

# City of Jacksonville, Florida

*Lenny Curry, Mayor*

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May 19, 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. 2022-305/Application No. L-5690-22C**

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 2022-305 on May 19, 2022.

P&DD Recommendation	APPROVE
PC Issues:	None
<b>PC Vote:</b>	<b>7-0 APPROVE</b>

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

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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 – May 13, 2022**

**Ordinance/Application No.:** 2022-305 / L-5690-22C

**Property Location:** 0 Thurston Road between Wilson Boulevard and Thurston Road

**Real Estate Number(s):** 012211 0000, a portion of

**Development Area:** Urban Area

**Property Acreage:** 0.95 of an acre

**Planning District:** District 4, Southwest

**City Council District:** District 10

**Applicant:** Wyman Duggan, Esquire

**Current Land Use:** Low Density Residential (LDR)

**Proposed Land Use:** Medium Density Residential (MDR)

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

**Proposed Zoning:** Residential Medium Density-A (RMD-A)

***RECOMMENDATION: APPROVE***

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

To permit the development of residential duplexes.

**BACKGROUND**

The subject 0.95 of an acre site is located at 0 Thurston Road at the southwest corner of Thurston Road and Kohn Road, both local roadways. The site is in the northwest quadrant of the intersection of Wilson Boulevard and Lane Avenue, both minor arterial roadways. The applicant is proposing an amendment to the Future Land Use Map series (FLUMs) from Low Density Residential (LDR) to Medium Density Residential (MDR), with a companion rezoning application from Residential Low Density-60 (RLD-60) to Residential Medium Density-A (RMD-A). The applicant seeks to develop the site with multi-family residential duplexes.

The MDR land use category abuts the site on the western boundary. The proposed amendment would extend the MDR land use designation to include the subject site. North of the site across Thurston Road are duplex and tri-plex multi-family residential homes in the MDR land use category. East of the site across Kohn Road are single-family residential homes fronting Kohn Road in the LDR land use category with a shopping center further east in the CGC land use category that extends and fronts Wilson Boulevard and Lane Avenue. South of the site are single-family residential homes in the LDR and MDR land use categories with a community center and a middle school further south across Wilson Boulevard. West of the site is undeveloped land, single and multi-family residential and a church in the MDR land use category.

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

North: Land Use: MDR  
 Zoning: RMD-A, PUD  
 Property Use: duplex and tri-plex multi-family residential

South: Land Use: LDR, MDR, PBF  
 Zoning: RLD-60, RMD-A, PBF-1  
 Property Use: Single-family residential, community center and middle school (across Wilson Boulevard)

East: Land Use: LDR, CGC  
 Zoning: RLD-60, CCG-1  
 Property Use: Single-family residential and shopping center

West: Land Use: MDR  
 Zoning: RMD-A, RMD-D  
 Property Use: undeveloped land, single-family residential, church, multi-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.

<b>Development Analysis 0.95 of an acre</b>	
Development Boundary	Urban Area
Roadway Frontage Classification / State Road	Thurston Road – unclassified roadway; Kohn Road –unclassified roadway

<b>Development Analysis 0.95 of an acre</b>		
Plans and/or Studies	Southwest Jacksonville Vision Plan	
Site Utilization	Current: Undeveloped	Proposed: Multi-family residential
Land Use / Zoning	Current: LDR	Proposed: MDR
Development Standards for Impact Assessment	Current: 5 units/acre	Proposed: 15 units/acre
Development Potential	Current: 4 units	Proposed: 14 units
Net Increase or Decrease in Maximum Density	Increase of 10 dwelling units	
Net Increase or Decrease in Potential Floor Area	Not Applicable	
Population Potential	Current: 10 people	Proposed: 32 people
<b>Special Designation Areas</b>		
Aquatic Preserve	NO	
Septic Tank Failure Area	NO	
Airport Environment Zone	150 foot Height Restriction Zone for Herlong Airport and 500 foot Height Restriction Zone for NAS Jacksonville	
Industrial Preservation Area	NO	
Cultural Resources	NO	
Archaeological Sensitivity	Mostly Low and Some High Sensitivity	
Historic District	NO	
Coastal High Hazard Area/ AAA	NO	
Groundwater Aquifer Recharge Area	0-4 inches	
Wellhead Protection Zone	NO	
Boat Facility Siting Zone	NO	
Brownfield	NO	
<b>Public Facilities</b>		
Potential Roadway Impact	56 net new daily trips	
Potential Public School Impact	De Minimis Impact	
Water Provider	JEA	
Potential Water Impact	Increase of 2,226 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 1,669.5 gallons per day	
Potential Solid Waste Impact	Increase of 26 tons per year	
Drainage Basin/Sub-basin	Ortega River / Williamson Creek	
Recreation and Parks	Mary Lena Gibbs Community Center	
Mass Transit Access	Route 16	

<b>Development Analysis 0.95 of an acre</b>	
<b>Natural Features</b>	
Elevations	45-49 feet
Land Cover	4340: Upland mixed coniferous/hardwood
Soils	32: Leon fine sand, 0 to 2 percent slopes; 58: Pottsburg fine sand, high, 0 to 3 percent slopes
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 has been established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely to prepare 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 letter of service availability has been provided and is on file with the Planning and Development Department.

