

# City of Jacksonville, Florida

*Lenny Curry, Mayor*

City Hall at St. James  
117 W. Duval St.  
Jacksonville, FL 32202  
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October 8, 2020

The Honorable Tommy Hazouri, President  
The Honorable Michael Boylan, LUZ Chair  
And Members of the City Council  
117 West Duval Street  
Jacksonville, Florida 32202

**RE: Planning Commission Advisory Report / Ordinance No. 2020-543/Multi-Use (MU) Land Use Category Text Amendment to the Future Land Use Element of the 2030 Comprehensive Plan**

Dear Honorable Council President Hazouri, Honorable Council Member and LUZ Chairman Boylan 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 2020-543 on October 8, 2020.

P&DD Recommendation	APPROVE
PC Issues:	None
<b>PC Vote:</b>	<b>7-0 APPROVE</b>

Joshua Garrison, Chair	Aye
Dawn Motes, Vice-Chair	Aye
David Hacker, Secretary	Aye
Marshall Adkison	Aye
Daniel Blanchard	Aye
Ian Brown	Aye
Alexander Moldovan	Absent
Jason Porter	Aye

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

Sincerely,

*Kristen D. Reed*

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 2020-543**

Ordinance 2020-543 is an amendment to the Future Land Use Element of the 2030 Comprehensive Plan to revise the Multi-Use (MU) future land use category in a manner that promotes long-term master planning for large scale projects. Development proposed under the revised MU must provide for a mix of uses, meet minimum acreage thresholds determined by development area, be accompanied by a site specific policy listing the permitted uses and densities and intensities of uses, a commitment to developing and receiving City Council approval for a conceptual master plan prior to obtaining development approvals and acknowledging that all development shall be consistent with the approved conceptual master plan.

The proposed MU description establishes the following minimum topics for inclusion in the conceptual master plan:

- distribution, densities and intensities of residential and non-residential development
- zoning changes needed to implement the conceptual master plan
- conservation areas and wetland buffers
- water and sewer infrastructure plan
- major internal transportation facilities plan
- connections to external transportation facilities
- traffic impact assessments
- endangered species protection
- processes and procedures for amendments to the conceptual master plan

The proposed revision to the MU addresses MU designations that predate the proposed changes and provides for continued entitlement under the terms of the MU provisions in place at the time of original designation.

The Planning and Development Department recommends **APPROVAL** of the text amendment in the attached **EXHIBIT 1** and submitted as **Ordinance 2020-543**.

1 Introduced by Council Member White:  
2  
3

4 **ORDINANCE 2020-543**

5 AN ORDINANCE APPROVING THE PROPOSED 2020B  
6 SERIES TEXT AMENDMENT TO THE FUTURE LAND USE  
7 ELEMENT OF THE *2030 COMPREHENSIVE PLAN* OF THE  
8 CITY OF JACKSONVILLE, TO AMEND THE MULTI-USE  
9 (MU) FUTURE LAND USE CATEGORY WITHIN THE  
10 FUTURE LAND USE ELEMENT (FLUE), FOR  
11 TRANSMITTAL TO THE STATE OF FLORIDA'S VARIOUS  
12 AGENCIES FOR REVIEW; PROVIDING A DISCLAIMER  
13 THAT THE AMENDMENT TRANSMITTED HEREIN SHALL  
14 NOT BE CONSTRUED AS AN EXEMPTION FROM ANY  
15 OTHER APPLICABLE LAWS; PROVIDING AN EFFECTIVE  
16 DATE.

17  
18 **WHEREAS**, the Planning and Development Department has initiated  
19 certain revisions and modifications to the text of the *2030*  
20 *Comprehensive Plan* in accordance with the procedures and  
21 requirements set forth in Chapter 650, Part 4, *Ordinance Code*, to  
22 amend the Multi-Use (MU) future land use category within the Future  
23 Land Use Element (FLUE), which are more particularly set forth in  
24 **Exhibit 1**, dated August 25, 2020, and **attached hereto** and  
25 incorporated herein by reference; and

26 **WHEREAS**, the Jacksonville Planning Commission, as the Local  
27 Planning Agency, held a public hearing on this proposed Amendment  
28 to the *2030 Comprehensive Plan*, with due public notice having been  
29 provided, and reviewed and considered all comments received during  
30 the public hearing, and made a recommendation to the City Council;  
31 and

1           **WHEREAS**, the Land Use and Zoning (LUZ) Committee held a public  
2 hearing on this proposed Amendment pursuant to Chapter 650, Part 4,  
3 *Ordinance Code*, and having considered all written and oral comments  
4 received during the public hearing, has made its recommendation to  
5 the Council; and

