

City of Jacksonville, Florida

Lenny Curry, Mayor

City Hall at St. James
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Jacksonville, FL 32202
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August 18, 2022

The Honorable Terrance Freeman, President
The Honorable Kevin Carrico, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report / Ordinance No. 2022-525/Transit Oriented Development (TOD) Text Amendment to the Future Land Use Element of the 2030 Comprehensive Plan

Dear Honorable Council President Freeman, Honorable Council Member and LUZ Chairman Carrico 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 2022-525 on August 18, 2022.

P&DD Recommendation APPROVE

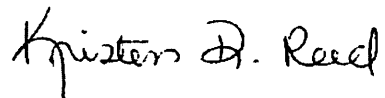
PC Issues: The Commission expressed concern about JTA engaging in development that competes with private business, questioned how TOD sites are identified, and recommended that TOD zoning should be based on incentives such as density increases and reduced concurrency/transportation fees.

PC Vote: 6-2 APPROVE

David Hacker, Chair	Aye
Alexander Moldovan, Vice-Chair	Aye
Ian Brown, Secretary	Aye
Marshall Adkison	Nay
Daniel Blanchard	Nay
Joshua Garrison	Aye
Jason Porter	Aye
Jordan Elsbury	Aye

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

Sincerely,



Kristen D. Reed, AICP
Chief of Community Planning Division
City of Jacksonville - Planning and Development Department
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**Staff Report on Proposed 2020B Series Text Amendment
to the Future Land Use Element of the
2030 Comprehensive Plan**

ORDINANCE 2022-525

Ordinance 2022-525 is an amendment to the Future Land Use Element of the 2030 Comprehensive Plan to address Transit Oriented Development (TOD). TOD is a development typology that relies on medium to high density and intensity mixed-use development to facilitate alternative mobility options such as transit, walking and biking, while reducing reliance on personal automobile use. The text amendment consolidates TOD policies under new Objective 3.5 and adds or revises TOD related definitions. The new objective and associated policies outline a two-phase process for identifying the location and implementation for TOD projects.

Phase one is creation of a location specific TOD master plan which will provide policy guidance that is responsive to the specific context in and around the planned TOD. The master planning process will include identification of the appropriate TOD typology from those listed under proposed Policy 3.5.3 and will identify general standards for density and intensity transitions, land use strategies, urban design standards, zoning recommendations and implementation strategies to achieve the vision. Areas located within ½ mile from existing or planned premium transit stations may be considered for inclusion in TOD designations. Within the ½ mile area there shall be two classifications, TOD 1, and TOD 2. These classifications shall assist in developing appropriate transitions to surrounding uses. TOD 1 may include areas up to and within ¼ mile of a TOD designated transit station and TOD 2 may include areas up to and between ¼ and ½ mile of such station.

Phase two is the creation of a TOD zoning overlay and will be based on and consistent with the principles and strategies identified in the TOD Master Plan. The overlay will provide development specific details such as permitted uses, height limitations, required transitions and buffers to existing neighborhoods, sidewalk requirements, and other design aspects to promote successful pedestrian and transit integration. Areas located within a 15 minute walking distance of a JTA transit station shall be presumed to be suitable locations for TOD, subject to a case-by-case review. The master plan and the overlay will be submitted concurrently to the City Council for review and approval.

Proposed Policy 3.5.3 lists five TOD typologies that will be selected in the TOD master planning process based on the location and characteristics of a proposed TOD site and surrounding areas. These typologies shall serve as goals for TOD

development and will allow for adjustments through the master planning process as deemed appropriate considering the location specific context. The five typologies address TOD in relation to urban centers, regional centers, core (urban) neighborhoods, suburban neighborhoods, and special use areas (universities, hospitals, entertainment venues).

JTA shall monitor TOD project implementation to identify successes and propose changes where necessary.

The Planning and Development Department recommends **APPROVAL** of the text amendment in the attached **EXHIBIT 1** and submitted as **Ordinance 2022-525**.

