

COUNCIL MINUTES

SPECIAL WORKSHOP MEETING

February 22, 2011

A special workshop meeting of the City Council of the City of Jacksonville was held Tuesday, February 22, 2011 beginning at 5:00 PM in Council Chambers of the Jacksonville City Hall. Present were: Mayor Sammy Phillips, presiding; Mayor Pro-Tem Michael Lazzara and Council Members: Jerry A. Bittner, Fannie K. Coleman, Randy Thomas, and Jerome Willingham. Council Member Bob Warden was unable to attend. Also present were: Richard Woodruff, City Manager; Ron Massey, Assistant City Manager; Adah Roberts, Finance Director; Glenn Hargett, Communications and Community Affairs Director; Grant Sparks, Public Services Director; Reggie Goodson, Planning and Development Services Director; Carmen Miracle, City Clerk; and John Carter, City Attorney. *An audio recording of the Council Meeting is presently available for review in the City Clerk's Office.

CALL TO ORDER

Mayor Sammy Phillips called the meeting to order at 5:00 PM.

ADOPTION OF AGENDA

A motion was made by Councilman Willingham, seconded by Councilman Thomas, and unanimously approved to adopt the agenda as amended to include discussion of property acquisition on New River in Georgetown and between the Bridges as part of the Closed Session.

UNIFIED DEVELOPMENT ORDINANCE REVIEW

Richard Woodruff, City Manager, stated that Clarion Associates had been working on behalf of the City to create a Unified Development Ordinance (UDO). The UDO had been broken up into Modules for review purposes. Module 1, which was previously presented, dealt with administrative matters. Module 2, which was the heart of the zoning ordinance, dealt with various categories and the way land was regulated in the City. Earlier today there was a workshop with the appointed Citizen Committee where the overview of Module 3 was presented. Module 3, which set out the supplemental regulations like parking and landscaping, would be worked on by the committee during the next month and presented to Council during a later workshop.

Using the PowerPoint presentation attached to the official minutes as Exhibit A, Craig Richardson and Chad Meadows from Clarion Associates presented an overview of Module 2. Mr. Richardson stated that the project goals included increased customer-friendliness,

streamlined development review, modernized zoning districts and uses, improved development quality, and encouragement of redevelopment. He reviewed Article 3 of Module 2 dealing with Zoning Districts. One of the key structural changes to the UDO was the new district layout to convey zoning concepts. Each district was formatted with the same page layout and improved graphics to add clarity.

Mr. Richardson stated that the new UDO consolidated the current UDO from 23 to 14 districts. Many considerations went into the realignment of the districts including dimensional standards and the CAMA land use plan. He then reviewed the consolidation within each district.

Mr. Meadows added that Clarion Associates were asked to integrate into the UDO the Downtown Code that was created by another firm to implement the Downtown Master Plan. He stated the Downtown Code was now fully integrated; however, the advisory committee indicated they may want more time to consider the items incorporated. Mr. Meadows also reviewed the Planned Development Districts, Conditional Districts and Overlay Districts.

Article 4 of the UDO contained the use standards that described “how can I do what I want to do.” Currently the range of allowable uses was set out by districts in a listed text based format that was somewhat difficult to use. Mr. Meadows stated that uses were revised into a summary use table with a 3-tiered system of use classifications that added modern uses and increased clarity. Article 9 containing the definitions and providing the general rules of interpretation was also reviewed.

Mr. Richardson asked if Council had any questions on the materials covered in Module 2. Mr. Woodruff stated staff had been reading all the documents in detail and he was working with Mr. Carter to review Module 3. They would also re-review Modules 1 and 2. Council would be provided with what was felt to be substantial changes so they could focus on those changes. Mr. Woodruff suggested that after reading the material, Council should provide any questions they had to him, so staff and/or Clarion Associates could answer them.

