

Report of the Jacksonville Planning and Development Department
Evaluation of the 2045 Comprehensive Plan for Compliance with s.
163.3191(1) Florida Statutes

General Information

Pursuant to Section 163.3191(1), F.S., at least once every 7 years, local governments are required to evaluate their comprehensive plan to determine if plan amendments are necessary to reflect a minimum planning period of at least 10 years as provided in s. 163.3177(5), F.S., or to reflect changes in state requirements in Chapter 163, Part II, F.S. since the last update of the comprehensive plan. Local governments are also required to notify the state land planning agency as to its determination. The City of Jacksonville's notification to the state land planning agency is due on November 1, 2023.

The notification must include a separate affidavit, signed by the chair of the governing body of the county or the mayor of the municipality, attesting that all elements of its comprehensive plan comply with this subsection. The affidavit must also include a certification that the adopted comprehensive plan contains the minimum planning period of 10 years, as provided in s. 163.3177(5) F.S., and must cite the source and date of the population projections used in establishing the 10-year planning period.

Pursuant to Section 163.3191(2) F.S., if the local government determines amendments to its comprehensive plan are necessary to reflect changes in state requirements, the local government must prepare and transmit within 1 year such plan amendment or amendments for review pursuant to s. 163.3184, F.S.

Upon adoption of the amendments, the affidavit of compliance with 163.3191(1), F.S. will be provided to the state land planning agency.

Evaluation and Assessment

1. *Does the comprehensive plan contain a minimum planning period of at least 10 years as required in s. 163.3191(1), F.S. and in s.163.3177(5) F.S.?*

Yes, the City of Jacksonville Comprehensive Plan is based upon a 2045 planning horizon and therefore, the planning period complies with this requirement and the 20-year requirement of s. 163.3177(5), F.S. Section 163.3177(5), F.S. states that the comprehensive plan must include at least two planning periods, one covering at least the first 10-year period occurring after the plan's adoption and one covering at least a 20-year period.

2. *Do all elements of the 2045 Comprehensive Plan comply with s. 163.3191(1), F.S.?*

No, this report is notification to the state land planning agency that the city has evaluated the 2045 Comprehensive Plan and determined that updates are required to comply with changes in state requirements to Chapter 163, Part II, F.S. since the last update of the comprehensive plan. Changes identified in this report will be transmitted to the state land planning agency within one year after the date of notification and the required affidavit of compliance will be submitted to the state land planning agency upon adoption of the plan amendments.

Additionally, this evaluation and appraisal report must include a certification that the comprehensive plan contains a minimum planning period of 10 years and must cite the source and date of the population projections used in establishing the 10-year planning period. Population projections shall be either those published by the Office of Economic and Demographic Research or generated by the local government based upon a professionally acceptable methodology. The plan must be based on at least the minimum amount of land required to accommodate the medium projections as published by the Office of Economic and Demographic Research for at least a 10-year planning period.

The 2045 Comprehensive Plan contains population projections and the associated land required to accommodate the projected population for more than a 10-year planning period. The population projections were developed in June of 2018, based on the methodology included in Attachment A. The two tables included below provide the population growth projections from the 2045 Comprehensive Plan and the most recent medium projections provided by the Office of Economic and Demographic Research. The population projections and land area analysis need to be updated to reflect the 20-year planning period based upon the most recent medium projections from the Office of Economic and Demographic Research. The revised population projections, land area analysis, and other population related text and background data will be transmitted to the state land planning agency within one year after the date of this letter. The required affidavit of compliance will be submitted to the state land planning agency upon adoption of the plan amendments.

City of Jacksonville 2045 Comprehensive Plan - Population Growth Projections, 2020 – 2045

Planning District	2020	2025	2030	2035	2040	2045
Urban Core	33,418	32,403	31,212	30,018	28,743	27,438
Greater Arlington/Beaches	227,983	240,021	250,915	260,544	268,543	275,991
Southeast	267,874	290,081	310,724	329,843	346,348	362,054
Southwest	181,328	196,701	210,952	224,275	235,746	246,669
Northwest	128,407	129,081	129,163	128,793	127,919	126,849
North	89,640	98,280	106,518	113,929	120,516	126,814
Beaches/Baldwin	46,841	48,497	49,863	51,127	52,051	52,876
Total	975,491	1,035,065	1,089,347	1,138,530	1,179,866	1,218,691

Florida Office of Economic and Demographic Research - Projections of Florida Population Duval County, 2025–2050, with Estimates for 2022

