

**BACK to BASICS**

# Codes and Vision Plans

Interactive Discussion on Implementation  
Fails and How to Overcome them



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# Unintended Consequences



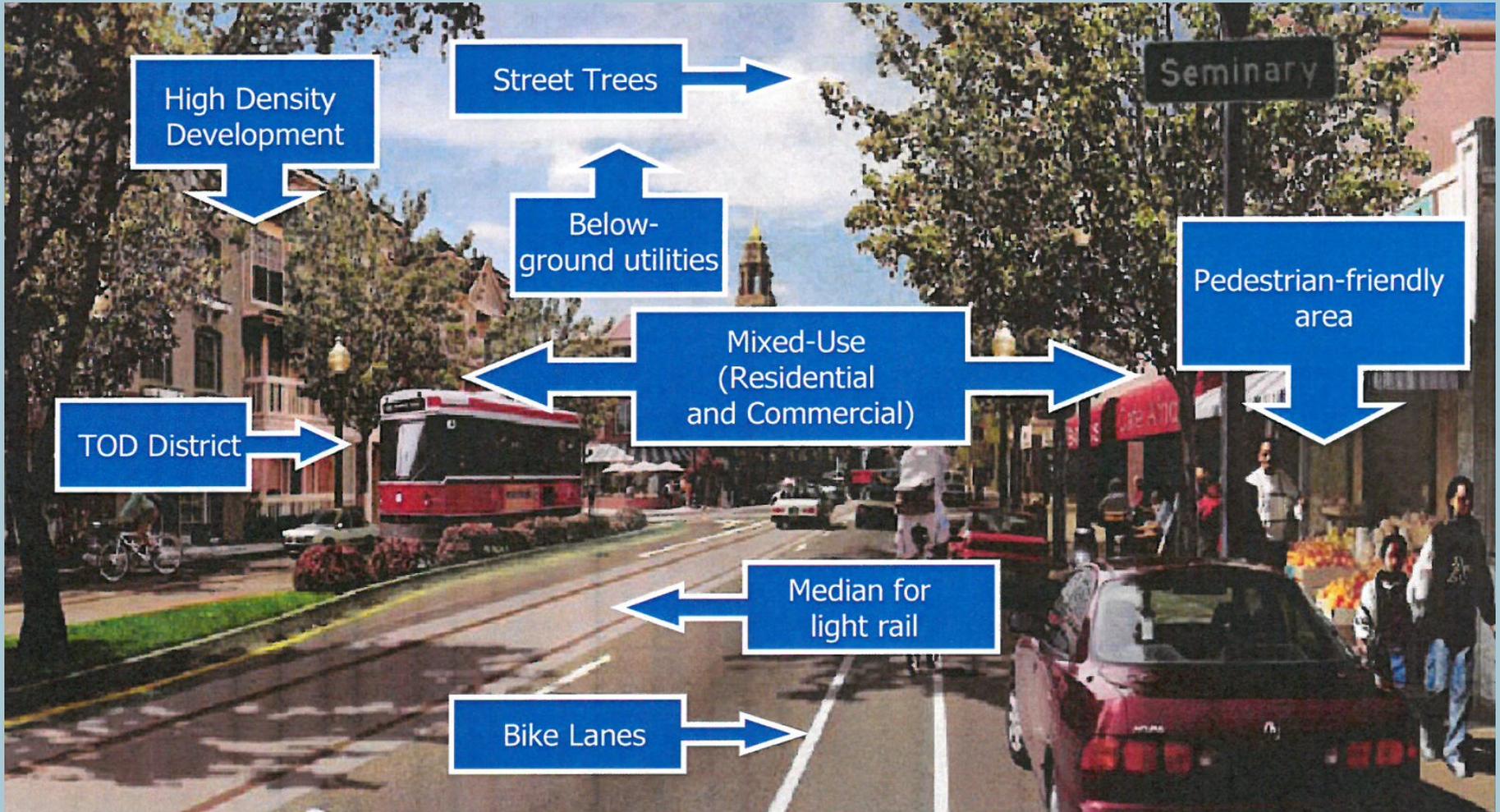
Source: urban-advantage.com



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# Smart Growth Objectives



Source: urban-advantage.com



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|                    |                           |
|--------------------|---------------------------|
| <b>Town Limits</b> | <b>5.3 mi<sup>2</sup></b> |
| • Land             | 3.6 mi <sup>2</sup>       |
| • Water            | 1.7 mi <sup>2</sup>       |

|                    |              |
|--------------------|--------------|
| <b>Population</b>  | <b>8,570</b> |
| • White            | 76%          |
| • African-American | 15%          |
| • Asian            | 3%           |
| • Other            | 6%           |



