

City of Jacksonville, Florida

Lenny Curry, Mayor

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

December 8, 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. 2022-824/Application No. L-5724-22C

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 2022-824 on December 8, 2022.

P&DD Recommendation

APPROVE

PC Issues:

There was one speaker in opposition that expressed concerns primarily relating to potential parking impacts on the area.

The Commission noted that the amendment allowed the mixed-use project to proceed while providing a lower ratio of commercial uses and that it has the potential to be a catalyst project for Springfield.

PC Vote:

6-0 APPROVE

Alexander Moldovan, Chair

Aye

Ian Brown, Vice-Chair

Aye

Jason Porter, Secretary

Aye

Marshall Adkison

Aye

Daniel Blanchard

Aye

Jordan Elsbury

Absent

Joshua Garrison

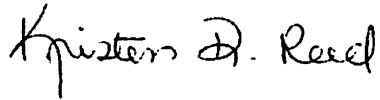
Aye

David Hacker

Absent

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

Sincerely,



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

Small-Scale Future Land Use Map Amendment – December 2, 2022

Ordinance/Application No.: 2022-824 / L-5724-22C

Property Location: 33 1st Street West and 1100 and 1148 Main Street North, between 2nd Street West and 1st Street West

Real Estate Number(s): 070791 0000; 070792 0000; 070797 0000

Property Acreage: 2.7 acres

Planning District: District 1, Urban Core

City Council District: District 7

Applicant: Paul Harden, Esquire

Current Land Use: Community/General Commercial (CGC)

Proposed Land Use: Community/General Commercial (CGC) with site specific Future Land Use Element (FLUE) Policy 4.4.38

Current Zoning: Commercial/Community General – Springfield (CCG-S)

Proposed Zoning: No change proposed

Development Boundary: Urban Priority Area

RECOMMENDATION: **APPROVE**

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To develop as a mixed use project in an infill location.

BACKGROUND

The 2.7 acre subject site is located along Main Street North, a major arterial road, between 2nd Street West and 1st Street West, both unclassified roads, and contains vacant commercial structures. The applicant is proposing a Future Land Use Map (FLUM) amendment from Community/General Commercial (CGC) to Community/General Commercial (CGC) with site specific FLUE Policy 4.4.38 (detailed below and included as Exhibit 3, dated September 21, 2022 to the Ordinance) to allow for use of the site as a

mixed use development including residential and commercial components. The site specific policy exempts the proposed development from the Community/General Commercial Urban Priority Area Development Characteristic prohibiting ground floor residential uses abutting roadways classified as arterials or higher on the Functional Highway Classification Map. Additionally, the policy states that the development shall provide a mix of uses but residential uses shall not be limited to 80% of the development, as outlined in the CGC land use category. The applicant is also proposing a companion zoning exception and administrative deviation, which will be scheduled for hearings pending the result of this application.

Proposed site specific FLUE Policy 4.4.38

Pursuant to the authority granted by Sec. 163.3187(1)(b), Florida Statutes, Ordinance 2022-824 for a small scale amendment is approved subject to the following:

To implement Policy 1.1.25 of the 2030 Comprehensive Plan Future Land Use Element, the following shall apply to this small scale land use map amendment:

- Development shall be exempt from the Community/General Commercial Urban Priority Area Development Characteristic prohibiting ground floor residential uses abutting the roadways classified as arterials or higher on the Functional Highway Classification Map.
- Development shall provide a mix of uses but residential uses shall not be limited to 80% of the development, as outlined within the Community/General Commercial land use category.

The amendment enhances the mix of uses along a commercial corridor within the Urban Priority Development Area. The amendment provides an additional location for residential uses, providing 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. The site is located in close proximity to public transportation and connects to full urban services.

