

# Missing Middle Project Scope

## **Background**

According to [missingmiddlehousing.com](http://missingmiddlehousing.com), "Missing Middle Housing" was coined in 2010 and refers to a concept designed to provide more housing and additional housing choices. These housing types sit in the middle of the spectrum between detached single-family homes and mid-rise apartment buildings. These missing middle options are not only in the middle of the spectrum, when it comes to scale, but also in the middle of the spectrum for affordability. Currently, the Low Density Residential (LDR) land use category allows for the development of up to 7 dwelling units per acre, which excludes most of the types of housing that fall into the definition of missing middle housing. The 2045 Comprehensive Plan includes a provision for LDR in the Urban Priority Area, which allows for densities of up to 15 Dwelling Units Per acre when there is a supporting council approved neighborhood plan or study.

## **Objectives:**

Identify target areas within the Low Density Residential (LDR) Land Use category within the Urban (UA) and Urban Priority (UPA) Development Areas that would be conducive to development of densities greater than 7 dwelling units per acre in the LDR category without an existing neighborhood study. Provide an option within the City's Code and Comprehensive Plan to allow for missing middle housing types in areas that are deemed appropriate for such scale and density. The study shall identify opportunities to collaborate with the work of the Land Development Regulations Update Stakeholder Committee in order to guide future growth to areas with low flood risk and high resilience potential.

## **Resources:**

Planning Department Staff (GIS, Community Planning, Current Planning, Resilience)  
Mayor's Transition Team Reports  
Council Special Committee on Critical Quality of Life Issues  
Council Special Committee on Homelessness and Affordable Housing  
Resilient Jacksonville  
Land Development Regulations Update Stakeholder Committee

## **List of Tasks:**

### **Task 1.0 - Data Collection**

Various departments and groups within the City have already conducted work evaluating the need for additional dwelling units and housing options. Task 1 will include evaluation of the existing work done by the City and establishing the initial parameters for identifying the target areas for increased residential density. An initial survey of existing conditions will be conducted. While not listed as an independent task, throughout the life of the project, staff will be documenting the process and findings of the study and preparing this information as a working draft of the final report.

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- Task 1.1 Collection of Existing Recommendations
- Task 1.2 Evaluation of Existing Recommendations
- Task 1.3 Finalize Criteria for Target Area
- Task 1.4 Initial Existing Conditions Survey
  - o Staff will work together in groups of 2 and break the target area into approximately 8-10 sections. Groups will focus on one section per outing and will go out into the field approximately twice per week and will review online mapping and other available resources.

**Deliverable for Task 1.0:** Criteria for Target Area and Existing Conditions Survey Results:

**Anticipated timeframe/working hours for Task 1.0:** 4-5 weeks

## **Task 2.0 – Analysis of Existing Conditions**

The data collected by the existing conditions survey will be evaluated by staff to determine the present residential densities within the area, the neighboring uses, the availability of public transportation, utilities, and any other criteria that may have been identified in Task 1.3. Staff will work in collaboration with any other entities that may provide insight into the availability of services that may not be visually apparent such as utility and transportation access.

- Task 2.1 Staff Evaluation of Existing Conditions Survey
  - o Staff will also identify what other agencies they will need to collaborate with to get a complete understanding of the area and its needs.
- Task 2.2 Meetings with Other Agencies
- Task 2.3 Refine/Finalize Target Area Criteria and create an Existing Conditions Survey Report
  - o The Existing Conditions Survey report is estimated to include maps of the target area and other areas where specific recommendations may be made.

**Deliverables for Task 2.0:** Existing Conditions Survey Results Report and Finalize Target Area Criteria

**Anticipated timeframe/working hours for Task 2.0:** 5-6 weeks

## **Task 3.0 - Identification of Target Areas and Establishment of Best Practices**

This task will build upon the previous research and analysis to identify the target area or areas that meet the criteria identified in Task 1 and further refined in Task 2. Staff will work in multi-disciplinary working groups to determine which areas are suitable for an increase in density based upon existing uses, collected data, and target area criteria. Additionally, staff working groups will identify best practices for the target areas and establish parameters for zoning requirements within the target area.

- Task 3.1 Establish Staff Working Groups

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- Staff working groups will meet to discuss the information collected thus far and identify the best practices and recommendations to include in the Final Report. It is anticipated that staff working groups will be able to meet twice per week and will discuss up to three of the sections per meeting.

