

## **REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT**

The Planning and Development Department hereby forwards to the Planning Commission; Land Use and Zoning Committee; and City Council its comments and recommendations on:

### **ORDINANCE 2024-0869**

**AN ORDINANCE AMENDING SECTIONS 656.305 (LOW DENSITY RESIDENTIAL CATEGORY) AND 656.306 (MEDIUM DENSITY RESIDENTIAL CATEGORY), SUBPART B (RESIDENTIAL USE CATEGORIES AND ZONING DISTRICTS), PART 3 (SCHEDULE OF DISTRICT REGULATIONS), CHAPTER 656 (ZONING CODE), ORDINANCE CODE, TO PROVIDE FOR DUPLEXES, TRI-PLEXES AND QUAD-PLEXES AS PERMITTED USES IN CERTAIN DISTRICTS AND DEVELOPMENT AREAS; AND AMENDING SECTIONS 656.604 (NUMBER OF OFF-STREET PARKING SPACES) AND 656.607 (DESIGN STANDARDS FOR OFF-STREET, ON-STREET PARKING AND LOADING FACILITIES), SUBPART A (OFF-STREET PARKING, ON STREET PARKING AND LOADING FOR MOTOR VEHICLES), PART 6 (OFF-STREET PARKING, ON-STREET PARKING AND LOADING REGULATIONS), CHAPTER 656 (ZONING CODE), ORDINANCE CODE, TO PROVIDE PARKING STANDARDS FOR DUPLEXES, TRI-PLEXES AND QUAD-PLEXES, AND PROVIDING AN EFFECTIVE DATE.**

### **GENERAL INFORMATION**

The bill amends several sections of the Zoning Code to allow duplexes, tri-plexes and quadplexes as permitted uses in certain districts and development areas. It amends requirements and design standards for on-street and off-street parking and for loading zones to provide parking standards for duplexes, tri-plexes and quad-plexes.

### **EVALUATION**

#### ***A. The need and justification for the change***

The proposed legislation is being requested to permit duplexes, tri-plexes and quad-plexes in RLD and RMD districts that are also located in the Missing Middle Overlay (see companion Ordinance 2024-868) where the density requirements in the Comprehensive Plan are met. These proposed changes intended to allow for increased density to accommodate a greater diversity of housing options in the city.

#### ***B. The relationship of the proposed amendment to the Comprehensive Plan and the work of the Department with appropriate consideration as to whether the proposed amendment will further the purposes of the Zoning Code and Comprehensive Plan.***

These proposed code changes are companion to text amendments to the 2045 Comprehensive Plan through Ord.#2024-0868 which request to increase density in the Low Density Residential (LDR) Land-Use Category from 7 units per acre to 25 units per acre within the boundaries of the Missing

Middle Overlay. The text amendment would also update principle uses to include duplexes, tri-plexes and quad-plexes with in LDR Category.

The Community Planning Division has reviewed the proposed Ord.#2024-0868 and issued staff recommendation of Denial. While the Planning and Development Department (PDD) supports in concept the Ordinance 2024-868, to expand the availability of missing middle housing, the ordinance is misaligned with ongoing, related efforts the department is currently undergoing to update of the City’s land development regulations.

PDD’s Missing Middle Study:

At the direction of the Special Committee of the City Council on Homelessness and Affordable Housing, the PDD has drafted a Missing Middle Study in accordance with the Committee’s guidance. Ordinance 2024-868 was generated outside of the process and results in different density recommendations and a different footprint for missing middle housing.

Land Development Regulations Update:

In implementing actions from the Resilient Jacksonville report, a significant update of the City’s land development regulations is underway, one that will build resilience into the development process. This update is led by a committee of development professionals and community members and chaired by Emily Pierce. The process started in November 2023; the final draft is anticipated by February 2025 and will be routed to Council for adoption. As proposed, the draft land development regulations allow increased densities when resilience is built into projects (through an incentive program). The PDD’s Missing Middle Study (above) aligns with the land development regulations update, i.e., it allows increased densities of missing middle housing in low flood-risk areas. Approval of Ordinance 2024-868 would result in the following impacts:

- negate the investment of considerable time and money expended on the land development regulations process;
- create a lost opportunity to build resilience into future development;
- subject life and property to increased climate hazards; and,
- place increased financial burden on the City resulting from storm
- events that were not mitigated in advance of the event.

**I. RECOMMENDATION**

Staff has reviewed the proposed legislation and finds that while the Planning and Development Department (PDD) supports in concept expand the availability of missing middle housing the ordinance is misaligned with ongoing, related efforts, listed above.

The Planning and Development Department forwards a recommends of **DENIAL** for Ordinance **2024-0869**.

**Addendum to the Staff Report**  
**Amending Sections of Chapter 656**  
**Ordinance 2024-0869**

**General Overview:**

This Addendum to the Planning and Development Department Staff Report includes the Land Development Regulations Update Stakeholder Advisory Committee’s proposed amendments to Ordinance 2024-869.

**Staff Recommendation:** The Planning and Development Department supports the recommendations of the Stakeholder Advisory Committee.

**Background:**

A significant update of the City’s land development regulations is underway, one that will build resilience into the development process through the implementation actions of the Resilient Jacksonville report. The purpose of the update is to increase the supply of housing in a way that is affordable for the development community, provides affordable options for residents and ensures infill does not exacerbate flooding challenges or overwhelm infrastructure. This update is led by the Land Development Regulations (LDR) Update Stakeholder Advisory Committee (Committee) that includes development professionals and community members. The process started in November 2023; the final draft is anticipated by February 2025 and will be routed to Council for adoption. The Committee’s draft land development regulations would allow increased densities when resilience is built into projects (through an incentive program).

The LDR Update Committee met on December 11, 2024, and December 17, 2024, to discuss potential amendments to Ordinance 2024-868 & 2024-0869 that would incorporate some of the resilient strategies the Committee has identified to include in the City’s Land Development Regulations in response to their charge. While the Committee will continue the charge to identify and recommend resilient and affordable housing strategies through the Land Development Regulation update, the Committee offers amendments to Ordinance 2024-868 & 2024-0869 that align with their discussions and recommendations over the past year of the group’s convening.

Below is an overview of the proposed amendments. The proposed amendments are included as an attachment to this summary.

**Overview of Committee Recommended Amendments to Ordinance 2024-0869**

- Include definitions for duplex, triplex, quadplex and townhouse to better clarify the difference within Part 16 of the code.

- Dwelling, duplex means a multiple dwelling with two connected units which can be side-by-side or stacked on top of each other meeting the required development standards of the zoning district. A duplex is a single building or structure on one parcel.
  
- Dwelling, triplex means a multiple dwelling with three connected units which can be side-by-side or stacked on top of each other meeting the required development standards of the zoning district. A triplex is a single building or structure on one parcel.
  
- Dwelling, quadplex (or fourplex) means a multiple dwelling with four connected units which can be side-by-side or stacked on top of each other meeting the required setbacks of the zoning district. A quadplex is a single building or structure on one parcel.
  
- Dwelling, townhouse (or rowhouse) means a development of contiguous multiple dwellings where each unit is to be subdivided into individual parcels to be sold to individual ownership; developed pursuant to Chapter 654, Ordinance Code, and Sec.656.414.