1 Introduced by Council Member Carrico:
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3

4 **ORDINANCE 2022-525**

5 AN ORDINANCE ADOPTING THE 2020B SERIES TEXT
6 AMENDMENT TO THE FUTURE LAND USE ELEMENT (FLUE)
7 OF THE *2030 COMPREHENSIVE PLAN* OF THE CITY OF
8 JACKSONVILLE, AMENDING FLUE POLICY 1.1.20C,
9 CREATING A NEW FLUE OBJECTIVE 3.5 AND RELATED
10 POLICIES TO ADDRESS TRANSIT-ORIENTED
11 DEVELOPMENT (TOD) MASTER PLANNING AND
12 IMPLEMENTATION, AND REVISING AND ADDING
13 DEFINITIONS; PROVIDING AN EFFECTIVE DATE.
14

15 **WHEREAS**, the Planning and Development Department has initiated
16 certain revisions and modifications to the text of the *2030*
17 *Comprehensive Plan* in accordance with the procedures and requirements
18 set forth in Chapter 650, Part 4, *Ordinance Code*, to facilitate the
19 appropriate and timely implementation of the plan and has provided
20 the necessary supporting data and analysis to support and justify the
21 amendments determined to be required, and accordingly, has proposed
22 certain revisions and modifications, which are more particularly set
23 forth in **Exhibit 1**, dated June 10, 2022, attached hereto and
24 incorporated herein by reference; and

25 **WHEREAS**, the City, by the adoption of Ordinance 2020-127-E,
26 approved this amendment to the *2030 Comprehensive Plan* for transmittal
27 to the Florida Department of Economic Opportunity (DEO), as the State
28 Land Planning Agency, and other required state agencies, for review
29 and comment; and

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

1 proposed amendment to the *2030 Comprehensive Plan*; and

2 **WHEREAS**, the Planning and Development Department reviewed the
3 proposed revisions, considered all comments received, prepared a
4 written report and rendered an advisory recommendation to the Council
5 with respect to the proposed amendment to the *2030 Comprehensive*
6 *Plan*; and

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

12 **WHEREAS**, pursuant to Section 650.408, *Ordinance Code*, the Land
13 Use and Zoning Committee held a public hearing in accordance with the
14 requirements of Chapter 650, Part 4, *Ordinance Code*, on this proposed
15 amendment to the *2030 Comprehensive Plan*, and has made its
16 recommendation to the City Council; and

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

21 **WHEREAS**, the City Council further considered all oral and
22 written comments received during the public hearings, including the
23 data collection and analysis portions of this proposed amendment to
24 the *2030 Comprehensive Plan*, the recommendations of the Planning and
25 Development Department and the Planning Commission, the final
26 recommendations of the Land Use and Zoning Committee, and the
27 comments, if any, of the DEO and the other state agencies; and

28 **WHEREAS**, in the exercise of its authority, the City Council has
29 determined it necessary and desirable to adopt this proposed amendment
30 to the *2030 Comprehensive Plan* as outlined in **Exhibit 1** to preserve
31 and enhance present advantages, encourage the most appropriate use

1 of land, water and resources, consistent with public interest,
2 overcome present deficiencies, and deal effectively with future
3 problems that may result from the use and development of land within
4 the City of Jacksonville; now, therefore

5 **BE IT ORDAINED** by the Council of the City of Jacksonville:

6 **Section 1. Purpose and Intent.** This Ordinance is adopted
7 to carry out the purpose and intent of, and exercise the authority
8 set out in, the Local Government Comprehensive Planning and Land
9 Development Regulation Act, Sections 163.3161 through 163.3248,
10 *Florida Statutes*, and Chapter 166, *Florida Statutes*, as amended. The
11 amendment modifies the Future Land Use Element (FLUE) of the *2030*
12 *Comprehensive Plan* of the City of Jacksonville to amend FLUE Policy
13 1.1.20C, to create a new FLUE Objective 3.5 and related policies to
14 address Transit-Oriented Development (TOD) master planning and
15 implementation, and to revise and add definitions.

