

Staff Report on
Proposed 2019B Series Text Amendment
to the
Transportation Element of the 2030 Comprehensive Plan

ORDINANCE 2019-682

Ordinance 2019-682 adopts a text amendment to amend various objectives and policies within the Transportation Element of the Comprehensive Plan. The proposed text amendment supports the revised land development regulations related to the Downtown Overlay Zone and Downtown District Regulations adopted with Ordinance 2019-196-E.

The text amendment removes references to the Downtown Master Plan, which was repealed with Ordinance 2014-560-E. Additionally, the changes revise the parking requirements downtown and update the names and boundaries of the Downtown Overlay Districts to match the proposed Downtown Overlay update and revision (Ordinance 2019-196-E).

The transmittal text amendment was approved with Ordinance 2019-195-E. Figure 1.6 Downtown Overlay Districts, was added to the subject adoption text amendment to improve clarity on the location of each Downtown Overlay District.

The Planning and Development Department recommends **APPROVAL** of the text amendment in the attached **EXHIBIT 1** and submitted as **Ordinance 2019-682**.

1 Introduced by the Land Use and Zoning Committee:
2
3

4 **ORDINANCE 2019-682**

5 AN ORDINANCE ADOPTING THE 2019B SERIES TEXT
6 AMENDMENT TO THE TRANSPORTATION ELEMENT OF THE
7 2030 COMPREHENSIVE PLAN OF THE CITY OF
8 JACKSONVILLE TO AMEND VARIOUS OBJECTIVES AND
9 POLICIES WITHIN THE TRANSPORTATION ELEMENT OF
10 THE COMPREHENSIVE PLAN RELATED TO THE DOWNTOWN
11 OVERLAY ZONE AND DOWNTOWN DISTRICT REGULATIONS
12 OF THE ZONING CODE; PROVIDING AN EFFECTIVE
13 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
18 requirements set forth in Chapter 650, Part 4, *Ordinance Code*, to
19 facilitate the appropriate and timely implementation of the plan,
20 and has provided the necessary supporting data and analysis to
21 support and justify the amendments determined to be required, and
22 accordingly, has proposed certain revisions and modifications,
23 which are more particularly set forth in **Exhibit 1, attached**
24 **hereto**, dated September 6, 2019, and incorporated herein by
25 reference; and

26 **WHEREAS**, the City, by the adoption of Ordinance 2019-195-E,
27 approved this amendment to the *2030 Comprehensive Plan* for
28 transmittal to the Florida Department of Economic Opportunity
29 (DEO), as the State Land Planning Agency, and other required state
30 agencies, for review and comment; and

31 **WHEREAS**, by various letters and e-mails, the DEO and other

1 state reviewing agencies transmitted their comments, if any,
2 regarding this proposed amendment to the *2030 Comprehensive Plan*;
3 and

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

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

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

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

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

31 **WHEREAS**, in the exercise of its authority, the City Council

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

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

9 **Section 1. Purpose and Intent.** This Ordinance is adopted
10 to carry out the purpose and intent of, and exercise the authority
11 set out in, the Local Government Comprehensive Planning and Land
12 Development Regulation Act, Sections 163.3161 through 163.3248,
13 *Florida Statutes*, and Chapter 166, *Florida Statutes*, as amended.
14 The amendment modifies the Transportation Element to amend various
15 objectives and policies within the Transportation Element of the
16 Comprehensive Plan related to the Downtown Overlay Zone and
17 Downtown District Regulations of the Zoning Code.

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

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

27 Form Approved:

28
29 /s/ Shannon K. Eller
30 Office of General Counsel
31 Legislation Prepared By: Helena Parola
32 GC-#1303896-v1-LS_TX_ADP_#2_TE