Duval County	Estimates April 1, 2022	Projections, April 1, 2025	Projections, April 1, 2030	Projections, April 1, 2035	Projections, April 1, 2040	Projections, April 1, 2045
Total	1,033,533	1,078,572	1,142,191	1,190,275	1,226,247	1,285,024

3. *Are 2045 Comprehensive Plan updates required to reflect changes in state requirements in Chapter 163, Part II, F.S. that are not currently addressed in the 2045 Comprehensive Plan?*

Yes, the 2045 Comprehensive Plan must be updated to reflect changes in state requirements of Chapter 163, Part II, F.S. The following list identifies changes that must be addressed to comply with s. 163.3191(1) F.S.

- **Laws of Florida, Chapter 2019-3, Section 31**

- The Housing Element must address the provision of affordable workforce housing as defined in s. 380.0651(1)(h), F.S.
- Affordable workforce housing is defined in s. 380.0651(1)(h), F.S., to mean housing that is affordable to a person who earns less than 120 percent of the area median income, or less than 140 percent of the area median income if located in a county in which the median purchase price for a single-family existing home exceeds the statewide median purchase price of a single-family existing home. The term “statewide median purchase price of a single-family existing home” means the statewide purchase price as determined in the Florida Sales Report, Single-Family Existing Homes, released each January by the Florida Association of Realtors and the University of Florida Real Estate Research Center.

- **Laws of Florida, Chapter 2022-83, Section 1**
 - Amend the Future Land Use Element to allow floating solar facilities as permitted uses in the appropriate land use categories, and amend the land development regulations to promote the expanded use of floating solar facilities.
 - A floating solar facility means a solar facility as defined in s. 163.3205(2), F.S., which is located on wastewater treatment ponds, abandoned limerock mine areas, stormwater treatment ponds, reclaimed water ponds, or other water storage reservoirs.
 - The term solar facility as defined in s. 163.3205(2), F.S. means a production facility for electric power which:
 - Uses photovoltaic modules to convert solar energy to electricity that may be stored on site, delivered to a transmission system, and consumed primarily offsite.
 - Consists principally of photovoltaic modules, a mounting or racking system, power inverters, transformers, collection systems, battery systems, fire suppression equipment, and associated components.
 - May include accessory administration or maintenance buildings, electric transmission lines, substations, energy storage equipment, and related accessory uses and structures.

- **Laws of Florida Chapter 2022-122, Section 1**
 - Amend the Public Schools and Facilities Element to address that school concurrency is deemed satisfied when the developer tenders a written, legally binding commitment to provide mitigation; to clarify that the school board must notify the local government that capacity is available for a development within 30 days after receipt of a developer's legally binding commitment; and to clarify that any proportionate-share mitigation must be directed by the school board toward a school capacity improvement identified in the 5-year school board educational facilities plan or must be set aside and not spent until such an improvement has been identified that satisfies the demands created by the development in accordance with a binding developer's agreement.

- **Laws of Florida Chapter 2023-17, Section 5**
 - Revise Future Land Use Element (FLUE) Policy 3.1.18 to remove residential from the list of categories where affordable housing may be permitted regardless of any law, local ordinance or regulation to the contrary, and add a statement that both single-use and mixed-use residential development is authorized.

- Existing FLUE Policy 3.1.18 - The City Council may approve the development of permanent affordable housing contingent upon funding from the Florida Housing Finance Corporation, the Jacksonville Housing Finance Authority, or the U.S. Department of Housing and Urban Development HOME Investment Partnership annual grant to the City of Jacksonville on any parcel designated on the Future Land Use Map and the Zoning Atlas for residential, commercial or industrial use. Permanent affordable housing approved under this policy must comply with the definition for affordable as defined in Section 420.0004, Florida Statutes (F.S.). Development densities shall be consistent with the requirements of the funding agreements provided by the Florida Housing Finance Corporation, the Jacksonville Housing Finance Authority, or the City of Jacksonville through the HOME Investment Partnership grant program.

The Land Development Regulations shall be amended to include the process to review and requirements to approve permanent affordable housing projects authorized under this policy.