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

North: Land Use: CGC, MDR

Zoning: CCG-S, RMD-S

Property Use: Warehouse, Single family, Multi-family, Vacant

South: Land Use: PBF, CGC

Zoning: PBF-1, CCG-S

Property Use: JEA, Restaurant

East: Land Use: CGC

Zoning: CCG-S

Property Use: Commercial, Parking, Car/Auto sales

West: Land Use: RPI, ROS
 Zoning: CRO-S
 Property Use: Office, Church, Single family

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	Main Street North (US-1) – major arterial 1 st Street West and 2 nd Street West – unclassified	
Plans and/or Studies	Urban Core Vision Plan	
Site Utilization	Current: Vacant Commercial	Proposed: Mixed-use
Land Use / Zoning	Current: CGC / CCG-S	Proposed: CGC with Site Specific Policy 4.4.38 / CCG-S
Development Standards for Impact Assessment	Current: Scenario 1: 0.35 FAR Scenario 2: 80% residential at 45 units/acre and 20% non - residential at 0.35 FAR	Proposed: Scenario 1: 0.35 FAR Scenario 2: 80% residential at 45 units/acre and 20% non - residential at 0.35 FAR
Development Potential	Current: Scenario 1: 41,164 sq. ft. Scenario 2: 8,232 Sq. Ft. and 97 MF DUs	Proposed: Scenario 1: 41,164 sq. ft. Scenario 2: 8,232 Sq. Ft. and 97 MF DUs
Net Increase/Decrease in Maximum Density	<u>Scenario 1</u> : Not applicable <u>Scenario 2</u> : No change	
Net Increase/Decrease in Potential Floor Area	<u>Scenario 1</u> : No Change <u>Scenario 2</u> : No Change	
Population Potential	Current:	Proposed:

Development Analysis		
	Scenario 1: Not applicable Scenario 2: 227 people	Scenario 1: Not applicable Scenario 2: 227 people
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Evacuation Zone	Zone C	
Airport Environment Zone	No	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low & High	
Historic District	Springfield Historic District	
Coastal High Hazard Area	No	
Adaptation Action Area	Yes	
Groundwater Aquifer Recharge Area	No	
Wellhead Protection Zone	500 and 750 ft. buffers	
Boat Facility Siting Zone	No	
Brownfield	Pilot Program Area	
Public Facilities		
Potential Roadway Impact	Scenario 1: no net new daily trips Scenario 2: no net new daily trips	
Potential Public School Impact	Scenario 1: Not applicable Scenario 2: 23 new students	
Water Provider	JEA	
Potential Water Impact	Scenario 1: no net increase or decrease Scenario 2: no net increase or decrease	
Sewer Provider	JEA	
Potential Sewer Impact	Scenario 1: no net increase or decrease Scenario 2: no net increase or decrease	
Potential Solid Waste Impact	Scenario 1: no net increase or decrease Scenario 2: no net increase or decrease	
Drainage Basin/Sub-basin	Upstream of Trout River / Hogan Creek	
Recreation and Parks	Henry J. Klutho Park	
Mass Transit Access	JTA Routes 1 and 3 stops across main street from the subject site	
Natural Features		
Elevations	7-18 feet	

Development Analysis	
Land Cover	1400: Commercial and Services
Soils	69: Urban Land
Flood Zones	0.2 Percent Annual Chance Flood Hazard and AE Flood Zones
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).

The application indicates the intent to use centralized water and sewer services for the proposed development, consistent with FLUE Policy 1.2.9. According to the City’s Infrastructure map, water and sewer mains run along Main Street North, 2nd Street West and 1st Street West. The applicant should contact JEA for further information regarding utility connection.

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 2.7 acres and is accessible from 1st Street West and Main Street North, an unclassified facility, and a principle arterial. The proposed land use amendment is located within the Urban Priority Development Area and Mobility Zone 9. The applicant proposes to change the existing land use from Community General Commercial (CGC) land use to CGC land use subject to a site-specific policy.

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).

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.

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 1,669 or 923 daily trips depending on the scenario. If the land use is amended to allow for this proposed CGC with a site-specific policy, this will result 1,669 or 923 daily trips.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment will result in no 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.

