



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

City Hall at St. James
117 W. Duval St.
Jacksonville, FL 32203
(904) 630-CITY

www.Jacksonville.gov

January 4, 2024

The Honorable Ronald B. Salem, Pharm. D., President
The Honorable Kevin Carrico, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, FL 32202

RE: Planning Commission Advisory Report / Ordinance No. 2023-781/Application No. L-5858-23C

Dear Honorable Council President Salem, 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 2023-781 on January 4, 2024.

P&DD Recommendation APPROVE

PC Issues: The Commission inquired about how traffic studies consider nearby existing and planned projects when evaluating impacts of a newly proposed project. Transportation planning staff indicated that they request a cumulative impact assessment of all such projects within a two-mile radius and use that as background data when analyzing newly proposed projects.

PC Vote: 7-0 APPROVE

Charles Garrison, Chair	Aye
Lamonte Carter	Aye
Amy Yimin Fu	Aye
Julius Harden	Aye
Moné Holder	Absent
Ali Marar	Absent
Michael McGowan	Aye
Jack Meeks	Aye
Tina Meskel	Aye

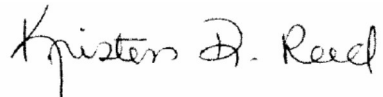
If you have any questions or concerns, please do not hesitate to contact me at your convenience.

Planning Commission Report

January 4, 2024

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Sincerely,

A handwritten signature in black ink that reads "Kristen D. Reed". The signature is written in a cursive, flowing style.

Kristen D. Reed, AICP

Chief of Community Planning Division

City of Jacksonville - Planning and Development Department

214 North Hogan Street, Suite 300

Jacksonville, FL 32202

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Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – December 1, 2023

Ordinance/Application No.: 2023-781 / L-5858-23C

Property Location: 700 Palmetto Street, 0 Palmetto Street and 817 Oakley Street, between East Union Street and Arlington Expressway.

Real Estate Number(s): 130803-0000; 130810-0000; 130817-0000

Property Acreage: 6.15 acres

Planning District: District 1, Urban Core

City Council District: District 7

Applicant: Robert Dillon Baynes

Current Land Use: Light Industrial (LI) (4.25 acres)
Medium Density Residential (MDR) (1.71 acres)
Community/General Commercial (CGC) (0.19 of an acre)

Proposed Land Use: Regional Commercial (RC) (6.15 acres), with FLUE Site Specific Policy 4.4.42

Current Zoning: Industrial Light (IL) (4.25 acres)
Residential Medium Density – A (RMD-A) (1.71 acres)
Commercial Community General-1 (CCG-1) (0.19 of an acre)

Proposed Zoning: Planned Unit Development (PUD) (6.15 acres)

Development Boundary: Urban Priority Area

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

The proposed amendment is necessary to support the redevelopment of a former industrial site into a primarily residential development with limited commercial uses within the Urban Priority Area and a Level 2 Economically Distressed Area, as set forth in the proposed PUD rezoning that this amendment supports. Said PUD includes tools that ensure quality design and supports economic growth, adds housing, and expands commercial and service options for residents of the new development and nearby areas.

The proposed amendment is also suitable for the site's location between the Arlington Expressway and East Union Street. This traditional industrial area has been identified as a revitalization opportunity in both the 2045 Comprehensive Plan, the Urban Core Vision Plan, and the East Jacksonville and Springfield Revitalization Plan.

Specific East Jacksonville and Springfield Revitalization Plan recommendations supporting this amendment include a goal of providing a transition in intensity and use between the CDB and the low-rise residential neighborhoods to the north and east.

Finally, the amendment is justified because it supports growth that benefits the nearby neighborhoods. The amendment will allow East Jacksonville and Springfield to accommodate growth without contributing to multifamily encroachment into their existing cores. It will also eliminate blight and land use conflicts between residential and industrial uses. (See Applicant's full justification attached to this report)

BACKGROUND

The 6.15 acre subject site consists of vacant facilities for the former ARGOS USA Cement and Ready-Mix Company. The property consists of three parcels and is located between Union Street East and Arlington Expressway and to the west and east of Palmetto Street in the Urban Priority Development Area just north of the Downtown Area boundary. The applicant is proposing a Future Land Use Map (FLUM) amendment from Light Industrial (LI), Medium Density Residential (MDR) and Community/General Commercial (CGC) to Regional Commercial (RC) with Site Specific FLUE Policy 4.4.42 to allow for the development of a mixed use project for up to 400 multi-family residential dwelling units and up to 20,000 square feet of non-residential uses at the site. The applicant is also proposing a companion rezoning from Industrial Light (IL), Residential Medium Density – A (RMD-A), and Commercial Community General -1 (CCG-1) to Planned Unit Development (PUD), which is pending concurrently with this application, pursuant to Ordinance 2023-782.