# Trends

- Aging population
- Marriage rates at lowest level in U.S. history
- Fewer numbers of youth



## Implications for Zoning

- Decreased setbacks
- Smaller lot sizes
- Mix of housing types/models
- Adapting existing home sites (“Granny flats”)
- Options for aging in place
- Connectivity to services and entertainment
- Increased demand for services so increased offices space needed



# Trends

- Millennials
- Population is getting more diverse
- Traditional two parents + two kids household is now a minority



## Implications for Zoning

- Increased demand for rental housing
- Increased density
- Reduced parking
- Increased demand for biking, walking and public transportation
- Decreased retail needs for shopping coincides with online shopping



# Trends

- Desire for live/work/play opportunities
- Lower long-term future household creation
- Greater mobility



## Implications for Zoning

- Demand for mixed-use and proximity to goods/services, social interactions
- Support opportunities for TND patterns
- Locate development near transportation nodes
- Transportation impacts
  - Complete streets
  - Sidewalks, crosswalks, bikeways
- Demand for on-site amenities and outdoor space



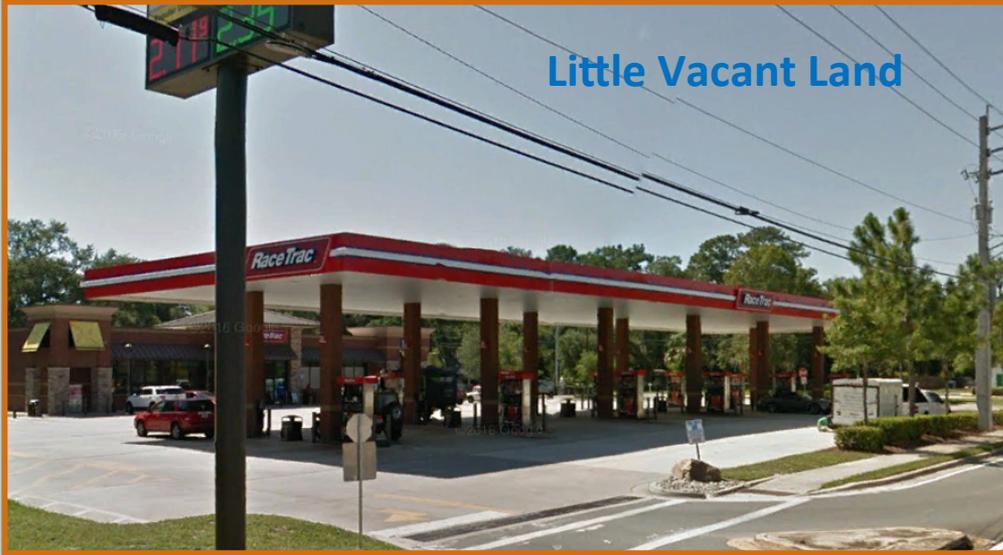
# What Are Our Problems?

- ❑ Sandwiched between Jax NAS and exploding exurbs
- ❑ Not an easy place to do business
- ❑ 99% built out
- ❑ No town center
- ❑ Confusing process and regulations
- ❑ Few incentives to encourage development
- ❑ Customer service
- ❑ Unattractive commercial corridors



