

# 2045 COMPREHENSIVE PLAN

## HOUSING ELEMENT



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*The Honorable Donna Deegan, Mayor*

*R. Brett James, Director of Planning & Development*

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**JACKSONVILLE PLANNING AND DEVELOPMENT DEPARTMENT**  
214 N. Hogan Street, Suite 300, Jacksonville, Florida 32202

**2045 COMPREHENSIVE PLAN**

**HOUSING ELEMENT**

**GOALS, OBJECTIVES  
AND POLICIES**

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## GOALS, OBJECTIVES, AND POLICIES

### GOAL 1

The City shall develop stable, sustainable and definable neighborhoods which offer safe, sound, sanitary and energy efficient housing that is affordable to all its present and future residents.

**Objective 1.1** The City shall assist the private sector in providing an adequate supply of new dwelling units of various types, sizes and costs. The City needs to add an estimated 92,282 units between 2020 and 2045 in order to keep pace with population growth and/or fluctuations in market forces and migration patterns.

#### Policies

##### 1.1.1

The City in its Land Development Regulations, shall continue to provide incentives such as higher densities or special design considerations, to encourage the building of a wide variety of housing types, designs, and price ranges; and promote an equitable distribution of housing choices throughout the City.

##### 1.1.2

The City shall regularly review and update code requirements to facilitate new, creative, and innovative housing design and construction techniques.

##### 1.1.3

The City's Planning and Development Department shall ensure that the Future Land Use Element shall include an adequate supply of land for various types of residential uses needed in the City and that the required infrastructure will be in place concurrent with the impact of proposed developments.

##### 1.1.4

The Jacksonville Housing Authority shall continue to implement a fair share housing plan that would distribute low and moderate income housing throughout the City, lessening the impacts of such housing in any one area, while giving low and moderate income residents a wider choice of housing opportunities.

**Objective 1.2** The City shall increase the availability of affordable housing by assisting the private sector in reducing the cost of providing a diverse housing stock and in rehabilitating housing, which is affordable and available to all socioeconomic groups and special needs households.

## **Policies**

### **1.2.1**

The City shall assist private and non-profit developers of affordable housing by implementing, appropriate provisions of its Affordable Housing Incentive Plan Ordinance (Ord. 93-2047-1194 as amended, City of Jacksonville Ordinance Code). These provisions in the Ordinance established a series of specific programs and actions to streamline the permitting process. These include:

- Expedited permitting for affordable housing projects to include such actions as hand carrying of applications through the process and thus reducing plan reviews from approximately 14 days to approximately 7 days or less.
- Extensions of concurrency reservations for longer timeframes enable owners to apply for and received financing (i.e. such as low income tax credits, Section 202, etc.)
- The waiving of certain fees to minimize costs.

These programs are available and can be used by developers as coordinated through the City's Housing and Community Development Division of the Neighborhoods Department. These programs also are a part of the incentives available to affordable housing developments.

### **1.2.2**

The City shall continue to offer incentives to encourage the private sector to provide more housing in price ranges accessible to very low, low, and moderate income families.

### **1.2.3**

The City shall continue to provide information and assistance on City-owned property suitable for low and moderate income housing or for special needs housing.

### **1.2.4**

The Housing Services Division of the Housing and Neighborhoods Department shall work with for profit and non-profit groups to help provide affordable housing opportunities for low and moderate income families.

### **1.2.5**

The City shall continue to acquire vacant lots which are suitable for infill housing by various for profit and non-profit developments.

### **1.2.6**

The Jacksonville Housing Finance Authority shall continue to address the shortage of affordable residential housing by providing capital for investment in such facilities for low, moderate or middle income families and persons anywhere within the City of Jacksonville through the issuance of its revenue bonds, other assistance, and by taking maximum advantage of available SHIP (State Housing Incentive Program) funds.

**1.2.7**

The Housing and Neighborhoods Department, Housing Services Division, shall continue to administer down payment assistance programs to low and moderate income families in Duval County.