The applicant intends to use JEA water and sewer for the site development. The JEA Availability Letter, dated May 11, 2020, identifies an existing potable water main within the Thurston Road and Kohn Road right-of-way and an existing gravity sewer main in the Thurston Road right-of-way.

**Transportation**

The subject site is 0.95 of an acre and is accessible from Thurston Road and Kohn Road, both unclassified facilities. The proposed land use amendment is located within the Urban Development Area and Mobility Zone 7. The applicant proposes to change the existing land use from Low Density Residential (LDR) to Medium Density Residential (MDR).

**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 38 daily trips, depending on the scenario. If the land use is amended to allow for this proposed MDR development, this will result in 94 daily trips.

**Transportation Planning Division RECOMMENDS the following:**

The difference in daily trips for the proposed land use amendment is an increase of 56 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 to determine if a traffic operational analysis is needed as a result of this land use amendment.

**Table A  
Trip Generation Estimation Scenarios**

Current Land Use Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
LDR	210	4 SF DUs	T = 9.43 (X)	38	0	38
<i>Existing Scenario 1 Total</i>						<b>38</b>
Proposed Land Use Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
MDR	220	14 MF DUs	T = 6.74 (X)	94	0	94
<i>Proposed Scenario 1 Total</i>						<b>94</b>
<b>Proposed Net New Daily Total</b>						<b>56</b>

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.

**Archaeological Sensitivity**

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of mostly low with some high sensitivity for the presence of archaeological resources. Projects that move forward through the Site Review process

may be required to perform a Professional Archaeological Reconnaissance Survey on the portion of the site that is in a high sensitivity area. 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 150 foot Height and Hazard Zone for Herlong Airport and the 500 foot Height and Hazard Zone for the Naval Air Station Jacksonville (NAS JAX). Zoning will limit development to a maximum height of less than 150 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 the safe navigation of aircraft as required by Section 656.1005.1(d). This land use amendment was reviewed by the Navy and recommended approval. The applicant is required to disclose requirements when the property is within the Military Notice Zone.

#### 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.

#### IE-AR Policy 1.2.8

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 April 29, 2022, the required notices of public hearing signs were posted. Eighty-five (85) 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 May 2, 2022. A member of the public attended the meeting and had concerns regarding the how the development would affect the school bus stops on the road and the additional traffic the project would create for Thurston Road and Kohn Road. Concerns were also discussed regarding the effect of the development on the property owner's home taxes.

## **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 Urban Priority Area (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 intends 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.

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 may be 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 3.1** Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for the citizens. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable requirements described in the Development Areas and the Plan Category Descriptions of the Operative Provisions of the 2030 Comprehensive Plan and Land Development Regulations.

**Policy 3.1.6** The City shall provide for development of a wide variety of housing types by area, consistent with the housing needs characteristics and socioeconomic profiles of the City's households as described in the Housing Element.

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 Descriptions within the Future Land Use Element (FLUE), the LDR land use category in the Urban Area is intended to provide for low density residential development. Single-family residential uses are the predominant development typology in this category. The maximum gross density in the Urban Area shall be seven (7) units per acre when full urban services are available to the site, and there shall generally be no minimum density.

MDR in the Urban Area is intended to provide compact medium density residential development. Plan amendment requests for new MDR designations are preferred in locations that are supplied with full urban services and in locations that 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 Urban Area shall be 20 units per acre, and the minimum gross density shall generally be greater than seven (7) units per acre.

According to the JEA Letter dated May 11, 2020, the site can be served by central water and sewer services consistent with FLUE Policy 1.2.9. The site abuts land in the MDR land use category on the west. The proposed MDR land use would continue the existing land use pattern in the surrounding area promoting a compact, compatible, and balanced land development pattern consistent with FLUE Goal 3 and Policy 1.1.22.

The subject site is underutilized vacant land located in the Urban Area with access to full urban services. The proposed amendment to MDR would allow for increased housing options on an underutilized property, and as such, is consistent with FLUE Objectives 3.1 and 6.3 and Policy 3.1.6. The site will have a negligible impact on the amount of land needed to accommodate single-family or multi-family residential uses. The proposed amendment to MDR maintains a balance in the area. Therefore, the amendment is consistent with FLUE Policies 1.1.5 and 1.1.21.

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.

### **Vision Plan**

The subject property is located within the "Suburban Area" and Cedar River Character Area of the Southwest Jacksonville Vision Plan (September 2003). While the Plan offers no specific recommendations for the location of the subject site, an implementation option listed under the guiding theme of "Strengthen existing neighborhoods and create new neighborhoods," states: "In the traditional building area, spur in-town development." The proposed land use amendment would allow for additional housing options on an underutilized property, thereby spurring development. Given this, the proposed amendment is consistent with the Southwest Vision Plan.

### **Strategic Regional Policy Plan**

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

**Objective:** Housing Options That Provide Choices to All of Our Residents and Promote Demographic and Economic Diversity as One Way to Ensure that Our Communities are Viable and Interesting Places for the Long Term.

**Policy 21:** The Region supports diverse and sufficient housing stock to provide choices for all households, from single persons to extended families with children.

The proposed land use amendment is consistent with Policy 21 of the Regional Health Subject Area as it encourages providing more housing options in the Southwest Planning District.

# Land Use Amendment Location, Current Land Use and Field Map