# Unattractive Commercial Corridors

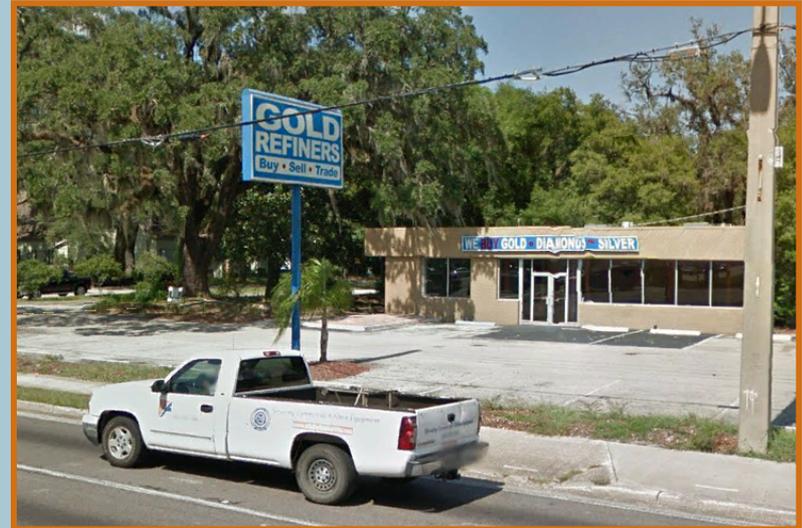
Little Vacant Land



Disconnected Landscape



Distressed Properties



# Town Sought To Promote

- ❑ New high-quality and compatible commercial and mixed-use development
- ❑ More design compatibility among buildings and groups of buildings
- ❑ Respect for pedestrian and bicycle activity, while still accommodating automobile and truck traffic
- ❑ Distinctive image and character for the commercial areas of the Town comprised of primarily two- and three-story buildings



# Create New Overlay

- ❑ Easier process and more diverse economy
- ❑ Target area for infill and redevelopment
- ❑ Recognize best practices
- ❑ Efficient use of public facilities
- ❑ Grow up, not out
- ❑ Protect community character (a “town”)
- ❑ Mixed-use (new)



## Conventional Zoning

Text, Tables and Maps

Mostly Negative Restrictions

Focus on Numbers, Single  
Parcels, and Parking Lots

Separated Use Districts

Unpredictable Results

## Overlay

Adds Design Illustrations

Provides Positive Examples

Emphasis on Urban Form and  
Streetscape Context

Mixed-Use Neighborhoods

Cohesive Sense of Place





5. What is the most important element needed for this overlay?

- A - Building form standards
- B - Building type standards
- C - Building frontage standards
- D - Civic space standards



# Commercial Redevelopment Overlay

- ❑ User friendly; clear and concise
- ❑ Encourage greater variety and creativity along major commercial corridors:
  - Park Avenue (US 17)
  - Kingsley Avenue (SR 224)
- ❑ Encourage mixed-use; all permitted uses allowed
- ❑ Focus on building form rather than land use



# Target Area

600' off of centerline

Park Avenue

(NTL to Elbow Road)

Kingsley Avenue

(Park Ave. to WTL)



# Town of Orange Park Commercial Corridor Redevelopment Standards

July 2009



Passage to Parking at Rear

Retail Shops

Restaurant

Civic Spaces

Town Hall

Bike Lane  
Kingsley Avenue

Civic Space  
Hotel

Office

## Town Council

The Honorable Jim Renniger, Mayor  
The Honorable Bob Standifer, Vice Mayor  
The Honorable Pete Morgan  
The Honorable Steve Jones  
The Honorable Steve Howard

## Planning and Zoning Board

Orien Pass, Chairman  
Frank Riner, Vice Chairman  
Earl Harrington  
Michael Choate  
Marge Hutton



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# Ordinance No. 20-09 (October 20, 2009)