- **Laws of Florida Chapter 2023-169, Section 1**

- Amend the Capital Improvements Element to identify, where applicable, a list of projects necessary to achieve the pollutant load reductions attributable to the local government, as established in a basin management action plan pursuant to s. 403.067(7), F.S.
- Amend the Infrastructure Element to address coordinating the extension of, increase in the capacity of, or upgrade in treatment of facilities to meet future needs, prioritizing advanced waste treatment while maximizing the use of existing facilities and discouraging urban sprawl, conserving potable water resources; and protecting the functions of natural ground water recharge areas and natural drainage features.
- Amend the Infrastructure Element to consider, for any development of more than 50 residential lots, whether built or unbuilt, with more than one onsite sewage treatment and disposal system per 1 acre, the feasibility of providing sanitary sewer services within a 10-year planning horizon. The element must identify the name and location of the wastewater facility that could receive sanitary sewer flows after connection; the capacity of the facility and any associated transmission facilities; the projected wastewater flow at that facility for the next 20 years, including expected future new construction and connections of onsite sewage treatment and disposal systems to sanitary sewer; and a timeline for the construction of the sanitary sewer system. An onsite sewage treatment and disposal system is presumed to exist on a parcel if sanitary sewer services are not

available at or adjacent to the parcel boundary. Each comprehensive plan must be updated to include this element by July 1, 2024, and as needed thereafter to account for future applicable developments.

Assessment Report Determination

Assessment of the 2045 Comprehensive Plan, pursuant to s. 163.3191(1), F.S., results in a determination that amendments are needed to reflect changes in state requirements to Chapter 163, Part II, F.S. and to update the population projections based on the medium projections provided by the Florida Office of Economic and Demographic Research.

The 2045 Comprehensive Plan must be updated, and changes transmitted to the state land planning agency within one year of the date this notification report is provided to the state land planning agency. Upon adoption of the necessary amendments, affidavits confirming compliance with s. 163.3191(1), F.S. will be provided to the state land planning agency.

Recommendation

The Planning and Development Department recommends approval of this **Ordinance**.

ATTACHMENT A

Population Projections

Population estimates and projections form the foundation of the Comprehensive Plan. Demand for housing, jobs, commercial and public services are generated by population growth and the Comprehensive Plan is the policy tool that lays out how the City will manage and accommodate this growth.

The most popular composite model for projecting population is the Cohort-Component model. This method, utilized by the U.S. Census Bureau, is “distinguished by its ability to preserve knowledge of an age distribution of a population (which may be of a single sex, race, and Hispanic origin) over time. It is a special case of a component method, which is defined simply by the use of estimates or projections of births, deaths, and net migration” (U.S. Census Bureau).

In a simplified model, population is considered as a single cohort. Typically, however, population is broken into cohorts by age and gender. In our study, we use five-year age cohorts as the Census provides data in this manner and the data fits within our planning needs. The model now requires births, deaths, and net migration by multiple cohorts.

The Cohort-Component model formula:

$$P_t = P_{t-1} + B_{t-1,t} - D_{t-1,t} + M_{t-1,t}$$

where

P_t = population at time t;

P_{t-1} = population at time t-1;

$B_{t-1,t}$ = births, in the interval from time t-1 to time t;

$D_{t-1,t}$ = deaths, in the interval from time t-1 to time t; and

$M_{t-1,t}$ = net migration, in the interval from time t-1 to time t.

The Cohort-Component model makes several assumptions. First, it assumes that birthrates and survival rates are stable over time, which seems to be consistent with observed historical data. Migration rates are also assumed to be stable over time. Shocks to the local economy including military deployments can have significant effects on net migration rates; however, since 1980 Jacksonville's migration rate appears to be stable.

The advantage of the Cohort-Component model over simpler techniques is its ability to analyze the dynamics of population change and how these changes may affect the demand for city services. For example, a large increase in the elderly population may signal the need to investigate the sufficiency of special needs housing. Increases in school-aged children may indicate the need for more schools and after school programs. Increases in the teen and young adult population may indicate a need for more active parks. For these reasons we have, in the past, chosen to project the City of Jacksonville's population using the cohort-component method.

However, after years of comparative analysis, it has been determined that the City of Jacksonville Planning and Development Department's cohort projections and the University of Florida's Bureau of Economic and Business Research (BEBR) median cohort projections have remained nearly identical. Since this low variance has always remained consistently within the 1% range and in order to eliminate redundancy, the choice has been made to utilize BEBR's numbers as the basis for our planning district projections.