Ordinance 2020-044-E amended the text of the RC future land use category. The changes allow for a creative integration of uses to facilitate innovative site planning, adaptive reuse, infill development and smart growth techniques within the RC land use category. New RC category requests are required to be accompanied by a site specific policy that identifies the list of permitted uses and density and intensity of uses along with any additional information deemed necessary.

The applicant's intent for the subject site is to provide a multi-use development with a dense residential component to the area with uses allowed in the High Density Residential (HDR) and CGC land use categories. The surrounding properties provide a diverse range of land uses with single-family residential in MDR to the north and east, CGC and Residential-Professional-Institutional (RPI) to the west and the Downtown district across Arlington Expressway in Central Business District (CBD) to the south. The site is adjacent to the Downtown District Boundaries and in close proximity to the Sports and Entertainment area of the Downtown District. Immediately west of the site, Ordinance

2019-228-E changed the land use from LI and RPI to CGC with FLUE Site Specific Policy 4.4.10 to allow for a mix of uses with a maximum of 473 dwelling units.

The proposed land use amendment will be subject to Future Land Use Element (FLUE) Site Specific Policy 4.4.42. The proposed Site Specific Policy is included as Exhibit 3 to Ordinance 2023-781 as well as below:

Policy 4.4.42

Pursuant to Ordinance 2023-781, a small scale amendment is approved that designates a 6.15 acre RC land use category site on the Future Land Use Map. In order to implement a creative integration of uses to facilitate innovative site planning, infill development with vertical and horizontal integration of mixed uses, and smart growth techniques as called for in the RC land use category, development is subject to the following site specific conditions:

1. Development shall allow for the following uses: (a) various principal and secondary uses allowed in the High Density Residential (HDR) land use category; (b) various principal and secondary uses in the Community/General Commercial (CGC) land use category; and (c) existing or relocated wireless communications towers and antennas.
2. Development shall be limited to a maximum of 400 multifamily residential dwelling units and 20,000 square feet of non-residential uses, not including non-commercial recreation and open space uses for use of residents and their visitors.

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

North: Land Use: MDR, LI, Public Buildings and Facilities (PBF)
Zoning: RMD-A, IL, Public Buildings and Facilities-1 (PBF-1)
Property Use: single-family, vacant, Oakland Park, Old City Cemetery

South: Land Use: CGC, Central Business District (CBD)
Zoning: CCG-1, PUD, Commercial Central Business District (CCBD)
Property Use: vacant, parking areas, Hogans Creek

East: Land Use: CGC, MDR
Zoning: CCG-1, RMD-A
Property Use: single-family, vacant

West: Land Use: CGC, Residential-Professional-Institutional (RPI)
Zoning: PUD, Commercial, Residential and Office (CRO)
Property Use: vacant, warehouse/storage

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.

Impact Assessment Baseline Review

Development Analysis: 6.15 acres (LI 4.25 acres; MDR 1.71 acres; CGC 0.19 of an acre to RC pursuant to FLUE SSP 4.4.42)		
Development Boundary	Urban Priority Area	
Roadway Frontage Classification / State Road	East Union Street-Collector roadway; Palmetto St., Albert St., Spearing Street – Local roadways	
Plans and/or Studies	Urban Core Vision Plan; East Jacksonville NAP	
Site Utilization	Current: Vacant cement mixing plant	Proposed: Multi-family with mixed use
Land Use / Zoning	Current: LI, MDR, CGC / IL, RMD-A, CCG-1	Proposed: RC pursuant to FLUE Site Specific Policy 4.4.42 / PUD
Development Standards for Impact Assessment	Current: Scenario 1: LI: 0.40 FAR MDR: 15 units/acre CGC: .35 FAR Scenario 2: LI: 0.40 FAR MDR: 15 units/acre CGC: 45 DU/ acre	Proposed: RC: Density and Intensity pursuant to FLUE Site Specific Policy 4.4.42
Development Potential	Current: Scenario 1: LI: 74,052 sq. ft. MDR: 25 units CGC: 2896.7 sq. ft. Scenario 2: LI: 74,052 sq. ft. MDR: 25 units CGC: 8 units	Proposed: 400 multi-family units and 20,000 square feet of non-residential (commercial) uses
Net Increase or Decrease in Maximum Density	Scenario 1: Increase 375 units Scenario 2: Increase of 367 units	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Decrease of 56,948.7 sq. ft. Scenario 2: Decrease of 54,052 sq. ft.	
Population Potential	Current:	Proposed:

