

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.

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Policy 3.1.16

Reserved

~~Sites located 1/2 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.~~

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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.~~

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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.

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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.