

City of Jacksonville, Florida

Lenny Curry, Mayor

City Hall at St. James
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Jacksonville, FL 32202
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December 3, 2020

The Honorable Tommy Hazouri, President
The Honorable Michael Boylan, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report / Ordinance No. 2020-685/Application No. L-5480-20C

Dear Honorable Council President Hazouri, Honorable Council Member and LUZ Chairman Boylan 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 **APPROVE** Ordinance 2020-685 on December 3, 2020.

| | |
|---------------------|--------------------|
| P&DD Recommendation | APPROVE |
| PC Issues: | None |
| PC Vote: | 7-0 APPROVE |

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

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

Sincerely,

Kristen D. Reed

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

Large-Scale Future Land Use Map Amendment – November 25, 2020

Ordinance/Application No.: 2020-685 / L-5480-20C

Property Location: 2857 Myra Street, east of Willow Branch Avenue, south of Dellwood Avenue and at the terminus of Myra Street

Real Estate Number(s): 062998 - 0000

Property Acreage: 0.18 of an acre

Planning District: District 5, Northwest Jacksonville

City Council District: District 9

Applicant: Evelyn Georgieva

Development Area: Urban Development Area

Current Land Use: CGC

Proposed Land Use: MDR

Current Zoning: CCG-2

Proposed Zoning: RMD-A

RECOMMENDATION: **Approve**

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

The subject property is a single-family home, zoned Commercial Community General-2 (CCG-2) and has been zoned commercial since 1969. Sometime after the house was built in 1940, the zoning changed to commercial. The house is considered a legal non-conforming use. We would like to update zoning, so that the property is bank-financeable and is consistent across the board residential property with residential zoning.

BACKGROUND

The 0.18 acre subject site is located on the end of Myra Street, east of Willow Branch Avenue and south of Dellwood Avenue. According to the City’s Functional Highways Classification Map, Myra Street is a local roadway. Presently, the application site is developed within a single family dwelling and access to the site will be from Myra Street.

The amendment will change the land use category from Community/General Commercial (CGC) to Medium Density Residential (MDR) to make the property conforming and to match the residential neighborhood that it is located. The zoning is currently Commercial Community/General-2 (CCG-2) and the applicant proposes a rezoning to Residential Medium Density-A (RMD-A). The property is located within the Urban Development Area. A companion rezoning is pending concurrently with this application pursuant to Ordinance 2020-686.

Single-family residential is the dominant land use to the north and east of the subject property. Vacant undeveloped land is located to the south and a mix of uses is located to the west of the subject site.

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

North: Land Use: MDR
Zoning: RMD-A
Property Use: Single-family dwellings

South: Land Use: CGC
Zoning: CCG-2
Property Use: Vacant undeveloped land

East: Land Use: MDR
Zoning: RMD-A
Property Use: Single-family dwellings

West: Land Use: CGC and MDR
Zoning: CCG-2 and RMD-A
Property Use: Vacant undeveloped land, parking lot, night club, office, single-family and multi-family dwellings

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 – Application Number L-5480-20C