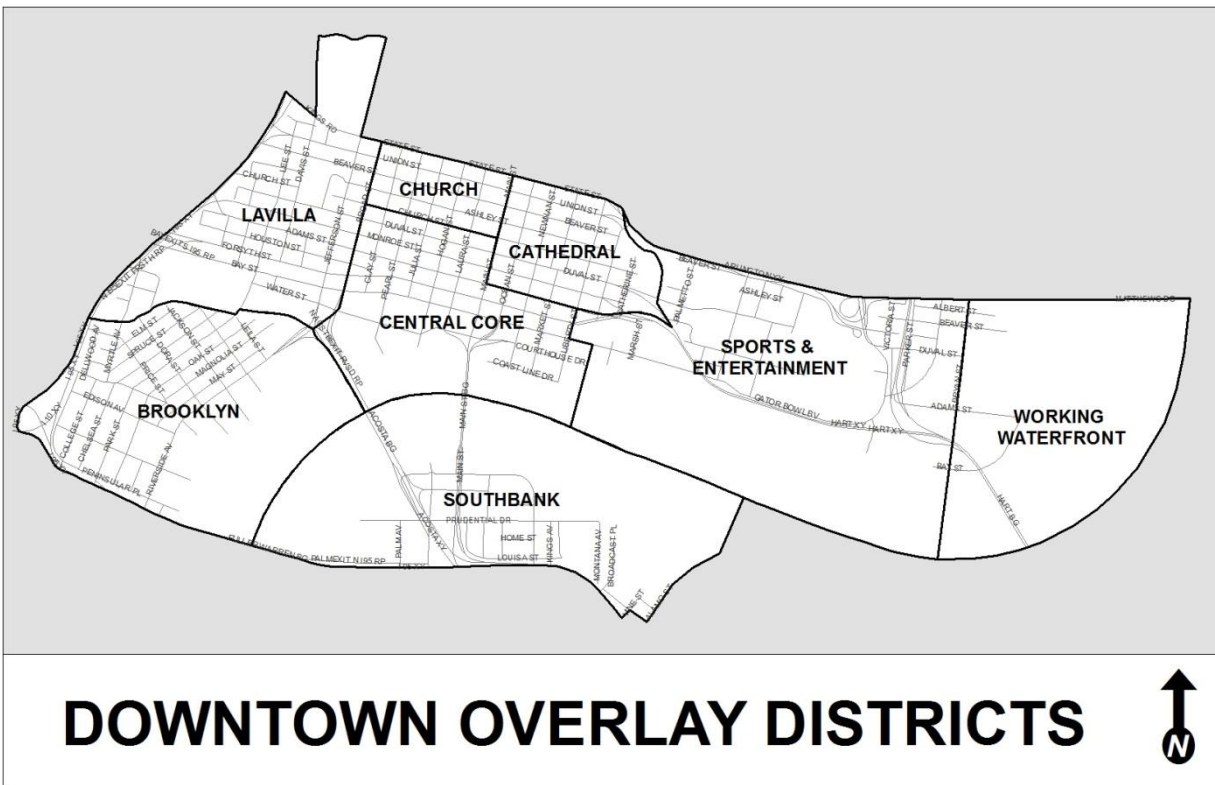
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Objective 1.6

The transportation system profiled in The Downtown Master Plan Transportation Element was assessed to identify suitable strategies to implement the transportation improvements within the Central Business District (CBD). This section summarizes the results of the assessments and the transportation strategies to be used in the CBD. DRI development rights available through the Consolidated Downtown DRI Development Order are granted to projects that are consistent with the Downtown Master Plan, in addition to the conditions of the Consolidated Downtown DRI Development Order. Multi-modal transportation improvements in the Central Business District (CBD) shall be enhanced and implemented through the Downtown Overlay Zone.

FIGURE 1.6 Downtown Overlay Districts



1.6.1

Pedestrian Circulation - Streetscape design standards and regulations shall be adopted by the City and implemented by the DIA and Downtown Design Review Board that establish distinct zones within the right of way for clear pedestrian travel and for above ground utilities, furnishings and the like. The standards shall prioritize clear travel ways

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~~for pedestrians to insure adequate pedestrian circulation capacity and to activate the Downtown streets. Furnishing or amenity zones shall be sufficient to accommodate streetlights, signal devices, street furniture and adequate planting space for trees. —are appropriate based on street classification for business, gateway, inter-district, and intra-districts. The DIA, the City of Jacksonville and the Planning and Development Department shall implement the following uniform sidewalk standards for both layout and design. These standards will be used when sidewalks are programmed for reconstruction or part of a new development project:~~

- ~~▪ All sidewalks should be 12-foot minimum in width, with at least four feet designated as a furniture zone, where feasible. For commercial streets and arterial roadways, a minimum width of 16 feet is recommended to allow for an eight-foot furniture zone, where feasible.~~
- ~~▪ Roadway intersections should be clear of all furniture a minimum distance from the edge or “nose” of the intersection to ensure clear visibility and safety for pedestrians. A minimal distance of 20 feet from the nose of the intersection is recommended.~~
- ~~▪ Handicapped ramps should be placed at or on both sides of the “nose” of each corner of the intersection with special paving material used to highlight the ramp and pedestrian crossing zone.~~