Building Scale and Design

Building Placement and Orientation

Pedestrian Circulation

Bicycles

Outdoor Areas

Building Heights

Street Trees

Parking Bay Placement and Design

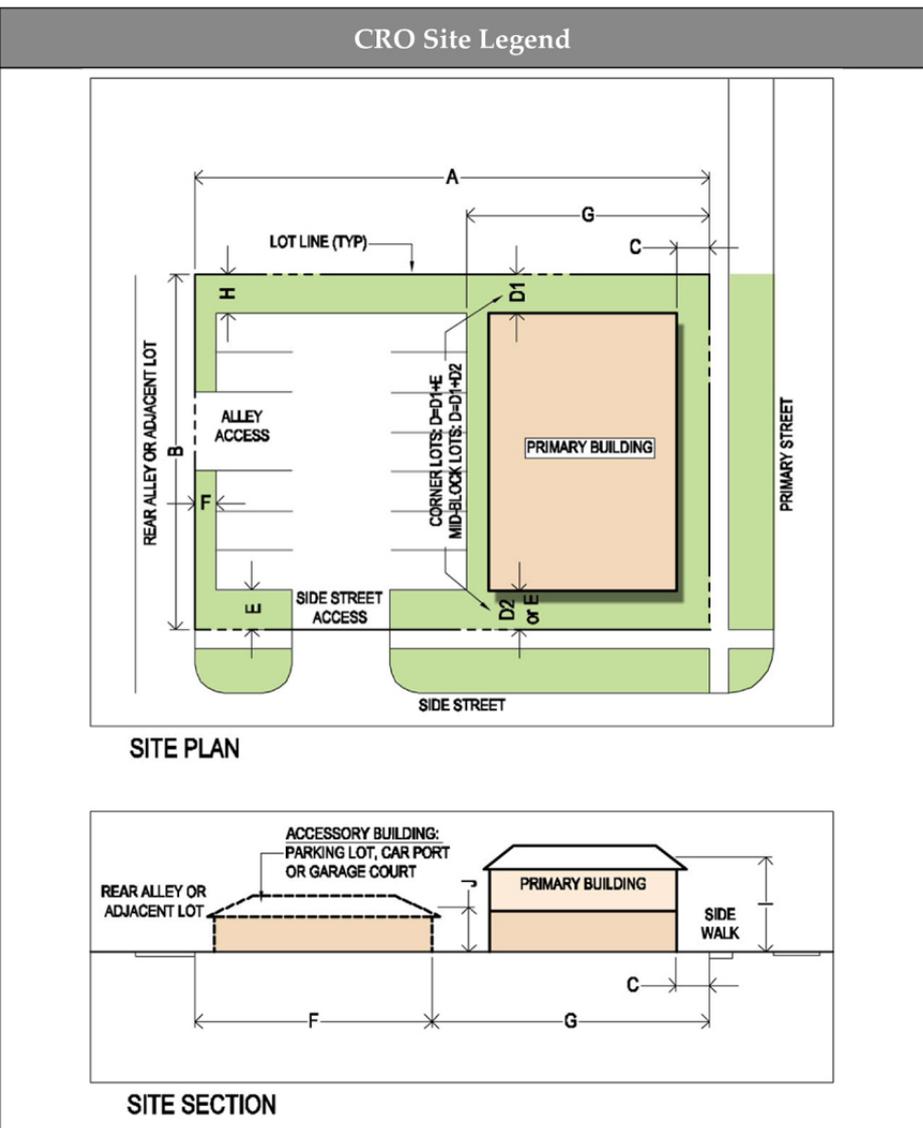
Landscape Standards

Hardscape Elements / Signs

Use of Color / Building Materials



| CRO Standards  |                     |
|--|---------------------|
| Minimum Lot Depth (A)  | 30 ft               |
| Minimum Lot Width (B)  | 25 ft               |
| Minimum Lot Area   | 1,750 sf            |
| Primary Front Build-to Line (C)  | 0 ft <sup>(1)</sup> |
| Side Street Build To Line (D)  | 0 ft <sup>(2)</sup> |
| Min. Primary Rear Setback (F)  | 0 ft                |
| Min. Accessory Building Side Setback (E)   | 0 ft                |
| Min. Accessory Building Front Setback (G)  | 40 ft               |
| Max. Primary Building Height   | 55 ft               |
| Max. Accessory Building Height   | 20 ft               |
| Minimum Residential Dwelling Unit Size   | 650 sf              |
| Maximum Lot Coverage   | 70%                 |
| Min. Number of Parking Spaces:   |                     |
| Per Residential Dwelling Unit  | 1.5                 |
| Per 300 GSF Non-Residential Space (excluding storage)  | 1.0                 |
| Per 3 Restaurant Seats   | 1.0                 |
| <u>Notes:</u>  |                     |
| 1. Front Build-to Line is zero (0) feet. Variations listed in Standard A.2.1.  |                     |
| 2. Standard A.2.5 provides for side yard setbacks for buildings adjacent to existing buildings with windows facing side yard |                     |



# Building Height, Placement

Conv.