| Development Analysis of 0.18 of an acre | | |
|--|---|--|
| Development Boundary | Urban Development Area | |
| Roadway Frontage Classification / State Road | Myra Street – Local Road | |
| Plans and/or Studies | Northwest Jacksonville Vision Plan | |
| Site Utilization | Current: Single-family dwelling | Proposed: Single-family dwelling |
| Land Use / Zoning | Current: CGC / CCG-2 | Proposed: MDR / RMD-A |
| Development Standards for Impact Assessment | Current: Scenario 1: 0.35 FAR Scenario 2; 20% commercial of 0.35 FAR and 80% multi-family at 15 DUs/acre | Proposed: 15 multi-family DUs per acre |
| Development Potential | Current: Scenario 1: 2,744 sq. ft. of commercial space Scenario 2: 549 sq. ft. of commercial space and 2 multi-family DUs | Proposed: 2 multi-family DUs |
| Net Increase or Decrease in Maximum Density | Scenario 1: No change in dwelling units Scenario 2: No change in dwelling units | |
| Net Increase or Decrease in Potential Floor Area | Scenario 1: Decrease 2,744 sq. ft. Scenario 2: Decrease 549 sq. ft. | |
| Population Potential | Current: Scenario 1: 0 people Scenario 2: 4 people | Proposed: 4 people |
| Special Designation Areas | | |
| Aquatic Preserve | No | |
| Septic Tank Failure Area | No | |
| Airport Environment Zone | 500 Ft. Height Restriction Zone for Naval Station Jacksonville and Herlong Recreational Airport | |
| Industrial Preservation Area | No | |
| Cultural Resources | No | |
| Archaeological Sensitivity | Low | |
| Historic District | No | |
| Coastal High Hazard/Adaptation Action Area | No | |

| Development Analysis of 0.18 of an acre | |
|--|---|
| Groundwater Aquifer Recharge Area | No; Discharge area |
| Wellhead Protection Zone | No |
| Boat Facility Siting Zone | No |
| Brownfield | No |
| Public Facilities | |
| Potential Roadway Impact | De minimus |
| Potential Public School Impact | De minimus |
| Water Provider | JEA |
| Potential Water Impact | Scenario 1: Decrease of 277.44 gallons per day Scenario 2: Increase of 38.53 gallons per day |
| Sewer Provider | JEA |
| Potential Sewer Impact | Scenario 1: Increase of 208.08 gallons per day Scenario 2: Decrease of 28.89 gallons per day |
| Potential Solid Waste Impact | Scenario 1: Increase of 0.81 tons per year Scenario 2: Decrease of 0.88 tons per year |
| Drainage Basin/Sub-basin | St. Johns River Basin upstream from Trout River / McCoys Creek Sub-basin |
| Recreation and Parks | Powers Park |
| Mass Transit Access | No bus service at this location |
| Natural Features | |
| Elevations | 20 to 21 feet above mean sea level |
| Land Cover | 1300; Residential High Density |
| Soils | (7314) Urban land-Mascotte-Sapelo complex |
| Flood Zones | None |
| Wetlands | None |
| 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).



Transportation

This land use amendment is generating less than 10 average daily trips on the transportation network and is determined to be insignificant. Therefore, this land use amendment does not require a traffic impact analysis.

School Capacity

The development of one dwelling unit has a de minimis impacts on school capacity and therefore does not require a school level of service review.

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low sensitivity for the presence of archaeological resources. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

Historic Preservation Element

Policy 1.2.6 The Planning and Development Department shall maintain and update for planning and permitting purposes, a U.S.G.S. series of topographic maps upon which recorded archaeological sites are shown.



Airport Environment Zone


The site is located within the 500 feet Height and Hazard Zone for Naval Air Station Jacksonville and Herlong Recreational Airport. Zoning will limit development to a maximum height of less than 500 feet unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d).

Future Land Use Element

Objective 2.5 Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on October 30, 2020, the required notices of public hearing signs were posted. Seventy-four (74) 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 16, 2020. The applicant explained that the house was built in 1940 and was later zoned commercial. The

applicant also stated by changing the property to a residential land use category and zoning district the property would be conforming and eligible for refinancing. One neighbor who had concerns of commercial traffic egress onto Myra Street was satisfied that the property was now going to be residential.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

Development Area

Urban Area (UA): The UA is the second tier Development Area and generally corresponds with the densely developed portions of the City that have been in residential or employment generation uses prior to consolidation. It also includes major corridors which connect the other Development Areas. Similar to the Urban Priority Area (UPA) the intent of the UA is to encourage revitalization and the use of existing infrastructure through redevelopment and infill development, but at moderate urban densities which are transit friendly. Also similar to the UPA, the UA is intended to support multi-modal transportation and the reduction of per capita greenhouse gas emissions and vehicle miles traveled. Development is encouraged to employ urban development characteristics as further described in each land use category.