1.6.2

~~Roadway Circulation - The City of Jacksonville has designated a system of downtown streets using a classification of roadways based both on traffic circulation and land use. The Downtown Master Plan Transportation Element summarizes the street classification system by street for downtown as described below.~~

- ~~• *Business Streets* would center around the areas of commercial and retail activity. Such streets would be designated to provide a design layout to accommodate pedestrians with wide sidewalks, slow traffic, promote on-street parking, and create a pleasant shopping environment. Two-way traffic is encouraged to improve visitor access and promote on-street activity.~~
- ~~• *Gateway Streets* generally connect with the major interstate highway and handle comparatively high volumes of traffic. These roadways should be defined to permit slower travel speeds, frequent pedestrian crossings which are clearly delineated or signed with different pavement treatments. Consistent with this type of street classification are wide sidewalks to separate pedestrians from high-volume, high-speed traffic, and the use of special paving treatments at crosswalks to improve pedestrian safety when crossing the street. Gateway streets are typically one way and provide three to four travel lanes without on-street parking.~~

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- ~~*Inter-District Streets* are connector streets linking different areas and districts of the downtown. They are designed to carry low to moderate levels of traffic yet compatible to bicycle (lanes) and pedestrian traffic. Inter-district streets are typically one-way streets and provide two travel lanes with on-street parking allowed at least on one side of the roadway.~~
- ~~*Intra-District Streets* handle local traffic. Most streets in downtown are intra-district streets. Their characteristics include narrow travel lanes with on-street parking encouraged to slowdown traffic. Sidewalks would be wider for promoting such amenities as tree plantings. Local streets should be designed to serve low volumes of traffic at slow speeds. Bicycles are encouraged on the street, generally not in bikeways. Intra-district streets are typically two-way, except when the right-of-way is too narrow to allow for one travel lane and parking along the curb in each direction.~~

~~The City will use the Downtown Zoning Overlay, adopted in 2003, as part of the City's Land Development Regulations, which has specific design guidelines modeled after the Downtown Master Plan for development/redevelopment projects within the CBD. These guidelines include consideration of building placement, location of parking, transit oriented parking standards, parking lot design standards, building wall articulation, transparency associated with first floors of buildings, maintaining the street grid system, streetscape design standards, sidewalk utility design standards, building entrances, river views and height of buildings and structures, rooftop design, building encroachment into public areas, and view corridors along the riverfront. The major gateway roadways with other notable connections, warrant additional design, landscaping and lighting beautification to serve as positive entryways in downtown. As part of the Mitigation Plan, the Downtown Zoning Overlay will be assessed as necessary or at a minimum every five years to determine its success. Revisions shall be proposed if necessary to ensure its continuing effectiveness.~~

~~1.6.3~~ 1.6.2

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

~~1.6.4~~ 1.6.3

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

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- Signage for Union and State Streets should advertise local destinations such as the LaVilla and the Central Civic Core Districts.
- Guidance signage within downtown should be utilized on the gateway streets. These signs should focus on and facilitate access to the major visitor parking garages, commuter park and ride transfer facilities, and surrounding neighborhoods.
- ~~Signs should be made consistent with the proposed plan included in the FDOT Interstate 95 Master Plan, as well as for the improvements to Riverside Avenue, Park Street, and Forest Street.~~ All public parking facilities (notably garages offering short-term parking rates) should continue to include standard and attractive signage for designating these visitor parking facilities, such as the Park Smart Program currently in operation.
- All street direction and guidance signage will be upgraded where necessary to read in both directions for the convenience of pedestrians. Letter size should conform to current FDOT standards.

~~1.6.5~~ 1.6.4

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

- Parking in the commercial core area should be provided only with garage facilities, and not with surface lots. The commercial core area includes much of the financial/retail/cultural activities and therefore the most valuable property of downtown. Parking garages located in the commercial core area should be accessible to visitors, i.e., short-term parking, and include such amenities as retail on the ground floor.
- Provide additional garage parking in the ~~commercial core area~~ Central Core District to meet the short-term parking needs of visitors or non-commuters.
- The northbank area and especially the ~~commercial core area~~ Central Core District requires an estimated 2,500 long-term parking spaces. However, this parking should not be exclusively sited within the core area. Priority will be given for meeting this demand at peripheral sites served by transit outside the commercial core area.