**Deliverables for Task 3.0:** Best Practices and any area-specific recommendations

**Anticipated timeframe/working hours for Task 3.0:** 2-3 weeks

### **Task 4.0 – Final Report and Study; Codification / Adoption of Study Results**

Staff will draft a final report of the findings and recommendations along with the methodologies used to produce report recommendations. GIS Staff will create maps of the target areas and any other key areas of focus identified in the report, as well as prepare any necessary shapefiles. Presentations of the report's findings will be administered as necessary and shall include presentation to the Land Development Regulations Update Stakeholder Committee. Any follow-up legislation required to implement the report will be drafted and filed as appropriate.

- Task 4.1 – Draft Final Report
  - This task will run concurrently with Task 4.2, the report will be drafted while the maps are being created by GIS staff. One staff member will draft the bulk of the report and another one to two staff will review the draft report.
- Task 4.2 – Create Map(s) of identified Target Area(s)
  - This will run concurrently with Task 4.1, maps will be added to the draft report as available.
- Task 4.3 - Final Report and Study Presentation
  - Timeframe for this will vary depending on the number of presentations that will need to occur on the project. Two presentations have been built into the anticipated timeline, which includes staff time for creating presentation materials.
- Task 4.4 – Draft legislation

**Deliverables for Task 4.0 – Final Report including maps and draft legislation**

**Anticipated timeframe/working hours for Task 4.0:** 5-7 weeks

### **Estimated Project Timeframe:**

- Task 1.0 – 4-5 weeks
  - Task 1.1, 1.2. & 1.3 – 2 weeks, 8-16 staff hours per person, 2-3 staff members
  - Task 1.4 – 2-3 weeks, 40-45 staff hours per person, 4-6 staff members
- Task 2.0 – 5-6 weeks
  - Task 2.1 – 2 weeks, 2-6 staff hours per person, 2 staff members
  - Task 2.2 – 1 week, 2-4 staff hours per person, 2 staff members
  - Task 2.3 – 2-3 weeks, 8-12 staff hours per person, 3 staff members

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- Task 3.0 – 2-3 weeks
  - o Task 3.1 – 2-3 weeks, 16-24 staff hours per person, 2-4 staff members
- Task 4.0 – 5-7 weeks
  - o Task 4.1 – 2-3 weeks, 18-20 hours for 1 staff member; 2 hours per person for 1-2 additional staff members
  - o Task 4.2 & 4.3 – 2-3 weeks, 20-22 hours per person, 2-3 staff members
  - o Task 4.4 – 1 week, 2-3 hours per person, 2 staff members

**Total Estimated time to complete project: Approximately 5 months**

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2024 Legislature

1  
2 An act relating to unauthorized public camping and  
3 public sleeping; creating s. 125.0231, F.S.; providing  
4 definitions; prohibiting counties and municipalities  
5 from authorizing or otherwise allowing public camping  
6 or sleeping on public property without certification  
7 of designated public property by the Department of  
8 Children and Families; authorizing counties to  
9 designate certain public property for such uses for a  
10 specified time period; requiring the department to  
11 certify such designation; requiring counties to  
12 establish specified standards and procedures relating  
13 to such property; authorizing the department to  
14 inspect such property; authorizing the Secretary of  
15 Children and Families to provide certain notice to  
16 counties; providing applicability; providing an  
17 exception to applicability during specified  
18 emergencies; providing a declaration of important  
19 state interest; providing applicability; providing  
20 effective dates.

21  
22 Be It Enacted by the Legislature of the State of Florida:

23  
24 Section 1. Section 125.0231, Florida Statutes, is created  
25 to read:

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26 125.0231 Public camping and public sleeping.—

27 (1) As used in this section, the term:

28 (a) "Department" means the Department of Children and  
29 Families.

30 (b)1. "Public camping or sleeping" means:

31 a. Lodging or residing overnight in a temporary outdoor  
32 habitation used as a dwelling or living space and evidenced by  
33 the erection of a tent or other temporary shelter, the presence  
34 of bedding or pillows, or the storage of personal belongings; or

35 b. Lodging or residing overnight in an outdoor space  
36 without a tent or other temporary shelter.

37 2. The term does not include:

38 a. Lodging or residing overnight in a motor vehicle that  
39 is registered, insured, and located in a place where it may  
40 lawfully be.

41 b. Camping for recreational purposes on property  
42 designated for such purposes.

43 (2) Except as provided in subsection (3), a county or  
44 municipality may not authorize or otherwise allow any person to  
45 regularly engage in public camping or sleeping on any public  
46 property, including, but not limited to, any public building or  
47 its grounds and any public right-of-way under the jurisdiction  
48 of the county or municipality, as applicable.