Future Land Use Element:

- Objective 1.1 Ensure that the type, rate, and distribution of growth in the City results in compact and compatible land use patterns, an increasingly efficient urban service delivery system and discourages proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.
- Policy 1.1.5 The amount of land designated for future development should provide for a balance of uses that:
A. Fosters vibrant, viable communities and economic development opportunities;
B. Addresses outdated development patterns;
C. Provides sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.
- Policy 1.1.10 Gradual transition of densities and intensities between land uses in conformance with the provisions of this element shall be achieved through zoning and development review process.
- Policy 1.1.21 Future amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated

growth and the projected population of the area and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business consistent with FLUE Policy 1.1.5. The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.

Policy 1.1.24 The City will encourage new development to locate in the Urban Core, Southwest, North, and Northwest planning districts through such measures as economic incentives, greater marketing assistance, etc.

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.

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

Policy 3.1.3 Protect neighborhoods from potential negative impacts by providing a gradation of uses and scale transition. The Land Development Regulations shall be amended to provide for an administrative process to review and grant, when appropriate, relief from the scale transition requirements.

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

According to the Category Description of the Future Land Use Element (FLUE), Community/General Commercial (CGC) land use category in the Urban Area is intended

to provide compact development in nodal and corridor development patterns, while promoting the advancement of existing commercial land uses and the use of existing infrastructure through infill development and redevelopment. The CGC land use is a mixed use category. Development that includes both residential and commercial uses supports both uses.

MDR land use category in the Urban Development Area is a category intended to provide compact medium density residential development which are supplied with full urban services and in locations which serve as a transition between commercial and residential uses. Multi-family housing such as apartments, condominiums, townhomes and rowhouses should be the predominant development typologies in this category. MDR allows residential development at up to 20 dwelling units per acre.

Consistent with FLUE Policy 1.2.9, the subject site can be served by city water and sewer services. According to the City's GIS Infrastructure map there is a 8-inch sewer main and a 2-inch water main at the terminus Myra Street that serves the already serves the application site.

The subject site has access to centralized water and sewer facilities and the proposed amendment to MDR would allow for the existing property to remain residential. If for some reason the home was destroyed due to some unforeseen circumstances, the home could not be rebuilt under the present zoning. Therefore, the amendment is consistent with FLUE Objectives 1.1 and 3.1, and Policies 1.1.5, 1.1.21, 1,1,24 and 3.1.6.

The amendment to MDR results in a compatible land use pattern with abutting residential land use category to the north and east of the subject site and access to the site is from a single-family neighborhood street. The amendment to MDR also buffers the rest of the residential neighborhood from the existing commercial areas to the south and west of the site. Therefore the proposed land use amendment to MDR is consistent to FLUE Policies 1.1.10 and 3.1.3.

Vision Plan

The subject property is located within the boundaries of the Northwest Jacksonville Vision Plan (2003) and the Traditional Building Area of the Plan. The Plan provides no specific guidelines for the location of the subject site. However, the plan suggests that in the traditional building areas creating new communities should resemble the old. Although, changing the land use category from CGC to MDR to a single-family dwelling built in the same timeframe of the adjacent residential neighborhood is keeping with the building style. Therefore, MDR at this location is consistent with the vision plan.

