

City of Jacksonville, Florida

Lenny Curry, Mayor

City Hall at St. James
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Jacksonville, FL 32202
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August 18, 2022

The Honorable Terrance Freeman, President
The Honorable Kevin Carrico, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report / Ordinance No. 2022-541/Application No. L-5729-22C

Dear Honorable Council President Freeman, Honorable Council Member and LUZ Chairman Carrico and Honorable Members of the City Council:

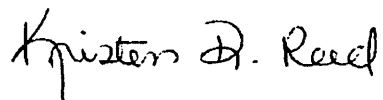
Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2022-541 on August 18, 2022.

P&DD Recommendation	APPROVE
PC Issues:	None
PC Vote:	7-0 APPROVE

David Hacker, Chair	Aye
Alexander Moldovan, Vice-Chair	Aye
Ian Brown, Secretary	Aye
Marshall Adkison	Aye
Daniel Blanchard	Aye
Joshua Garrison	Aye
Jason Porter	Aye
Jordan Elsbury	Absent

If you have any questions or concerns, please do not hesitate to contact me at your convenience.

Sincerely,

Handwritten signature of Kristen D. Reed in black ink.

Kristen D. Reed, AICP
Chief of Community Planning Division
City of Jacksonville - Planning and Development Department
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Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – August 12, 2022

Ordinance/Application No.: 2022-541 / L-5729-22C

Property Location: 9216 1st Avenue between Belvedere Street and Soutel Drive

Real Estate Number(s): 036499 0000

Property Acreage: 0.23 of an acre

Planning District: District 5, Northwest

City Council District: District 8

Applicant: City of Jacksonville

Current Land Use: Low Density Residential (LDR)

Proposed Land Use: Residential-Professional-Institutional (RPI)

Development Area: Urban Development Area

Current Zoning: Residential Low Density-60 (RLD-60)

Proposed Zoning: Commercial, Residential and Office (CRO)

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To provide consistency with Ordinance 2021-855-E that conveyed the parcel to Christ the Living Cornerstone, Inc. for the operation of a wellness clinic and/or community outreach center.

BACKGROUND

The 0.23 of an acre subject site abuts 1st Avenue on the east and 2nd Avenue on the west, both local roadways. The site is located in the southwest quadrant of the intersection of Lem Turner Road and Soutel Drive, both minor arterial roadways. The site currently includes a vacant structure that was first utilized by the Department of Health. The structure has been vacant for many years.

The applicant seeks an amendment to the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan from LDR to RPI in the Urban Development Area to use the existing structure on site for a wellness center.

Ordinance 2021-855-E declared the subject site at 9216 1st Avenue as surplus property to the needs of the City and conveyed the property to Christ the Living Cornerstone, Inc., a Florida not for profit corporation. The ordinance states that the property shall be used for a wellness clinic and/or community outreach, which may include such services as tutoring, daycare, or other services to serve the needs of the community. While the current land use on the site is LDR, the property was first utilized in the 1970s by the Department of Health but has been vacant for many years. The proposed RPI land use allows the types of uses intended for the property pursuant to Ordinance 2021-855-E.

The site is surrounded by single-family residential uses to the north, south and west in the LDR land use category. East of the site, across 1st Avenue, is a mix of commercial uses with some single-family homes in the Community/General Commercial (CGC) land use category. The existing structure on the subject site is fronts the 1st Avenue right-of-way. Parking for the proposed wellness center would be behind the structure.

The adjacent land use categories, zoning districts and property uses are as follows:

North: Land Use: LDR, Community/ General Commercial (CGC)
Zoning: RLD-60, Commercial Community/ General (CCG-2)
Property Use: single-family residential, daycare, commercial uses

South: Land Use: LDR
Zoning: RLD-60
Property Use: Single-family residential

East: Land Use: CGC
Zoning: CCG-2, PBF-1
Property Use: Single-family residential, fire station, commercial uses, church

West: Land Use: LDR
Zoning: RLD-60
Property Use: Single-family residential

IMPACT ASSESSMENT

Potential impacts of a proposed land use map amendment have been analyzed by comparing the Development Impact Standards for the subject site's existing vs. proposed land use categories unless maximum density/intensity is noted on the Annotated FLUM or is in a site specific policy. Development Impact Standards are detailed in FLUE Policy 1.2.16, *Development Standards for Impact Assessment*. These standards produce development potentials as shown in this section.