Mayor Pro-Tem Lazzara stated that Mr. Woodruff answered his question in regards to having an oversight, as Council relied on legal and staff expertise to point out the differences in Code that are proposed to change. Council needed to know what the changes were and how they affected the public.

Councilman Thomas asked what was going to make our UDO specific to the City of Jacksonville. Mr. Richardson stated there were three main things that made it specific. First, the process started with dialog from stakeholders and review board members who came up with five goals from the outset. Second, the UDO was not started from scratch; whatever was working

well in the existing Code was used. They built on what the City already had. There were some items that were integrated from other communities, but those items were vetted by the staff and advisory committee. Third, the process set up was one by which the goal was to use community values. This made it a Jacksonville Code.

Mr. Woodruff added that the professional format may be used by several other cities, but what made it different were the City's thoughts and standards.

Mayor Phillips asked how he could compare the proposed code with the original code. Mr. Richardson said that the public review draft of this document had footnotes which identified and discussed the changes.

Councilman Bittner stated that Council's job would be facilitated by having all the Codes in the same book footnoted to the proper sections, but Staff would need to consolidate and point out the differences to Council. Mr. Woodruff agreed and stated there would be a series of detailed workshops so that staff could walk Council through each section in detail.

CLOSED SESSION

A motion was made by Councilman Bittner, seconded by Councilman Willingham, and unanimously approved to recess the Special Meeting at 5:55 PM in order to convene a Closed Session for the purpose of instructing staff in regards to negotiating property acquisition (intersection of Court, Newberry, Ward and Church Streets, on New River in Georgetown and between the bridges) pursuant to General Statute 143-318.11.

RECONVENE

Mayor Phillips reconvened the Special Meeting at 6:55 PM and announced that no reportable action had been taken in closed session.

ADJOURNMENT

A motion was made by Mayor Pro-Tem Lazzara, seconded by Councilman Thomas, and unanimously adopted to adjourn the meeting at 6:56 PM.

Adopted by the Jacksonville City Council in regular session this 8th day of March, 2011.

Sammy Phillips, Mayor

ATTEST:

Carmen K. Miracle, City Clerk

Exhibit "A"

Jacksonville City Council



**Special Workshop Meeting
February 22, 2011**



Unified Development Ordinance

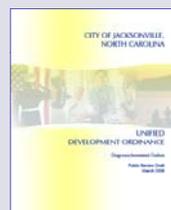
**CITY OF JACKSONVILLE
UNIFIED DEVELOPMENT
ORDINANCE
MODULE 2: DISTRICTS AND USES * PUBLIC HEARING DRAFT**



Clarion Associates
February 22, 2011

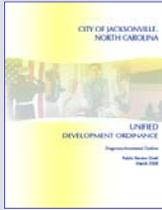
AGENDA

- Project Goals
- Overview of Module 2
- Discussion
- Next Steps



PROJECT GOALS:

Theme 1: Increase Customer-Friendliness
Theme 2: Streamline Development Review
Theme 3: Modernize Zoning Districts & Uses
Theme 4: Improve Development Quality
Theme 5: Encourage Redevelopment

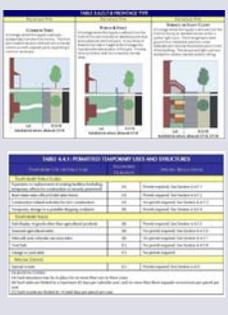


PROPOSED UDO STRUCTURE:

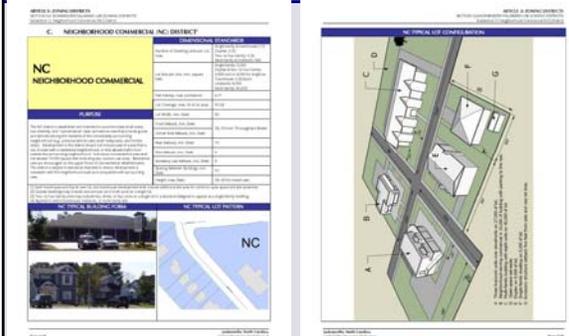
Article 1	General Provisions	
Article 2	Administration	
<u>Article 3</u>	<u>Zoning Districts</u>	<u>Module 2</u>
<u>Article 4</u>	<u>Use Standards</u>	<u>Module 2</u>
Article 5	Development Standards	
Article 6	Subdivision Standards	
Article 7	Nonconformities	
Article 8	Enforcement	
<u>Article 9</u>	<u>Definitions</u>	<u>Module 2</u>