Strategic Regional Policy Plan

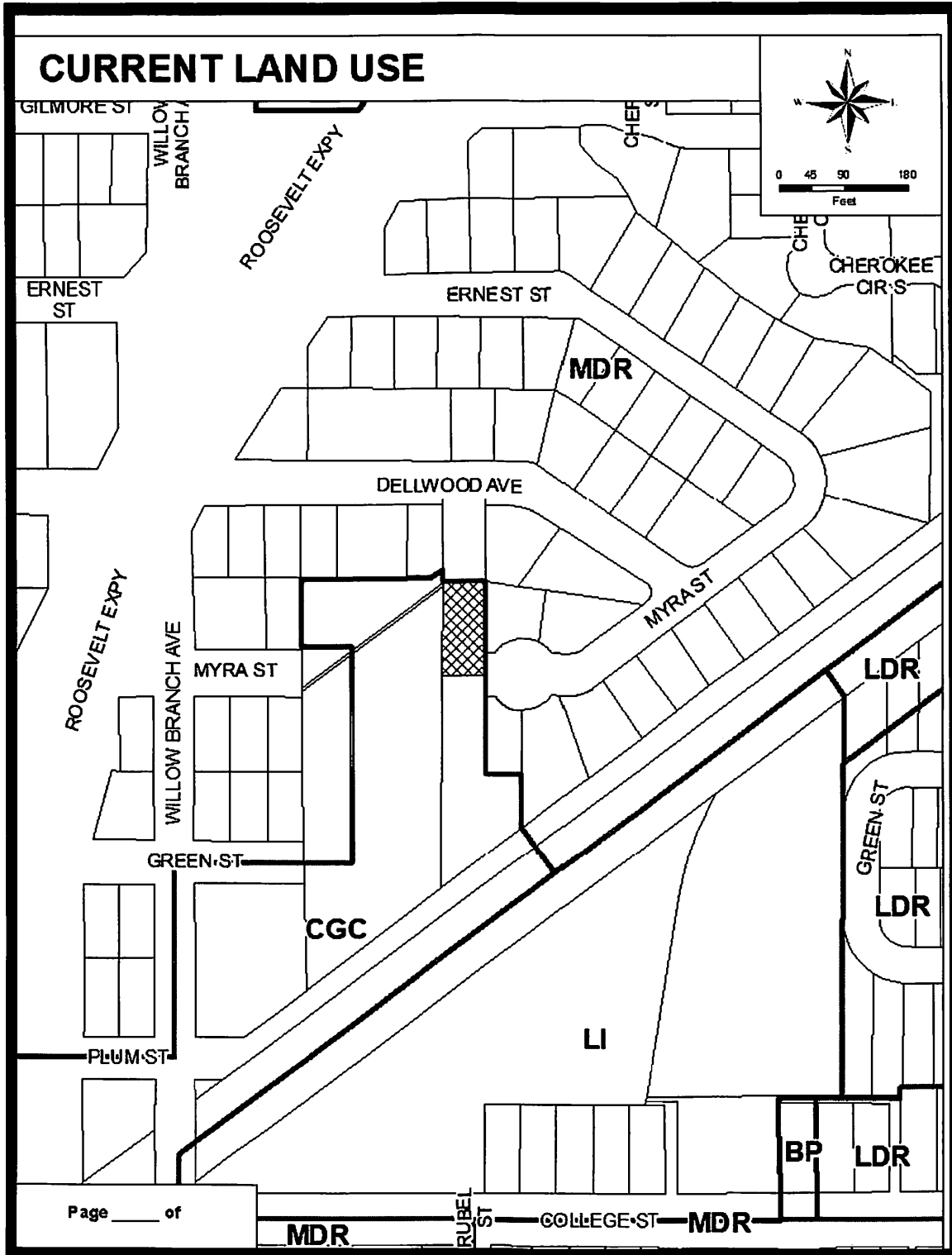
The proposed amendment is consistent with the following Objective and Policy of the Strategic Regional Policy Plan, Communities and Affordable Housing Subject Area:

Objective: Improve Quality of Life and Provide Quality Places in Northeast Florida

