this plan.~~

5.3.4

~~The City shall continue to require that any new development in the CBD must create a plan encouraging utilization of the peripheral parking strategy as proposed in this plan.~~

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DEFINITIONS:

~~Core Area of the CBD — The portion of the Central Business District which lies east of Broad Street, south of State Street, west of Liberty Street and north of the St. Johns River.~~

~~Downtown area, Central Business District or “CBD” — That portion of the City which lies within the jurisdictional boundaries of the Downtown Investment Authority (DIA) as of August 1, 1989.~~