49 (3) A county may, by majority vote of the county's  
50 governing body, designate property owned by the county or a

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51 municipality within the boundaries of the county to be used for  
52 a continuous period of no longer than 1 year for the purposes of  
53 public camping or sleeping. If the designated property is within  
54 the boundaries of a municipality, the designation is contingent  
55 upon the concurrence of the municipality by majority vote of the  
56 municipality's governing body.

57 (a) A county designation is not effective until the  
58 department certifies the designation. To obtain department  
59 certification, the county shall submit a request to the  
60 Secretary of Children and Families which shall include  
61 certification of, and documentation proving, the following:

62 1. There are not sufficient open beds in homeless shelters  
63 in the county for the homeless population of the county.

64 2. The designated property is not contiguous to property  
65 designated for residential use by the county or municipality in  
66 the local government comprehensive plan and future land use map.

67 3. The designated property would not adversely and  
68 materially affect the property value or safety and security of  
69 other existing residential or commercial property in the county  
70 or municipality and would not negatively affect the safety of  
71 children.

72 4. The county has developed a plan to satisfy the  
73 requirements of paragraph (b).

74  
75 Upon receipt of a county request to certify a designation, the

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76 department shall notify the county of the date of receiving the  
77 request, and of any omission or error, within 10 days after  
78 receipt by the department. The department shall certify the  
79 designation within 45 days after receipt of a complete  
80 submission from the county, and the designation shall be deemed  
81 certified on the 45th day if the department takes no action.

82 (b) Except as provided in paragraph (e), if a county  
83 designates county or municipal property to be used for public  
84 camping or sleeping, it must establish and maintain minimum  
85 standards and procedures related to the designated property for  
86 the purposes of:

87 1. Ensuring the safety and security of the designated  
88 property and the persons lodging or residing on such property.

89 2. Maintaining sanitation, which must include, at a  
90 minimum, providing access to clean and operable restrooms and  
91 running water.

92 3. Coordinating with the regional managing entity to  
93 provide access to behavioral health services, which must include  
94 substance abuse and mental health treatment resources.

95 4. Prohibiting illegal substance use and alcohol use on  
96 the designated property and enforcing such prohibition.

97 (c) Within 30 days after certification of a designation by  
98 the department, the county must publish the minimum standards  
99 and procedures required under paragraph (b) on the county's and,  
100 if applicable, the municipality's publicly accessible websites.



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The county and municipality must continue to make such policies and procedures publicly available for as long as any county or municipal property remains designated under paragraph (a).

(d) The department may inspect any designated property at any time, and the secretary may provide notice to the county recommending closure of the designated property if the requirements of this section are no longer satisfied. A county and, if applicable, a municipality must publish any such notice issued by the department on the county's and, if applicable, the municipality's publicly accessible websites within 5 business days after receipt of the notice.

(e) A fiscally constrained county is exempt from the requirement to establish and maintain minimum standards and procedures under subparagraphs (b)1.-3. if the governing board of the county makes a finding that compliance with such requirements would result in a financial hardship.

(4)(a) A resident of the county, an owner of a business located in the county, or the Attorney General may bring a civil action in any court of competent jurisdiction against the county or applicable municipality to enjoin a violation of subsection (2). If the resident or business owner prevails in a civil action, the court may award reasonable expenses incurred in bringing the civil action, including court costs, reasonable attorney fees, investigative costs, witness fees, and deposition costs.

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126        (b) An application for injunction filed pursuant to this  
127        subsection must be accompanied by an affidavit attesting that:

128        1. The applicant has provided written notice of the  
129        alleged violation of subsection (2) to the governing board of  
130        the county or applicable municipality.

131        2. The applicant has provided the county or applicable  
132        municipality with 5 business days to cure the alleged violation.

133        3. The county or applicable municipality has failed to  
134        take all reasonable actions within the limits of its  
135        governmental authority to cure the alleged violation within 5  
136        business days after receiving written notice of the alleged  
137        violation.

138        (5) This section does not apply to a county during any  
139        time period in which:

140        (a) The Governor has declared a state of emergency in the  
141        county or another county immediately adjacent to the county and  
142        has suspended the provisions of this section pursuant to s.  
143        252.36.

144        (b) A state of emergency has been declared in the county  
145        under chapter 870.

146        Section 2. The Legislature hereby determines and declares  
147        that this act fulfills an important state interest of ensuring  
148        the health, safety, welfare, quality of life, and aesthetics of  
149        Florida communities while simultaneously making adequate  
150        provision for the homeless population of the state.

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151       Section 3. Section 125.0231(4), Florida Statutes, as  
152 created by this act, shall take effect January 1, 2025, and  
153 applies to causes of action accruing on or after that date.

154       Section 4. Except as otherwise expressly provided in this  
155 act, this act shall take effect October 1, 2024.