

# City of Jacksonville, Florida

*Lenny Curry, Mayor*

City Hall at St. James  
117 W. Duval St.  
Jacksonville, FL 32202  
(904) 630-CITY  
www.coj.net

February 3, 2022

The Honorable Samuel Newby, President  
The Honorable Rory Diamond, LUZ Chair  
And Members of the City Council  
117 West Duval Street  
Jacksonville, Florida 32202

**RE: Planning Commission Advisory Report / Ordinance No. 2022-005/Application No. L-5618-21C**

Dear Honorable Council President Newby, Honorable Council Member and LUZ Chairman Diamond 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 2022-005 on February 3, 2022.

P&DD Recommendation

APPROVE

PC Issues:

One of the Planning Commissioners noted that the site may be contaminated and that the proposed use of the site for bus storage and maintenance would be a reasonable reuse of the property.

**PC Vote:**

**6-0 APPROVE**

David Hacker, Chair	Aye
Alexander Moldovan, Vice-Chair	Aye
Ian Brown, Secretary	Aye
Marshall Adkison	Absent
Daniel Blanchard	Aye
Joshua Garrison	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*

Kristen D. Reed, AICP  
Chief of Community Planning Division  
City of Jacksonville - Planning and Development Department  
214 North Hogan Street, Suite 300  
Jacksonville, FL 32202  
(904) 255-7837  
[KReed@coj.net](mailto:KReed@coj.net)

**Report of the Jacksonville Planning and Development Department**

**Small-Scale Future Land Use Map Amendment – January 28, 2022**

**Ordinance/Application No.:** 2022-005 / L-5618-21C

**Property Location:** 6561 Firestone Road

**Real Estate Number(s):** Portion of 015832-0000

**Property Acreage:** 8.04 acres

**Planning District:** District 4, Southwest

**City Council District:** District 10

**Applicant:** Paul M. Harden, Esquire

**Current Land Use:** Neighborhood Commercial (NC) - 7.15 acres and Medium Density Residential (MDR) – 0.89 of an acre

**Proposed Land Use:** Community/General Commercial (CGC)

**Current Zoning:** Commercial Office (CO) – 7.15 acres and Residential Medium Density-A (RMD-A) – 0.89 of an acre

**Proposed Zoning:** Planned Unit Development (PUD)

**Development Boundary:** Suburban Development Area

**RECOMMENDATION:** **APPROVE**

**APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT**

To allow for commercial uses as described in the companion PUD.

**BACKGROUND**

The 8.04 acre subject site is located at the northeast quadrant of the intersection of Morse Avenue and Firestone Road. Both are collector roadways. The subject site is also adjacent to the west side of Interstate-295 (I-295) Expressway. The applicant is proposing a Future Land Use Map (FLUM) amendment from Neighborhood Commercial (NC) and Medium Density Residential (MDR) to Community/General Commercial (CGC) to allow for permitted uses as described in the companion Planned Unit Development (PUD) including bus storage with maintenance and repair services. The applicant is also proposing a companion rezoning from Commercial Office (CO) and Residential Medium

Density-A (RMD-A) to PUD which is pending concurrently with this amendment, pursuant to Ordinance 2022-006.

The subject site is currently a vacant portion of church property surrounded with a mix of uses.

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

North: Land Use: MDR  
Zoning: RMD-A  
Property Use: Church

South: Land Use: NC  
Zoning: CO  
Property Use: Morse Avenue, wetlands, single-family dwellings, JEA power station and vacant undeveloped land

East: Land Use: Low Density Residential (LDR)  
Zoning: PUD  
Property Use: I-295, Expressway, wetlands, and single-family subdivision

West: Land Use: LDR, Business Park (BP) and NC  
Zoning: PUD, CO, and Rural Residential-Acre (RR-Acre)  
Property Use: Single-family dwellings, vacant undeveloped land, church, open storage, and retail store