Where there is not an associated site specific policy or note on the Annotated FLUM, the impact assessment incorporates supplemental information for non-residential land use categories that permit residential uses in order to assess the potential impacts. Supplemental information related to these impacts are depicted as scenario 2 in the Impact Assessment Baseline Review Table and, as relevant, in the analysis following the table.

Land Use Amendment Impact Assessment

Development Analysis 0.23 of an acre / 10,018.8 sq. feet		
Development Boundary	Urban Area	
Roadway Frontage Classification / State Road	1 st Avenue and 2 nd Avenue – both are local roadways	
Plans and/or Studies	Northwest Jacksonville Vision Plan	
Site Utilization	Current: vacant	Proposed: Wellness center
Land Use / Zoning	Current: LDR / RLD-60	Proposed: RPI / CRO
Development Standards for Impact Assessment	Current: 5 units/acre	Proposed: Scenario 1: 0.50 FAR Scenario 2: 10% at 0.50 FAR and 90% at 23 units/acre
Development Potential	Current: 1 dwelling unit	Proposed: Scenario 1: 5,009 square feet of RPI uses Scenario 2: 501 square feet of RPI uses and 4 dwelling units
Net Increase or Decrease in Maximum Density	Scenario 1: Decrease of 1 dwelling unit Scenario 2: Increase of 3 dwelling units	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Increase of 5,009 sq. ft. of RPI uses Scenario 2: Increase of 501 sq. ft. of RPI uses	
Population Potential	Current: 2 people	Proposed: 9 people
Special Designation Areas		
Aquatic Preserve	NO	
Septic Tank Failure Area	YES – Riverview Septic Tank Phase Out Area (STPO) Project Area	
Evacuation Zone	Zone C	
Airport Environment Zone	NO	
Industrial Preservation Area	NO	
Cultural Resources	NO	
Archaeological Sensitivity	Low Sensitivity	
Historic District	NO	
Coastal High Hazard	NO	
Adaptation Action Area	NO	
Groundwater Aquifer Recharge Area	Discharge	
Wellhead Protection Zone	NO	

Development Analysis 0.23 of an acre / 10,018.8 sq. feet	
Boat Facility Siting Zone	NO
Brownfield	NO
Public Facilities	
Potential Roadway Impact	Scenario 1: 45 net new daily trips Scenario 2: 23 net new daily trips
Potential Public School Impact	De minimus impact
Water Provider	JEA
Potential Water Impact	Scenario 1: Increase of 85.5 gallons per day Scenario 2: Increase of 709.1 gallons per day
Sewer Provider	Septic
Potential Sewer Impact	Scenario 1: Increase of 64.1 gallons per day Scenario 2: Increase of 531.8 gallons per day
Potential Solid Waste Impact	Scenario 1: Increase of 5.4 tons per year Scenario 2: Increase of 8.6 tons per year
Drainage Basin/Sub-basin	Trout River / Ribault River
Recreation and Parks	NO
Mass Transit Access	Lem Turner and Clyde Drive – Route 12
Natural Features	
Elevations	13-15 feet
Land Cover	1300: Residential, high density - 6 or more dwelling units/acre
Soils	71: Urban Land Leon Boulogne complex, 0 to 2 percent slopes
Flood Zones	NO
Wetlands	NO
Wildlife (applicable to sites greater than 50 acres)	N/A

Utility Capacity

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure established shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition).

According to the City's Infrastructure layer on the GIS system, the property has access to JEA centralized water. Existing water lines and mains run along the 1st Avenue right-of-way or are less than a quarter mile from the site. The property currently utilizes a septic system.