16 **Section 2. Amendment to Comprehensive Plan.** The *2030*
17 *Comprehensive Plan* is hereby amended to include the revisions to the
18 text of the Future Land Use Element from the 2020B Series, which has
19 been initiated by the Planning and Development Department, as more
20 particularly set forth in **Exhibit 1**, dated June 10, 2022, attached
21 hereto and incorporated herein by reference.

22 **Section 3. Effective Date.** This Ordinance shall become
23 effective upon the signature by the Mayor or upon becoming effective
24 without the Mayor's signature.

25
26 Form Approved:

27
28 /s/ Mary E. Staffopoulos

29 Office of General Counsel

30 Legislation Prepared By: Kristen Reed

31 GC-#1509952-v1-2022-525_(Text_Amd_Adopt)

Ordinance 2022-525

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

Policy 1.1.20C

Extension of development standards from one Development Area to another may be permitted for a TOD without requiring a formal Development Area extension as identified in FLUE Policies 1.1.20, 1.1.20A and 1.1.20B, provided all of the following criteria are met:

- A. The proposed development must be a TOD and must be for a development that is entirely located within one-half mile of a JTA RTS premium transit station;
- B. Extensions of development standards shall not be granted beyond one-half mile of a JTA RTS premium transit station;
- C. The Development Area subject to a development standards extension must be contiguous to the location proposed for receipt of additional development standards;
- D. The proposed extension of development standards shall not include land located within the Rural Area;
- E. The development standard extension shall be a logical expansion that facilitates the City's mobility goals and does not negatively impact surrounding neighborhoods; and
- F. Extension of development standards may be granted through a TOD Master Plan and TOD Zoning Overlay PUD zoning. If a development standard expansion is approved, it shall be noted in the PUD/TOD and the enabling legislation.

* * *

Policy 3.1.16

Reserved

~~Sites located ½ mile walking distance (approximately 15 minutes) from the Jacksonville Transportation Authority's (JTA) planned Rapid Transit System (RTS) are presumed to be suitable locations, and are encouraged, for transit-oriented developments as described in this Element, subject to a case-by-case review of consistency with State and regional plans, the Comprehensive Plan and adopted neighborhood plans and studies.~~

* * *

Policy 3.1.18

Reserved

~~The City shall develop incentives through the Planning and Development Department to encourage new transit-oriented development and redevelopment. Incentives shall include~~

~~allowing increased residential density, reduced automobile parking, pedestrian-oriented open space, mixed use, and reduced setbacks in areas designated for mass transit stations.~~

* * *

Objective 3.5 The City and JTA shall apply a two-phase process for identifying the location, boundaries, and the codification of implementation for Transit-Oriented Development (TOD). The process will identify areas deemed suitable for TOD, and shall create a TOD Master Plan with a subsequent TOD Zoning Overlay to implement TOD in those areas. TODs that fall within the boundaries of the CBD, and DIA's jurisdiction, will comply with Downtown Overlay requirements, and not be subject to the objective and related policies. The JTA will engage the DIA during the development of TOD Master Plans for all TOD areas located within the DIA's jurisdiction.

Policies 3.5.1

A radius of ½ mile measured from a JTA existing or planned premium transit station will be designated as the absolute TOD area in the TOD Master Plan, and will act as an aspirational area for TOD development and infrastructure improvements. Sites located within a 15 minute ped-shed, traveled using the existing or proposed pedestrian network, of a JTA existing or planned premium transit station will be designated as the actual TOD area in the TOD Master Plan. Sites located in the actual TOD area are presumed to be suitable locations, and are encouraged for TOD as described in this Element, subject to a case-by-case review of consistency with State and regional plans, the Comprehensive Plan and adopted neighborhood plans and studies.

3.5.2

For the purpose of planning and to support transitions from TODs to surrounding uses, TODs shall be divided into two classifications, TOD-1 and TOD-2. These areas shall be identified in the TOD Master Plan and recommended TOD characteristics will be determined by the designated classification and its respective typology, as described in FLUE Policy 3.5.3. The transition zones are measured using a ¼ and ½ mile absolute radius from the premium transit station, as described in FLUE Policy 3.5.1.