## **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 - Application Number L-5618-21C**

<b>Development Analysis NC (7.15 acres) &amp; MDR (0.89 of an acre) to CGC 8.04 acres</b>		
Development Boundary	Suburban Development Area	
Roadway Frontage Classification / State Road	Firestone Road – Collector Road Morse Avenue – Collector Road	
Plans and/or Studies	Southwest Jacksonville Vision Plan	
Site Utilization	Current: Church vacant undeveloped land	Proposed: Commercial
Land Use / Zoning	Current: NC & MDR / CO & MDR	Proposed: CGC / PUD
Development Standards for Impact Assessment	Current: Scenario 1: 0.45 FAR for NC and 15 Multi-family DUs/acre for MDR Scenario 2: 10% non-residential at 0.45 FAR and 90% residential at 15 multi-family DUs per acre for NC and 15 multi-family / acre for MDR	Proposed: Scenario 1: 0.35 FAR for CGC Scenario 2: 20% non-residential at 0.35 FAR and 80% residential at 15 Multi-family DUs per acre for CGC
Development Potential	Current: Scenario 1: 140,154 sq. ft. commercial space and 13 multi-family DUs Scenario 2: 14,015 sq. ft. commercial space and 109 multi-family DUs	Proposed: Scenario 1: 122,578 sq. ft. commercial space Scenario 2: 24,516 sq. ft. commercial space and 96 Multi-family DUs
Net Increase or Decrease in Maximum Density	Scenario 1: Decrease of 13 Multi-family DUs Scenario 2: Decrease of 13 Multi-family DUs	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Decrease of 17,576 sq. ft. of commercial space Scenario 2: Increase of 10,501 sq. ft. of commercial space	
Population Potential	Current: Scenario 1: 30 people Scenario 2: 256 people	Proposed: Scenario 1: 0 people Scenario 2: 225 people
<b>Special Designation Areas</b>		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	300' Height Restriction Zone for Naval Air Station Jacksonville	
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	0 to 4" Recharge area	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	

<b>Development Analysis NC (7.15 acres) &amp; MDR (0.89 of an acre) to CGC 8.04 acres</b>	
<b>Public Facilities</b>	
Potential Roadway Impact	Scenario 1: No new net daily trips Scenario 2: Increase of 658 new net daily trips
Potential Public School Impact	Scenario 1: Not applicable Scenario 2: Increase of 23 students
Water Provider	JEA
Potential Water Impact	Scenario 1: Decrease of 3,934 gpd Scenario 2: Decrease of 2,530 gpd
Sewer Provider	JEA
Potential Sewer Impact	Scenario 1: Decrease of 2,950 gpd Scenario 2: Decrease of 1,897 gpd
Potential Solid Waste Impact	Scenario 1: Decrease of 53.92 tons per year Scenario 2: Decrease of 61.92 tons per year
Drainage Basin/Sub-basin	Ortega River Basin and Fishing Creek Sub-basin
Recreation and Parks	Wheat Road Park
Mass Transit Access	No bus service at this location
<b>Natural Features</b>	
Elevations	36 to 43 feet above mean sea level
Land Cover	(1700) Institutional
Soils	55% (32) Leon fine sand 45% (14) Bologne fine sand
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).

A JEA availability letter, dated November 17, 2021 is included in the companion rezoning application. The letter indicates that a 6 inch water main and a 16 inch sewer force main is located within the Firestone Road right-of-way.

### **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, which is on file with the Department, and determined that the proposed amendment from Neighborhood Commercial (NC) which has an existing development potential of 90% residential and 10% commercial under scenario 2 and Medium Density Residential (MDR) to Community/General Commercial (CGC) has an existing development potential as 100% commercial under scenario 1 or 20% commercial and 80% residential uses under scenario 2. If the land use is amended to CGC could result in no net new daily trips under scenario 1 or 658 net new daily trips under this scenario 2. Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office.

### 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 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. 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 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 in Mobility Zone 6.

The subject site is accessible via Firestone Road and Morse Avenue, both collector facilities. The proposed development is generating significant daily trips and the Transportation Planning Division recommends ongoing coordinating efforts with the Traffic Engineer to ensure that a traffic operational analysis is provided to address the specific external impacts as a result of this land use amendment as well as access improvements.

**Transportation Planning Division RECOMMENDS the following:**

The difference in daily trips for the proposed land use amendment is an increase of 658 or 0 net new daily trips (depending on the scenario) when compared to the existing land use. The Planning Division recommends ongoing coordinating efforts with the City of Jacksonville Traffic Engineer to determine if a traffic operational analysis is needed to address the specific external impacts as a result of this land use amendment.

