

# City of Jacksonville, Florida

*Lenny Curry, Mayor*

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

November 3, 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. 2022-752/Application No. L-5747-22C**

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 2022-752 on November 3, 2022.

2&DD Recommendation                      APPROVE

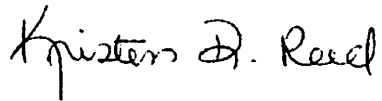
PC Issues:    None

**PC Vote:    7-0 APPROVE**

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

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

Sincerely,



Kristen D. Reed, AICP  
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Report of the Jacksonville Planning and Development Department

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

**Ordinance/Application No.:** 2022-752 / L-5747-22C  
**Property Location:** 0 Duval Road between I-295 and Airport Road  
**Real Estate Number(s):** 019650 0505 and 019650 0605  
**Property Acreage:** 1.32 Acres  
**Planning District:** District 6, North  
**City Council District:** District 7  
**Applicant:** Paul Harden, Esquire  
**Current Land Use:** Low Density Residential (LDR)  
**Proposed Land Use:** Residential-Professional-Institutional (RPI)  
**Development Area:** Suburban Development Area  
**Current Zoning:** Planned Unit Development (PUD)  
**Proposed Zoning:** Commercial, Residential and Office (CRO)

***RECOMMENDATION: APPROVE***

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

To develop consistent with surrounding residential uses.

**BACKGROUND**

The 1.32 acre subject site is located on the east side of Duval Road, a collector roadway, between Interstate 295 and Airport Road, northwest of the I-95 and I-295 interchange. The site is vacant.

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 Suburban Development Area to develop the site with residential uses. The site is surrounded by single-family residential uses to the south, east and west and multi-family residential uses directly north. The land use designation of the abutting property to the north was recently amended with Ordinance 2022-485-E from LDR to RPI for the

development of multi-family residential. The subject site will be part of the residential development to the north and will be accessed through that development.

Further north of the subject site, Ordinance 2020-282-E amended the land use from LDR to RPI for the development of a multi-family community that has since been developed. Non-residential warehousing uses are located further northwest and northeast of the site. Just beyond the immediate adjacent uses, several large Development of Regional Impact (DRI) scale developments are in close proximity to the subject site. The International Tradeport DRI which includes approximately 615 acres of mostly Business Park (BP) and Light Industrial (LI) uses is located across Duval Road, northwest and west of the site. The Jacksonville International Airport (JIA) DRI which includes approximately 2,700 acres of airport uses is located southwest of the site. The River City Marketplace DRI which includes approximately 464 acres of commercial and retail uses is located across Interstate 95 east of the site. A companion rezoning application is pending concurrently with the land use application via Ordinance 2022-753, which seeks to change the zoning district from PUD to CRO.

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

North: Land Use: RPI, LDR, Business Park (BP)  
Zoning: CRO, Residential Low Density-60 (RLD-60), Residential Rural-Acre (RR-Acre), Industrial Business Park (IBP)  
Property Use: Undeveloped, multi-family residential, single-family residential, warehousing

South: Land Use: LDR, BP  
Zoning: Planned Unit Development (PUD), RLD-60, RR-Acre  
Property Use: Single-family residential; Celestial Farms (further south)

East: Land Use: BP  
Zoning: PUD  
Property Use: Single-family residential, warehousing

West: Land Use: LDR, BP  
Zoning: RR-Acre, IBP, PUD  
Property Use: Single-family residential, warehousing