Table A
Trip Generation Estimation Scenarios

Current Land Use Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
CGC	821	41,164 SF	T = 67.52 (X) / 1000	2,779	1,112	1,667
				Existing Scenario 1 Total		1,669
Current 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	8,232 SF	T = 54.45 (X) / 1000	448	179	269
CGC-R	220	97 MF DUs	T = 6.74 (X)	654	0	654

				<i>Existing Scenario 2</i>		923
				<i>Total</i>		
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	41,164 SF	T = 67.52 (X) / 1000	2,779	1,112	1,669
				<i>Proposed Total</i>		1,669
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	8,232 SF	T= 54.45 (X) / 1000	448	179	269
CGC-R	220	97 MF DUs	T= 6.74 (X)	654	0	654
				<i>Proposed Total</i>		923
				Scenario 1 Net New Daily Total		0
				Scenario 2 Net New Daily Total		0

Source: Trip Generation Manual, 10th Edition, Institute of Engineers

School Capacity

The 2.7 acre proposed land use map amendment has a development potential of 97 dwelling units and, under scenario 2, 23 new students. 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:

Application Review Request: COJ PDD: School Impact Analysis Proposed Name: L-5724-22C Main Street Springfield Requested By: Ed "Luke" Lukacovic / Krista Fogarty Reviewed By: Shalene B. Estes Due: 11/10/2022							
Analysis based on maximum dwelling units: 27							
School Type	CSA ¹	2022-23 Enrollment/CSA	Current Utilization (%)	New Student/Development ³	5-Year Utilization (%)	Available Seats - CSA ²	Available Seats - Adjacent CSA 2&7
Elementary	1	11,216	56%	12	57%	7,001	3,129
Middle	1	6,876	80%	4	86%	1,564	356
High	1	7,054	72%	7	62%	1,294	1,526
Total New Students				23			

NOTES:
¹ Proposed Development's Concurrency Service Area (CSA)
² Available CSA seats include current reservations
³ Student Distribution Rate
 ES-.125
 MS-.051
 HS-.074
0.250

The Student Distribution Rate is calculated for each school type by dividing the total number of public school students enrolled in that school type in Duval County (104,757) by the number of total permitted housing units (418,708) for the same year, generating a yield of 0.250.

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.

Application Review Request: COJ PDD: Baseline Checklist Review Proposed Name: L-5724-22C Main Street Springfield Requested By: Ed "Luke" Lukacovic / Krista Fogarty Reviewed By: Shalene B. Estes Due: 11/10/2022 Analysis based on maximum dwelling units: <u>97</u>						
SCHOOL ¹	CSA	STUDENTS GENERATED (Rounded) ³	SCHOOL CAPACITY ² (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2022/23)	% OCCUPIED	4 YEAR PROJECTION
Andrew A. Robinson ES #262	1	12	990	542	55%	55%
Matthew W. Gilbert MS #146	1	4	787	676	86%	87%
William M. Raines #165	1	7	1817	1196	66%	72%
		23				

NOTES:

¹ Attendance school may not be in proposed development's Concurrency Service Area (CSA)

² Does not include ESE & room exclusions

³ Student Distribution Rate

ES-.125

MS-.051

HS-.074

0.250

The Student Distribution Rate is calculated for each school type by dividing the total number of public school students enrolled in that school type in Duval County (104,757) by the number of total permitted housing units (418,708) for the same year, generating a yield of 0.250.

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low and 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.

Historic District

The project site is located within the boundaries of the Springfield Historic District. Vertical construction and changes to existing structures on site must be reviewed by the Planning and Development Department, and potentially the Jacksonville Historic Preservation Commission. The applicant is aware of this requirement and has been working with with the Historic Preservation Section of the Planning and Development Department.

Historic Preservation Element

Policy 1.1.3 The City shall continue to submit for review by the Jacksonville Historic Preservation Commission all plans that will physically alter the appearance of a designated site, property, or historic district.

Evacuation Zone

The subject site is within Evacuation Zone C. As such, the land use application was routed to the City's Emergency Preparedness Division (EPD) for review and comment. EPD was provided with the land use application. Their complete analysis is included below.