**1.2.8**

The Jacksonville Housing Authority shall continue to pursue means of leveraging funds and marshaling resources for the creation of additional affordable housing for very low, low, and moderate income households,

**1.2.9**

The Jacksonville Housing Authority and the Housing Services Division of the Housing and Community Development Division of the Neighborhoods Department shall continue to seek funds and develop new programs to assist qualified families to rehabilitate existing housing units. The Housing and Community Development Division will continue to provide various forms of assistance to eligible participating families who are unable to make their own repairs.

**1.2.10**

The Jacksonville Housing Authority shall continue to seek local, state, and federal funding for the provision of additional low income subsidized housing units to increase the existing supply

**1.2.11**

The City shall continue to work with local lenders and corporations to leverage funds for affordable housing.

**1.2.12**

The Housing and Neighborhoods Department, Housing Services Division shall continue to publicize the requirements and availability of programs like the State Apartment Incentive Loan Program (SAIL) and provide technical assistance to interested applicants.

**1.2.13**

The Neighborhoods Department, Housing and Community Development Division shall continue to implement a locally funded rental rehabilitation program for low and moderate income rental housing.

**1.2.14**

The Office of Economic Development (OED) and the Downtown Investment Authority (DIA) shall continue to prepare plans, seek developers, and develop incentives, such as assistance with land assembly, subordinate financing, and writing-down land costs, to encourage the provision of a variety of multifamily housing opportunities, including a percentage of affordable rental units in the core city near large employment centers.

These housing opportunities will include home owners associations or tenant associations that will ensure proper maintenance of the units.

**1.2.15**

The City shall participate with private and nonprofit groups seeking to leverage or obtain new funding sources aimed at solving housing problems by supporting or jointly pursuing foundation funds and social investment by corporations, and by assisting with grant writing and with completing applications for available federal and State funds.

**1.2.16**

The City shall continue to pursue existing resources provided by federal and State agencies, nonprofit, or private organizations, and continue to pursue the creation of new funding sources to assist with the provision of affordable housing.

**1.2.17**

The Neighborhoods Department and the Housing and Community Development Division shall assist in the coordination of the various providers engage in providing affordable housing for home-ownership and rental units in order to strengthen the City's efforts in this area.

**1.2.18**

The Housing Services Division in partnership with local banks, shall continue to assist low and moderate income families who desire home ownership, but cannot afford the down-payment, closing costs, or principal reduction, through various state and federal funded down payment assistance programs.

**1.2.19**

The Neighborhoods Department shall continue efforts to preserve the existing housing stock supporting extremely low-income housing units by continuing to inform the public about the available housing and rehabilitation programs and by promoting plans for capital long range funding.

**1.2.20**

The City shall assess the effectiveness and efficiency of its affordable housing programs by completing a benchmarking review of affordable housing programs in peer cities. The benchmarking review shall include recommendations to improve the City's affordable housing programs.

**Objective 1.3 The City shall ensure that Land Development Regulations allow for the provision of sites for low and moderate income housing, manufactured homes, elderly housing, and group homes, in an amount equal to the needs indicated in Objective 1.2, utilizing both new locations and in-fill sites.**

## **Policies**

### **1.3.1**

The City shall assist the private sector and other public and nonprofit agencies with site location, preparation of required construction and improvement plans, and providing or improving needed infrastructure in areas determined to be desirable as sites for affordable housing for low income families, elderly housing, farm workers, manufactured home parks or subdivisions, group homes, and foster care facilities.

### **1.3.2**

The City shall facilitate the availability of housing for low and moderate income families by:

- a) increasing home ownership for low and moderate income families;
- b) renovating existing dwelling units for affordable rental units;
- c) and building new affordable rental units.

Such funding sources as HOME, Community Development Block Grants (CDBG), State Housing Initiatives Partnership Program (SHIP), Foreclosure Registry, and private funding will be employed.