Table 1 – 2020 – 2025 Cohort-Component Projections

2020			2025		
Cohort	Male Population	Female Population	Cohort	Male Population	Female Population
75+	23,235	34,464	75+	30,956	43,674
70-74	17,153	20,770	70-74	19,891	24,719
65-69	22,425	27,149	65-69	26,123	31,024
60-64	28,304	32,171	60-64	29,612	33,407
55-59	30,928	33,863	55-59	27,996	30,347
50-54	28,412	30,266	50-54	28,104	30,189
45-49	28,185	29,800	45-49	29,067	30,772
40-44	29,229	30,472	40-44	34,751	35,907
35-39	35,145	35,834	35-39	37,736	37,144
30-34	37,693	37,139	30-34	36,482	36,706
25-29	35,308	35,247	25-29	34,999	35,665
20-24	32,128	32,268	20-24	33,644	32,996
15-19	30,305	29,437	15-19	32,805	31,827
10-14	30,837	29,791	10-14	32,286	31,241
5- 9	31,507	30,428	5- 9	33,185	32,047
0- 4	33,455	32,143	0- 4	35,579	34,184
Total	474,249	501,242	Total	503,216	531,849
Grand Total	975,491		Grand Total	1,035,065	

*Source: University of Florida, Bureau of Economic and Business Research

Table 2 – 2030 – 2035 Cohort-Component Projections

2030			2035		
Cohort	Male Population	Female Population	Cohort	Male Population	Female Population
75+	39,106	54,613	75+	47,847	66,318
70-74	23,210	28,267	70-74	24,376	29,417
65-69	27,375	32,231	65-69	24,790	28,847
60-64	26,768	29,881	60-64	26,390	29,654
55-59	27,627	30,164	55-59	28,354	30,929
50-54	28,895	31,033	50-54	34,124	36,295
45-49	34,401	36,072	45-49	36,760	37,135
40-44	37,196	37,066	40-44	36,059	36,574
35-39	36,569	36,687	35-39	36,025	36,994
30-34	36,036	37,061	30-34	37,441	37,672
25-29	36,440	36,302	25-29	39,105	39,024
20-24	36,296	35,571	20-24	37,313	36,725
15-19	34,018	33,090	15-19	35,430	34,470
10-14	33,795	32,699	10-14	35,803	34,620
5- 9	35,208	33,989	5- 9	36,126	34,864
0- 4	36,557	35,124	0- 4	37,255	35,794
Total	529,497	559,850	Total	553,198	585,332
Grand Total	1,089,347		Grand Total	1,138,530	

*Source: University of Florida, Bureau of Economic and Business Research

Table 3 – 2040 – 2045 Cohort-Component Projections

2040			2045		
Cohort	Male Population	Female Population	Cohort	Male Population	Female Population
75+	55,083	76,189	75+	58,011	80,623
70-74	22,033	26,268	70-74	21,699	26,002
65-69	24,393	28,541	65-69	24,956	29,164
60-64	26,968	30,265	60-64	31,728	35,269
55-59	33,350	36,028	55-59	35,476	36,893
50-54	36,306	37,184	50-54	35,075	36,447
45-49	35,517	36,457	45-49	34,741	36,455
40-44	35,327	36,666	40-44	36,411	37,035
35-39	37,208	37,422	35-39	39,565	39,969
30-34	39,909	40,281	30-34	40,636	41,185
25-29	39,881	39,974	25-29	41,155	41,270
20-24	38,560	37,977	20-24	40,542	39,893
15-19	37,327	36,278	15-19	38,079	36,973
10-14	36,548	35,324	10-14	37,040	35,783
5- 9	36,624	35,338	5- 9	37,412	36,089
0- 4	38,066	36,574	0- 4	39,329	37,786
Total	573,100	606,766	Total	591,855	626,836
Grand Total	1,179,866		Grand Total	1,218,691	

*Source: University of Florida, Bureau of Economic and Business Research

Once the Cohort-Component model projections are established, they are used as the foundation to develop planning district projections. As planning district projections are based, in part, on past trends, they cannot fully capture all growth potential in a given area. In order to achieve the most accurate projections by planning district, several methods are used. An aggregation of Linear, Share, and Shift projection methodologies is used to find base district components. The

resulting ratios are then applied to the Duval County Cohort-Component projections.

It is important to note that given the dependence the projection methodologies have for past trends, projections by planning district are difficult to obtain. For example, while the urban revitalization Downtown Jacksonville is currently experiencing may naturally lead one to believe that there is massive growth in the Urban Core planning district, that growth is tempered by large numbers of vacant residential property and redevelopment in outlying Urban Core areas.