- Areas up to and within ¼ mile of a TOD designated transit station shall be classified as TOD-1.
- Areas up to and within between ¼ of a mile and ½ of a mile from a TOD designated transit station shall be classified as TOD-2.
- No land area shall be considered TOD-2 unless it adjoins a designated TOD-1 area.1

3.5.3

Sites deemed suitable for TOD by the City and JTA will be assigned a TOD Typology in the TOD Master Plan. The TOD Typology is based on the location of the site and the

characteristics of the surrounding community and abutting neighborhoods. The selected typology shall ensure sensitivity to existing and future land use and the character of existing neighborhoods within and surrounding the TOD. TOD Typologies provide minimum density goals, while the TOD Master Plan will recommend suitable density for each area; however the TOD Zoning overlay and designated land use categories will determine the actual maximum and minimum allowable densities. The applicable TOD Typologies and their descriptions and goals are listed below.

Type 1 – Urban Center

The Urban Center Typology is located in the most heavily urbanized areas, and its infrastructure should include a dense grid block structure street design and high vertical development to support a high diversity of uses, high residential and employment densities, and greater volume of pedestrian activity. Modes of transportation should include a premium transit service, such as Bus Rapid Transit (BRT), rail, and/or the Skyway/Ultimate Urban Circulator (U²C), or a mix of local or express bus services and alternative mobility solutions, including personal and shared automobiles. Alongside these premium transit services, non-motorized transportation (walking and bicycling) should be integrated with the essential infrastructure in place to support the use and accomplish the Complete Streets component of a comprehensive transportation network. A progressive parking requirement shall enforce integrated structured parking, uncouple structured parking, and on-street parking, with no minimum parking requirement. The minimum residential density goals for the Urban Center Typology are 50 DU/Acre in the TOD-1 zone and 20 DU/Acre in the TOD-2 zone to support a mix of housing types. Uses include mid- and high-rise condominium residential use and multifamily residential use, large retail and office uses, and mixed use buildings.

Type 2 – Regional Center

The Regional Center Typology is located at emerging centers of regional significance. Regional Centers are medium to high density areas that occur outside of the Urban Core. They should be primarily commercial in nature, which draws patrons in from across the region. The moderate mix of uses supports a medium to high density when compared to other typologies. Due to their location outside the urban core, Regional Centers consist of mid and low rise buildings, and their infrastructure is comprised of irregular street patterns. The mix of infrastructure and residential density supports a medium to high volume of pedestrian activity within the station area. Modes of transportation should include a premium transit service, such as Bus Rapid Transit (BRT) or rail, or a mix of local or express bus services and alternative mobility solutions which emphasize feeding the premium transit service. There should also be an emphasis on active modes, such as walking and bicycling. Parking requirements shall enforce uncoupled structured parking, rear surface parking, and on-street parking, with no minimum parking requirement. The minimum residential density goals for the Regional Center Typology are 40 DU/Acre in the TOD-1 zone and 15 DU/Acre in the TOD-2 zone to support the commercial activity within the district. Uses include mid-rise condominium residential use and multifamily residential use, major retail and office uses, and mixed-use buildings.

Type 3 – Core Neighborhood

The Core Neighborhood Typology is located within the neighborhoods adjacent to the CBD. These neighborhoods are primarily residential and support the commercial nature of the CBD. Due to the proximity to the urban core, buildings range from mid to high-rise, and the street network is less dense than the urban core, comprised of a grid and alley network, usually with a “Main Street” urban design. The infrastructure supports a moderate mix of uses and a medium to high volume of pedestrian activity. Modes of transportation should include a premium transit service, such as Bus Rapid Transit (BRT), rail, and/or the Skyway/Ultimate Urban Circulator (U²C), or a mix of local or express services and alternative mobility solutions which favor low-speed options to compliment active modes, like walking and bicycling. Parking design requirements shall be consistent to the Urban Center Typology with integrated structured parking, uncoupled structured parking, and on-street parking, with no minimum parking requirement. The minimum residential density goals for the Core Neighborhood Typology are 30 DU/Acre in the TOD-1 zone and 15 DU/Acre in the TOD-2 zone to support a mix of housing types. Uses include townhouse residential use, low- and mid-rise condominium residential use and multifamily residential use, retail and office uses, and mixed-use buildings.

