

City of Jacksonville, Florida

Lenny Curry, Mayor

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January 21, 2021

The Honorable Tommy Hazouri, President
The Honorable Michael Boylan, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report / Ordinance No. 2020-748/Application No. L-5500-20C

Dear Honorable Council President Hazouri, Honorable Council Member and LUZ Chairman Boylan 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 2020-748 on January 21, 2021.

P&DD Recommendation	APPROVE
PC Issues:	None
PC Vote:	6-0 APPROVE
Joshua Garrison, Chair	Absent
Dawn Motes, Vice-Chair	Absent
David Hacker, Secretary	Aye
Marshall Adkison	Aye
Daniel Blanchard	Aye
Ian Brown	Aye
Alexander Moldovan	Aye
Jason Porter	Aye

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

Sincerely,

Kristen D. Reed

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Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – January 15, 2021

Ordinance/Application No.: 2020-748 / L-5500-20C

Property Location: 1859 Kings Road; between Spires Avenue and Martel Street

Real Estate Number(s): 052486-0110

Property Acreage: 3.23 Acres

Planning District: District 1, Urban Core

City Council District: District 9

Applicant: Mark Pappas

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

Development Area: Urban Priority

Proposed Land Use: Public Buildings and Facilities (PBF)

Current Zoning: Commercial Residential Office (CRO)

Proposed Zoning: Public Buildings and Facilities-3 (PBF-3))

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

The property is an existing athletic field owned by Edward Waters College. The property will remain an athletic field, but with new bleachers, field and walking track under construction. The school would like to place signage at the entry of the bleachers (south side) to honor the former Edward Waters College President and former Sheriff Nathaniel Glover. The sign would be larger than the allowable sign for CRO Zoning. The school believes the correct zoning is PBF-3 based on similar properties.

BACKGROUND

The applicant proposes a future land use map amendment from Residential Professional Institutional (RPI) to Public Buildings and Facilities (PBF) and a rezoning from Commercial Residential Office (CRO) to Public Buildings and Facilities-3 (PBF-3) to allow for a sign with the continued use as an athletic field that is part of Edward Waters College. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2020-749.

As stated previously, the property will continue the existing use as an athletic field for Edward Waters College. The land use and zoning changes would allow for the placement of signage at the entry to the field.

The site is surrounded by property that is part of the Edwards Waters College campus and single family homes with some neighborhood shopping areas.

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

North: Land Use: LDR
Zoning: PBF-2, RLD-60
Property Use: Edward Waters College campus building, single family residential homes

South: Land Use: RPI, MDR
Zoning: CRO, RMD-D
Property Use: Edward Waters College campus building, housing community for the elderly

East: Land Use: RPI, MDR
Zoning: CRO, RMD-D
Property Use: Edward Waters College campus property, single family residential homes, vacant undeveloped lots

West: Land Use: LDR, CGC
Zoning: RLD-60, CCG-1
Property Use: single family residential homes, Neighborhood shopping areas

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.

Impact Assessment Baseline Review

Development Analysis		
Development Boundary	Urban Priority Area	
Roadway Frontage Classification / State Road	Kings Road – Principal Arterial Roadway; Ella Street, Martel Street and Spires Avenue – Local Roadways	
Plans and/or Studies	Urban Core Vision Plan	
Site Utilization	Current: Edward Waters College Athletic Field	Proposed: Edward Waters College Athletic Field with signage at the entry to the field
Land Use / Zoning	Current: RPI / CRO	Proposed: PBF / PBF-3
Development Standards for Impact Assessment	Current: Scenario 1: 0.50 FAR Scenario 2: 90% Residential at 30 units/acre and 10% Non-Residential at 0.50 FAR	Proposed: 0.30 FAR
Development Potential	Current: Scenario 1: 70,349 sq. ft. Scenario 2: 87 DUs and 7,034.9 sq. ft. of nonresidential uses	Proposed: 42,209 sq. ft.
Net Increase or Decrease in Maximum Density	Scenario 1: Not Applicable Scenario 2: Decrease of 87 DUs	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Decrease of 28,140 sq. ft. Scenario 2: Increase of 35,174.1 sq. ft.	
Population Potential	Current: Scenario 1: Not Applicable Scenario 2: 204 people	Proposed: Not Applicable
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	500-foot Height Restriction Zone for Herlong Recreational Airport	

