



OFFICE OF THE CITY COUNCIL

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Meeting Minutes 20241030 CM Carlucci Noticed Meeting on Overlay Legislation

CM Matt Carlucci called the meeting to order and noted that lunch was available for anyone interested. Council Members and visiting staff introduced themselves.

CM Will Lahnen asked if the legislation would lead to Jacksonville becoming a “city of overlays” and further expressed concern that, as a district council member without any overlays, the legislation could make it easier for developers to build unwanted projects in his district. Lori Boyer responded by referencing her experience with the San Marco overlay, noting issues of incompatibility between historic properties and newer developments. She added that the downtown overlay recognized the suburban focus of much of the zoning code and tailored it to meet the unique needs of an urban environment. Ms. Boyer emphasized that overlays should be reserved for unique cases and stated she does not believe the legislation would result in a “city of overlays.”

CM Lahnen sought clarification on the amendments, and Dylan Reingold from the Office of General Counsel, along with CM Carlucci, explained the amendments made to the bill. Brett James, Planning Department Director, concurred with Ms. Boyer, stating that the legislation would not create a city of overlays and does not materially change the development process but instead establishes a higher standard. Ms. Boyer added that much of what the Council is discussing depends on the individual overlay’s intent, citing the downtown overlay as one that actively encourages growth and development.

CM Joe Carlucci shared that he is not concerned the additional vote threshold would influence developers’ decisions, as it occurs late in the planning process. CM Michael Boylan asked Mr. James to clarify the process for establishing a new overlay and emphasized the importance of keeping the related amendment.

CM Ron Salem noted that he is the only Council Member present who has never served as a district council member. He expressed initial concerns about adding circumstances requiring a 13-vote threshold and asked for clarification on the bill’s intent. Mr. Reingold explained that the legislation arose in response to community calls for ways to protect overlays. CM Carlucci argued that overlays, given the increased effort required to create them, deserve extra consideration.

CM Salem compared the legislation to the budget process, noting that the finance committee conducts hours of debate and passes the budget with a simple majority. He described



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this as a philosophical difference for him. CM Lahnen asked what provisions in the code currently require a two-thirds vote, and Mr. Reingold provided a list of those provisions.

CM Boylan proposed a potential compromise where existing overlays would require a two-thirds vote to supersede, while future overlays would not be affected. Mr. James responded that he did not see the benefit of treating some overlays differently from others. CM Joe Carlucci asked if a compromise could be reached to require a majority plus one vote instead of a two-thirds majority. CM Carlucci reiterated his reasoning for introducing the legislation.

CM Boylan questioned whether the bill's scope was too broad and suggested the process for establishing new overlays might be better addressed in a standalone bill rather than included in the current legislation. CM Carlucci stated he did not believe the bill was too broad.

CM Joe Carlucci again asked CM Salem if he would support a compromise to a majority plus one vote instead of a two-thirds majority. CM Salem indicated hesitancy to change the threshold, remarking that one of the sayings at the Council is, "With 10 votes, you can change anything."

The meeting was adjourned at 12:55 PM.