Type 4 – Suburban Neighborhood

The Suburban Neighborhood Typology is located at commercial/retail nodes that support surrounding residential developments outside of the Urban Core. These sites are comprised of low-rise buildings, with suburban block patterns abutting a suburban “Main Street” urban design. The suburban scale of these areas supports both medium-low residential and employment density, as well as moderate pedestrian activity. Modes of transportation should include a mix of Bus Rapid Transit (BRT) and local and express bus, walking and biking. Rear surface and on-street parking designs shall be required to ensure streetscapes can fully accommodate non-motorized modes, with no minimum parking requirement. Also, pedestrian and bicycle infrastructure should provide good connectivity to encourage these active uses. The minimum residential density goals for the Suburban Neighborhood Typology are 20 DU/Acre in the TOD-1 zone and 15 DU/Acre in the TOD-2 zone to provide adequate housing to support commercial uses.. Uses include small lot single-family residential use, single-family residential use with an accessory dwelling unit, townhouse residential use, low-rise condominium residential use and multifamily residential use, neighborhood retail and office uses, and mixed-use buildings.

Type 5 – Special Use

The Special Use Typology shall be located at destinations that have a singular use functionality, which generate high transit ridership, but do not align with a traditional mixed-use TOD pattern. Examples include airports, hospitals, schools, universities, and entertainment venues. Residential density will vary at these locations, but the intensity and pedestrian activity will be high. Modes of transportation should include a premium transit service which can adequately handle the demand, and low speed alternative mobility solutions which help create connections from the transit station to nearby destinations. Parking design requirements within this typology also varies based on

location, but should prioritize vertical parking structures that efficiently utilize parking footprints, and incorporate ground floor retail or commercial uses.

3.5.4

The first phase of the two-phased process is the development of a TOD Master Plan. A TOD Master Plan shall be created for all TODs. The TOD Master Plan shall provide a vision and plan tailored to the specific context in and around each TOD. Each TOD Master Plan shall assign a TOD Typology, address appropriate transitions in density and intensity in relation to established residential areas within and adjacent to the TOD, and shall address appropriate land use strategies, urban design standards, zoning recommendations, active recreation and open space needs, and implementation strategies to realize the vision. The TOD Master Plans should be oriented toward the future, but based in reality. The plan should take into account what is financially feasible and responsive to citywide goals and market forces, while still being reflective of the vision of the TOD and its principles. The TOD Master Plan is not the mechanism for the allocation of entitlements. The Zoning Code shall include specific criteria and guidelines for the creation and approval of a TOD Master Plan. The TOD Master Plan and subsequent TOD Zoning Overlay will be submitted to council for review and approval.

3.5.5

The second phase of the two-step process is the creation of a TOD Zoning Overlay. The TOD Zoning Overlay builds, refines, and codifies the implementation tools outlined in the TOD Master Plan, and should reflect the recommended zoning, land uses, densities, active recreation and open space, height limitations, transitions to existing neighborhoods, sidewalk width, building frontage, and entrance locations, and other design aspects. The TOD Zoning Overlay and designated land use categories are the mechanisms for the allocation of entitlements. The TOD Zoning Overlay is submitted to council for review and approval concurrently with the TOD Master Plan.

3.5.6

TOD Zoning Overlays shall provide standards for the provision of active recreation and open space. Development within each overlay shall be exempt from recreation and open space requirements established under Recreation and Open Space Element Objective 2.2.