EPD Response:

The proposed properties in land use amendment L-5724-22C will be in close proximity to Main Street North and Kings Road, indicating sufficient access to I-95 (1.30 road miles) and I-10 (2.96 road miles), primary evacuation routes. No impacts to countywide evacuation times are anticipated from the amendment proposed in L-5724-22C. Site design techniques that minimize disruption to existing traffic flow are encouraged. Any development should incorporate appropriate mitigation techniques to reduce flood vulnerability and minimize impacts to the floodplain.

Conservation /Coastal Management Element (CCME)

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

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

Wellhead Buffer Zone

The land use amendment site is within the 750-foot and 500-foot buffer of a wellhead. The Environmental Quality Division (EQD) was sent a copy of the application for review. According to the application, the applicant is intending to connect to centralized water. If the applicant intends on drilling a well on the site in the future, the applicant should contact EQD for more information.

Infrastructure Element, Sanitary Sewer Sub-Element

Policy 1.2.3 The City shall implement the Wellhead Protection Ordinance to protect its potable water supply source. Improperly constructed or maintained Hawthorne Group and Floridan Aquifer private wells in proximity to a Public Potable Water well within Duval County are potentially harmful to the drinking water supply of the City of Jacksonville. A Pathway Focused Approach to prevent migration of contamination from the shallow aquifer into the Floridan aquifer is reasonable and prudent to protect public water supplies. The intent of this policy is to protect and safeguard the health, safety and welfare of the residents of Duval County by establishing a Pathway Focused Approach to wellhead protection that safeguards the Floridan aquifer from intrusion of any contaminants that may jeopardize present and future public water supply wells.

Within Wellhead Protection Areas, the following shall apply:

1. Within a 500-foot radius around an existing Public Potable Water well, those actions and uses established by the Florida Department of Environmental Protection in Rule 62-521.400, Fla. Admin. Code shall be prohibited.
2. Pursuant to Chapter 366 City of Jacksonville Municipal Code, no existing private wells shall be deepened and no new wells shall be constructed within designated Wellhead Protection Areas that penetrate a portion of the Hawthorne Group or the Floridan Aquifer without first obtaining a well construction permit from the City of Jacksonville Environmental Quality Division (EQD) as provided in Environmental Protection Board Rule 8 and including a review of areas of known contamination at or near the proposed or existing well location. All new wells within such areas must be fully grouted.
3. Pursuant to Chapter 366 City of Jacksonville Municipal Code, abandonment of existing wells shall be in accordance with applicable SJRWMD requirements and a copy of the plugging and abandonment

report shall be submitted to the EQD.

Brownfields Study Area

The property is located within the Downtown Brownfields Pilot Program Area. The City of Jacksonville designated properties in the downtown area as a Pilot Program Brownfields Study Area by City Council Resolution Number 2000-125-A. The property owner may request the property be designated a Brownfield Site. A Brownfield Site is property where the expansion, redevelopment, or reuse of the property may be complicated by the presence or potential presence of a hazardous substance, pollutant or contaminant. The property owner may qualify for tax credits.

Flood Zones

Approximately 0.19 of an acre of the subject site is located within the 0.2 PCT Annual Chance Flood Hazard or AE flood zone. Flood zone designations are assigned by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm or Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of every 100 years. This does not mean that a storm of this type will happen every 100-years. There is a 1-percent chance that a storm of this magnitude will occur in any given year.

The 0.2 PCT Annual Chance Flood Hazard flood zone is defined as an area within the 500-year floodplain and outside of the SFHA. Flood insurance is not mandatory within these flood zones. The areas are deemed to be subject to moderate flood hazards. The AE flood zone is defined as an area within the 100-year floodplain or SFHA where flood insurance is mandatory. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance.

Conservation /Coastal Management Element (CCME)

Policy 2.7.1 The City shall continue to define the surface hydrology of the area to determine flood plain vulnerability and sensitivity, and will determine appropriate protection measures.