### **1.3.3**

The City's Planning and Development Department shall continue to review and update the Land Development Regulations in order to support development of low and moderate-income housing. Updated regulations should provide cost saving opportunities without sacrificing safety or quality of life in order to encourage the development of sites for affordable housing, including sites for manufactured housing, mobile home parks, and manufactured home subdivisions to enhance their flexibility and desirability for affordable housing, and determine where cost savings could be obtained without sacrificing safety in order to encourage the development of sites for affordable housing.

### **1.3.4**

The City shall continue the pursuit of all available programs provided by the state and federal government which provide sites for affordable housing are being utilized.

### **1.3.5**

The City shall ensure that the Zoning Code provides a mechanism for expeditious site locations of public housing development.

### **1.3.6**

The Jacksonville Housing Authority will encourage the use of mixed income housing in developments such as funded through public/private joint ventures.



### **1.3.7**

The City shall provide housing opportunities for low-income and moderate-income households throughout the City through the use of federal, State and local neighborhood improvement programs.

### **1.3.8**

The City shall give high priority consideration to the provision of affordable housing in land development and funding decisions, especially those made relating to public/private cooperative efforts in which the City is participating.

### **1.3.9**

The City shall include incentives in the Land Development Regulations for projects serving the elderly that are accessible to medical services, transportation, and other necessary support systems.

**Objective 1.4 The City shall preserve, protect, and stabilize residential neighborhoods keeping the maximum possible number of dwelling units in the housing supply, as measured by the implementation of the following policies.**

## **Policies**

### **1.4.1**

The City shall emphasize implementation of the following objectives:

- a) Demolish backlog of condemned structures.
- b) Foreclose on derelict properties with sites suitable for constructing affordable housing.
- c) Increase customer satisfaction with park maintenance.
- d) Provide for ongoing revitalization and residential improvement in city neighborhoods.
- e) Reduce criminal activities.
- f) Provide new or rehabilitated housing through actions described above under Objective 1.3.

### **1.4.2**

The City shall continue to strengthen its ability to investigate Zoning Code and Building Code violations with an emphasis on maintaining the residential character of neighborhoods. The City will continue a program to educate neighborhood residents and organizations to recognize and report Zoning and/or Building Code violations for action by the Municipal Code Enforcement Board.

### **1.4.3**

The City's Real Estate Division shall maintain and have available a complete inventory of parcels of surplus properties and structures. The City shall continue to offer incentives (which may include land donations and write-downs) to developers of low income

dwellings in all planning districts of the City. The City will continue to donate or reduce the cost of vacant lots and structures appropriate for in-fill housing to organizations engaged in providing homes for low income families in established neighborhoods.

**1.4.4**

Commercial and other non-residential uses lying adjacent to residential neighborhoods shall not be expanded into residential neighborhoods unless such uses enhance or do not diminish or degrade the residential character of the neighborhood.

**1.4.5**

The Building and Zoning Inspection Division will take steps to reduce the impact of commercial areas or uses on residential neighborhoods by increased inspection activity to identify violations of landscaping, buffering and signage requirements of the Zoning Code in such areas.

**1.4.6**

The Downtown Investment Authority (DIA) shall continue to develop, market, redefine and solidify a sense of neighborhood for Downtown Jacksonville. The DIA, in its planning program, shall identify boundaries of viable existing or proposed residential neighborhoods in the downtown area.

**1.4.7**

The City shall continue to its Land Development Regulations regulatory incentives for in-fill projects that are compatible with older neighborhoods and historic districts. The Planning and Development Department will review and implement needed changes in the Land Development Regulations, which will encourage the creation of affordable in-fill housing.

**1.4.8**

The Planning and Development Department's Housing Services Division shall continue to publicize the cost benefits of in-fill housing to developers and potential homeowners.

**1.4.9**

The Housing Services Division shall target rehabilitation efforts toward clusters of units or toward sound, established neighborhoods where the use of resources will result in desirable living environments, and discourage developers from demolishing existing housing units.

