

COUNCIL MINUTES  
SPECIAL WORKSHOP MEETING

November 22, 2011

A special workshop meeting of the City Council of the City of Jacksonville was held Tuesday October 18, 2011 beginning at 5:00 PM in Meeting Rooms A and B 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, Bob Warden, and Jerome Willingham. Also present were: Richard Woodruff, City Manager; Ron Massey, Assistant City Manager; Gayle Maides, Interim Finance Director; Glenn Hargett, Communications and Community Affairs Director; Mike Yaniero, Police Chief; Rick McIntyre, Fire Chief; Grant Sparks, Public Services Director; Reggie Goodson, Planning and Development Services Director; William Ratliff, Human Resources 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 Mayor Pro-Tem Lazzara, seconded by Council Member Coleman, and unanimously approved to adopt the agenda as amended to exclude Item 2 – Finance Annual Report, Item 3 – Human Resources Annual Report and Item 4 – Community Affairs Annual Report to be calendared at a later date.

UNIFIED DEVELOPMENT ORDINANCE (UDO) MODULE #3

Mr. Woodruff stated that Module # 3, the final module of the UDO, dealt with the heart of the Zoning Ordinance. Ryan King, Planning Administrator, stated Staff and the UDO Steering Committee reviewed the entire Module #3 and forwarded suggested changes to Clarion which were incorporated into the document. Module #3 was made up of Article 5 – Development Standards, Article 6 – Subdivision Standards, and Article 9 – Definitions.

Using the PowerPoint presentation attached to the official minutes as Exhibit A, Fred Richardson and Chad Meadows from Clarion Associates provided an overview of Module #3 identifying the high points.

Councilman Bittner questioned the statement that parking requirements were based on square footage rather than occupancy standards, because some uses like warehouses or moving companies generated a lot of square footage with few employees. Mr. Richardson stated that Staff requested adjustments be made to calibrate the standards to square footage so that it was easier to determine minimum parking at the time of site plan review. There were also flexibility provisions and administrative adjustments if a deviation was needed.

Mayor Pro-Tem Lazzara stated he thought we may be pushing possible businesses away from vacant spaces based on an empty formula. Mr. King said that the current code did not have a provision that would allow flexibility in parking spaces based on what the building was being used for. The revision did allow for this.

Councilman Bittner stated that verbiage needed to be added to make clear that the parking requirement in the Ordinance was roughly based on square footage standards, but in cases where occupancy may rule fewer parking spaces, there was an appeal process.

Mayor Pro-Tem Lazzara stated that a lot of the large retail spaces had terrible flows in their parking lots. He wasn't sure if this was because of the City's parking requirements with the space being used for parking instead of flow. Mr. King said that most commercial sites chose to exceed the City's specifications for parking. Mr. Richardson stated that the new standards were trying to break up the larger parking lots making them safer for pedestrians and vehicle flow.

When reviewing single-family design standards, discussion followed on the 3,000 square foot residential lots for downtown as it appeared that the UDO was not allowing them. Mr. King said that Council recently adopted the Residential Downtown 3 and the Residential Downtown 5 and the goal was to blend the two together. The UDO would be revised to the Residential Downtown 3 with the 3,000 square foot minimum.

Mr. Woodruff stated that the UDO document was close to being finished, but that did not mean it was ready to take to public hearing. He proposed that over the next month, he meet with Council either individually or in small groups to go over the document in detail. There were items where their direction was needed, such as non-conforming uses. He proposed that Council adopt the UDO now with it going into effect at a later time.

Mayor Phillips stated that he would like to know the significant changes that had been made prior to adoption even if it meant having an in-depth workshop. It was essential for Council to have a thorough understanding of all the implications.

Mayor Pro-Tem Lazzara stated he wanted to make sure that the items Council had originally wanted included in the Ordinance were in the standards.

Mr. Woodruff stated that a workshop would be scheduled to take Council through the education process to make sure they were in agreement with the standards in the UDO document prepared by the consultants.

ADJOURNMENT

A motion was made by Councilman Bittner, seconded by Mayor Pro-Tem Lazzara and unanimously adopted to adjourn the meeting at 5:49 PM.

Adopted by the Jacksonville City Council in regular session this 6th day of December, 2011.

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Sammy Phillips, Mayor

ATTEST:

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Carmen K. Miracle, City Clerk

Exhibit A

**Jacksonville City Council**



**Special Workshop Meeting  
November 22, 2011**



**UDO Module #3**

**CITY OF JACKSONVILLE  
UNIFIED DEVELOPMENT  
ORDINANCE  
MODULE 3: DEVELOPMENT STANDARDS**

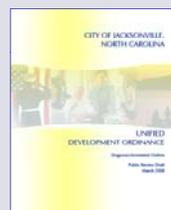
PUBLIC HEARING DRAFT



**Clarion Associates**  
November 22, 2011

**AGENDA**

- Project Goals
- Overview of Module 3
- 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	
Article 3	Zoning Districts	
Article 4	Use Standards	
<u>Article 5</u>	<u>Development Standards</u>	<u>Module 3</u>
<u>Article 6</u>	<u>Subdivision Standards</u>	<u>Module 3</u>
Article 7	Nonconformities	
Article 8	Enforcement	
<u>Article 9</u>	<u>Definitions</u>	<u>Module 3</u>

### MODULE 3: GENERAL MODIFICATIONS

- Modernized Parking Standards
- New Design Standards
  - Community Form
  - Commercial
  - Large Retail
  - Multi-Family
  - Single-Family
- New Cluster Subdivision Provisions
- Carry Forward New Landscaping & Signage Standards
- Carry Forward New Downtown Districts & Flight Path Overlay