6           **WHEREAS**, the City Council held a public hearing on this  
7 proposed Amendment with public notice having been provided,  
8 pursuant to Section 163.3184(3), *Florida Statutes*, and Chapter 650,  
9 Part 4, *Ordinance Code*, and having considered all written and oral  
10 comments received during the public hearing, the recommendations of  
11 the Planning and Development Department, the Planning Commission  
12 and the LUZ Committee, desires to transmit this proposed Amendment  
13 through the State's expedited state review process to the Florida  
14 Department of Economic Opportunity, as the State Land Planning  
15 Agency, the Northeast Florida Regional Council, the Florida  
16 Department of Transportation, the St. Johns River Water Management  
17 District, the Florida Department of Environmental Protection, the  
18 Florida Fish and Wildlife Conservation Commission, the Department  
19 of State's Bureau of Historic Preservation, the Florida Department  
20 of Education, and the Department of Agriculture and Consumer  
21 Affairs; now, therefore

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

23           **Section 1.           Approval of Amendment for Transmittal**  
24 **Purposes.** The Council hereby approves the proposed 2020B Series  
25 Text Amendment to the Future Land Use Element of the *2030*  
26 *Comprehensive Plan*, as set forth in **Exhibit 1**, dated August 25,  
27 2020, and **attached hereto**, for transmittal to Florida's various  
28 required State Agencies for review.

29           **Section 2.           Disclaimer.** The transmittal approved herein  
30 shall **not** be construed as an exemption from any other applicable  
31 local, state, or federal laws, regulations, requirements, permits

1 or approvals. All other applicable local, state or federal permits  
2 or approvals shall be obtained before commencement of the  
3 development or use, and transmittal is based upon acknowledgement,  
4 representation and confirmation made by the applicant(s), owner(s),  
5 developer(s) and/or any authorized agent(s) or designee(s) that the  
6 subject business, development and/or use will be operated in strict  
7 compliance with all laws. Transmittal does **not** approve, promote or  
8 condone any practice or act that is prohibited or restricted by any  
9 federal, state or local laws.

10 **Section 3. Effective Date.** This Ordinance shall become  
11 effective upon the signature by the Mayor or upon becoming  
12 effective without the Mayor's signature.

13  
14 Form Approved:

15  
16           /s/ Shannon K. Eller          

17 Office of General Counsel

18 Legislation Prepared By: Helena Parola

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**Ordinance 2020-543**

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

**MULTI - USE (MU)**

**MU GENERAL INTENT**

The Multi-Use land use category is intended to accommodate large-scale development and redevelopment projects pursuant to an approved conceptual long-term master plan and is implemented through one or more Planned Unit Development (PUD) or conventional zoning districts. The criteria provided within this category are based on a long-term planning strategy that results in a cohesive and compatible development pattern, the provision of adequate public facilities, utilities and infrastructure and the protection of environmentally sensitive land and species. New designations under the MU category shall generally be for sites greater than 250 acres in size in the Suburban, Urban and Urban Priority Development Areas and for sites greater than 1,000 acres in the Rural Development Area. Development within each MU designation shall include a mix of both residential and non-residential uses and shall incorporate multi-modal transportation concepts consistent with goals of the Mobility Strategy Plan.

MU land use designations in existence prior to the effective date of Ordinance 2010-400-E, including subsequent amendments to such MU designations, shall be exempt from these requirements, provided they continue to comply with the MU land use category requirements in place at the time the MU designation was originally approved. Multi-Use (MU) land use designations associated with FLUE Policies 4.3.1 – 4.3.17 comply with this section. A copy of the MU category as it existed prior to adoption of Ordinance 2010-400-E is provided after the current category description.

MU land use designations adopted pursuant to the MU provisions established in Ordinance 2010-400-E, including subsequent amendments to such MU designations, shall be exempt from these requirements, provided they continue to comply with the MU land use category requirements in place at the time the MU designation was originally approved. Multi-Use (MU) land use designations associated with FLUE Policies 4.3.18 and 4.3.19 comply with this section. A copy of the MU category as adopted pursuant to Ordinance 2010-400-E is provided after current category description.

**MU GENERAL USES**

Plan amendment requests for new MU designations shall be accompanied by a site specific policy that addresses the total gross acreage of the site, the

permitted uses and the densities and intensities of those uses, a statement that development shall not be permitted until such time as a conceptual master plan is approved by the City Council, a statement that all development within the MU shall be consistent with the approved conceptual master plan and any additional information deemed necessary. The proposed amendment application shall include a non-binding preliminary development map.