MODULE 2: GENERAL MODIFICATIONS

- Improved Graphics and Page Layout
- Topic-Based Structure (no longer district-based)
- Significant District Consolidation
- Integration/Refinement of Downtown Form Code
- Additional Flexibility (Planned Development)
- Modernized Approach to Uses
- Added Clarity



ARTICLE 3 – NEW LAYOUT



ARTICLE 3: ZONING DISTRICTS

- 3-1 Types of Zoning Districts
- 3-2 Compliance with District Standards
- 3-3 Base Zoning Districts Established
- 3-4 Standards Applicable to All Districts
- 3-5 Residential Base Zoning Districts
- 3-6 Nonresidential/Mixed-Use Zoning Districts
- 3-7 Conditional Zoning Districts
- 3-8 Planned Development Districts
- 3-9 Overlay Zoning Districts

DISTRICT TRANSLATIONS

- Consolidated From 23 to 14 Base Districts
- Minimized Nonconformities
- Districts Follow Growth Management Element
- More Use-Mixing Allowed
- 3 New Planned Development Districts
- Zero Lot Line Development Allowed

Former Zoning District (F)	New Zoning District (N)
RESIDENTIAL ZONING DISTRICTS	
RS-20 Residential Single-Family 20	RSF-40 Residential Single-Family 40
RS-15 Residential Single-Family 15	RSF-20 Residential Single-Family 20
RS-12 Residential Single-Family 12	RSF-10 Residential Single-Family 10
RS-10 Residential Single-Family 10	
R-7 Residential	RSF-7 Residential Single-Family 7
RS-7 Residential Single-Family 7	
RS-6 Residential Single-Family 6	RSF-6 Residential Single-Family 6
RS-5 Residential Single-Family 5	RSF-5 Residential Single-Family 5
R-O Residential Office	RNF Residential Mixed
RS-4 Residential Single-Family 4	
RS-3 Residential Single-Family 3	
RS-2 Residential Single-Family 2	
RS-1 Residential Single-Family 1	
TOA Townhouses, Condominiums, Apartments	RNF Residential Multi-Family
RD-5 Residential Downtown 5	
RD-3 Residential Downtown 3	DT Downtown 8
NONRESIDENTIAL ZONING DISTRICTS	
COI Office and Institutional	COI Office and Institutional
NB Neighborhood Business	NC Neighborhood Commercial
CEO Central Business District	DT Downtown
COHU Office/Neighborhood Use	
B Business Zone	
B-2 Business Zone	CC Corridor Commercial
I Industrial Zone	IND Industrial
NR Military Reservation Zone	NR Military Reservation
PLANNED DEVELOPMENT ZONING DISTRICTS	
PD-4 Planned Development Residential	
PD-1 Planned Development Commercial	
PD-2 Planned Development Traditional Neighborhood	
CHARACTER ZONING DISTRICTS	
AAB Business Corridor Zone	NR1 AAB Business Corridor
BBB Boardwalk Zone	NR2 Boardwalk Overlay
CCC Central Business District	NR3 Neighborhood Commercial Overlay 3
DDD Downtown Zone	NR4 Downtown Overlay

ARTICLE 3: RESIDENTIAL DISTRICTS

- Eight Residential Districts
- Names Correspond to Purpose and Lot Size
- District Consolidations
- New RSF-40 District
- Broader Range of Uses (house types & nonresidential uses in higher density residential districts)