Development Analysis: 6.15 acres (LI 4.25 acres; MDR 1.71 acres; CGC 0.19 of an acre to RC pursuant to FLUE SSP 4.4.42		
	Scenario 1: 58 people Scenario 2: 77 people	940 people
Special Designation Areas		
Aquatic Preserve	NO	
Evacuation Zone	Zone C	
Airport Environment Zone	NO	
Industrial Preservation Area	NO	
Cultural Resources	FMSF DU17261	
Archaeological Sensitivity	Mosly Low, some High Sensitivity	
Historic District	Eastside National Register Historic District	
Coastal High Hazard	NO	
Adaptation Action Area	NO	
Groundwater Aquifer Recharge Area	Discharge	
Wellhead Protection Zone	750 Buffer Area	
Boat Facility Siting Zone	NO	
Brownfield	Brownfield Study Area	
Public Facilities		
Potential Roadway Impact	Scenario 1: 2,724 net new daily trips Scenario 2: 2,765 net new daily trips	
Potential Public School Impact	99 new students	
Water Provider	JEA	
Potential Water Impact	Scenario 1: Increase of 86,448 gallons per day Scenario 2: Increase of 84,712 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Scenario 1: Increase of 64,836 gallons per day Scenario 2: Increase of 63,534 gallons per day	
Potential Solid Waste Impact	Scenario 1: Increase of 772.8 tons per year Scenario 2: Increase of 756.6 tons per year	
Drainage Basin/Sub-basin	Trout River / Hogan Creek	
Recreation and Parks	Hogans Creek Greenway Expansion	
Mass Transit Access	First Coast Flyer – Red Line (along Arlington Expressway); Route 11 along A. Philip Randolph BV	
Natural Features		
Elevations	8-29 feet	
Land Cover	1562: Pre-stressed concrete plants (includes 1564)	
Soils	69: Urban Land ; 72: Urban land Ortega Kershaw; 75: Urban Land Hurricane Albany Complex	
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 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 applicant has provided a JEA Availability Letter dated July 12, 2023 as part of the companion rezoning application. According to the letter, the proposed development has access to both water and sewer services. As identified in the land use application and the companion PUD rezoning, it is the intent of the applicant to connect to JEA water and sewer services for the development.

Future Land Use Element

Policy 1.2.8 Require new development and redevelopment in the Central Business District (CBD), Urban Priority Area (UPA), Urban Area (UA), and Suburban Area (SA) to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site.

Development on sites located within the UPA, UA and SA are permitted where connections to centralized potable water and/or wastewater are not available subject to compliance the following provisions:

1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
2. Non-residential (above 600 gpd) where the collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (non-residential and residential) where:
 - a. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
 - b. Each lot is a minimum of ½ acre unsubmerged property.
 - c. Installation of dryline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections the JEA Collection Systems available within a five (5) year period.

Transportation

The subject site is 6.15 acres and is accessible from Palmetto St, a local facility. 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 Light Industrial (LI), Medium Density Residential (MDR), and Community General Commercial (CGC) to Regional Commercial (RC) with a Site Specific Policy (SSP).

Comprehensive Plan Consistency:

The Trip Generation Analysis is consistent with the 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 625 or 584 daily trips, depending on the scenario. If the land use is amended to allow for this proposed RC development, this will result in 3,349 daily trips.

Transportation Planning Division **RECOMMENDS** the following:

The difference in daily trips for the proposed land use amendment will result in 2,724 or 2,765 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 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
CGC	822	2,897 SF	T = 54.45 (X) / 1000	158	63	95
MDR	220	25 MF DUs	T = 6.74 (X)	169	0	169
LI	110	74,052 SF	T= 9.43 (X)	361	0	361
				Total Trips for Existing Scenario 1 Land Use		625
Current Land Use Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
CGC-R	220	8 MF DUs	T = 6.74 (X)	54	0	54
MDR	220	25 MF DUs	T = 6.74 (X)	169	0	169
LI	110	74,052 SF	T= 9.43 (X)	361	0	361
				Total Trips for Existing Scenario 2 Land Use		584
Proposed Land Use Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
RC	220	400 MF DUs	T = 6.74 (X)	2,696	0	2,696
CGC	822	20,000 SF	T = 54.45 (X) / 1000	1,089	436	653
				Total Trips for Proposed Land Use		3,349
				Scenario 1 Net New Daily Total		2,724
				Scenario 2 Net New Daily Total		2,765

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

School Impacts

Based on the impact assessment standards detailed in FLUE Policy 1.2.16, the 6.15 acre proposed land use map amendment has a development potential of 400 multi-family dwelling units. 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-5858-23C Palmetto Street
 Requested By: Sam Roberts
 Reviewed By: W. Randall Gallup
 Due: 10/23/2023

Analysis based on maximum dwelling units: 400

School Type	CSA ¹	2022-23 Enrollment/CSA	Current Utilization (%)	New Student/Development ²	5-Year Utilization (%)	Available Seats - CSA ³	Available Seats - Adjacent CSA 2, 7&8
Elementary	1	11,216	56%	50	57%	7,199	4,805
Middle	1	6,876	80%	20	86%	335	98
High	1	7,054	72%	29	66%	284	2,260
Total New Students				99			

NOTES:

¹ Proposed Development's Concurrently Service Area (CSA)

² 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.