**1.4.10**

The City shall continue to assist and coordinate with non-profit organizations which sponsor major paint-up and fix-up programs in deteriorating neighborhoods and other housing programs.

#### **1.4.11**

Neighborhood Action Plan (NAP) areas shall be given priority for redevelopment programming and funding in an accelerated manner in order to provide additional affordable and/or workforce housing units. The City of Jacksonville shall facilitate and encourage qualified non-profit organizations that propose to redevelop NAP areas. Existing residential rehabilitation programs and/or community development efforts shall be supported.

#### **1.4.12**

Encourage the conservation and preservation of neighborhoods by enforcing the adopted Neighborhood Action Plans. Facilitate the implementation of NAP policies and projects by coordinating with the Housing and Neighborhoods Department.

**Objective 1.5** The City shall assist the private sector and use public resources to improve the structural and aesthetic condition of existing housing; and to eliminate substandard housing conditions in all areas of the City, stressing rehabilitation over demolition wherever possible. The City shall continue to promote, through code enforcement and other means, private endeavors to reduce the existing number of substandard units.

### **Policies**

#### **1.5.1**

The City's Housing Services Division shall continue to implement programs designed to encourage the conservation of existing standard housing units and increase the quantity of rehabilitated low and moderate income rental and owner occupied housing units, which program shall include grant and loan programs, volunteer efforts and increased code enforcement.

#### **1.5.2**

The Housing Services Division shall continue various assistance programs that are offered to homeowners and rental unit owners, in conjunction with the City's Code Enforcement program, and is used as an incentive for preservation of housing units.

#### **1.5.3**

The City's Building Inspection Division shall strengthen its efforts to inspect and ensure that minimum housing standards are strictly enforced, with exceptions made at the discretion of the Division Chief for persons who are actively engaged in bringing houses up to standard.

#### **1.5.4**

The City will continue to encourage rehabilitation over demolition to keep the maximum number of dwelling units in the housing stock.

**Objective 1.6 To foster preservation and rehabilitation of historically significant houses, as well as to mitigate unsafe historic structures, the City shall continue and expand the ongoing program of assisting the private sector in identifying, preserving, and maintaining historically or architecturally significant housing by implementing the following policies.**

## **Policies**

### **1.6.1**

The City's Planning and Development Department shall continue to provide technical assistance to individuals or groups interested in conserving, rehabilitating, or relocating structures in the City's older neighborhoods, as staff to the Jacksonville Historic Preservation Commission, and by assisting with locating resources, preparing grant applications, developing legislation, and other related functions.

### **1.6.2**

The City's Planning and Development Department shall maintain a comprehensive data base identifying historic resources that have been designated by the City or Federal government as landmarks or contributory buildings in designating historic districts in the City. This data will be made available to the City agencies involved in rehabilitation or demolition activities. (See Objective 1.1 Historic Preservation Element.)

### **1.6.3**

The City's Historic Preservation Ordinance shall protect historically significant neighborhoods from activity which would detract from their value and character and provide incentives for preservation efforts.

### **1.6.4**

The Municipal Code Compliance Division shall seek alternatives to demolition without jeopardizing public safety, e.g. fencing or otherwise securing a structure when possible. Principles to guide demolition program techniques and strategies are found in the Jacksonville Property Safety and Maintenance Code.

### **1.6.5**

The City shall consider the alternatives for Historic Buildings within Chapter 10 of the Florida Existing Building Code to allow for the modification of some building restrictions, when applied to the rehabilitation of historic housing stock.

### **1.6.6**

The Planning and Development Department shall continue to implement the Springfield Zoning overlay to address the unique needs and characteristics of the Springfield Historic Area.

**Objective 1.7** The City shall continue to assist the private sector and non-profit providers of housing and related services for individuals with special needs, such as elderly, victims of domestic violence, and physically or mentally disabled.