Former Zoning District (F)	New Zoning District (N)
RESIDENTIAL ZONING DISTRICTS	
RS-20 Residential Single-Family 20	RSF-40 Residential Single-Family 40
RS-15 Residential Single-Family 15	RSF-20 Residential Single-Family 20
RS-12 Residential Single-Family 12	RSF-10 Residential Single-Family 10
RS-10 Residential Single-Family 10	
R-7 Residential	RSF-7 Residential Single-Family 7
RS-7 Residential Single-Family 7	
RS-6 Residential Single-Family 6	RSF-6 Residential Single-Family 6
RS-5 Residential Single-Family 5	RSF-5 Residential Single-Family 5
R-O Residential Office	RNF Residential Mixed
RS-4 Residential Single-Family 4	
RS-3 Residential Single-Family 3	
RS-2 Residential Single-Family 2	
RS-1 Residential Single-Family 1	
TOA Townhouses, Condominiums, Apartments	RNF Residential Multi-Family
RD-5 Residential Downtown 5	
RD-3 Residential Downtown 3	DT Downtown 8

ARTICLE 3: NONRESIDENTIAL/MIXED-USE DISTRICTS

- Districts Established Based on Development Scale
- More Use-Mixing
- New Dimensional Standards for Greater Predictability
- Downtown Form Code now Integrated into UDO

Former Zoning District (F)	New Zoning District (N)
NONRESIDENTIAL ZONING DISTRICTS	
COI Office and Institutional	COI Office and Institutional
NB Neighborhood Business	NC Neighborhood Commercial
CEO Central Business District	DT Downtown
COHU Office/Neighborhood Use	
B Business Zone	
B-2 Business Zone	CC Corridor Commercial
I Industrial Zone	IND Industrial
NR Military Reservation Zone	NR Military Reservation

USE CLASSIFICATIONS & STANDARDS

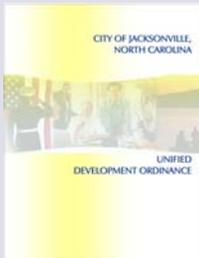
- Use Classifications relocated to Article 9
- Use classifications section defines and categorizes uses based on functional characteristics
- Use-specific standards are applied to a use regardless of where located
- New residential, telecommunication facility, commercial, and industrial use standards are proposed

ARTICLE 9: DEFINITIONS

- Consolidates All Definitions
- Provides General Rules of Interpretation
- Adds Rules of Measurement for Dimensional and Bulk Standards
- Includes Use Classification, Use Category, and Use Type Descriptions

NEXT STEPS...

- Review of Module 3 with Advisory Committee
- Preparation of Public Hearing
Draft of Module 3 (UDO is ready for public hearing at this point)
- Administrative Manual drafting will commence during public hearing process
- Modifications to signage standards will commence after UDO is adopted



COMMENTS AND QUESTIONS



PROJECT TIMELINE

- **December 2007**
 - Project Kickoff
- **January - June 2008**
 - Diagnosis / Annotated Outline
- **May - December 2008**
 - Module #1
 - Draft (May 2008 – July 2008)
 - Staff Review (July 2008 – August 2008)
 - Steering Committee Review (August 2008 – December 2008)

PROJECT TIMELINE

- **August 2008 – February 2010**
 - Module #2
 - Draft (August 2008 – December 2008)
 - Staff Review (December 2008 – February 2009)
 - Steering Committee Review (April 2009 – February 2010)
- **August 2009 - Present**
 - Module #3 (including DT District)
 - Draft (August 2009 – December 2009)
 - Staff Review (December 2009 – July 2010)
 - 1st half of staff comments to Clarion April 21, 2010
 - 2nd half of staff comments to Clarion July 16, 2010
 - Final staff comments to Clarion August 24, 2010
 - Delivery of Public Review Draft (January 2011)
 - Steering Committee Review (February 2011 – TBD)