

Staff Report on
Proposed 2019B Series Amendment
to the Future Land Use Element of the
2030 Comprehensive Plan

ORDINANCE 2020-44

Ordinance 2020-44 is proposed to amend the Regional Commercial (RC) future land use category within the Future Land Use Element (FLUE) of the Comprehensive Plan to allow for a creative integration of uses to facilitate innovative site planning, adaptive reuse, infill development and smart growth techniques.

The proposed changes to the RC land use category description establish a methodology for allowing an integration of uses with projects that exhibit innovative and creative development concepts and that cannot otherwise be accommodated under other land use categories. With each new RC category designation, a site specific policy providing a list of permitted uses and the density and intensity of uses is required. Additionally, development in the RC category will be implemented through a PUD Zoning District or TOD Zoning Overlay.

Additional criteria regarding development typology and land development regulations are included in the RC category description and are summarized as described below:

- Preferred in locations are those which are supplied with full urban services, located in close proximity to a roadway classified as a collector or higher and located within the Suburban Development Area.
- Enables innovation and creativity in development that could not otherwise be accommodated under other land use categories.
- Furthers smart growth practices as defined in FLUE Policy 1.1.25
- Directs development away from environmentally sensitive lands.

The RC land use designations in existence prior to the effective date of Ordinance 2020-44, including subsequent amendments to such RC designations, will be exempt from the RC category changes, provided they continue to comply with the RC land use category requirements in place at the time the RC designation was originally approved.

In response to a Florida Department of Economic Opportunity suggestion, the adoption round text amendment includes an additional modification amending

FLUE Policy 1.2.16. The modification updates the impact assessment standard for the RC category to reflect site development potential pursuant to the proposed site specific policy.

The Planning and Development Department recommends **APPROVAL** of the text amendment as identified in the attached **EXHIBIT 1 to Ordinance 2020-44**.

1 Introduced by the Land Use and Zoning Committee:
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3

4 **ORDINANCE 2020-44**

5 AN ORDINANCE ADOPTING THE 2019B SERIES TEXT
6 AMENDMENT TO THE FUTURE LAND USE ELEMENT OF
7 THE 2030 COMPREHENSIVE PLAN OF THE CITY OF
8 JACKSONVILLE TO AMEND THE REGIONAL COMMERCIAL
9 FUTURE LAND USE CATEGORY WITHIN THE FUTURE
10 LAND USE ELEMENT OF THE COMPREHENSIVE PLAN TO
11 ALLOW FOR A CREATIVE INTEGRATION OF USES TO
12 FACILITATE INNOVATIVE SITE PLANNING, ADAPTIVE
13 REUSE, INFILL DEVELOPMENT AND SMART GROWTH
14 TECHNIQUES; PROVIDING AN EFFECTIVE DATE.
15

16 **WHEREAS**, the Planning and Development Department has initiated
17 certain revisions and modifications to the text of the *2030*
18 *Comprehensive Plan* in accordance with the procedures and
19 requirements set forth in Chapter 650, Part 4, *Ordinance Code*, to
20 facilitate the appropriate and timely implementation of the plan,
21 and has provided the necessary supporting data and analysis to
22 support and justify the amendments determined to be required, and
23 accordingly, has proposed certain revisions and modifications,
24 which are more particularly set forth in **Exhibit 1, attached**
25 **hereto**, dated January 6, 2020, and incorporated herein by
26 reference; and

27 **WHEREAS**, the City, by the adoption of Ordinance 2019-681-E,
28 approved this amendment to the *2030 Comprehensive Plan* for
29 transmittal to the Florida Department of Economic Opportunity
30 (DEO), as the State Land Planning Agency, and other required state
31 agencies, for review and comment; and

1 **WHEREAS**, by various letters and e-mails, the DEO and other
2 state reviewing agencies transmitted their comments, if any,
3 regarding this proposed amendment to the *2030 Comprehensive Plan*;
4 and

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

10 **WHEREAS**, the Planning Commission, as the Local Planning
11 Agency, held a public hearing on this proposed amendment to the
12 *2030 Comprehensive Plan*, with due public notice having been
13 provided, and reviewed and considered all comments received during
14 the public hearing, and made a recommendation to the City Council;
15 and

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

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

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

1 **WHEREAS**, in the exercise of its authority, the City Council
2 has determined it necessary and desirable to adopt this proposed
3 amendment to the *2030 Comprehensive Plan* to preserve and enhance
4 present advantages, encourage the most appropriate use of land,
5 water and resources, consistent with public interest, overcome
6 present deficiencies, and deal effectively with future problems
7 that may result from the use and development of land within the
8 City of Jacksonville; now, therefore

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

10 **Section 1. Purpose and Intent.** This Ordinance is adopted
11 to carry out the purpose and intent of, and exercise the authority
12 set out in, the Local Government Comprehensive Planning and Land
13 Development Regulation Act, Sections 163.3161 through 163.3248,
14 *Florida Statutes*, and Chapter 166, *Florida Statutes*, as amended.
15 The amendment modifies the Future Land Use Element to amend the
16 Regional Commercial Future Land Use Category within the Future Land
17 Use Element of the Comprehensive Plan to allow for a creative
18 integration of uses to facilitate innovative site planning,
19 adaptive reuse, infill development and smart growth techniques.

20 **Section 2. Amendment to Comprehensive Plan.** The *2030*
21 *Comprehensive Plan* is hereby amended to include this revision to
22 the text of the Future Land Use Element from the 2019B Series,
23 which has been initiated by the Planning and Development
24 Department, as more particularly set forth in **Exhibit 1, attached**
25 **hereto**, dated January 6, 2020, and incorporated herein by
26 reference.