Development Analysis	
Industrial Preservation Area	No
Cultural Resources	No
Archaeological Sensitivity	Low Sensitivity
Historic District	No
Coastal High Hazard/Adaptation Action Area	No
Groundwater Aquifer Recharge Area	No - Discharge
Wellhead Protection Zone	No
Boat Facility Siting Zone	No
Brownfield	No- Brownfields Study Area
Public Facilities	
Potential Roadway Impact	Scenario 1: 269 net new daily trips Scenario 2: 248 net new daily trips
Potential Public School Impact	Not applicable
Water Provider	JEA
Potential Water Impact	Scenario 1: Decrease of 1,974.4 gallons per day Scenario 2: Decrease of 17,977 gallons per day
Sewer Provider	JEA
Potential Sewer Impact	Scenario 1: Decrease of 1,481.1 gallons per day Scenario 2: Decrease of 13,482 gallons per day
Potential Solid Waste Impact	Scenario 1: Decrease of 45.024 tons per year Scenario 2: Decrease of 271.22 tons per year
Drainage Basin/Sub-basin	Trout River / Moncrief Creek
Recreation and Parks	Grunthal Park
Mass Transit Access	Routes 4 and 22
Natural Features	
Elevations	21-24 feet
Land Cover	1700: Institutional
Soils	38: Mascotte fine sand, 0 to 2 percent slopes; 69: Urban Land; 73: Urban land-Mascotte-Sapelo complex
Flood Zones	No
Wetlands	No
Wildlife (applicable to sites greater than 50 acres)	Not Applicable

Utility Capacity

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been established 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 shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition).

According to the application, the site will utilize JEA water and sewer services. A JEA Availability letter dated January 5, 2021 was submitted identifying existing connection points for both water and sewer for the project.

Future Land Use Element

Policy 1.2.9 Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.

Transportation

The Planning and Development Department completed a transportation analysis and determined that the proposed amendment for Public Buildings and Facilities (PBF) has the development potential to result in an increase of 269 net new daily external trips under scenario 1 or 248 net new daily external trips under scenario 2. This analysis is based upon the comparison of what potentially could be built on that site versus the maximum development potential. Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office. A copy of the transportation analysis is on file with the Planning and Development Department.

Transportation Element

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.

Capital Improvements Element

Policy 1.6.1 Upon adoption of the Mobility Plan implementing ordinance, the City shall cease transportation concurrency and use a quantitative formula for purposes of assessing a landowner's mobility fee for transportation impacts generated from a proposed development, where the landowner's mobility fee shall equal the cost per vehicle miles traveled (A); multiplied by the average vehicle miles traveled per Development Area (B); multiplied by the daily trips (C); subtracted by any trip reduction adjustments assessed to the development.

Supplemental Transportation Information

Objective 2.4 of the Transportation Element (TE) of the 2030 Comprehensive Plan requires that 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 of the TE of the 2030 Comprehensive Plan requires that 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.

These two Comprehensive Plan policies ensure that the transportation impact related to land use amendments are captured in the Long Range Transportation Plan (LRTP) that is conducted every 5 years. This analysis includes the cumulative effect of all land use amendments that were approved within this time period. This plan identifies the future transportation needs and is used to create cost feasible roadway needs that can be funded by the City's Mobility Strategy Plan.

Mobility needs vary throughout the city and in order to quantify these needs, the city was divided into 10 Mobility Zones. The Mobility Strategy Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 9.