³ Available CSA seats include current reservations

The available seats in the CSA and adjacent CSAs include concurrency reservations.

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 3.1 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 EE space requirements.

Application Review Request: COJ PDD: Baseline Checklist Review
Proposed Name: L-5858-23C Palmetto Street
Requested By: Sam Roberts
Reviewed By: W. Randall Gallup
Due: 10/23/2023

Analysis based on maximum dwelling units: ~~400~~

SCHOOL ¹	CSA	STUDENTS GENERATED (Rounded) ²	SCHOOL CAPACITY ³ (Permanent/Portables)	CURRENT ENROLLMENT 20-Day Count (2023/24)	% OCCUPIED	4 YEAR PROJECTION
Long Branch #106	1	50	407	305	75%	76%
Gilbert # 146	1	20	799	654	82%	80%
Raines # 165	1	29	1829	1316	72%	75%
		99				

NOTES:

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

² 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.

³ Does not include ESE & room exclusions

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 and the development potential of the proposed land use amendment change. Review and comments from EPD are provided below.

EPD Review

The proposed property in land use amendment L-5858-23C will be in close proximity to the US-17, indicating sufficient access to I-95 (1.76 road miles), primary evacuation route.

In consideration of the surrounding evacuation zones (Zone C, Zone B, and Zone A), nearest evacuation routes, and the estimate of 2,724 – 2,765 additional daily trips, the development of the proposed property could create a localized impact to the traffic flow on I-95 during an emergency evacuation scenario. The changes proposed through land use amendment application L-5858-23C 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. Any development should incorporate appropriate mitigation techniques to reduce flood vulnerability and minimize impacts to the floodplain

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of mostly low sensitivity and 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 1.2.2 The City shall continue to review new development for the potential of archeologically significant sites. The City shall utilize the most current version of the Archeological Sensitivity Predictive Model to identify areas of high probability for artifact concentrations.

Policy 1.2.5 The Planning and Development Department shall maintain and update for planning and permitting purposes, a series of GIS data layers and maps depicting recorded archaeological sites, historic districts and local landmarks.

Eastside National Register Historic District

The subject site is located within the boundaries of the National Register's Eastside Historic District and contains a site listed on the Florida Master Site File. Because this District is only designated at the federal level and not the local level, the property is exempt from the Historic Preservation Section's design review process (e.g., Certificate of Appropriateness Application). However, in accordance with Section 320.407,

Ordinance Code, there is a demolition review requirement for contributing structures within a National Register Historic Districts that requires review by the Historic Preservation Commission (HPC) before a demolition permit can be approved. The demolition delay process provides time so that the owner, public and City have an opportunity to better understand a building's architectural, cultural or historic value; learn about any available historic preservation incentives that could be used to rehabilitate the structure; and explore alternatives to demolition before the historic resource is potentially destroyed.

The Historic Preservation Section identified three contributing structures on one of the parcels that is part of the subject land use amendment that will require review from the Historic Preservation Commission before a demolition permit can be approved. For the full review from the Historic Preservation Section, please see attached memorandum.

Historic Preservation Element

Policy 1.2.2 The City shall continue to review new development for the potential of archeologically significant sites. The City shall utilize the most current version of the Archeological Sensitivity Predictive Model to identify areas of high probability for artifact concentrations.

Downtown Brownfield Pilot Area

The property is located within the Downtown Brownfield Pilot Area. The City of Jacksonville designated properties in the downtown area as a Pilot Program Brownfield Area by City Council Resolution Number 2000-125-A. The property owner may request that 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. Tax credits may be available for properties designated as a Brownfield Site.

Wellhead Buffer Area

The land use amendment site is within the 750-foot buffer of a wellhead. The Environmental Quality Division reviewed the application for possible impacts. The review did not find issues with the proposed application.

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.

PROCEDURAL COMPLIANCE

The affidavit proof of sign posting and photos of the posted signs were submitted on October 31, 2023, 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 November 20, 2023. No members of the public attended to speak on the proposed amendment.

CONSISTENCY EVALUATION

Consistency with 2045 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 defined in this Plan. 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, enjoyment, wellness 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 1.1.21 Rezoning and 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 and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business with the intent that this balance of uses shall:

A. Foster vibrant, viable communities and economic development opportunities;

B. Address outdated development patterns; and/or

C. Provide 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.

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 1.2.8 Require new development and redevelopment in the Central Business District (CBD), Urban Priority Area (UPA), Urban Area (UA), and

Suburban Area (SA) to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site.