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~~1.6.6~~ 1.6.5

Parking Standards - The City shall use the parking standards of the Downtown Zoning Overlay, as a part of the City's Land Development Regulations, for development/redevelopment projects within the CBD. The impact of parking and service areas shall be minimized by locating parking lots and garages away from sidewalks and pedestrian connections and within projects or off service alleys; locating loading and service docks away from sidewalks and pedestrian connections; ensuring that design of parking lots minimally affect the pedestrian environment; providing active uses such as shops and restaurants on the ground floor of garages to engage the pedestrian; requiring landscaping and architectural treatments to soften the appearance of surface parking lots and parking garages; promoting development of structured parking, particularly within the Central Civic Core District; discouraging surface parking lots throughout downtown and the demolition of existing buildings or structures to create parking lots. The design of individual sites will add to the quality of downtown by providing clear and separate access for vehicles and pedestrians, defining the street and sidewalk space, providing outdoor space that will be used by the public or the occupants of the building or structure, screening and buffering service and docks from the public right-of-way, and by encouraging the service function of alleys. Within the CBD, parking in excess of the maximum ~~required~~ allowed by the Downtown Zoning Overlay shall ~~not~~ only be allowed. ~~Development within the CBD may apply for parking increases based on criteria in the Downtown Zoning Overlay.~~

~~Pursuant to the Downtown Zoning Overlay, new construction and conversion of buildings to residential use shall meet the following criteria regarding parking:~~

- ~~• Rehabilitation of existing buildings into residential units shall not be required to provide any off-street parking spaces in the Central Civic Core and a portion of the Riverfront District.~~
- ~~• Rehabilitation of existing buildings into residential units in all other downtown districts shall be required to provide 50 percent of the minimum off-street parking spaces required by the underlying residential zoning category, which shall be the maximum allowed.~~
- ~~• Where a residential use is located within 700 feet of a Skyway or other mass transportation systems station entrance, the minimum and maximum allowable number of off-street parking spaces shall be reduced by 25 percent, except for new residential uses.~~

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~~New residential construction shall be required to provide the minimum off-street parking spaces required by the underlying applicable residential zoning category, which shall be the maximum allowed in all downtown districts.~~

1.6.7-1.6.6

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

Three to four high-capacity parking facilities located at peripheral sites of the downtown are either under construction or are planned to be constructed to reduce the need to supply all commuter parking “on-site” and to discourage the proliferation of small, primarily poorly designed, surface lots. Garage facilities will be integrated with Skyway or other mass transportation systems. The Skyway or other mass transportation systems would then serve as the primary transit distributor of commuter trips in the downtown. The parking analysis indicates that about 6,000 commuters to the commercial core area park in surface lots located outside the area and walk to their final destination. This population provides a benchmark for demand that could potentially be attracted to the peripheral parking facilities. The analysis further indicated several potential sites for consideration, some of which have been constructed and are currently operational. ~~(see Figure 3.5 in next section):~~

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

The Convention Center Site Skyway currently provides 900 surface park and ride spaces

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

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

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

1.6.8-1.6.7

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

1.6.9-1.6.8

Expand Skyway or other mass transportation systems - Skyway or other mass transportation systems should be expanded in downtown as development occurs within each of the downtown planning districts ~~as defined in the Master Plan~~. Skyway or other mass transportation systems should be expanded only as development and travel demand dictates.

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~~Figure 3.5 from the Downtown Master Plan Transportation Element suggests several corridors where expansion of Skyway or other mass transportation systems might be suitable if substantial development were to occur in downtown. Skyway or other mass transportation system extensions to such areas as into LaVilla, Brooklyn, and the Hogan Creek Neighborhood should be taken into consideration when significant redevelopment of these districts occurs.~~

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

~~1.6.10-1.6.9~~

~~Plan for Skyway or other mass transportation systems - The OED, the DIA and the Planning and Development Department have integrated transit, and particularly the Skyway into all downtown commercial and residential development planning by providing reduced parking incentives for commercial development located within 700' of a Skyway station and by promoting residential development along and near Skyway stations.~~