**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**

<b>Development Analysis 1.32 Acres (57,499.2 sq. ft.)</b>		
Development Boundary	Suburban Area	
Roadway Frontage Classification / State Road	Duval Road / collector roadway	
Plans and/or Studies	North Jacksonville Vision Plan	
Site Utilization	Current: residential	Proposed: residential
Land Use / Zoning	Current: LDR / PUD	Proposed: RPI / CRO
Development Standards for Impact Assessment	Current: 5 dwelling units / acre	Proposed: Scenario 1: 0.5 FAR Scenario 2: 10% non- residential at 0.50 FAR and 90% residential at 15 units/acre
Development Potential	Current: 6 dwelling units	Proposed: Scenario 1: 28,749 sq. ft. Scenario 2: 2,875 sq. ft. of non-residential uses and 17 dwelling units
Net Increase or Decrease in Maximum Density	Scenario 1: Decrease of 6 dwelling units Scenario 2: Increase of 11 dwelling units	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Increase of 28,749 sq. ft. Scenario 2: Increase of 2,875 sq. ft.	
Population Potential	Current: 15 people	Proposed: 39 people
<b>Special Designation Areas</b>		
Aquatic Preserve	NO	
Septic Tank Failure Area	NO	
Evacuation Zone	Zone E	
Airport Environment Zone	150 foot Height Restriction Zone for JIA	
Industrial Preservation Area	Industrial Situational Compatibility Zone	
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	

<b>Development Analysis 1.32 Acres (57,499.2 sq. ft.)</b>	
Boat Facility Siting Zone	NO
Brownfield	NO
<b>Public Facilities</b>	
Potential Roadway Impact	Scenario 1: 255 net new daily trips Scenario 2: 89 net new daily trips
Potential Public School Impact	De minimus impact
Water Provider	JEA
Potential Water Impact	Scenario 1: Increase of 421.7 gallons per day Scenario 2: Increase of 2,600.8 gallons per day
Sewer Provider	JEA
Potential Sewer Impact	Scenario 1: Increase of 316.11 gallons per day Scenario 2: Increase of 1,950.6 gallons per day
Potential Solid Waste Impact	Scenario 1: Increase of 30.4 tons per year Scenario 2: Increase of 33.2 tons per year
Drainage Basin/Sub-basin	Broward River / Little Cedar Creek
Recreation and Parks	NO
Mass Transit Access	Route 1 runs along Airport Road north of the site
<b>Natural Features</b>	
Elevations	24-25 feet
Land Cover	1180: Residential, rural
Soils	63:Sapelo fine sand, 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).

The applicant provided a JEA Availability letter dated August 29, 2022. Water and sewer connections for the subject site are available under special conditions. The water special conditions require private fire protection analysis for the review of fire protection requirements. The sewer special conditions require the design and construction of an onsite, privately owned and maintained pump station and a JEA dedicated force main.

### **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 subject site is 1.32 acres and is said to be accessible from Duval Road, a collector facility. However, these two parcels appear to be land locked and has no immediate access to Duval Road. The proposed land use amendment is located within the Suburban Development Area and Mobility Zone 4. 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 57 daily trips. If the land use is amended to allow for this proposed RPI development, this will result in 312 or 146 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 255 or 89 net new daily trips when compared to the existing land use. There is no immediate roadway access to the subject site. 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 well as transportation improvements needed as a result of this land use amendment.

**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	6 SF DU	T= 9.43 (X)	57	0	57
<b>Total Trips for Existing Land Use</b>						<b>57</b>
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	28,749 SF	T = 10.84 (X) / 1000	312	0	312
<b>Total Trips for Proposed Land Use- Scenario 1</b>						<b>312</b>
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	2,875 SF	T = 10.84 (X) / 1000	31	0	31
RPI- R	220	17 MF DUs	T = 6.74 (X)	115	0	115
<b>Total Trips for Proposed Land Use- Scenario 2</b>						<b>146</b>
<b>Scenario 1 Difference in Daily Trips</b>						<b>255</b>
<b>Scenario 2 Difference in Daily Trips</b>						<b>89</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.

### Evacuation Zone

The amendment site is located within the boundaries of Emergency Evacuation Zone E and was routed to the Emergency Preparedness Division (EPD) for review. EPD reviewed the application and found that the amendment would have a minimal impact on countywide evacuation clearance time within Duval County. Site design techniques that minimize disruption to existing traffic flow are encouraged.

### 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.



### **Airport Environment Zone**

The site is located within the 150 foot Height and Hazard Zone for the Jacksonville International Airport. 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 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.