Development on sites located within the UPA, UA and SA are permitted where connections to centralized potable water and/or wastewater are not available subject to compliance the following provisions:

1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
2. Non-residential (above 600 gpd) where the collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (non-residential and residential) where:
 - a. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
 - b. Each lot is a minimum of ½ acre unsubmerged property.
 - c. Installation of dryline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections the JEA Collection Systems available within a five (5) year period.

Objective 1.6 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.

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 residents. 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 Comprehensive Plan and Land Development Regulations.

- Objective 3.2 Promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas.
- Policy 3.2.1 The City shall encourage development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.
- Policy 3.2.2 The City shall encourage, through the Land Development Regulations, infill and redevelopment of existing commercial areas in lieu of permitting new areas to commercialize.

Property Rights Element (PRE)

- Goal 1 The City will recognize and respect judicially acknowledged and constitutionally protected private property rights in accordance with the Community Planning Act established in Chapter 163, Florida Statutes.
- Objective 1.1 Local decision making shall be implemented and applied with sensitivity for private property rights and shall not be unduly restrictive.
- Policy 1.1.1 The City will ensure that private property rights are considered in local decision making.
- Policy 1.1.2 The following rights shall be considered in local decision making:
1. The right of a property owner to physically possess and control his or her interests in the property, including easements, leases, or mineral rights.
 2. The right of a property owner to use, maintain, develop, and improve his or her property for personal use or for the use of any other person, subject to state law and local ordinances.
 3. The right of the property owner to privacy and to exclude others from the property to protect the owner's possessions and property.
 4. The right of a property owner to dispose of his or her property through sale or gift.

According to the Future Land Use Element (FLUE), Light Industrial (LI) is a category which provides for the location of industrial uses that are able to be performed in such a manner as to control the external effects of the process, such as smoke, noise, soot, dirt, vibration, odor, etc. Uses within this category, other than outside storage, shall be conducted within an enclosed building. Generally, light industrial uses involve materials that have previously been prepared, or raw materials that do not need refining. These

uses do not create a noticeable amount of noise, dust, odor, smoke, glare or vibration outside of the building or on the site in which the activity takes place.

Medium Density Residential (MDR) is a category intended to provide compact medium to high density residential development and can serve as transitional uses between low density residential uses and higher density residential uses, commercial uses and public and semi-public use areas. Multi-family housing such as apartments, condominiums, townhomes and rowhouses should be the predominant development typologies in this category. The maximum gross density in the Urban Priority Area shall be 30 units/acre and the minimum gross density shall be greater than 7 units/acre.

Community/General Commercial (CGC) is a category intended to provide for a wide variety of retail goods and services which serve large areas of the City and a diverse set of neighborhoods. CGC in the Urban Priority Area is intended to provide compact development which should generally be developed in nodal and corridor development patterns while promoting the revitalization or advancement of existing commercial districts and the use of existing infrastructure through infill development and redevelopment.

Regional Commercial (RC) uses are intended to accommodate development and redevelopment of areas pursuant to a master plan that is implemented through a Planned Unit Development (PUD) Zoning District or a Transit Oriented Development (TOD) Zoning Overlay. The RC designation shall be implemented to facilitate innovative site planning, adaptive reuse, infill development and smart growth techniques and to allow for flexible and creative integration of uses that would not otherwise be accommodated under other land use categories. New development within the RC category shall be for sites under 250 acres in size, shall generally include a mix of both residential and non-residential uses, and are discouraged in the Rural Development Area.

The RC land use category description establishes a methodology for allowing an integration of uses with projects that exhibit innovative and creative development concepts and that cannot otherwise be accommodated under other land use categories. With each new RC category designation, a site specific policy providing a list of permitted uses and the density and intensity of uses is required. Additionally, development in the RC category will be implemented through a PUD Zoning District or TOD Zoning Overlay.

Additional criteria regarding development typology and land development regulations are included in the RC category description and are summarized as described below:

- Preferred in locations are those which are supplied with full urban services, located in close proximity to a roadway classified as a collector or higher and located within the Suburban Development Area.
- Enables innovation and creativity in development that could not otherwise be accommodated under other land use categories.
- Furthers smart growth practices as defined in FLUE Policy 1.1.25
- Directs development away from environmentally sensitive lands.