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

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

1.6.11-1.6.10

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

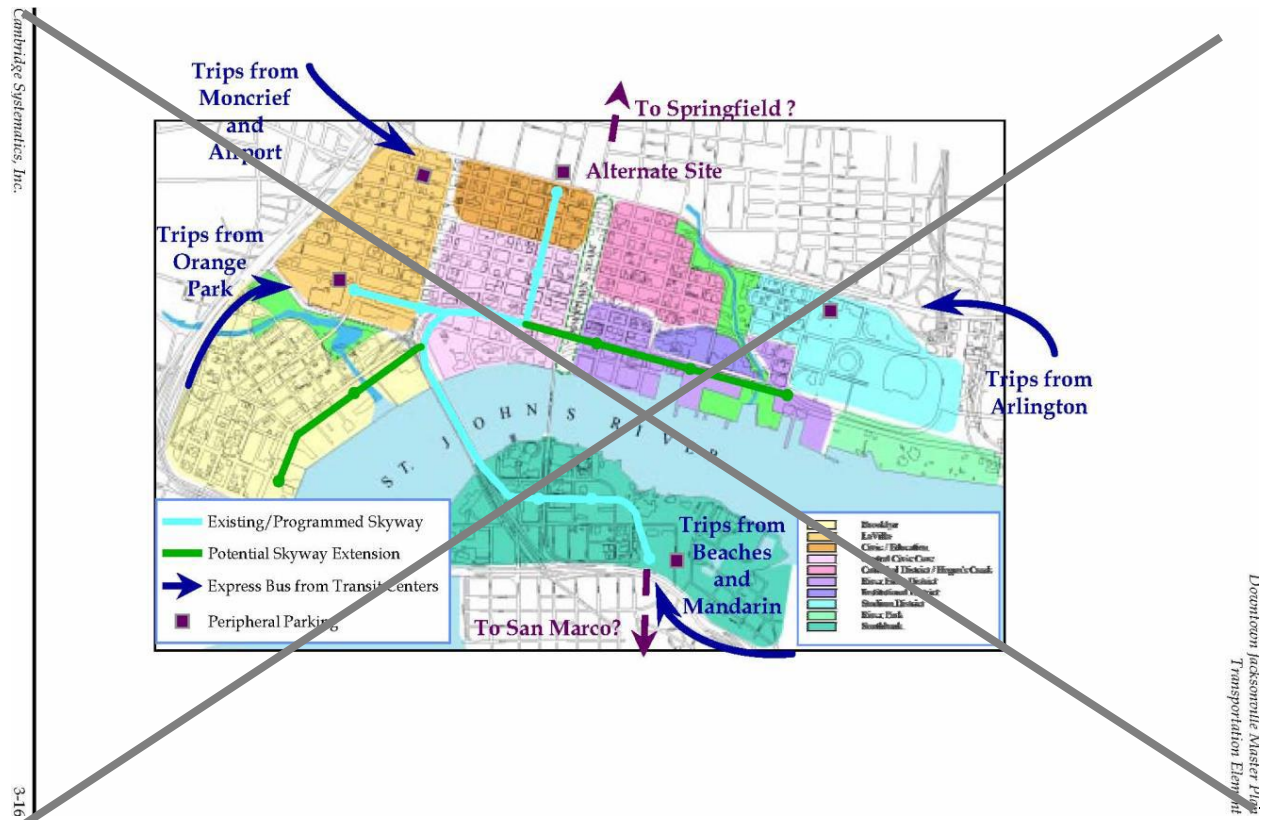


FIGURE 3.5 Downtown Master Plan Element Transportation

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Objective 1.7 Transportation Strategies in the Downtown Districts

~~Downtown Jacksonville is spread out, stretching to the St. Johns River on the east and Interstate 95 on the south and west. With the possible exception of the commercial core area, much of the downtown previously lacked clear distinctive qualities in terms of land use and urban design. The many surface parking lots contributed heavily to the areas lack of definition or urban form. Providing a logical and coherent transportation system under these circumstances was difficult. As part of the public participation program for the Master Plan study, stakeholders often cited the lack of specific land use policies as a contributing factor to the dispersed character of the downtown.~~