Transportation

The subject site is 0.23 of an acre and is accessible from 1st Avenue and 2nd Avenue, both unclassified facilities. The proposed land use amendment is located within the Urban

Development Area and Mobility Zone 9. The applicant proposes to change the existing land use from Low Density Residential (LDR) to Residential Professional institutional (RPI).

Comprehensive Plan Consistency:

The Trip Generation Analysis is consistent with most recent version of the Transportation Element (TE) of the City of Jacksonville Comprehensive Plan (TE Objective 2.4 and Policies 1.2.1 and 2.4.2).

Policy 1.2.1 The City shall use the Institute of Transportation Engineers *Trip Generation Manual*, latest edition, to determine the number of trips to be produced or attracted to a particular land use when assessing a traffic impact.

Objective 2.4 The City shall coordinate the mobility circulation system with the future land uses shown on the Future Land Use Map series in order to ensure that roads, road improvements and other mobility alternative improvements are provided as necessary to support development in an economically efficient and environmentally sound manner.

Policy 2.4.2 The City shall amend the adopted Comprehensive Plan to incorporate the data and analysis generated by a periodic regional transportation model and study and facilitate the implementation of the study recommendations.

Trip Generation Estimation:

Table A provides the daily trip generation comparison between the current and proposed comprehensive plan land uses and the potential transportation impacts on the roadway network. The current land use would result in 9 daily trips. If the land use is amended to allow for this proposed RPI development, this will result in 54 or 32 daily trips depending on the scenario.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment is an increase of 45 or 23 net new daily trips when compared to the existing land use. The Transportation Planning Division recommends ongoing coordinating efforts with the City of Jacksonville Traffic Engineer.

Table A
Trip Generation Estimation Scenarios

Current Land Use	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
LDR	210	1 SF DU	T= 9.43 (X)	9	0	9
				<i>Total Trips for Existing Land Use</i>		9
Proposed Land Use-Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
RPI	710	5,009 SF	T = 10.84 (X) / 1000	54	0	54
				<i>Total Trips for Proposed Land Use- Scenario 1</i>		54
Proposed Land Use-Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
RPI- N	710	501 SF	T = 10.84 (X) / 1000	5	0	5
RPI- R	220	4 MF DUs	T = 6.74 (X)	27	0	27
				<i>Total Trips for Proposed Land Use- Scenario 2</i>		32
				Scenario 1 Difference in Daily Trips		45
				Scenario 2 Difference in Daily Trips		23

Source: Trip Generation Manual, 11th Edition, Institute of Engineers

School Capacity

While the proposed amendment includes a residential component, the site will generate fewer than 20 residential units. Therefore, the proposed development will have a de minimis impact on school capacity.

Evacuation Zone

The amendment site is located within the boundaries of Emergency Evacuation Zone C and was routed to the Emergency Preparedness Division (EPD) for review. EPD reviewed the application and found that there would be no impacts to countywide evacuation times. See EPD's full review below.

EPD Review

No impacts to countywide evacuation times are anticipated from the amendment proposed in L-5729-22C. Proximity to Lem Turner Road indicates sufficient access to evacuation routes (I-295 and I-95). Site design techniques that minimize disruption to existing traffic flow are encouraged. Any development should incorporate appropriate mitigation techniques to reduce flood vulnerability and minimize impacts to the floodplain.

Conservation /Coastal Management Element (CCME)

Policy 7.1.6 The City shall not amend the Future Land Use Element or the Future Land Use Map series unless; the requested change can be determined to not exceed the established hurricane evacuation times; the requested

change is for a lower density; or the requested change for increased density provides adequate remedies to reduce impacts on hurricane evacuation times which exceed the acceptable standard.

Septic Tank Failure Area / Riverview Septic Tank Phase Out Area (STPO) Project Area

The property is located in an identified septic tank failure area. The City shall continue the effort to phase out septic tanks in defined failure areas in order to comply with Chapter 751, Jacksonville Ordinance Code. See policies of the Infrastructure Element below:

Infrastructure Element, Sanitary Sewer Sub-Element

Policy 1.2.4 Existing septic tanks for estimated wastewater flows of 600 or less gallons per day (gpd) shall connect to the collection system of a regional utility company provided that gravity service is available via a facility within a right-of-way or easement, which abuts the property.