The applicant is proposing a change from LI, MDR and CGC to RC with FLUE Site Specific Policy 4.4.42 to allow for a mixed-use development consisting of residential and commercial uses. The site is located in the Urban Priority Development Area and is surrounded by a mix of residential, commercial and light industrial uses with portions of the site abutting an expressway (Arlington Expressway) and a collector road (Union Street). With the location along Arlington Expressway and the access to mass transit with the First Coast Flyer Red Line Route along Arlington Expressway and Bus Route 11 along A. Philip Randolph Boulevard, this development would be integrated into the existing transportation system. The mix of uses proposed with FLUE Site Specific Policy 4.4.42 will complement the existing development in the general area including the Downtown Area immediately south of the property. Additionally, according to the companion PUD Site Plan, the portions of the property that abut existing residential uses to the east will include outdoor spaces and an amenity and leasing building to serve as transitional uses from the residential and commercial development. The provision of housing near employment centers is complementary to meeting the employment needs of the area while also meeting the goal of creating a land use pattern that minimizes vehicle miles traveled. Therefore, the amendment is consistent with FLUE Goals 1 and 3, Objective 3.1 and 3.2, and Policies 1.1.21, 1.1.22 and 3.2.1.

Consistent with FLUE Policy 1.2.8, the applicant has provided a JEA Availability Letter dated July 12, 2023 as part of the companion rezoning application. According to the letter, the proposed development has access to both water and sewer services. As identified in the land use application and the companion PUD rezoning, it is the intent of the applicant to connect to JEA water and sewer services for the development.

The property consists of vacant and underutilized land in the Urban Priority Development Area which has access to centralized water and sewer services and mass transit. Therefore, the proposed land use amendment to RC with FLUE Site Specific Policy 4.4.42 would allow for commercial and residential infill redevelopment. Thus, the proposed amendment is consistent with FLUE Objective 1.6 and Policy 3.2.2.

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.

East Jacksonville Neighborhood Action Plan (NAP)

The application site is located within the boundaries of the East Jacksonville NAP. According to the NAP, the proximity of East Jacksonville to the Sports Complex and Downtown, as well its central location relative to the rest of the City, is one of the most frequently cited strengths of the neighborhood. Citizens frequently cited neighborhood pride, stability, and a strong sense of community as strengths of their neighborhood. Residents also considered the many vacant homes and lots to be a key opportunity for East Jacksonville since they could be used for infill development and rehabilitation. The

NAP recommends mixed use retail and residential uses to provide employment opportunities and to attract both residents and visitors to the area. The proposed mixed-use development is consistent with the East Jacksonville NAP.

Vision Plan

The application site lies within the Urban Core Vision Plan. Guiding Principle Two of the Plan is to “promote mixed-use/mixed-income redevelopment and infill.” The proposed land use amendment is consistent with sub-principles 2.1, redevelopment and infill, and 2.2, create a range of housing opportunities and choices, as it allows for the redevelopment of the property into a mixed-use project, inclusive of a residential component.

Strategic Regional Policy Plan

The proposed amendment is consistent with the following Goal, Objective and Policy 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.