~~Working in close cooperation with city staff and interested stakeholders, the Master Plan consultant team identified several downtown districts. Each district would provide its own distinct land use theme or set of characteristics to be used to encourage and focus development and growth. It was in conjunction with the identification of the downtown districts that the street classification system was developed (see Policy 1.6.2). The districts were approved as a component of the Downtown Master Plan and the Downtown Zoning Overlay, which is a component of the City's Land Development Regulations. Each district is described below with a brief summary of its land uses and transportation support system needs.~~

Policies 1.7.1

~~The Central Civic Core (Commercial Core) generally includes the area bounded by Main Street, Duval Street, Jefferson Street and the River. The District is the financial and retail center of downtown Jacksonville and contains almost one half of the total employment in the downtown. It is consistent with the commercial core area discussed in earlier sections of the report. The district will continue as the financial and retail center of the downtown and additional office density and retail are encouraged along Laura and Hogan Streets. Representative projects would include connecting cultural venues with art galleries and jazz clubs, and locating the Jacksonville Museum of Contemporary Art in this district.~~
~~Transportation Support System~~

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

- ~~• Parking in the district District shall be restricted to garage facilities.~~
- ~~• Additional visitor parking would be provided in multiple purpose garages facilities, i.e., facilities to be used by commuters and visitors by day and supporting entertainment at night, with street level retail to be encouraged.~~
- ~~• Skyway or other mass transportation systems would continue to offer the primary transit service along Bay Street and Hogan Street, providing transit access to the district from existing and proposed service expansions throughout the downtown.~~

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- The Downtown Trolley System, or other mass transit localized system, will continue to provide transit service to peripheral parking lots not serviced by the Skyway or other mass transportation systems.

~~1.7.2~~

~~Civic/Educational District – This District is located north of the Central Civic Core and is bounded generally by Main Street, State Street, Jefferson Street, and Duval Street. It is envisioned that this district will continue several trends already in progress including:~~

- ~~• The relocation of public facilities such as City Hall Annex and the Courthouse away from the river.~~
- ~~• Expanded residential and educational uses which are consistent with the community college.~~

~~Transportation Support System:~~

- ~~• The district is served by several bordering streets including State and Union Streets to the north and Main and Ocean Streets to the east. The district is also served by several intra-district streets including Duval Street, Monroe Street, Pearl Street and Jefferson Street which connect the district to other districts of the downtown.~~
- ~~• If development warrants, a potential future extension of the Skyway or other mass transportation systems would provide transit to a proposed station at Jefferson Street and Union Street from Hogan Street.~~

~~1.7.3~~ 1.7.2

~~The In the Brooklyn District is a mixed-use community that extends along the north side of the river west of the Acosta Bridge to Interstate 95 on the south and west. Along~~ along the river, commercial office space and mixed use will continue to be developed and tied to parks extending to Riverside Avenue allowing extensive pedestrian access to the river. The vacant riverside parcels provide prime areas for highly visible architecture. Residential development will be promoted along and west of Riverside Avenue promoting a transit-oriented community. High-rise residential with landscaped set backs from Skyway or adjacent to other mass transportation system extensions will be developed. Mixed use development A mix of uses including multi-family would be encouraged along and west of Park Street and multi-family or single family housing, with complementary retail and restaurants, are single-family housing encouraged along McCoy's Creek. Other development consistent with the district would include the reuse of the public school as a community cultural center.

~~Transportation Support System:~~

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

~~1.7.4~~

~~LaVilla is located west of Jefferson Street, south of State Street, north of Bay Street and east of Interstate 95. The District can support a variety of activities such as commercial, light industrial, and residential in alternate parcels.~~

~~Transportation Support System:~~

- ~~Several Interstate 95 ramps provide direct access to LaVilla connecting such streets as State Street, Union Street, Bay Street Forsyth Street, Monroe Street and Duval Street.~~
- ~~I-95 ramps at Ashley Street and Church Street have been closed to channel interstate traffic to the high-volume and mid-volume streets.~~
- ~~Skyway transit service is provided at the existing Terminal station on Bay Street. A potential extension from the FCCJ Station to the Union Street and Jefferson Street area, or other enhancements to transit, may be warranted should development demonstrate a demand for such an expansion.~~
- ~~Major peripheral parking facilities are proposed at both Skyway stations.~~

~~1.7.5~~

~~The River Front District extends along the river east of Ocean Street and south of Duval Street. The district includes the Hyatt hotel and Berkman Plaza Condominium development. Additional commercial residential development is envisioned. Also proposed is an extension of the riverwalk to River Park which could incorporate an outdoor amphitheater.~~