## **Policies**

### **1.7.1**

The Intimate Violence Enhanced Services Team (INVEST) shall continue to identify and develop solutions to the housing needs for victims of domestic violence.

### **1.7.2**

The Housing and Community Development Division, and non-profit agencies shall continue to explore and provide opportunities to assist elderly residents age in place and allow them to remain in their homes.

### **1.7.3**

The City of Jacksonville and the Fire Marshall shall continue local monitoring of Assisted Living Facilities for the mentally and physically disabled, and the elderly. Monitoring will include living conditions, management, and the availability of ancillary services.

### **1.7.4**

The City shall continue to monitor housing availability for special needs households, and shall aggressively pursue all available federal, state, and local funds to meet special housing needs.

### **1.7.5**

The City of Jacksonville shall support non-profit agencies providing off-the-street gathering places where the homeless may take showers, be given clothing, obtain emergency food supplies, and receive mail. Additional services shall include the following: referrals for shelter and housing, job training and placement, alcohol, drug and mental health counseling, financial aid with a general referral service for other specific needs such as physical needs, self-sufficiency training, child care, referrals for victims of domestic violence, and disability/rehabilitation information and referrals for the physically handicapped and disabled.

### **1.7.6**

The Housing and Community Development Division shall continue to provide funding for programs to help meet housing requirements for special needs groups.

### **1.7.7**

The non-profit organizations, assisted by the Housing and Community Development Division and other appropriate agencies shall continue to provide social services that will help enable those low-income families who wish to do so to become responsible homeowners, and provide services to persons with special needs to remain in their homes.

**Objective 1.8 Homelessness. Assist the private sector and concerned public agencies to find shelter for homeless families and individuals through the implementation of the following policies.**

**Policies**

**1.8.1**

The Homeless Coalition shall continue to participate in a combined public/private partnership for the development of transitional housing for homeless families, and educational opportunities for their children.

**1.8.2**

The City in partnership with the designated Continuum of Care agency shall continue to pursue funding for additional single-room occupancy housing in the downtown area and other areas where support services exist.

**1.8.3**

The City shall continue to assist nonprofit providers addressing homelessness and emergency services in finding funds for shelter which can bridge the gap between short-term emergency beds and longer-term transitional housing.

**1.8.4**

The City of Jacksonville shall address issues of homelessness from a holistic approach through its partnership with Continuum of Care agencies leader.

**Objective 1.9 Relocation Housing. Provide uniform and equitable treatment for persons and businesses displaced by local government programs in a manner consistent with Section 421.55, Florida Statutes.**

**Policies**

**1.9.1**

The Community Development shall monitor all redevelopment and demolition activity to see that comparable relocation housing is available in accordance with federal regulations, regardless of whether federal monies are involved in the activity. Residents who are displaced as a result of development, demolition, or other public initiated projects shall be provided prompt equitable compensation or relocation housing as set forth under the Federal Uniform Relocation Assistance and Real Property Acquisition Act of 1970, as amended, whether or not the project falls within its coverage. Information concerning the availability of legal assistance and federally approved housing counseling services to households effected by displacement will be made available by the Division.

**1.9.2**

Redevelopment plans that will result in the displacement of households shall continue to make advance written determination of the extent of displacement and provide a

relocation plan which sets forth the resources available to accomplish the full relocation. Provision for advance notice and hearing to affected individuals must be included.

### **1.9.3**

The Jacksonville Housing Authority and the City shall make available a sufficient number of new units of low income housing to meet the needs of displaced persons who have lost their homes as a result of eminent domain.

### **1.9.4**

Redevelopment plans supported by the City shall include provisions for a variety of replacement housing types ensuring that the redevelopment activities do not significantly reduce the existing supply of housing which is affordable to very low, low and moderate income households or available to special needs households. The Jacksonville Housing Authority shall review on a regular basis VA and FHA foreclosure listings for the purpose of identifying and considering for purchase suitable existing single family dwellings for scattered site public housing.