Policy 2.7.3 The City shall protect appropriate floodplain areas for the public benefit and restore degraded floodplain areas by:

- A. Land acquisition or conservation easement acquisition;
- B. Regulation, including setbacks, buffer zones, designated wildlife corridors, low density zoning, performance standards and open space requirements; and
- C. Incentives, including tax benefits and transfer of development rights.

Policy 11.3.18 The City shall require all development within the 100-year flood plain to be in strict conformance with all applicable federal, State, regional and local development regulations.

Adaptation Action Area (AAA)

Approximately 0.30 of an acre of the site is located within the Adaptation Action Area (AAA) boundary (Ordinance 2021-732-E). The City of Jacksonville implemented the 2015 Peril of Flood Act (Chapter 2015-69, Laws of Florida) by establishing an Adaptation Action Area (AAA). The AAA boundary is an area that experiences coastal flooding due to extreme high tides and storm surge. The area is vulnerable to the related impacts of rising sea levels for the purpose of prioritizing funding for infrastructure needs and adaptation planning. Ordinance 2021-732-E expands the AAA boundaries to those areas within the projected limits of the Category 3 storm surge zone and those contiguous areas of the 100-year and 500-year Flood Zones.

Conservation/Coastal Management Element

Policy 11.5.2 The City shall consider the implications of the AAA when reviewing changes to the use, intensity and density of land lying within the AAA.

Future Land Use Element

Policy 1.5.14 In accordance with the Conservation and Coastal Management Element, the City shall encourage environmentally sensitive areas to be placed in a Conservation land use category, Conservation zoning district, and/or conservation easement.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on November 9, 2022, the required notices of public hearing signs were posted. Forty-eight (48) 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 November 14, 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

Urban Priority Area (UPA): The UPA is the first tier Development Area and generally includes the historic core of the City and major connecting corridors. The intent of the UPA is to encourage revitalization and the use of existing infrastructure through redevelopment and infill development at urban densities which are highly supportive of transit and result in the reduction of per capita greenhouse gas emissions and vehicle miles traveled. Development is expected to employ urban development characteristics as further described in each land use plan category. The UPA does not include the Central Business District Land Use Category boundaries.

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 1.1.25 The City will encourage the use of such smart growth practices as:

1. Interconnectivity of transportation modes and recreation and open space areas;
2. A range of densities and types of residential developments;
3. A mix of uses including office, commercial, and residential which encourage internal capture of trips;
4. Use of the Development Areas;

5. Revitalization of older areas and the downtown, and
6. Purchase of land through the Preservation Project to remove it from development and preserve it as open space, recreation or conservation use.

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.

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.

Policy 3.2.7 The City shall implement the locational criteria of this element for commercial and industrial uses consistent with the character of the of the areas served, availability of public facilities, and market demands.

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.

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 Statues.

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), 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 60 units per acre in the Urban Priority Area, subject to the provision that residential uses shall not be the sole use and shall not exceed 80 percent of a development. Transit Oriented Developments (TOD) shall provide a minimum gross density of 20 units per acre and may increase the maximum gross density by an additional 20 units per acre, except for sites abutting Low Density Residential (LDR), in which case the maximum gross density shall be 20 dwelling units per acre.

The applicant is proposing a change from CGC to CGC with site specific Future Land Use Element (FLUE) Policy 4.4.38 to allow for a mixed use development, which includes commercial and residential uses. The site specific policy exempts the proposed development from the Community/General Commercial Urban Priority Area Development Characteristic prohibiting ground floor residential uses abutting the roadways classified as arterials or higher on the Functional Highway Classification Map. Additionally, the policy states that the development shall provide a mix of uses but residential uses shall not be limited to 80% of the development, as outlined in the CGC land use category. The proposed amendment enhances the mix of uses along a commercial corridor within the Urban Priority Development Area. The amendment provides an additional location for residential uses, providing 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. The site is in close proximity to public transportation and connects to full urban services, consistent with FLUE Policy 1.1.25.