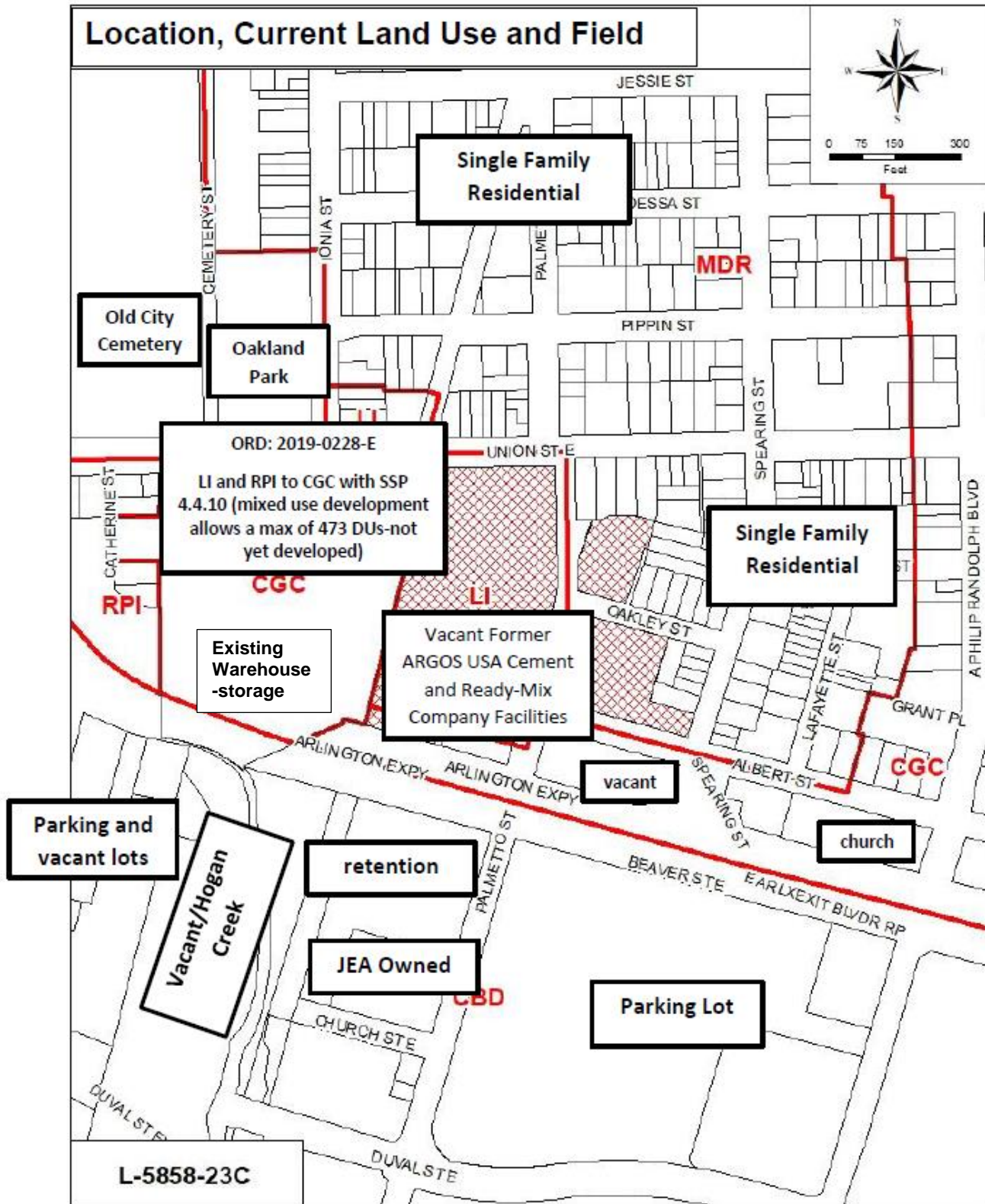
OBJECTIVE: MOBILITY – PEOPLE BENEFIT FROM MOBILITY AND ACCESS

Policy 1: The Region supports: strategies identified by the Regional Community Institute as they worked on First Coast Vision, including

- Mixed-use communities that integrate residential and employment-generating land uses to reduce the need to travel great distances for work.

The proposed land use amendment would allow for the development of a mixed-use development consisting of high density residential and commercial uses. The amendment would allow for an increase in 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. Additionally, the mixed use development would allow for the integration of residential and employment generating land uses offering an opportunity to reduce commute distance. Therefore, the proposed amendment is consistent with the Strategic Regional Policy Plan.

FIELD / LOCATION / CURRENT LAND USE MAP



FLUE SITE SPECIFIC POLICY 4.4.42

FUTURE LAND USE ELEMENT

Policy 4.4.42

Pursuant to Ordinance 2023-781, a small scale amendment is approved that designates a 6.15 acre RC land use category site on the Future Land Use Map. In order to implement a creative integration of uses to facilitate innovative site planning, infill development with vertical and horizontal integration of mixed uses, and smart growth techniques as called for in the RC land use category, development is subject to the following site specific conditions:

1. Development shall allow for the following uses: (a) various principal and secondary uses allowed in the High Density Residential (HDR) land use category; (b) various principal and secondary uses in the Community/General Commercial (CGC) land use category; and (c) existing or relocated wireless communications towers and antennas.
2. Development shall be limited to a maximum of 400 multifamily residential dwelling units and 20,000 square feet of non-residential uses, not including non-commercial recreation and open space uses for use of residents and their visitors.

HISTORIC PRESERVATION SECTION REVIEW OF L-5858-23C



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

Planning and Development Department
214 North Hogan Street, Suite 300
Jacksonville, FL 32202
(904) 630-CITY
www.jacksonville.gov

MEMORANDUM

TO: Helena Parola
Community Planning Division, Land Use Section

FROM: Arimus Wells
Community Planning Division, Historic Preservation Section

SUBJECT: LUA 5858-23C Review

DATE: November 6, 2023

The Historic Preservation Section has reviewed the subject properties located at 700 Palmetto Street (RE: 130810-0000), 817 Oakley Street (RE: 130817-0000), and 0 Palmetto Street (RE: 130803-0000). Based on archival records, the subject parcels historically had several single-family dwellings and a few warehouse buildings. Only four (4) extant nonresidential structures remain (RE: 130810-0000).

The subject property is also located within the boundaries of the National Register's Eastside Historic District. Since this District is only designated at the federal level and not the local level, the property is exempt from the Historic Preservation Section's design review process (e.g., Certificate of Appropriateness Application). However, in accordance with Section 320.407, Ordinance Code, there is a demolition review requirement for contributing structures within a National Register Historic Districts that requires review by the Historic Preservation Commission (HPC) before a demolition permit can be approved. The demolition delay process provides time so that the owner, public and City have an opportunity to better understand a building's architectural, cultural or historic value; learn about any available historic preservation incentives that could be used to rehabilitate the structure; and explore alternatives to demolition before the historic resource is potentially destroyed. Staff has identified three (3) contributing structures on subject parcel RE: 130810-0000.