**Table A  
Daily Trip Generation Estimation Scenarios**

Proposed Land Use- Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
NC	814	140,154 SF	T = 63.66 (X) / 1000	8,922	3,033	5,889
MDR	220	13 MF DUs	T = 6.74 (X)	88	0	88
<b>Total Trips for Existing Land Use- Scenario 1</b>						<b>5,977</b>
Proposed Land Use- Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
NC	814	14,015 SF	T = 63.66 (X) / 1000	892	303	589
MDR	220	109 MF DUs	T = 6.74 (X)	735	0	735
<b>Total Trips for Existing Land Use- Scenario 2</b>						<b>1,324</b>
Proposed Land Use-Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
CGC	821	122,578 SF	T = 67.52 (X) / 1000	8,276	3,310	4,966
<b>Total Trips for Proposed Land Use- Scenario 1</b>						<b>4,966</b>
Proposed Land Use-Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
CGC- N	822	24,516 SF	T = 54.45 (X) / 1000	1,335	0	1,335
CGC- R	220	96 MF DUs	T = 6.74 (X)	647	0	647
<b>Total Trips for Proposed Land Use- Scenario 2</b>						<b>1,982</b>
<b>Scenario 1 Net New Daily Trips</b>						<b>0</b>
<b>Scenario 2 Net New Daily Trips</b>						<b>658</b>

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



## **School Capacity**

The 8.04 acre proposed land use map amendment has a development potential of 96 dwelling units under scenario 2. The proposed development was analyzed in accordance with the adopted level of service standards (LOS) for school capacity as established in the Interlocal Agreement (ILA) and the Public Schools and Facilities Element. The ILA was entered into in coordination with the Duval County Public School System (DCPS) and the other municipalities within Duval County.

School concurrency LOS is the methodology used to analyze and to determine whether there is adequate school capacity for each school type (elementary, middle, and high school) to accommodate a proposed development. The LOS (105% of permanent capacity) is based on Concurrency Service Areas (CSAs), not the closest school in the area for elementary, middle and high schools, as well as on other standards set forth in the City of Jacksonville School Concurrency Ordinance.

In evaluating the proposed residential development for school concurrency, the following results were documented:

- **Elementary School**
  - Concurrency Service Area (CSA) 8
  - 2021/2022 enrollment: 5,659
  - Current utilization: 78%
  - New student development from amendment: 12
  - 5-year utilization: 85%
  - Available seats in CSA 8: 2,320
  - Available seats in adjacent CSA(s): 1 and 2 is 10,485
  
- **Middle School**
  - CSA 7
  - 2021/2022 enrollment: 1,109
  - Current utilization: 67%
  - New student development from amendment: 4
  - 5-year utilization: 68%
  - Available seats in CSA 7: 687
  - Available seats in adjacent CSA(s): 1 and 2 is 870
  
- **High School**
  - CSA 8
  - 2021/2022 enrollment: 2,633
  - Current utilization: 87%
  - New student development from amendment: 7
  - 5-year utilization: 64%
  - Available seats in CSA 8: 353
  - Available seats in adjacent CSA(s): 1 and 2 is 2,118

The analysis of the proposed residential development does not reveal any deficiency for school capacity within the CSA.

#### Public School Facilities Element

Policy 2.3.2 The City will coordinate with DCPS to establish plan review procedures to manage the timing of Future Land Use Map amendments and other land use decisions so that these decisions coordinate with adequate school capacity.

Policy 2.3.3 The City will take into consideration the DCPS comments and findings on the availability of adequate school capacity in the evaluation of comprehensive plan amendments, and other land use decisions as provided in Section 163.3177(6)(a), F.S. and development of regional impacts as provided in 1380.06, F.S

Objective 3.2 Adopted Level of Service (LOS) Standards  
Through the implementation of its concurrency management systems and in coordination with the DCPS, the City shall ensure that the capacity of schools is sufficient to support new residential developments at the adopted level of service (LOS) standards within the period covered in the five-year schedule of capital improvements and the long range planning period. These standards shall be consistent with the Interlocal Agreement agreed upon by the DCPS, the City and the other municipalities. Minor deviations to the LOS standards may occur, so long as they are limited, temporary and with scheduled capacity improvements, school capacity is maximized to the greatest extent feasible.