### ARTICLE 5: DEVELOPMENT STANDARDS

- 5.1 Off-Street Parking, Loading, and Circulation
- 5.2 Landscaping Standards
- 5.3 Open Space Set-Aside
- 5.4 Fences and Walls
- 5.5 Exterior Lighting
- 5.6 Transportation Impact Analysis

(Red Text = Current Standards Carried Forward)



### ARTICLE 5: DEVELOPMENT STANDARDS

- 5.7 Community Form Standards
- 5.8 Commercial Design Standards
- 5.9 Large Retail Design Standards
- 5.10 Multi-Family Design Standards
- 5.11 Single-Family Design Standards
- 5.12 Signage
- 5.13 Street Naming and Addressing
- 5.14 Performance Guarantees

(Red Text = Current Standards Carried Forward)

### OFF-STREET PARKING, LOADING, & CIRCULATION – KEY FEATURES

- New Summary Table
  - Easy administration; Requirements lowered where possible
- Parking Caps for Commercial Uses
  - Commercial/Industrial limited to 125% of minimum; Extra spaces must be pervious
- Alternative Parking Plans = Flexibility
  - Shared, Deferred, Off-site, Over/Under Minimum; Alternative materials
- Incentives for Bicycle Parking
  - Every 5 bike spaces = 1 vehicular space, up to 25% of required parking
- Stacking Space Requirements
  - Parking lot entrances; Drive-through uses
- Primary Drive Aisles
  - Largest lots (300+ spaces); Primary drive looks like city street with sidewalks, street trees, parallel parking

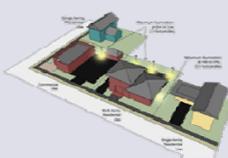
### OPEN SPACE SET-ASIDE & PARKLAND

- Open Space Set-Aside
  - Requires new Residential Development to Set Aside a Portion as Open Space (25% of site area / 10% in Downtown)
  - Landscaping, Stormwater, "Urban Features", Credited Towards Requirements
  - At least 20% Designated for Active Recreation
  - Owned/Maintained by HOA
- Required Recreation (Parkland)
  - Carries Forward Current Dedication Requirements (8.D Subdivision)
  - Applied to new Residential Subdivisions
  - Amount: 0.008 Acres/Person x Density Multiplier
  - Includes a Fee-In-Lieu Alternative



### FENCES & WALLS / EXTERIOR LIGHTING

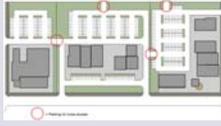
- Maximum Height:
  - Residential: 4' front; 6' behind front wall
  - Nonresidential: 8'
- Prohibited Fencing:
  - Barbed/concertina wire, plywood, "junk"
- Exemptions:
  - Recreation, Farms, Security Plans
- Maximum Lighting Height:
  - CC/IND districts: 30'
  - All other districts: 25'
- Maximum Illumination Levels:
  - 0.5FC @ residential lot lines; 2.5 FC @ all others
- Security Plan Exemptions



### COMMUNITY FORM STANDARDS

- **Streets**
  - Continue/connect existing streets; Alleys; Private streets
- **Development Entry Points**
  - Developments over 81 lots must include 2 entrances
- **Cross-Access**
  - Required to connect nonresidential and multi-family parking
- **Sidewalks**

Implements Transportation Plan;  
5-foot-wide; Raised @ intersections
- **Street Trees**
  - Located between curb and sidewalk;  
Maximum on-center spacing



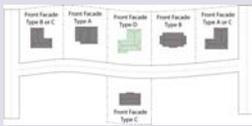
### COMMERCIAL / LARGE RETAIL DESIGN STANDARDS

- **Commercial Design Standards**
  - Building Orientation/Corner Lots
  - Service/Loading Area/Roof Equipment
  - Glazing Requirements
  - Materials
  - Accessory Structures
- **Large Retail Design Standards**
  - Multi-Building Development/Outparcels
  - Customer Entrances
  - Facades/Roof Form
  - Glazing



### MULTI-FAMILY / SINGLE-FAMILY DESIGN STANDARDS

- **Multi-Family Design Standards**
  - Orientation
  - Size; Height;
  - Massing; Materials; Entrances
  - Garages; Parking Location
- **Single-Family Design Standards**
  - Orientation; Foundation
  - Garages; Landscaping
  - Landscaping
  - Variability

### ARTICLE 6: SUBDIVISION STANDARDS

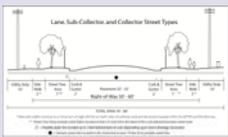
- **6.1 Subdivisions**
- **6.2 Cluster Subdivisions**
- **6.3 Recreation Requirements**

**(Red Text = Current Standards Carried Forward)**



### SUBDIVISIONS

- **Carries Forward City's Current Standards**
  - Monuments
  - Streets; Sidewalks; Bike Lanes
  - Public Utilities
  - Stormwater
  - Lots
  - Easements

### CLUSTER SUBDIVISIONS

- Intended to Save Open Space
- Allowed in All Residential Districts
- Conservation and Development Plan Process
- Limited to Single-Family Detached
- 8 Acre Minimum Size (20 in Ag areas)
- No Lot Sizes or Setbacks
- HOA Ownership/Maintenance



Traditional Subdivision



Cluster Subdivision

### 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...

- Illustrations Identified
- Illustrations & Index Added
- Final Public Hearing Draft to City in January
- Public Hearing(s)