**Objective 1.10 The Land Development Regulations shall include opportunities for the siting of human services facilities within a variety of zoning districts, subject to compatibility requirements.**

### **Policies**

#### **1.10.1**

The City shall allow licensed family care homes in all residential categories and zoning districts, subject to size and distance limitations in accordance with the standards and criteria of the Zoning Code.

#### **1.10.2**

The City's Planning and Development Department shall ensure group homes, foster care facilities, adult congregate living facilities, halfway houses, and similar special needs housing facilities are treated fairly in their distribution throughout the City.

**Objective 1.11 The City will develop and implement a plan of action by which the City will continue to focus on the Northwest Jacksonville Area by addressing infrastructure and other deficiencies, thereby attracting growth and development opportunities, and making it a more attractive place to live and work.**

### **Policies**

#### **1.11.1**

The Planning and Development Department will continue to synthesize all planning documents resulting from this comprehensive planning process to assure that they are all consistent with the needs of the Northwest Jacksonville Area.

### 1.11.2

The City will focus its revitalization efforts in the Northwest Jacksonville Area based upon this comprehensive plan, and other reports documenting the service deficiencies in the Northwest Jacksonville Area. These efforts will address street, drainage, and utilities, a variety of quality affordable housing, social services, job training, employment opportunities, and mass transportation to facilitate access to other educational and employment opportunities in the City.

### 1.11.3

The City will continue to use the Northwest Jacksonville Economic Development Fund Advisory Committee, including residents, business owners, and government officials, to provide oversight in the development and implementation of the revitalization program.

**Objective 1.12 The City of Jacksonville shall require energy efficiency and the use of renewable energy resources in the design, new construction, and rehabilitation of affordable housing initiated by the Housing and Neighborhoods Department.**

## Policies

### 1.12.1

The Housing and Neighborhoods Department shall continue to require that all rehabilitation projects, funded by the City of Jacksonville, comply with the Jacksonville Electric Authority (JEA) Neighborhood Energy Efficiency Program standards listed on the Energy Evaluation Survey and Work Order form. The form includes inspection, cleaning or installation the following:

- Compact Fluorescent Lights (CFL's)
- Light Emitting Diode (LED)
- Refrigerators
- Envelope Air Sealing
- Domestic Hot Water (DHW) Temperature & Insulation Wrap
- Domestic Hot Water (DHW) Pipe Insulation Wrap
- Facet Aerators
- Low Flow Shower Head
- Toilet Tank Flapper
- Heating, Ventilation, Air-Conditioning (HVAC) Filter
- Duct Sealing

### 1.12.2

To improve and enhance energy efficiency, the Housing and Neighborhoods Department shall require use of Energy Star certified appliances in all affordable housing new construction funded by the City. Appliances that are labeled Energy Star, a rating established by the Environmental Protection Agency, use less energy and water than other products, save money on utility bills, and help protect the environment.



**1.12.3**

The Housing and Neighborhoods Department shall require compliance with the Florida Green Home Standards for all new affordable housing construction, as defined in the Definition Section, funded by the City.

**1.12.4**

The Housing and Neighborhoods Department shall promote use of indigenous landscaping to eliminate the need for irrigation and chemical treatments to result in a reduction of demand on water resources and improved water quality.

**1.12.5**

As a means to implement sustainability in the design, construction, and rehabilitation of workforce and affordable housing units, and /or market rate units within the urban area, the City of Jacksonville shall encourage Leadership in Energy and Environmental Design (LEED) for homes (defined in the Definition Section within this element). LEED standards yield energy efficient and ecologically responsible housing that better supports long term affordability.

**1.12.6**

The City of Jacksonville shall encourage the use of renewable energy resources in all new construction. When feasible, orient the structure to optimize solar orientation and access prevailing breezes, minimize east-west facing windows, maximize natural lighting, and install clothes lines.