Policy 1.2.5 Existing septic tanks for estimated wastewater flows exceeding 600 gallons per day (gpd) shall connect to the collection system of a regional utility company provided that a facility abuts or is within 50 feet of the property.

Policy 1.2.8 The City shall continue the effort to phase out septic tanks in defined failure areas in conformance with Chapter 751, Ordinance Code (Septic Tank Superfund).

PROCEDURAL COMPLIANCE

The Planning and Development Department posted the Notice of Public Hearing signs on July 28, 2022. Fifty-five (55) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Citizen Information Meeting was held on August 1, 2022 via a virtual Zoom meeting. No one from the public attended the meeting.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

Urban Area (UA): The UA is the second tier Development Area and generally corresponds with the densely developed portions of the City that have been in residential or employment generating uses prior to consolidation. It also includes major corridors which connect the other Development Areas. Similar to the UPA, the intent of the UA is to encourage revitalization and the use of existing infrastructure through redevelopment and infill development, but at moderate urban densities which are transit friendly. Also similar

to the UPA, the UA is intended to support multi-modal transportation and the reduction of per capita greenhouse gas emissions and vehicle miles traveled. Development is encouraged to employ urban development characteristics as further described in each land use plan category.

Objective 1.1 Ensure that the type, rate, and distribution of growth in the City results in compact and compatible land use patterns, an increasingly efficient urban service delivery system and discourages proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.

Policy 1.1.5 The amount of land designated for future development should provide for a balance of uses that:
A. Fosters vibrant, viable communities and economic development opportunities;
B. Addresses outdated development patterns;
C. Provides for sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.

Policy 1.1.10 Gradual transition of densities and intensities between land uses in conformance with the provisions of this element shall be achieved through zoning and development review process.

Policy 1.1.21 Future amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population of the area and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business consistent with FLUE Policy 1.1.5. The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.

Policy 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery

system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.

Goal 3 To achieve a well-balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and efficient transportation network, while protecting and preserving the fabric and character of the City's neighborhoods and enhancing the viability of non-residential areas.

Policy 3.1.3 Protect neighborhoods from potential negative impacts by providing a gradation of uses and scale transition. The Land Development Regulations shall be amended to provide for an administrative process to review and grant, when appropriate, relief from the scale transition requirements.

Objective 3.2 Continue to promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas.

Policy 3.2.4 The City shall permit expansion of commercial uses adjacent to residential areas only if such expansion maintains the existing residential character, does not encourage through traffic into adjacent residential neighborhoods, and meets design criteria set forth in the Land Development Regulations.

Objective 6.3 The City shall accommodate growth in Jacksonville by encouraging and facilitating new development and redevelopment on vacant, bypassed and underutilized land within areas that already have infrastructure, utilities, and public facilities, while addressing the needs of City residents.

Property Rights Element (PRE)

Goal 1 The City will recognize and respect judicially acknowledged and constitutionally protected private property rights in accordance with the Community Planning Act established in Chapter 163, Florida Statutes.

Objective 1.1 Local decision making shall be implemented and applied with sensitivity for private property rights and shall not be unduly restrictive.

Policy 1.1.1 The City will ensure that private property rights are considered in local decision making.

Policy 1.1.2 The following rights shall be considered in local decision making:

1. The right of a property owner to physically possess and control his or her interests in the property, including easements, leases, or mineral rights.
2. The right of a property owner to use, maintain, develop, and improve his or her property for personal use or for the use of any other person, subject to state law and local ordinances.
3. The right of the property owner to privacy and to exclude others from the property to protect the owner's possessions and property.
4. The right of a property owner to dispose of his or her property through sale or gift.

According to the Category Description of the Future Land Use Element (FLUE), the LDR land use category provides for low density residential development for up to 7 units/acre when full urban services are available to the site.