Policy 3.1.1 The LOS standards set forth herein shall be applied consistently for the purpose of implementing school concurrency, including determining whether sufficient school capacity exists to accommodate a particular development application, and determining the financial feasibility of DCPS Five-Year Capital Facilities Plan and the City's Capital Improvement Plan.

#### Supplemental School Information:

The following additional information regarding the capacity of the assigned neighborhood schools was provided by the Duval County School Board. This is not based on criteria utilized by the City of Jacksonville School Concurrency Ordinance. Note that the percentage occupied may not appear correct due to ESE space requirements.

- Sadie Tillis Elementary School #116
  - CSA 2
  - Amendment student generation: 12
  - School Capacity including permanent spaces and portables: 493
  - Current enrollment 20 day county for 2020/2021: 438

- Percent Occupied: 89%
- 4-year projection: 93%
- Charger Academy Middle School #216
  - CSA 2
  - Amendment student generation: 4
  - School Capacity including permanent spaces and portables: 1,438
  - Current enrollment 20 day county for 2020/2021: 921
  - Percent Occupied: 64%
  - 4-year projection: 65%
- Westside High School #241
  - CSA 2
  - Amendment student generation: 7
  - School Capacity including permanent spaces and portables: 1,029
  - Current enrollment 20 day county for 2020/2021: 604
  - Percent Occupied: 59%
  - 4-year projection: 58%

**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.

**Airport Environment Zone**

The site is located within the 300 foot Height and Hazard Zone for the Naval Air Station Jacksonville (NAS Jax). Zoning will limit development to a maximum height of less than 300 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.

## **Aquifer Recharge**

The site is located within an area identified as being in the 0 to 4 inch per year aquifer recharge area. This range is below the threshold of 12 inches or more per year which would constitute a prime recharge area as defined in the Infrastructure Element – Aquifer Recharge Sub-Element (IE-AR). Prime aquifer recharge areas are the primary focus of groundwater resource protections. However, development resulting from the proposed land use amendment will be reviewed during the site plan review and permitting process for compliance with the land development regulations that have been established to protect groundwater resources. Such regulations address issues such as drainage systems, septic systems, and landscape/irrigation regulations.

### **Infrastructure Element-Aquifer Recharge (IE-AR)**

Policy 1.2.8 Within two years of establishment by the SJRWMD and the Water Resources Management Plan of prime recharge areas for the Floridian Aquifer, the Planning and Development Department shall prepare maps of such designated areas showing the special zoning and land use consideration the City has established for such areas as designated by the latest update of the Floridian Aquifer Recharge GIS grid coverage.

## **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on January 14, 2022, the required notices of public hearing signs were posted. Seventeen (17) 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 18, 2022. No members of the public attended to speak on the proposed amendment.

## **CONSISTENCY EVALUATION**

### **Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies**

#### **Future Land Use Element (FLUE)**

##### *Development Area*

*Suburban Area (SA):* The SA is the third tier Development Area and generally corresponds with the urbanizing portions of the City in areas that have usually been developed after consolidation. Development should generally continue at low densities with medium density development at major corridor intersections and transit stations. Development at these locations should promote a compact and interconnected land development form and is therefore encouraged to employ urban development characteristics as further described in each land use plan category.

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 1.1.11 Encourage that new non-residential projects be developed in designated nodal and corridor development areas as provided in the Plan Category Descriptions of the Operative Provisions, in appropriate commercial infill locations, or as a Transit Oriented Development (TOD), as described in this element.

Policy 1.1.12 Promote the use of Planned Unit Developments (PUDs), cluster developments, and other innovative site planning and smart growth techniques in all commercial, industrial and residential plan categories, in order to allow for appropriate combinations of complementary land uses, and innovation in site planning and design, subject to the standards of this element and all applicable local, regional, State and federal regulations.

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.

**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 3.2.1** The City shall promote development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.

**Objective 6.3** The City shall accommodate growth in Jacksonville by encouraging and facilitating new infill 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.

#### Recreation and Open Space Element (ROSE)

**Policy 2.2.1** The City shall require that all new non-residential land uses, except in the Central Business District, provide a minimum of 10% of the property in open space.