The conceptual master plan shall, at a minimum, address the following:

1. The general distribution, location and densities or intensities of residential and non-residential development;
2. Acknowledgement that rezonings will be submitted where such uses, densities and intensities are inconsistent with the current zoning designations prior to development reviews and approvals for developments within the overall site;
3. The general distribution and location of conservation areas and wetland buffers;
4. The strategy for providing centralized utilities for water and sewer service throughout the planning area, including a general phasing plan that identifies when development is anticipated to require the need for additional facilities, and the Water Supply Facilities Work Plan (WSFWP) must be updated prior to any development phase requiring construction of potable, treatment, and/or non-potable water supply facilities to incorporate the applicable planned facilities into the WSFWP;
5. Identification of the major internal transportation facilities necessary to serve the future land uses through an efficient and connected network;
6. General identification of how the major internal transportation facilities will connect to the external transportation network with proposed future connections to any State facilities subject to review by the Florida Department of Transportation;
7. A basic assessment shall be conducted of the currently identified and expected roadway operating conditions of the immediately surrounding transportation network for the conceptual master plan (methodologies and assumptions used in this assessment shall be agreed upon by the Planning and Development Department, the Florida Department of Transportation, and the owner or authorized agent); and
8. Coordination with the Florida Fish and Wildlife Conservation Commission staff in the design of the conceptual master plan.
9. Requirements and limitations for submitting proposed conceptual master plan amendments through the Planning and Development Department to the City Council for review and approval.

**MU CATEGORY DESCRIPTIONS PURSUANT TO AND PRE-DATING  
ORDINANCE 2010-400-E**

**MU GENERAL INTENT – PURSUANT TO ORDINANCE 2010-400-E**



The Multi-Use land use category is intended to accommodate, in a more innovating fashion, development or redevelopment of areas in a larger size and scale. Areas which are appropriate for the Multi-Use designation include development which meets or exceeds the thresholds for a Development of Regional Impact (DRI), Florida Quality Development (FQD), or Regional Activity Centers (RAC) under Chapter 380, *Florida Statutes*, or a former military base closed pursuant to the Defense Base Closure and Realignment Act of 1990 and under Florida Statute 228 or subsequent Federal/local action or areas which have been approved as a Transportation Management Area with a Chapter 163 Agreement (TMA), and for those developments that comprise of at least 250 acres and provide for master planned communities which include energy efficient development patterns and other features designed to maximize the preservation of natural areas. The MU category is also appropriate for areas where the City of Jacksonville sponsors and adopts a community plan and its resulting revised land development regulations in conjunction with adoption of the MU category. Community plans meeting these criteria must involve a public participation component. These are the only areas to which the Multi-Use will apply.

#### ***MU GENERAL USES***

The major purposes of this designation are to facilitate mixed-use development with horizontal and vertical land use integration, encourage mass transit and other mobility options, reduce dependence on the automobile, provide incentives for quality development and give definition to the urban form. As such, a mix of both residential and non-residential uses is encouraged, but not required in MU projects. Design, aesthetics and environmental protection and enhancement are to be emphasized as part of the Multi-Use land use category.

The density and intensity of land uses permitted with the Multi-Use land use category shall be specified in the Future Land Use Element of the City's Comprehensive Plan. Gross acreage shall be used in calculating residential densities. Additionally, and where applicable, this land use category would also still follow the set of circumstances under which proposed development in the designated area would be required to be reviewed through the provisions of Chapter 380, *Florida Statutes* DRI process, an approved Base Reuse Plan or through the provisions of an approved TMA.

For an area to qualify for the Multi-Use land use category, the following criteria must be met:

1. The density and intensity of land uses permitted within this category shall include at least three different land uses and of these no one land use, except for conservation, can exceed 70% of the land area involved in the particular amendment.

2. Multi-Use land uses will be of regional significance and either a DRI, RAC, FQD, former Military Base or TMA or be for a development that comprise of at least 250 acres and provides for master planned communities which include energy efficient development patterns and other features designed to maximize the preservation of natural areas or be based upon a City of Jacksonville sponsored and adopted community plan and its resulting revised land development regulations.
  