35'

20'

CRO

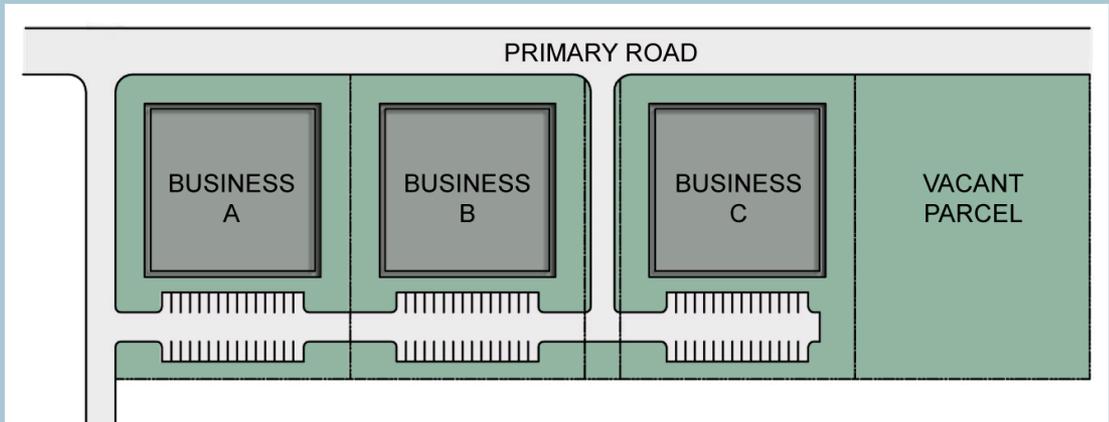
55'

1' to 10'



# Off-street Parking

|                     | <u>Conv.</u> | <u>CRO</u> |
|---------------------|--------------|------------|
| 40 DU Apartment     | 82           | 60         |
| Professional Office | 100          | 67         |
| Medical Office      | 80           | 40         |
| Standard Space      | 10'x20'      | 9'x17'     |
| Compact Space       | None         | 8'x16'     |



# Pedestrian Circulation

- ❑ Sidewalks wider than 5 feet
- ❑ Paving treatments to separate pedestrian zone
- ❑ Street furniture, fountains and benches for pleasant experience



# Landscaping

- ❑ Plant materials that have low water consumption
- ❑ At least 50% vegetation native to NEFL
- ❑ Screen incompatible uses with evergreens, berming, other vertical landscaping versus walls



# Incentives

- ❑ Focus on form, not uses
  - ❑ Allow all permitted uses
  - ❑ No rezonings necessary
  
- ❑ Expedited plan review and permitting
  - ❑ 3-day initial review
  - ❑ 10-day final review/permitting
  
- ❑ Residential density bonus up to 20 DUA
  
- ❑ Performance standards (min. 15 points)



# Performance Standards

Stormwater management system capable of being shared by other developments (5 pts.)

Buildings oriented toward street with parking at rear of building (2 pts.)

Energy efficiency through Energy Star, solar systems, LED lighting (5 pts.)

Consistent and contiguous building edge along public sidewalk (2 pts.)

Florida Water Star in covenants, deed restrictions (5 pts.)

At least 3 different land use contained within building (3 pts.)

Consolidate existing driveways/parking entries (5 pts.)

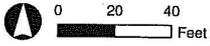
Enhancing street environment with hardscape elements (3 pts.)

Public plaza integrally connected with public transit stop (4 pts.)