#### 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 Future Land Use Element (FLUE), Medium Density Residential (MDR) in the Suburban Area is intended to provide compact low to medium density mixed use development. Plan amendment requests for new MDR designations 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. Multi-family and single-family dwellings are the predominant development typology in this category. The maximum gross density in the Suburban Area shall be 20 units per acre, and the minimum gross density shall generally be greater than seven (7) units per acre.

Neighborhood Commercial (NC) in the Suburban Area is preferred in locations which are supplied with full urban services; which abut a roadway classified as a collector or higher on the Functional Highway Classification Map; and which are compatible with adjacent residential neighborhoods. These uses shall generally be located within walking distance of residential neighborhoods in order to reduce the number of Vehicles Miles Traveled. All uses should be designed in a manner which emphasizes the use of transit, bicycle, and pedestrian mobility, ease of access between neighboring uses, and compatibility with adjacent residential neighborhoods. Multi-family integrated with a permitted use is permitted at up to 20 dwelling units per acre.

Community/General Commercial (CGC) is a category intended to provide for a wide variety of retail goods and services which serve large areas of the City and a diverse set of neighborhoods. Uses should generally be developed in nodal and corridor development patterns. Nodes are generally located at major roadway intersections and corridor development should provide continuity between the nodes and serve adjacent neighborhoods in order to reduce the number of Vehicle Miles Traveled. CGC also allows for multi-family residential at densities up to 20 units per acre in the Suburban Development Area, subject to the provision that residential uses shall not be the sole use and shall not exceed 80 percent of a development.

Given the land development pattern in the area, the proposed amendment from NC and MDR to CGC adds to the commercial land use pattern at the intersection of the two collector roads. The Comprehensive Plan encourages non-residential development to be located along corridors and particularly at commercial nodes. Commercial development supports residential development in nearby neighborhoods and in the Southwest Planning District. Therefore, the amendment application is compatible with the existing commercial land uses in the immediate area. This proposed pattern of development is

encouraged by FLUE Goal 3, Objectives 3.2 and Objective 6.3 and Policies 1.1.5, 1.1.11, 1.1.22 and 3.2.1

This site is an appropriate location for commercial use since the location is at a node intersection of two collector roads and abuts Interstate 295. The amendment site achieves a well-balanced combination of commercial uses served by a convenient and efficient transportation network, which will continue to offer a full range of employment, shopping, and opportunities to support the nearby residential neighborhoods. Therefore, the amendment is consistent with FLUE Policy 1.1.21, Goal 3, and Objective 3.2

Consistent with FLUE Policy 1.2.9, the subject site will be served by city water and sewer services. According to the JEA letter dated November 17, 2021, a 6 inch water main and a 16 inch sewer force main is located within the Firestone Road right-of-way.

The companion rezoning application is a Planned Unit Development allowing for site planning which should ensure that nearby neighborhoods are protected from potential negative impacts with a scale transition of the proposed structures on the site in order to be consistent with Policy 1.1.12 of the FLUE.

Additionally, any multi-family development on the site will be required to be consistent with ROSE Policy 2.2.1, as applicable, concerning the provision of recreation and open space.

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.

### **Southwest Jacksonville Vision Plan**

The subject site is located within the boundaries of the Southwest Jacksonville Vision Plan. The Vision Plan does not address the specific area of the amendment site. However, the Plan recommends "Implementation Options" for strip commercial development within the vision plan area. "Option 4" recommends creating more activity at intersections by adding points of concentrating activity. In this case a proposed increase of activity is at the node intersection of two collector roads.

In addition, the proposed land use amendment would allow for infill on an underutilized property with full urban services available to the subject property.

### **Strategic Regional Policy Plan**

The proposed amendment is consistent with the following Policy of the Northeast Florida Regional Council (NEFRC) Strategic Regional Policy Plan (March, 2021), Regional Transportation Element Goal, Objective, and portions of Policy 4:



**Goal** Create efficient connectivity within the Region, and with state, national, and global economies. Include centers of population and jobs that are well-connected, limit commute times for most residents and provide opportunities for all residents of the region to work if they choose.