27 **Section 3. Effective Date.** This Ordinance shall become
28 effective upon the signature by the Mayor or upon becoming
29 effective without the Mayor's signature.
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1 Form Approved:

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3 /s/ Shannon K. Eller

4 Office of General Counsel

5 Legislation Prepared By: Helena Parola

6 GC-#1334644-v2-LS_TX__#4_ADP_RC_FLUE

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2019B Series Text Amendment
City of Jacksonville 2030 Comprehensive Plan
Future Land Use Element

FLUE 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**

<u>LAND USE CATEGORY</u>	<u>SITE DEVELOPMENT POTENTIAL</u>
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)
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 Per Approved Development Plan/Policy
CENTRAL BUSINESS DISTRICT (CBD)	Per Approved DRI
BUSINESS PARK (BP)	0.35 FAR
LIGHT INDUSTRIAL (LI)	0.4 FAR

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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

* * *

Regional Commercial (RC)

~~Regional commercial uses serve the City and outlying communities. Combined service populations generally exceed 80,000 people or 30,000 dwelling units. In size and scale, regional commercial development will meet generally the standards and guidelines for developments of regional impact (DRI) pursuant to Section 380.06 F.S. Plan amendment requests for new RC designations are discouraged as Regional Commercial uses may be accommodated within the CGC category.~~

~~Regional commercial nodes will generally be located with convenient access to transit corridors, and within a thirty minute drive time of the service population. Regional commercial uses may only be developed: (1) in a nodal pattern, and (2) within the commercial and commercially dominated mixed use plan categories. This type of development offers a full range of shopping goods, including general merchandise, apparel, home furnishings and related items. Community and neighborhood commercial uses and projects may be developed as part of a regional commercial node. Business and professional offices, financial institutions, other service commercial, entertainment, recreational, institutional and residential uses may be developed within the area of the regional commercial node, or as autonomous office-professional use projects.~~

~~Secondary and supporting uses allowed in other commercial categories may also be permitted in this category. Freestanding retail and other supporting uses developed in and around a primary regional commercial center will be sited within the area of the regional commercial node, subject to the provisions of this and other elements of the 2030 Comprehensive Plan. The location, type, scale and density/intensity of the~~

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~~supporting and secondary uses shall be compatible with the overall character of the existing, as well as the proposed future development of the area.~~

~~The standards in the Land Development Regulations and the criteria herein only designate locations that may be considered for regional commercial uses. Consideration does not guarantee the approval of a particular retail or office commercial use in any given location. Regional commercial uses should abut a roadway classified as a principal arterial or higher facility on the adopted highway functional classification system map, which is part of the 2030 Comprehensive Plan, except for sites located within the DIA's jurisdiction. Sites with two or more boundaries on transportation rights-of-way classified as principal arterials or higher will be considered preferred locations.~~

RC General Intent

Regional Commercial (RC) uses are intended to accommodate development and redevelopment of areas pursuant to a master plan that is implemented through a Planned Unit Development (PUD) Zoning District or a Transit Oriented Development (TOD) Zoning Overlay. The RC designation shall be implemented to facilitate innovative site planning, adaptive reuse, infill development and smart growth techniques and to allow for flexible and creative integration of uses that would not otherwise be accommodated under other land use categories. New development within the RC category shall be for sites under 250 acres in size, shall generally include a mix of both residential and non-residential uses, and are discouraged in the Rural Development Area.

RC land use designations in existence prior to the effective date of Ordinance 2019-681-E, including subsequent amendments to such RC designations, shall be exempt from these requirements, provided they continue to comply with the RC land use category requirements in place at the time the RC designation was originally approved. A copy of the former RC category shall be provided in the background for the Future Land Use Element.

RC General Uses

Plan amendment requests for new RC designations shall be accompanied by a site-specific policy. The policy shall provide for a list of the permitted uses and density and intensity of uses along with any additional information deemed necessary. Gross acreage shall be used in calculating residential densities. The RC category shall be limited to projects that exhibit innovative and creative development concepts and shall not be used as a mechanism to circumvent application other land use categories.

Development Typology and Land Development Regulations

Development with the RC land use category shall be implemented through a PUD

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Zoning District or a TOD Zoning Overlay.

Plan amendment requests for new RC designations are preferred in locations which are supplied with full urban services, located in close proximity to a roadway classified as a collector or higher on the Functional Highway Classification Map and located within the Suburban Development Area. TOD developed within this category shall also be located within one half mile of a JTA premium transit station. The RC category shall be limited to projects that exhibit innovative and creative development concepts and shall not be used as a mechanism to circumvent application of other land use categories.

In addition to the criteria listed above, consistency with the goals, objectives and policies of the Comprehensive Plan and requirements of the Land Development Regulations, proposed RC designations and the associated PUD zoning or TOD Zoning Overlay shall be evaluated based on the following criteria and standards:

- Enables innovation and creativity in development that could not otherwise be accommodated under one or a combination of the other land use categories. This criteria shall include justification of how the proposed densities, intensities and mix of uses:
 - are appropriate and compatible, both internally and externally, and
 - facilitate innovation and creativity in development, and
 - are not based on the sole intent of maximizing development potential.
- Further smart growth practices as defined in Future Land Use Element Policy 1.1.25.
- Directs development away from wetlands, flood zones, CHHA, and AAA to preserve and protect environmentally sensitive lands.