APPLICANT JUSTIFICATION AND ADDITIONAL INFORMATION

APPLICATION CONTENT

Small Scale Land Use Amendment

700 Palmetto Street PUD

Tracking 5858

AS AMENDED BY APPLICANT ON 10/27/2023

III. LAND USE AMENDMENT/REZONING REQUEST INFORMATION

- A. **Current utilization of the property:** ie retail store, office, vacant land, vacant commercial building, convenience store, gas station, single-family residence, dairy farm, etc.

The site currently contains the vacant former Argos USA cement and ready-mix company facilities, including small office buildings, storage towers.

- B. **Current Land Use Category:** Indicate the current land use category(s) for the subject property.

Light Industrial (LI), Medium Density Residential (MDR), Community/General Commercial (CGC)

- C. **Requested Land Use Category:** Indicate the land use category that is being requested for the property. If there is more than one land use category on the site, please indicate each land use category's acreage amount to nearest 1/100th of an acre.

Regional Commercial (RC)

- D. **Surrounding 2030 Comp Plan FLUM Designation(s):** Indicate the land use categories that surround the entire subject property.

The property is surrounded by Community/General Commercial (CGC) to the west and south, and Medium Density Residential (MDR) to the north and east.

- E. **Reason/Justification for the Amendment:** Explain the basis for your request.

The proposed amendment is necessary to support the redevelopment of a former industrial site into a primarily residential development with limited commercial uses within the Urban Priority Area and a Level 2 Economically Distressed Area, as set forth in the proposed PUD rezoning that this amendment supports. Said PUD includes tools that ensure quality design and supports economic growth, adds housing, and expands commercial and service options for residents of the new development and nearby areas.

The proposed amendment is also suitable for the site's location between the Arlington Expressway and East Union Street. This traditional industrial area has been identified as a revitalization opportunity in both the 2045 Comprehensive Plan, the Urban Core Vision Plan, and the East Jacksonville and Springfield Revitalization Plan.

The proposed project that the rezoning will enable conforms to various goals and objectives of the 2045 Comprehensive Plan, including, but not limited to, the following:

Exhibit III
Page 1 of 3

APPLICANT JUSTIFICATION AND ADDITIONAL INFORMATION **(CONTINUED)**

Future Land use Element:

1. *Goal 1: To ensure that the character and location of land uses optimize the combined potentials for economic benefit, enjoyment, wellness and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.*
2. *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.*
3. *Objective 1.3 Continue to improve coordination between transportation and land use planning efforts in order to optimize transportation system capacity and promote high quality site designs, and facilitate access to employment and daily goods and services.*
4. *Objective 1.6 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.*
5. *Objective 2.3 Continue to strengthen the Central Business District (CBD) as the regional center of finance, government, retail, and cultural activities for Northeast Florida. Note that the subject property is not within the CBD but is within 165 feet at its closest point.*
6. *Goal 3: To achieve a well-balanced and organized combination of residential, nonresidential, 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.*
7. *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 residents. 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 Comprehensive Plan and Land Development Regulations.*
8. *Objective 3.4 Where feasible, the City shall encourage all new developments to conform to a compact and connected growth pattern with land use diversity and improved interrelationships among residential, business, commercial, recreational, and institutional uses.*

Housing Element

1. *Objective 1.1 The City shall assist the private sector in providing an adequate supply of new dwelling units of various types, sizes and costs. The City needs to add an estimated 92,282 units between 2020 and 2045 in order to keep pace with population growth and/or fluctuations in market forces and migration patterns.*

Specific East Jacksonville and Springfield Revitalization Plan recommendations supporting

APPLICANT JUSTIFICATION AND ADDITIONAL INFORMATION
(CONTINUED)

this amendment include a goal of providing a transition in intensity and use between the CDB and the low-rise residential neighborhoods to the north and east.

Finally, the amendment is justified because it supports growth that benefits the nearby neighborhoods. The amendment will allow East Jacksonville and Springfield to accommodate growth without contributing to multifamily encroachment into their existing cores. It will also eliminate blight and land use conflicts between residential and industrial uses.

- F. **Current Zoning District(s):** State the existing zoning for the subject property.

Industrial Light (IL), Residential Medium Density A (RMD-A), Commercial Community/General-1 (CCG-1)

- G. **Requested Zoning District Designation(s):** Indicate the zoning district desired for the property under the requested land use. If there is more than one zoning district on the site, please indicate each zoning district's acreage amount to nearest 1/100th of an acre.

Planned Unit Development (PUD)