3. Multi-Use uses of this magnitude shall be DRI, FQDs, RACs, or former Military Bases and may be located in such areas as in the downtown and community redevelopment areas and areas surrounding regional community facilities such as airports, ports, convention centers or governmental complexes, commerce centers and regional activity centers or may be based upon a City of Jacksonville sponsored and adopted community plan or be a development that comprises of at least 250 acres and provides for master planned communities which include energy efficient development patterns and other features designed to maximize the preservation of natural areas. Each Multi-Use land use designation shall be a defined geographical area, delineated on the Future Land Use Map series (FLUMs) of the Future Land Use Element of the 2030 Comprehensive Plan. In addition, on the Map within the defined geographical area, the name of the multi-use development shall be inserted with an asterisk. Elsewhere on the map next to the asterisk shall be a cross reference to the specific policy in the Future Land Use Element which refers to the development by name shall identify the land uses allowed, the percentage distribution or range of mix of uses and the densities and intensities of uses. The specific FLUE policy and the companion Planned Unit Development – Multi Use (PUD-MU) rezoning shall enumerate all the land uses which will be utilized by the development without specific locations so that any land use may be used anywhere in the development subject to locational criteria and the requirements of other applicable local land development.

### ***DEVELOPMENT TYPOLOGY AND LAND DEVELOPMENT REGULATIONS***

Development within the MU Category may include permitted uses mixed within the same building (vertical) or in separate buildings on the same site or in the same block (horizontal). Multi-use development allows for a high quality mix of compatible uses. To facilitate integration of land uses, the placement of an interconnected system of streets is required to the greatest extent feasible and the use of cul-de-sacs is discouraged.

Development within an MU land use designation shall be permitted only by a Planned Unit Development – Multi Use (PUD-MU) zoning district. No development beyond current use of the site shall take place until such time as the Preliminary Phase and Development Phase PUD-MU applications, as set forth in the PUD-MU Procedures of the Zoning Code, are submitted and approved. MU developments may utilize a conversion process that allows for the modification of densities and intensities of approved uses provided:

1. A conversion table is submitted to and approved by the Planning and Development Department and,
2. The trip generation level is less than or equal to the most recent legislatively adopted transportation analysis and is consistent with the land use types and the range of percentage distribution of uses provided in the site specific policy accompanying the MU designation.

The proposed mix of land uses must be depicted on a map and projected to result in a minimum internal capture rate of 15% of the total PM peak hour trip generation at build out within the MU development.

In addition to the criteria listed above and as required in the Land Development Regulations, the Development Phase PUD-MUs should also address the following:

- Demonstration of consistency with the site-specific land use policy.
- Open Space Requirements.
- Phasing Strategy.
- Parking requirements. Shared parking, including deck parking, and on-street parking, is encouraged in order to reduce the amount of impervious surface area.
- Pedestrian and bicycle-oriented design features, including street design standards that promote pedestrian and bicycle usage.
- Consideration of transit-supportive features, including dedication of right-of-way in order to promote the construction of a long-term transit-ready system.
- Consistency with *Jacksonville Design Guidelines and Best Practices Handbook* for commercial development, as appropriate.

- Identification of at least one neighborhood activity center is strongly encouraged when residential uses are included in the proposed development.
- Along corridors with a mix of uses and/or within neighborhood activity centers, consideration of build-to lines. Build-to lines should place buildings close together, fronting on a sidewalk, to create a sense a place and provide spatial definition along streets.
- Compatible building heights and setbacks.
- Appropriate and diverse lot sizes.
- Accessory dwelling units are encouraged when residential uses are included as a portion of the proposed development.
- Development should, to the greatest extent feasible, not create isolated pockets which are not able to be functionally tied to the neighborhood activity center and/or corridor with a mix of uses with respect to roadways, pedestrian pathways, bike paths, or architectural treatments.
- Wetlands, carbon sinks, and other environmentally sensitive areas should be dedicated for conservation uses; any development within such areas shall be consistent with the Conservation/Coastal Management Element policies.
- Stub-outs are required. A "stub-out" is a transportation facility, usually a paved roadway, (i) whose right-of-way terminates at a parcel abutting a development, (ii) that consists of a short segment that is intended to serve current and future development by providing continuity and connectivity of the public street network, (iii) that is provided when there is a reasonable expectation that connection with a future street is possible, or (iv) that is constructed to at least the end of the radius of the intersection with the adjoining street and the right of way is graded and dedicated to the property line.
- Need for public/civic uses and sites such as schools, libraries, fire stations.

#### ***ADMINISTRATIVE PROVISIONS***

Proposals for the MU designation shall specify, as applicable, a maximum number of dwelling units for residential development and maximum square footages and/or acreages for non-residential development, and shall demonstrate a projected minimum internal capture rate of 15% of the total PM peak hour trip generation at build out

within the MU development. PUD-MUs can be amended so long as the applicant establishes the following:

1. The overall MU development maintains a minimum internal capture rate of 15 percent; and
2. The overall MU development does not exceed the number of agreed upon total trips as calculated by the permitted development maximums.