# Shopping Center

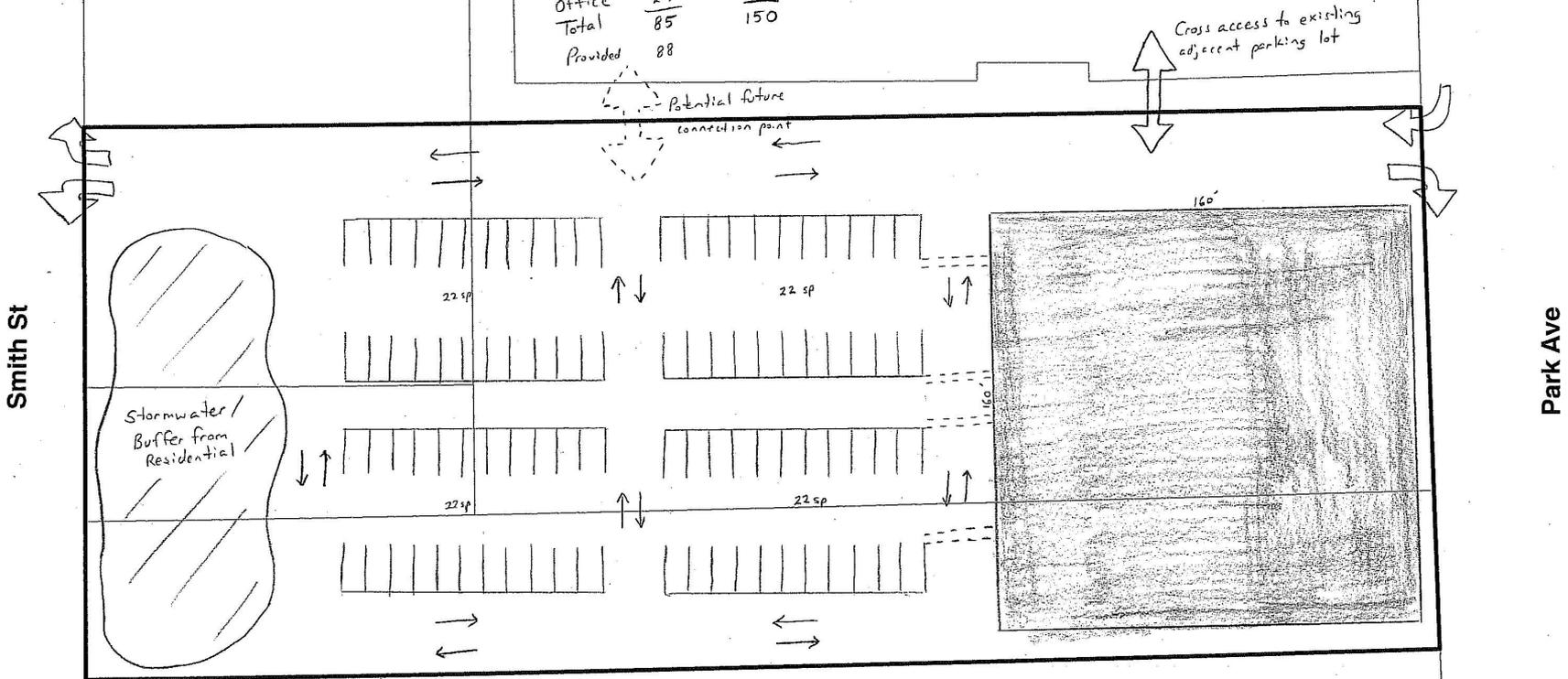
## Legend



### Alternative A

|           |              |   |
|-----------|--------------|---|
| Site      | 2.43 AC      |   |
| 1st Floor | 25,000 sq ft | Retail/Shopping Center (assume 30% storage) |
| 2nd Floor | 10,000 sq ft | Office (assume 20% storage)                 |

|              | Parking (Required) | vs. | Parking (Current zoning) |
|--------------|--------------------|-----|--------------------------|
| Retail       | 58                 |     | 100                      |
| Office       | 27                 |     | 50                       |
| <b>Total</b> | <b>85</b>          |     | <b>150</b>               |
| Provided     | 88                 |     |                          |





The number of projects  
developed in the CRO  
since 2009 is...



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# One



## Brooks Rehabilitation, 2015



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# CRO Repealed Earlier This Year

- ❑ Lack of desired results
- ❑ Council realized what all was allowed
- ❑ PUD = a dirty word
- ❑ Identify areas where smart growth and redevelopment should be encouraged and supported



6. What factor was most detrimental to the success implementation of the overlay district?

A - Town politics, age-old grievances

B - The Great Recession

C - FDOT

D - Selfish developers not willing to alter their plans



# High Speed, High Volume

- ❑ CRO contained sound planning principles, but more appropriate for vehicles travelling 25 mph or less
- ❑ Vehicles travelling 45+ mph conflict with pedestrian-oriented corridors
- ❑ FDOT exacerbated pass-through situation by expanding road capacity (added lanes)



## 7. How would you modify the overlay district?

- A - Reduce the subject area  
(intensify smaller target)
- B - Improved incentives for developer
- C - Incorporate more detailed architectural guidelines
- D - Make it purely form-based



mySidewalk

***Please Submit Your  
Responses***



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**We appreciate your time and  
attention**

**Who has a question?**

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