



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](http://www.Jacksonville.gov)

June 6, 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. 2024-347/Application No. L-5906-24C**

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 2024-347 on June 6, 2024.

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

Charles Garrison, Chair	Aye
Lamonte Carter	Aye
Amy Yimin Fu	Absent
Julius Harden	Aye
Moné Holder	Absent
Ali Marar	Aye
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  
June 6, 2024  
Page 2

Sincerely,

A handwritten signature in blue ink, appearing to read "Helena A. Parola".

**Helena A. Parola, MAURP**

***City Planner Supervisor***

City of Jacksonville - Planning and Development Department

214 North Hogan Street, Suite 300

Jacksonville, FL 32202

(904) 255-7842

[HParola@coj.net](mailto:HParola@coj.net)

**Report of the Jacksonville Planning and Development Department**

**Small-Scale Future Land Use Map Amendment – May 31, 2024**

**Ordinance/Application No.:** 2024-347 / L-5906-24C

**Property Location:** 2336 Liberty Street North, 0 15<sup>th</sup> Street East, 0 14th Street East, 2245 and 2301 Main Street North, 0, 2305, 2315, 2401 Hubbard Street, and 0, 2303, 2335, 2402 Market Street North, between Main Street North and US Liberty Street

**Real Estate Number(s):** 044910-0000; 044911-0000; 044912-0000; 044914-0000; 044931-0000; 044936-0000; 044938-0005; 044941-0010; 044941-0060; 044942-0000; 055295-0000; 044932-0000; 044922-0005; and 044935-0000

**Property Acreage:** 8.30

**Planning District:** District 1, Urban Core

**City Council District:** District 7

**Applicant:** Marshall Phillips, Esquire

**Current Land Use:** Community/General Commercial (CGC) (8.0 acres) and Light Industrial (LI) (0.30 of an acre)

**Proposed Land Use:** Regional Commercial (RC) with Site-Specific FLUE Policy 4.4.43 (8.3 acres)

**Current Zoning:** Planned Unit Development (PUD) (8.0 acres) and Industrial Light (IL) (0.30 of an acre)

**Proposed Zoning:** Planned Unit Development (PUD) (8.3 acres)

**Development Boundary:** Urban Priority Area

**RECOMMENDATION:** **APPROVE**

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

To allow for a mixed use development consistent with the market.

## **BACKGROUND**

The 8.30 acre subject site consists of fourteen parcels with multiple addresses located along both the north and south sides of East 14<sup>th</sup> Street, a local road, east of Main Street North (US-17), a major arterial road, and west of North Liberty Street, a collector road. The applicant is proposing a Future Land Use Map (FLUM) amendment from Community/General Commercial (CGC) and Light Industrial (LI) to Regional Commercial (RC) with Site-Specific Future Land Use Element Policy 4.4.43 (detailed below and included as Exhibit 3, dated April 16, 2024, to the ordinance) to allow for a mixed use development with a maximum development potential of 100 dwelling units per acre and 450,000 square feet of non-residential. The applicant is also proposing a companion rezoning from Planned Unit Development (PUD) and Industrial Light (IL) to PUD. The companion rezoning application is pending concurrently with this application, pursuant to Ordinance 2024-348.

### Proposed site-specific FLUE Policy 4.4.43

Pursuant to Ordinance 2024-347, a small-scale amendment is approved that designates an 8.3 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, adaptive reuse, 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-conditions.

1. Development shall allow for the following uses: (a) All public facilities and non-residential principal and secondary uses in the Community/General Commercial (CGC), Residential-Professional-Institutional (RPI) and Neighborhood Commercial (NC) land use categories, (b) Residential, (c) Commercial, (d) Retail and Service, (e) Professional and Business Office, (f) Medical, (g) Light Industrial, (h) Recreational and Open Space, (i) Institutional, (j) Agricultural and (k) Mixed-use.
2. Development shall be limited to a maximum of 450,000 square feet of non-residential uses and a maximum of 100 residential units per acre, which may include multi-family residential uses, single-family residential uses, or a mix of both multi-family and single-family residential uses.
3. The owner is encouraged to interconnect the development's integrated system of pedestrian walkways, sidewalks, parks and paths with the abutting portion of Segment #4, the S-Line Connector, of the Emerald Trail, which will be located on property owned by the City of Jacksonville.