~~Transportation Support System:~~

- ~~Major streets serving the district include Main Street, Ocean Street, Bay Street and Forsyth Street. Connections with Interstate 95 are provided by such streets as Duval Street and Monroe Street. Liberty Street is proposed as a business street corridor.~~

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- ~~• A Skyway or other mass transportation systems extension along Bay Street and through the District is proposed east along the river should development and demand warrant such strategy.~~

~~1.7.6~~

~~The Institutional District is comparatively small, bordering with the River Front District to the south and the Cathedral District/Hogan's Creek District to the north. The district would provide a mixture of land uses which transition from the residential uses to the north and the commercial and open spaces to the south along the river.~~

~~Transportation Support System:~~

- ~~• Bay Street and the Hart Bridge entrance provide the major connection to the district with linkages to Interstate 95 to the west and the Hart Bridge and Matthew's Bridge to the east.~~
- ~~• A Skyway or other mass transportation systems extension along Bay Street bordering the District may be warranted should development and demand justify the extension.~~

~~1.7.7~~ 1.7.3

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

~~Transportation Support System:~~

- ~~• The street system would primarily be comprised of intra-district streets well served by several nearby gateway roadways.~~

~~Traffic calming techniques including on-street parking would be implemented on business streets and intra-district streets are encouraged.~~

~~1.7.8~~ 1.7.4

~~The Stadium Sports and Entertainment District is located east of the Cathedral District/Hogan's Creek and north of the River Front District. The Stadium District is generally bounded by Hogan's Creek on the west, State Street on the north, Bay Street on the south and Haines Expressway on the east. recognized as a special place within downtown, unlike any of the other districts. Recreation and entertainment would continue to dominate land use activity in the District. Wolfson Park would be expanded to increase~~

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~~its seating capacity. Existing industrial structures should be retained for entertainment use.~~

~~Transportation Support System:~~

- ~~• The area is well served by both gateway streets and limited access highways such as State Street, Bay Street and the Haines Expressway.~~
- ~~• Long-term, garage parking facilities are currently being constructed to replace the surface lots located throughout the District. This is highly desirable for both recreational purposes at Everbank Field and commuter parking currently being serviced by the Downtown Trolley and potentially serviced by Skyway or other mass transportation systems.~~

~~1.7.9~~

~~The River Park District is located along the river east of the River Front District and south of the Stadium District. Plans envisioned for this district would include expanding Metropolitan Park to the west, connecting with the Marina District, and providing direct access and visibility to the Park.~~

~~Transportation Support System:~~

- ~~• Park access would be improved with additional connections with the surrounding roadway system such as Gator Bowl Boulevard and Bay Street.~~

~~1.7.10~~ 1.7.5

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

~~Transportation Support System:~~

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

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- ~~• Skyway offers the primary transit service in the South Bank District. Three Skyway stations are completed and are located at 1) San Marco Boulevard and Mary Avenue, 2) Riverplace Boulevard, and 3) Prudential Drive and Kings Avenue.~~
- ~~• Skyway provides some limited amount of parking at the San Marco Station. A major garage facility of 1,200 spaces for the Dupont Station was recently constructed and is operational.~~

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

Objective 1.8

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

Objective 5.3

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

Policies 5.3.1

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

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5.3.2

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

5.3.3

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

5.3.4

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

Objective 6.6

Scheduling of mass transit service within the City shall continue to be such that persons residing and working within the City that have traditional work hours (8:00 a.m. to 5:00 p.m.) will be able to use Jacksonville Transportation Authority (JTA) service for the purpose of home-work/work-home trips.

Policies 6.6.1

The JTA shall continue to adjust its hours of service to encourage the use of public transportation for home-work/ work-home trips.

6.6.2

The JTA and the City shall continue to ensure that an efficient non-polluting transit system is available in the Central Business District (CBD) and will extend the system as federal funds matched with state, local, and private monies become available.

6.6.3

The JTA and the City shall provide for an efficient, non-polluting rapid transit system as an integrated transit mode outside the CBD and continue to formulate a long-range corridor plan for this efficient non-polluting transit system and park and ride facilities along the right-of-way. Construction shall begin contingent upon the receipt of federal, state, and local funds.