

**Staff Report on**  
**Proposed 2019B Series Amendment**  
**to the Future Land Use Element of the**  
**2030 Comprehensive Plan**

**ORDINANCE 2019-681**

Ordinance 2019-681 is proposed to amend the Regional Commercial (RC) future land use category within the Future Land Use Element (FLUE) of the Comprehensive Plan to allow for a creative integration of uses to facilitate innovative site planning, adaptive reuse, infill development and smart growth techniques.

The proposed changes to the RC land use category description establish a methodology for allowing an integration of uses with projects that exhibit innovative and creative development concepts and that cannot otherwise be accommodated under other land use categories. With each new RC category designation, a site specific policy providing a list of permitted uses and the density and intensity of uses is required. Additionally, development in the RC category will be implemented through a PUD Zoning District or TOD Zoning Overlay.

Additional criteria regarding development typology and land development regulations are included in the RC category description and are summarized as described below:

- Preferred in locations are those which are supplied with full urban services, located in close proximity to a roadway classified as a collector or higher and located within the Suburban Development Area.
- Enables innovation and creativity in development that could not otherwise be accommodated under other land use categories.
- Furthers smart growth practices as defined in FLUE Policy 1.1.25
- Directs development away from environmentally sensitive lands.

The RC land use designations in existence prior to the effective date of Ordinance 2019-681, including subsequent amendments to such RC designations, will be exempt from the RC category changes, provided they continue to comply with the RC land use category requirements in place at the time the RC designation was originally approved.

The Planning and Development Department recommends **APPROVAL** of the text amendment as identified in the attached **EXHIBIT 1 to Ordinance 2019-681**.

1 Introduced by Council President Wilson:  
2

3 **ORDINANCE 2019-681**

4 AN ORDINANCE APPROVING THE PROPOSED 2019B  
5 SERIES TEXT AMENDMENT TO THE FUTURE LAND USE  
6 ELEMENT OF THE 2030 COMPREHENSIVE PLAN OF THE  
7 CITY OF JACKSONVILLE, TO AMEND THE REGIONAL  
8 COMMERCIAL FUTURE LAND USE CATEGORY WITHIN THE  
9 FUTURE LAND USE ELEMENT TO ALLOW FOR A  
10 CREATIVE INTEGRATION OF USES TO FACILITATE  
11 INNOVATIVE SITE PLANNING, ADAPTIVE REUSE,  
12 INFILL DEVELOPMENT, AND SMART GROWTH  
13 TECHNIQUES, FOR TRANSMITTAL TO THE STATE OF  
14 FLORIDA'S VARIOUS AGENCIES FOR REVIEW;  
15 PROVIDING A DISCLAIMER THAT THE AMENDMENT  
16 TRANSMITTED HEREIN SHALL NOT BE CONSTRUED AS  
17 AN EXEMPTION FROM ANY OTHER APPLICABLE LAWS;  
18 PROVIDING AN EFFECTIVE DATE.

19  
20 **WHEREAS**, the Planning and Development Department has initiated  
21 certain revisions and modifications to the text of the *2030*  
22 *Comprehensive Plan* in accordance with the procedures and  
23 requirements set forth in Chapter 650, Part 4, *Ordinance Code*, to  
24 amend the Regional Commercial future land use category within the  
25 Future Land Use Element to allow for a creative integration of uses  
26 to facilitate innovative site planning, adaptive reuse, infill  
27 development, and smart growth techniques, which are more  
28 particularly set forth in **Exhibit 1**, dated September 6, 2019, and  
29 **attached hereto** and incorporated herein by reference; and

30 **WHEREAS**, the Jacksonville Planning Commission, as the Local  
31 Planning Agency, held a public hearing on this proposed Amendment

1 to the *2030 Comprehensive Plan*, with due public notice having been  
2 provided, and reviewed and considered all comments received during  
3 the public hearing, and made a recommendation to the City Council;  
4 and

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

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

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

27 **Section 1. Approval of Amendment for Transmittal**  
28 **Purposes.** The Council hereby approves the proposed 2019B Series  
29 Text Amendment to the Future Land Use Element of the *2030*  
30 *Comprehensive Plan*, as set forth in **Exhibit 1**, dated September 6,  
31 2019, and **attached hereto**, for transmittal to Florida's various

1 required State Agencies for review.

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

14           **Section 3.           Effective Date.**   This Ordinance shall become  
15 effective upon the signature by the Mayor or upon becoming  
16 effective without the Mayor's signature.