The subject site is accessible via Spires Avenue, a 2-lane unclassified facility and is located north of Kings Road. Kings Road is a 4-lane undivided principal arterial facility. The proposed development will have external traffic impacts on the roadway network. The Transportation Planning Division recommends ongoing coordinating efforts with COJ Traffic Engineering Division to ensure that a traffic operational analysis is provided to address the specific external impacts as a result of this land use amendment.

Airport Environment Zone

The site is located within the 500 foot Height and Hazard Zone for the Herlong Recreational Airport. Zoning will limit development to a maximum height of less than 500 feet, unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d).

Future Land Use Element

Objective 2.5 Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities.

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low sensitivity for the presence of archaeological resources. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

Historic Preservation Element

Policy 1.2.6 The Planning and Development Department shall maintain and update for planning and permitting purposes, a U.S.G.S. series of topographic maps upon which recorded archaeological sites are shown.

Brownfields

The subject site is located within the Brownfield Pilot Study Area by Resolution 2000-125-A as defined in F.S. 376.79(4). The property may or may not have contamination. There is no record of a Phase I or Phase II environmental testing on the property.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on January 5, 2021, the required notices of public hearing signs were posted. Seventy-nine (79) 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 January 4, 2021. There was one member of the public in attendance trying to better understand the proposal and they were satisfied with the description given from the applicant.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Goal 1 To ensure that the character and location of land uses optimize the combined potentials for economic benefit and enjoyment and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.

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 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 1.1.21** 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.
- Policy 1.2.9** Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.
- 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.

According to the Category Description of the Future Land Use Element (FLUE), the RPI Future Land Use category is intended to accommodate medium to high density residential, professional office and institutional uses. Principal uses include but are not limited to multi-family dwellings, office, institutional, financial institutions, and restaurants.

The proposed land use category, Pubic Buildings and Facilities (PBF), is a category which is intended to accommodate major public use or community service activities. Principal uses include but are not limited to public buildings and grounds, schools, public/private institutions, churches and places of worship, and nursing homes.

The proposed amendment to the PBF land use category promotes a compact and compatible combination of residential and institutional uses, allows for the enhancement of an existing institutional parcel that is located within the Urban Priority Development Area and has access to urban services. The proposed amendment discourages sprawl and encourages development in areas with existing access to public utilities and infrastructure. Therefore, the proposed amendment is consistent with FLUE Goal 1, Goal 3, and Policies 1.1.22 and 1.2.9.

The property would continue the current use as an athletic field for Edward Waters College. The PBF land use category is an appropriate land use designation for the current institutional use. This change would have minimal impact on the overall provision of designated lands for residential use. Additionally, characteristics of the surrounding area demonstrate the amendment to PBF on the subject parcel would continue to provide for a balance of uses fostering the surrounding community. Therefore, the amendment is consistent with FLUE Policies 1.1.5 and 1.1.21.

Vision Plan

The site is located within the boundaries of the Urban Core Vision Plan. Guiding Principle Four encourages economic growth throughout the district, describing the preservation and enhancement of existing economic assets as an action item. The Edward Waters College campus is an established asset in this area. The proposed PBF land use for the subject property is appropriate for an institutional/school use, and the intention to enhance the athletic field with signage at the entry for the college contributes to economic growth as encouraged under Guiding Principle Four.

Strategic Regional Policy Plan

The proposed amendment is consistent with the following Policy of the Strategic Regional Policy Plan, Economic Development Element:

Goal 2.3 An environment that is conducive to the creation and relocation of new businesses as well as the expansion of existing businesses in the northeast Florida region.

The proposed land use amendment promotes the continued use of an established economic asset in the surrounding community thereby providing an opportunity to further local economic growth. Therefore, the proposed amendment is consistent with Goal 2.3 of the Strategic Regional Policy Plan, Economic Development Element.

LAND USE AMENDMENT
FIELD / LOCATION / CURRENT LAND USE MAP