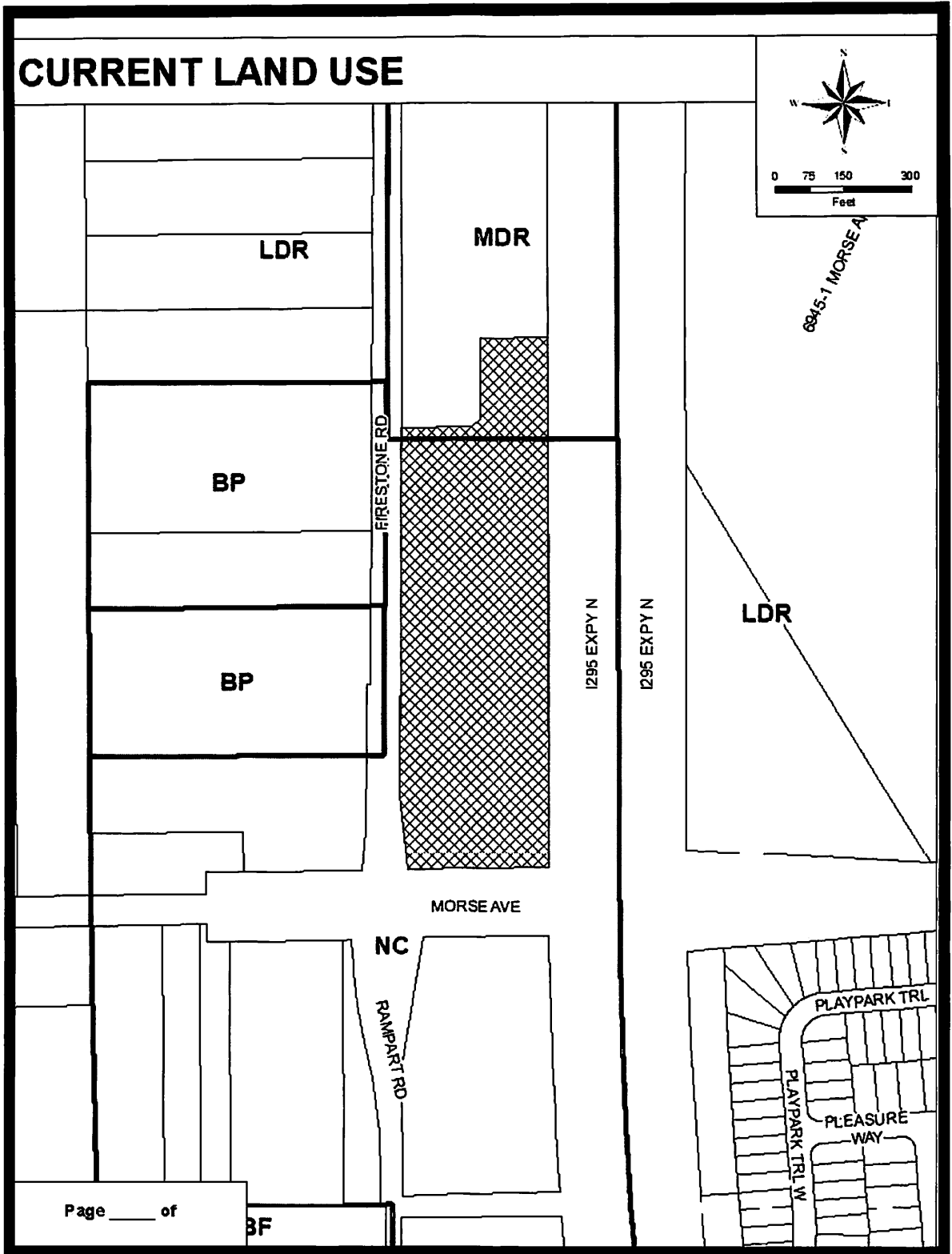
**Objective** Integrated Planning: The link between land use, resources and mobility.

**Policy 4** The Region supports strategies identified by the Regional Community Institute as they worked on First Coast Vision, including:

- Local governments as they identify areas appropriate for mixed-use development.
- Incentives for dense and/or mixed use development.
- Maintenance of a diversity of land use in the region.
- Infill and redevelopment.