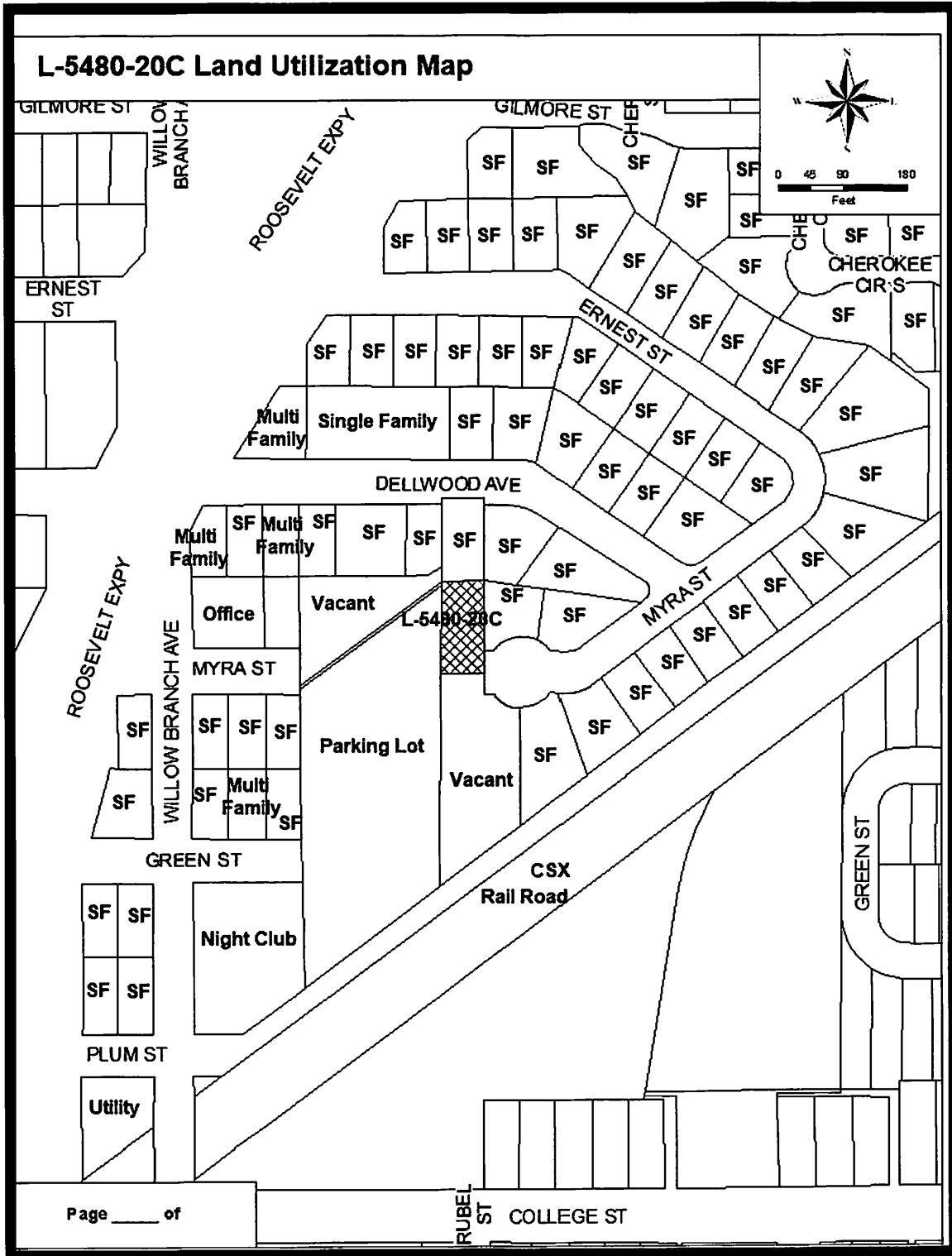
Policy 3: Local governments are encouraged to offer incentives or make development easier in areas appropriate for infill and redevelopment.

The proposed land use amendment is consistent with Policy 3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional location for the infilling of residential development in an established residential area.

SITE LOCATION AND CURRENT LAND USE MAP



FIELD / CURRENT USES MAP



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RUBEL ST COLLEGE ST