If new uses are added or approved uses are removed from the site-specific land use policy; the original number of agreed upon total trips is exceeded; or boundary changes are made to the site, a new land use application shall be filed with the Planning and Development Department.

A monitoring/tracking report shall be provided by the master developer as specified in the PUD-MU procedures. The details and contents of the monitoring/tracking report will be addressed in the preliminary phase PUD-MU, including demonstration of how the overall project is progressing towards attainment of the required 15% internal capture rate. This monitoring/tracking report shall be reviewed for accuracy, sufficiency and completeness by the Planning and Development Department staff as part of the verification of substantial compliance process.

Multi-Use (MU) land use designations in existence prior to the effective date of Ordinance 2010-400, including subsequent amendments to such MU designations shall be exempt from these requirements, provided they continue to comply with the MU land use category requirements in place at the time the MU designation was originally approved. Multi-Use (MU) land use designations associated with FLUE Policies 4.3.1 – 4.3.17 comply with this exemption. A copy of the former MU category shall be provided in the background for the FLUE.

**MULTI - USE (MU) – PREDATING ORDINANCE 2010-400-E**

The Multi-Use land use category is intended to accommodate, in a more innovating fashion, development or redevelopment of areas in a larger size and scale. The major purposes of this designation are to facilitate mixed-use development with horizontal and vertical land use integration, encourage mass transit, reduce the need for automobile travel, provide incentives for quality development and give definition to the urban form. Design, aesthetics and environmental protection and enhancement are to be emphasized as part of the

Multi-Use land use category. This designation will only be applied to areas that are of regional significance and offer a more practical means of their illustration of the Future Land Use Map series (FLUMs).

Areas which are appropriate for the Multi-Use designation include development which meets or exceeds the thresholds for a Development of Regional Impact (DRI), Florida Quality Development (FQD), or Regional Activity Centers (RAC) under Chapter 380, *Florida Statutes*, or a former military base closed pursuant to the Defense Base Closure and Realignment Act of 1990 and under Florida Statute 228 or subsequent Federal/local action or areas which have been approved as a Transportation Management Area with a Chapter 163 Agreement (TMA). The MU category is also appropriate for areas where the City of Jacksonville sponsors and adopts a community plan and its resulting revised land development regulations in conjunction with adoption of the MU category. Community plans meeting this criteria must involve a public participation component. These are the only areas to which the Multi-Use will apply. Developments in the Multi-Use category are authorized to use a proportionate share contribution provision in accordance with the provisions of Florida Statutes 163.3180(12) concerning transportation improvements.

The density and intensity of land uses permitted with the Multi-Use land use category shall be specified in the Future Land Use Element of the City's Comprehensive Plan. Additionally, this land use category would also still follow the set of circumstances under which proposed development in the designated area would be required to be reviewed through the provisions of Chapter 380, *Florida Statutes* DRI process, an approved Base Reuse Plan or through the provisions of an approved TMA.

For an area to qualify for the Multi-Use land use category, the following criteria must be met:

This land use designation shall not be approved where other land use designations within the City land use plan provide sufficient flexibility for the existing or proposed land uses.

The density and intensity of land uses permitted within this category shall include at least two different land uses and of these no one land use can exceed 70% of the land area involved in the particular amendment.

Multi-Use land uses will be of regional significance and either a DRI, RAC, FQD, former Military Base or TMA, or based upon a City of Jacksonville sponsored and adopted community plan and its resulting revised land development regulations.

Multi-Use uses of this magnitude shall be DRI, FQDs, RACs, or former Military Bases and may be located in such areas as in the downtown and community redevelopment areas and areas surrounding regional community facilities such

as airports, ports, convention centers or governmental complexes, commerce centers and regional activity centers, or may be based upon a City of Jacksonville sponsored and adopted community plan.

Each Multi-Use land use designation shall be a defined geographical area, delineated on the Future Land Use Map series (FLUMs) of the Future Land Use Element of the 2030 Comprehensive Plan. In addition, on the Map within the defined geographical area, the name of the multi-use development shall be inserted with an asterisk. Elsewhere on the map next to the asterisk shall be a cross reference to the specific policy in the Future Land Use Element which refers to the development by name. Within that policy shall be enumerated all the future land use categories which will be utilized by the development without specific locations so that any land use category may be used anywhere in the development subject to the requirements of other applicable local land development.