The proposed land use amendment to CGC promotes an environment that is conducive to the potential creation of a mixed use development as well as providing infill and redevelopment economic growth. Therefore, the proposed amendment is consistent with Transportation Element Goal, Objective and Policy 4 of the Strategic Regional Policy Plan.

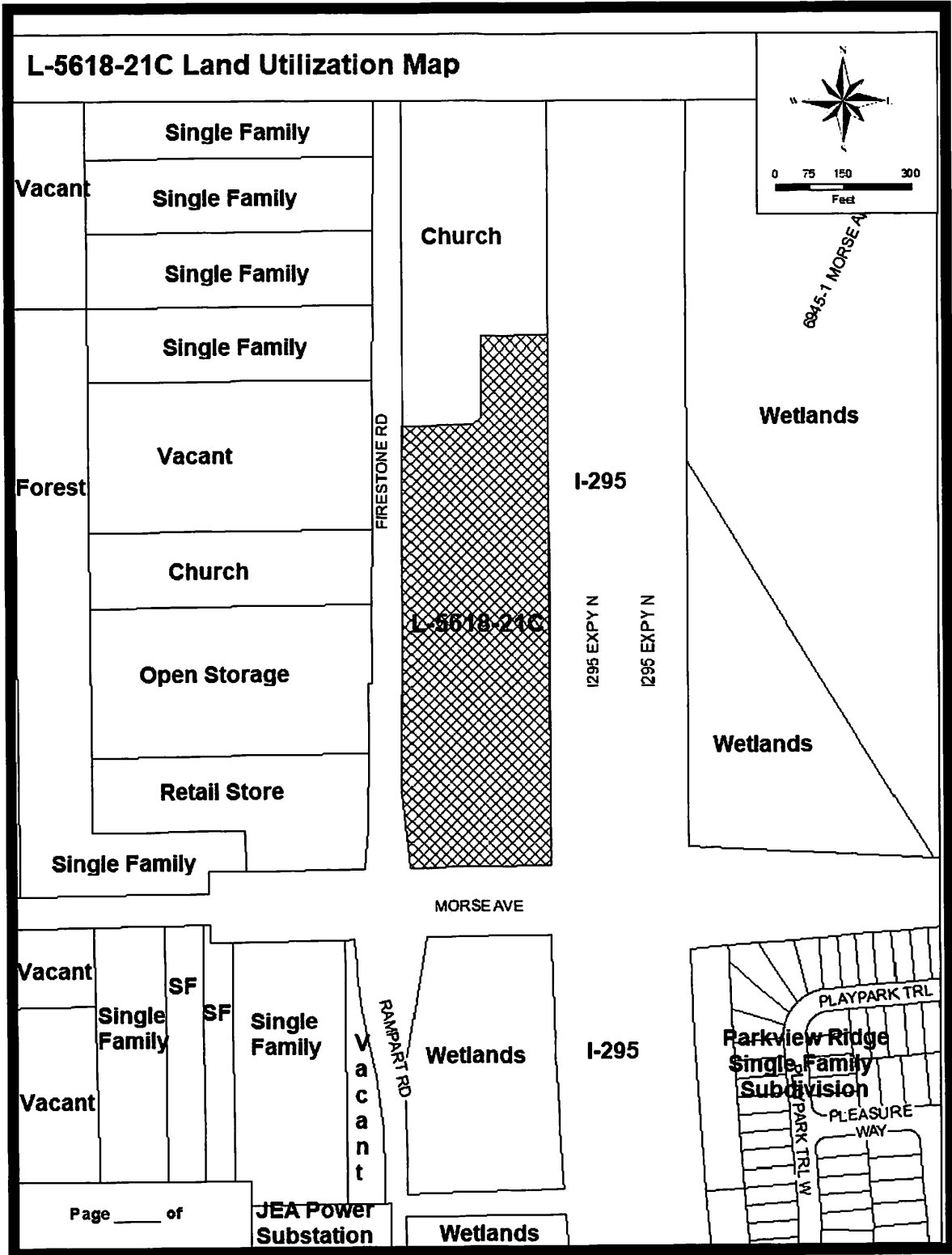
# LAND USE AMENDMENT MAP



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# LAND UTILIZATION MAP



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