The RPI land use category within the Urban Development Area permits mostly low to medium density residential, with a maximum gross density of 30 units/acre, and professional office use. Generally, multi-family dwellings, office, institutional, commercial retail sales and service establishments are permitted in appropriate locations. Plan amendment requests for RPI are preferred in locations which are supplied with full urban services and in locations which serve as a transition between commercial and residential land uses. In the RPI land use category, single use developments are limited to residential or office uses.

Pursuant to Ordinance 2021-855-E, the 0.23 of an acre subject amendment site is intended to provide for a wellness clinic and/or community outreach center, which may include such services as tutoring, daycare, or other services to serve the needs of the community. Ordinance 2021-255-E finds that the property was first utilized in the 1970s by the Department of Health but has been vacant for many years, and the proposed utilization would enable the property to meet public health and community outreach needs. Additionally, the proposed use of the property would have little effect on the goal to provide sufficient land for residential choices in the City. Therefore, the proposed land use amendment is consistent with FLUE Policies 1.1.5 and 1.1.21.

The proposed amendment to RPI is for land located within the Urban Development Area and abuts 1st Avenue on the east and 2nd Avenue on the west, both local roadways. While residential uses are north, south, and west of the site in the LDR land use category, east of the site, across the 1st Avenue right of way, includes a mix of uses in the CGC land use category. The structure on site fronts 1st Avenue allowing for a transition from residential uses to commercial uses found directly across the 1st Avenue right of way with minimal effect to the neighborhood fronting the 2nd Avenue right-of-way. The proposed use is consistent with the last known use of the property and would fulfill a community need in the area. The proposed RPI further integrates the 1st Avenue corridor area with a mix of commercial and residential uses. Therefore, the proposed amendment results in a compact and compatible land use pattern that promotes opportunities for

interconnected land uses as called for in FLUE Goal 3, Objectives 1.1 and 3.2 as well as Policies 1.1.10, 1.1.22, 3.1.3 and 3.2.4. The proposed amendment encourages use of an underutilized property, which has access to centralized services and sustains the viability of the surrounding residential area satisfying Objective 1.1, Policy 1.2.9, and Objective 6.3 of the FLUE.

The proposed amendment does not hinder the private property rights of the owner of record; has no impact on the right of the property owner to possess or control his or her interest in the property; maintains the owner's ability to use, maintain, develop and improve the property; protects the owner's right to privacy and security; and maintains the ability of the property owner to dispose of the property at their discretion. Therefore, the amendment is consistent with PRE Goal 1, Objective 1.1 and Policies 1.1.1 and 1.1.2.

Northwest Jacksonville Vision Plan

The application site lies within the boundary of the Northwest Vision Plan. The property is located in the Traditional Building Area described as neighborhoods that were built before 1950 and generally follow a traditional style of houses mixed with neighborhood scale commercial areas on a grid of connected streets. Focus of the plan includes to strengthen existing neighborhoods and to spur in-town development. Implementation options consider the need for social services in the area to revitalize and stabilize the District. The Plan continues stating that revitalization efforts in the area should include the addition of services that meet the needs of the area neighborhoods. The proposed use of the site for a wellness clinic and for community outreach will strengthen the surrounding neighborhood providing a needed service to the area residents. Additionally, as previously described, the existing building that will be revitalized for use fronts 1st Avenue which includes a mix of residential and commercial uses. Therefore, the amendment is consistent with the Vision Plan.

Strategic Regional Policy Plan

The proposed amendment is consistent with the following Objective and Policy of the Strategic Regional Policy Plan:

Objective: Improve Quality of Life and Provide Quality Places in Northeast Florida

Policy 3: Local governments are encouraged to offer incentives or make development easier in areas appropriate for infill and redevelopment.

The proposed land use amendment would create an opportunity for a wellness center and community outreach services meeting public health and community outreach needs in the surrounding neighborhood. The revitalization of the existing building maintains the development pattern of 1st Avenue while providing for redevelopment of a site that was first utilized in the 1970s by the Department of Health. Therefore, the proposed amendment is consistent with the Strategic Regional Policy Plan, Communities and Affordable Housing Element.

LOCATION, CURRENT LAND USE AND FIELD MAP