17  
18 Form Approved:

19  
20           /s/ Shannon K. Eller          

21 Office of General Counsel

22 Legislation Prepared By: Kristen Reed

23 GC-#1303804-v1-LS\_TX\_TRNS\_#4\_RC\_FLUE

## Ordinance 2019-681

### 2019B Series Text Amendment City of Jacksonville 2030 Comprehensive Plan Future Land Use Element

#### **Regional Commercial (RC)**

~~Regional commercial uses serve the City and outlying communities. Combined service populations generally exceed 80,000 people or 30,000 dwelling units. In size and scale, regional commercial development will meet generally the standards and guidelines for developments of regional impact (DRI) pursuant to Section 380.06 F.S. Plan amendment requests for new RC designations are discouraged as Regional Commercial uses may be accommodated within the CGC category.~~

~~Regional commercial nodes will generally be located with convenient access to transit corridors, and within a thirty minute drive time of the service population. Regional commercial uses may only be developed: (1) in a nodal pattern, and (2) within the commercial and commercially dominated mixed use plan categories. This type of development offers a full range of shopping goods, including general merchandise, apparel, home furnishings and related items. Community and neighborhood commercial uses and projects may be developed as part of a regional commercial node. Business and professional offices, financial institutions, other service commercial, entertainment, recreational, institutional and residential uses may be developed within the area of the regional commercial node, or as autonomous office-professional use projects.~~

~~Secondary and supporting uses allowed in other commercial categories may also be permitted in this category. Freestanding retail and other supporting uses developed in and around a primary regional commercial center will be sited within the area of the regional commercial node, subject to the provisions of this and other elements of the 2030 Comprehensive Plan. The location, type, scale and density/intensity of the supporting and secondary uses shall be compatible with the overall character of the existing, as well as the proposed future development of the area.~~

~~The standards in the Land Development Regulations and the criteria herein only designate locations that may be considered for regional commercial uses. Consideration does not guarantee the approval of a particular retail or office commercial use in any given location. Regional commercial uses should abut a roadway classified as a principal arterial or higher facility on the adopted highway functional classification system map, which is part of the 2030 Comprehensive Plan, except for sites located within the DIA's jurisdiction. Sites with two or more boundaries on transportation rights-of-way classified as principal arterials or higher will be considered preferred locations.~~

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### 2019B Series Text Amendment City of Jacksonville 2030 Comprehensive Plan Future Land Use Element

#### **RC General Intent**

Regional Commercial (RC) uses are intended to accommodate development and redevelopment of areas pursuant to a master plan that is implemented through a Planned Unit Development (PUD) Zoning District or a Transit Oriented Development (TOD) Zoning Overlay. The RC designation shall be implemented to facilitate innovative site planning, adaptive reuse, infill development and smart growth techniques and to allow for flexible and creative integration of uses that would not otherwise be accommodated under other land use categories. New development within the RC category shall be for sites under 250 acres in size, shall generally include a mix of both residential and non-residential uses, and are discouraged in the Rural Development Area.

RC land use designations in existence prior to the effective date of Ordinance 2019-681-E, including subsequent amendments to such RC designations, shall be exempt from these requirements, provided they continue to comply with the RC land use category requirements in place at the time the RC designation was originally approved. A copy of the former RC category shall be provided in the background for the Future Land Use Element.

#### **RC General Uses**

Plan amendment requests for new RC designations shall be accompanied by a site-specific policy. The policy shall provide for a list of the permitted uses and density and intensity of uses along with any additional information deemed necessary. Gross acreage shall be used in calculating residential densities. The RC category shall be limited to projects that exhibit innovative and creative development concepts and shall not be used as a mechanism to circumvent application other land use categories.

#### **Development Typology and Land Development Regulations**

Development with the RC land use category shall be implemented through a PUD Zoning District or a TOD Zoning Overlay.

Plan amendment requests for new RC designations are preferred in locations which are supplied with full urban services, located in close proximity to a roadway classified as a collector or higher on the Functional Highway Classification Map and located within the Suburban Development Area. TOD developed within this category shall also be located within one half mile of a JTA premium transit station. The RC category shall be limited to projects that exhibit innovative and creative development concepts and shall not be used as a mechanism to circumvent application of other land use categories.

In addition to the criteria listed above, consistency with the goals, objectives and policies of the Comprehensive Plan and requirements of the Land Development

## Ordinance 2019-681

### 2019B Series Text Amendment City of Jacksonville 2030 Comprehensive Plan Future Land Use Element

Regulations, proposed RC designations and the associated PUD zoning or TOD Zoning Overlay shall be evaluated based on the following criteria and standards:

- Enables innovation and creativity in development that could not otherwise be accommodated under one or a combination of the other land use categories. This criteria shall include justification of how the proposed densities, intensities and mix of uses:
  - are appropriate and compatible, both internally and externally, and
  - facilitate innovation and creativity in development, and
  - are not based on the sole intent of maximizing development potential.
- Furtheres smart growth practices as defined in Future Land Use Element Policy 1.1.25.
- Directs development away from wetlands, flood zones, CHHA, and AAA to preserve and protect environmentally sensitive lands.