The CGC designation is consistent and compatible with the existing commercial corridor extending to the north and deeper into the Springfield neighborhood along Main Street North, consistent with FLUE Goal 1 and Policies 3.2.1 and 3.2.7. Further, the site offers an infill redevelopment opportunity on a site that has existing infrastructure consistent with FLUE Objective 6.3.

While CGC is a commercial category, it also allows for residential development. The proposed site specific policy indicates an intent to develop the site as a mixed-use project that includes residential development. The proposed development would allow for a wider mix of uses along Main Street North, consistent with Goal 3 of the FLUE, and ensure adequate land is designated for residential uses, while maintaining compatibility with the surrounding area, consistent with FLUE Objective 3.1.

The application indicates the intent to use centralized water and sewer services for the proposed development, consistent with FLUE Policy 1.2.9. According to the City's Infrastructure map, water and sewer mains run along Main Street North, 2nd Street West and 1st Street West. The applicant should contact JEA for further information regarding utility connection.

The proposed amendment would encourage reuse of the site within the Urban Priority Development Area, where access to full urban services, including public transit, is available. The proposed development will include a mix of residential and commercial uses, broadening the overall mix of uses in the surrounding area. As such, the proposed amendment is consistent with FLUE Policies 1.1.22 and 1.1.25 and Objective 6.3.

The proposed small scale amendment would have no impact on the amount of CGC designated land throughout the City, as the site is already designated as CGC and the companion PUD still permits the development of commercial uses. Thus, the proposed 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.

Neighborhood Action Plan

The subject site is located within the boundary of the Springfield Neighborhood Plan (Ordinance 1977-0755). Although the study for this plan was conducted over forty years ago, some of the recommendations may still be relevant today. The Plan's primary focus is to preserve, enhance, and stabilize Springfield's future as a residential neighborhood. The Springfield Zoning Overlay and Historical District were enacted in 1992. The

proposed amendment has been reviewed by staff from the Historic Preservation Section of the Planning and Development Department and it has been determined that the proposed amendment will not have a negative impact on the Springfield Historic District.

Vision Plan

The subject site is located within the boundaries of the Urban Core Vision Plan. The proposed development would allow for infill development, which includes a residential component, on the subject site. Guiding Principle 2.1 encourages infill redevelopment throughout the study area. The Plan further highlights the importance of increasing residential density on small vacant or underutilized parcels. Therefore, the proposed development is consistent with Guiding Principle 2.1, and thus consistent with the Urban Core Vision Plan.