### **Industrial Zones**

The subject property is located within the "Industrial Situational Compatibility" Zone. "Industrial Sanctuary" and "Industrial Situational Compatibility" Zones are areas identified on the Industrial Preservation Map (Map L-23) of the Future Land Use Map series of the Future Land Use Element of the 2030 Comprehensive Plan as strategically located industrial lands for future industrial expansion and economic development. The amendment site is converting from a residential land use category. FLUE Policy 3.2.33 does not restrict amendments for those areas already part of a non-industrial category.

### **Future Land Use Element**

**Policy 3.2.33** Where there is not an adopted neighborhood plan and/or study recommending the contrary, within the "Area of Situational Compatibility", as shown on the Industrial Preservation Map (Map L-23), lands designated Heavy Industrial or Light Industrial on the Future Land Use Map that are strategically located to provide access to rail facilities or trucking routes; serve ports; or serve airport multi-modal requirements, shall not be converted to a non-industrial land use category unless the applicant demonstrates to the satisfaction of the City that the site cannot be reasonably used for any of industrial uses. Reasonable demonstration for suitability of industrial uses may include but is not limited to the following: Access to arterial road network, access to rail, proximity to existing residential, industrial vacancy rates in the vicinity, size of parcel and potential for redevelopment. Conversion of these lands shall only be permitted for construction of mixed use development consistent with the requirements for job creation as defined by Policy 3.2.34.

### **Jacksonville International Airport (JIA) Community Redevelopment Area (CRA)**

The site is located within the boundaries of the JIA CRA. The JIA CRA Advisory Board does not have a requirement to review land use amendments. The staff to the CRA Board

was notified of the application.

## **PROCEDURAL COMPLIANCE**

The applicant provided documentation and photo proof to the Planning and Development Department on September 16, 2022 that the Notice of Public Hearing signs were posted. Thirty-nine (39) 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 October 17, 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*

*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.

- 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.

 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 3.1 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.

 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.

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 Suburban Development Area permits mostly low to medium density residential, with a maximum gross density of 20 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.

According to the application, the 1.32 acre subject amendment site is intended to provide for the development of residential uses in the area. The subject site is a portion of a larger future residential development abutting the site to the north that was amended to the RPI land use category with Ordinance 2022-485-E. The development of the property with additional housing options would further 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 applicant provided a JEA Availability letter dated August 29, 2022. Water and sewer connections for the subject site are available under special conditions. The water special conditions require private fire protection analysis for the review of fire protection requirements. The sewer special conditions require the design and construction of an onsite, privately owned and maintained pump station and a JEA dedicated force main. The development should comply with FLUE Policy 1.2.9 before moving through the land development site plan review process.

The proposed amendment to RPI is for land located within the Suburban Development Area that is situated along a 2-lane collector road abutting LDR, RPI and Business Park (BP) land uses. While residential uses are in the immediate vicinity of the site, the larger area is in transition of use due to the large scale Light Industrial (LI) and warehousing developments. The proposed RPI extends the existing RPI land use abutting the property to the north and further integrates the area with a mix of office, light industrial and residential uses acting as a transition between the remaining residential land uses and the industrial land uses and developments. Therefore, the proposed amendment results in a compact and compatible land use pattern that promotes opportunities for interconnected land uses to reduce the need for trip generation and supports mobility options as called for in FLUE Goal 3, Objectives 1.1, 3.1, 3.2 and 6.2 as well as Policies 1.1.10 and 1.1.22. 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.

### **North Jacksonville Vision Plan**

The site is also within the boundary of the *North Jacksonville Vision Plan*. Best practices for corridor redevelopment, as stated in the plan, are a response to the desires of the residents of North Jacksonville for a better community image and to be served by higher quality retail and commercial services, without having to drive great distances. The site is located as part of the area identified as the Tradeport Center District and Distribution Center. According to the Plan, the Tradeport Center should be established as the premier

location for office development. This amendment is consistent with the plan as the RPI land use allows for office, commercial and residential uses, with the intended development of residential uses in proximity to large scale employment centers.

**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 opportunities for housing choice, while maintaining the corridor development pattern of Duval Road and providing for redevelopment of an infill site. Therefore, the proposed amendment is consistent with Policy 3 of the Strategic Regional Policy Plan, Communities and Affordable Housing Element.