The population in the Urban Core has actually declined consistently since 1970 and only recently is beginning to show an increase in residential growth. Even with large-scale condominium developments planned along the river, average household sizes are smaller due to the professional nature of these new residents. One hundred housing units will account for less people in this area than others where larger household sizes are the norm.

This does not mean that the Urban Core or other planning districts will not experience robust growth in the future; it simply means this growth cannot be accounted for by generally accepted methodological standards. When historical decline is a factor in the equation, it may take years for the upswing to register.

To this end, we have included three sets of population projections utilizing three variations of the standard methodologies. A breakdown of Linear, Share, and Shift methodologies are provided based on the following formulas:

Linear

$$P = (CT1 - CT2)/10 * (PY - CT1) + CT1$$

Share

$$P = (CT1 - CT2)/(CP1 - CP2) * (CPP - CP1) + CP1$$

Shift

$$P = CPP * (CT1/CP1) + (PY - BY/10) * (CT1/CP1) - (CT2/CP2)$$

Where:

P = Population

CT1 = Census Tract Population Current Year

CT2 = Census Tract Population Base Year

PY = Projection Year

CP1 = County Population Current Year

CP2 = County Population Base Year

CPP = Projected County Population (Cohort)

These methodologies were combined in the following three tables to illustrate the variance given different assumptions. The first, an aggregation of the Linear, Share, and Shift methodology, is a standard use. It relies heavily on past trends within the Census tract areas and planning districts.

Table 4 – True Share, Shift, and Linear Planning District Population Projections

District	2020	2025	2030	2035	2040	2045
Urban Core	33,418	32,403	31,212	30,018	28,743	27,438
Arlington	227,983	240,021	250,915	260,544	268,543	275,991
Southeast	267,874	290,081	310,724	329,843	346,348	362,054
Southwest	181,328	196,701	210,952	224,275	235,746	246,669
Northwest	128,407	129,081	129,163	128,793	127,919	126,849
North	89,640	98,280	106,518	113,929	120,516	126,814
Beaches/Baldwin	46,841	48,497	49,863	51,127	52,051	52,876
Total	975,491	1,035,065	1,089,347	1,138,530	1,179,866	1,218,691

*Source: City of Jacksonville Planning and Development Department, University of Florida, Bureau of Economic and Business Research

While true share, shift, and linear projections tend to be fairly accurate in terms of high growth areas, it can fail to capture growth in areas which may have had historical decline or stagnation, such as the Urban Core.

Table 5 – Linear by Census Tract Planning District Population Projections

District	2020	2025	2030	2035	2040	2045
Urban Core	33,708	32,130	30,652	28,763	26,643	24,462
Arlington	227,375	237,687	249,537	258,754	266,167	273,011
Southeast	266,045	287,103	310,334	330,543	348,538	365,796
Southwest	180,051	194,694	210,823	224,910	237,493	249,575
Northwest	132,621	138,159	132,050	130,497	127,968	125,159
North	88,863	97,251	106,421	114,592	122,006	129,164
Beaches/Baldwin	46,828	48,040	49,530	50,472	51,052	51,523
Total	975,491	1,035,065	1,089,347	1,138,530	1,179,866	1,218,691

*Source: City of Jacksonville Planning and Development Department, University of Florida, Bureau of Economic and Business Research

The linear by Census Tract methodology utilizes linear growth patterns by census tract. This normalizes growth rates slightly for slower growing areas but may inhibit the capture of higher growth areas.

Table 6 – Linear by Planning District Population Projections

District	2020	2025	2030	2035	2040	2045
Urban Core	37,215	39,488	41,559	43,435	45,012	46,493
Arlington	229,571	243,591	256,365	267,940	277,668	286,805
Southeast	259,403	275,245	289,679	302,758	313,750	324,075
Southwest	175,156	185,853	195,599	204,430	211,852	218,824
Northwest	140,674	149,265	157,093	164,186	170,147	175,746
North	85,257	90,464	95,208	99,506	103,119	106,512
Beaches/Baldwin	48,215	51,160	53,843	56,274	58,317	60,236
Total	975,491	1,035,065	1,089,347	1,138,530	1,179,866	1,218,691

*Source: City of Jacksonville Planning and Development Department, University of Florida, Bureau of Economic and Business Research

The third methodology utilizes linear growth patterns by planning district. This method distributes growth evenly among all growth areas. While this may account for possible growth in all areas, it severely restricts growth in the most active planning districts.