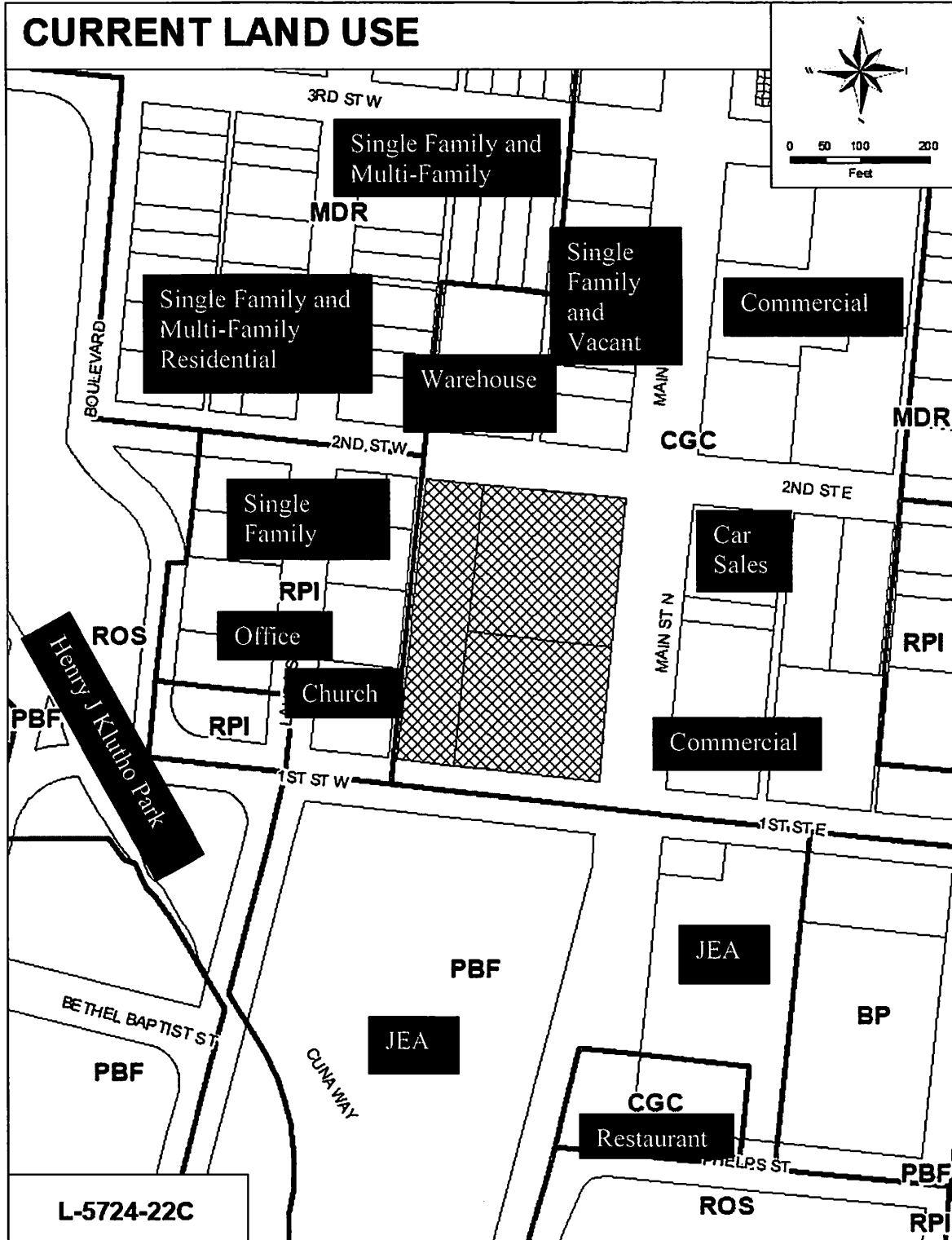
Strategic Regional Policy Plan

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

Goal: A safe, sanitary, efficient and resilient housing supply that provides lifestyle choice (agricultural, rural, suburban, and urban) and affordable options for all income, age and ability groups, equitably placed in vibrant, viable and accessible communities throughout the region.

The proposed land use amendment would increase opportunities for residential development, providing a wider range of housing in the northeast Florida region and creating a location for the development of new housing stock for the area. Therefore, the proposed amendment is consistent with the Strategic Regional Policy Plan.

LAND USE AMENDMENT
FIELD / LOCATION / CURRENT LAND USE MAP



**Site Specific Policy with L-5724-22C / Ordinance 2022-826
September 21, 2022**

FUTURE LAND USE ELEMENT

4.4.38

Pursuant to the authority granted by Sec. 163.3187(1)(b), Florida Statutes, Ordinance 2022-824 for a small scale amendment is approved subject to the following:

To implement Policy 1.1.25 of the 2030 Comprehensive Plan Future Land Use Element, the following shall apply to this small scale land use map amendment:

- Development shall be exempt from the Community/General Commercial Urban Priority Area Development Characteristic prohibiting ground floor residential uses abutting the roadways classified as arterials or higher on the Functional Highway Classification Map.
- Development shall provide a mix of uses but residential uses shall not be limited to 80% of the development, as outlined within the Community/General Commercial land use category.

The amendment enhances the mix of uses along a commercial corridor within the Urban Priority Development Area. The amendment provides an additional location for residential uses, providing 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. The site is located in close proximity to public transportation and connects to full urban services.