3.5.7

In order to ensure a mixture of high-intensity land uses within TOD areas, as specified in FLUE Objective 3.5, the JTA shall monitor changes over time in the density and intensity of development (cumulatively for TOD Station Areas and on individual parcels), total numbers of residential units and jobs, and the percentage composition of land uses, including ratio of jobs-to-housing. Data presented in the most recent land use analyses, and/or market analyses shall serve as the baseline data. Monitoring shall be conducted every five years and distributed to relevant public agencies.

3.5.8

The City of Jacksonville and JTA shall use the results of the monitoring analysis to consider whether changes in the TOD Master Plan, TOD policies and land development regulations are needed. JTA may submit to council amendments to the TOD Master Plan or TOD Zoning Overlay at any time. The City and JTA may consider the introduction or expansion of incentives to encourage specific types or forms of desired TOD activity. Incentives could be offered through financial arrangements (i.e., tax increment financing, public/private partnership) or zoning programs (i.e., offering increased building height for certain uses).

3.5.9

The City and JTA shall develop incentives to encourage new transit oriented development and redevelopment. Incentives shall include allowing increased residential density, reduced automobile parking, pedestrian oriented open space, mixed use, and reduced setbacks in areas designated for mass transit stations.

* * *

DEFINITIONS

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~~*Transit Oriented Development (TOD)* – Mixed use medium to high density development in areas served or planned to be served by mass transit. Sites located within ½ mile distance from the Jacksonville Transit Authority’s (JTA) planned Rapid Transit System (RTS); located in close proximity to a road classified as an arterial or higher on the Functional Highway Classification Map; and supplied with full urban services are presumed to be appropriate for TOD, subject to a case-by-case review of consistency with State and regional plans, the Comprehensive Plan, and adopted neighborhood plans and studies. To be considered a TOD, a site will generally need to be compact and connected, as defined in this Element. Other TOD characteristics include: parking shielded from pedestrians, pedestrian amenities such as open space benches and parks, a rapid transit station (existing or planned), storm water drainage that is clustered and efficient, a master plan, clearly defined pedestrian pathways, and vertically and horizontally integrated mixed uses. TOD on large sites should incorporate appropriate Traditional Neighborhood Design (TND) components as provided in specific plan categories. The City review of traffic impacts will consider the decrease in vehicle trips due to the increase in transit, pedestrian activity and internal capture of trips. In the case of a TOD, auto-oriented uses such as automotive sales and display, automotive services and repair, car washes, drive-in/drive-through services, warehouse distribution, outdoor storage, regional parks, funeral homes, large format faith facilities, low density single-family housing, and low intensity industrial uses are not considered supportive uses. TOD development within Commercial plan categories shall not require a TOD zoning overlay.~~

Mobility Hub – A mobility hub is a transit station where multiple services come together at a point in the transit system, which integrates shared use mobility options including improved pedestrian and bicycle, ride share, car share, bike share, and microtransit feeder networks into mainline frequent or premium transit services. Mobility hubs provide improved wayfinding, easier access to transit boarding areas, and improved connection to other services and surrounding locations. Mobility hubs are comprehensively designed to maximize the footprint of the parcel and make them welcoming, with ample amenities and opportunities to access transit.

Ped-shed – The distance covered in fifteen (15) minutes at a normal walking pace using the existing or proposed pedestrian network.

Premium Transit Station – A premium transit station is a station served by either a fixed guideway service, such as BRT, rail, or the Skyway/U²C, or a station serving as a Mobility Hub. Premium Transit Stations provide service at higher-speed and higher-frequency than typical transit stops, usually with service frequencies at 15 minutes or less. Premium Transit Stations also include more infrastructure and amenities to serve higher passenger activity. Amenities can include; on-board amenities, such as seating, comfort and cleanliness; station design features, such as real-time passenger information, shelters, and lighting; and other features, such as reliability, service frequency, and parking.

Transit-Oriented Development (TOD) –TOD consists of mixed use medium to high density development and aims to reduce personal automobile use through the incorporation of premium transit services, alternative mobility solutions, and infrastructure for active modes, such as walking and biking, and reduced parking requirements.