There have been five land use changes near the subject site, including two previous amendments to a portion of the site. The 0.5 of an acre parcel in the northwest corner of the subject site was amended from Medium Density Residential (MDR) to LI in 2001 pursuant to Ordinance 2001-1228-E. Last year, 8.09 acres of the subject site was

amended from LI and MDR to CGC, pursuant to 2023-392-E. Approximately 400 feet to the south of the subject site, along the north side of E 11<sup>th</sup> Street, the land use was amended from LI to MDR on a 0.36 of an acre site, pursuant to Ordinance 2016-671-E. Approximately 150 feet southeast of the subject site, across North Liberty Street, the land use on a 1.45 acre site was amended from Public Buildings and Facilities (PBF) to LI, pursuant to Ordinance 2011-151-E. Approximately 300 feet southeast of the subject site, across North Liberty Street, the land use of a 1.05 acre site was amended from High Density Residential (HDR) to Business Park (BP) pursuant to 2001-590-E.

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

North: Land Use: LI, MDR, CGC

Zoning: IL, Residential Medium Density – B (RMD-B), Commercial / Community General – 2 (CCG-2)

Property Use: Single-family, Vacant, Commercial, Warehouse/storage, CSX Railroad

South: Land Use: LI, CGC, PBF, MDR,

Zoning: IL, Commercial / Community General – Springfield (CCG-S), Public Buildings and Facilities -1 (PBF-1), Residential Medium Density – Springfield (RMD-S), Industrial Business Park (IBP)

Property Use: School, Single-family, Vacant, Commercial, CSX Railroad, Warehouse/storage

East: Land Use: LI, MDR

Zoning: IL, RMD-B, Industrial Heavy (IH)

Property Use: Single-family, Vacant, Warehouse/storage

West: Land Use: CGC, MDR

Zoning: CCG-S, RMD-S, PBF-1

Property Use: School, Commercial, CSX Railroad

## **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

<b>Development Analysis</b>		
Development Boundary	Urban Priority Area	
Roadway Frontage Classification / State Road	Main Street North (US-17) – Principal Arterial Road North Liberty Street – Collector Road North Market Street; Hubbard Street; East 14 <sup>th</sup> Street; and East 15 <sup>th</sup> Street – Unclassified Road	
Plans and/or Studies	Springfield Neighborhood Plan (1977) and Urban Core Vision Plan	
Site Utilization	Current: Vacant, warehouse, and office	Proposed: Mixed use
Land Use / Zoning	Current: CGC (8.0 acres) and LI (0.3 of an acre) / PUD (8.0 acres) and IL (0.3 of an acre)	Proposed: RC (8.3 acres) with FLUE SSP 4.4.43 / PUD (8.3 acres)
Development Standards for Impact Assessment	Current: Scenario 1: CGC - 0.35 FAR and LI - 0.4 FAR Scenario 2: CGC 45 DU/Acre and LI – 0.4 FAR	Proposed: 100 DU/Acre and 450,000 Sq. Ft non-residential
Development Potential	Current: Scenario 1: CGC: 121,968 Sq. Ft. And LI: 5,227 Sq. Ft. Scenario 2: CGC: 360 DUs And LI: 5,227 Sq. Ft.	Proposed: 830 DUs and 450,000 Sq. Ft. non-residential
Net Increase or Decrease in Maximum Density	Scenario 1: Increase of 830 DUs Scenario 2: Increase of 470 DUs	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Increase of 322,805 Sq. Ft. Scenario 2: Increase of 444,773 Sq. Ft.	
Population Potential	Current: Scenario 1: Not applicable Scenario 2: 846 people	Proposed: 1,950 people
<b>Special Designation Areas</b>		
Aquatic Preserve	No	
Evacuation Zone	Zone E	
Airport Environment Zone	No	
Industrial Preservation Area	No	
Cultural Resources	Structure at 2245 main St. is National Register & FMSF DU 00332	
Archaeological Sensitivity	Low	
Historic District	No	
Coastal High Hazard Area	No	

<b>Development Analysis</b>	
Adaptation Action Area	No
Groundwater Aquifer Recharge Area	No
Wellhead Protection Zone	No
Boat Facility Siting Zone	No
Brownfield	Study Area and 2245 N Main Street Designated Site - BF160001026
<b>Public Facilities</b>	
Potential Roadway Impact	Scenario 1: Increase of 10,089 net new daily trips Scenario 2: Increase of 11,122 net new daily trips
Potential Public School Impact	206 new students
Water Provider	JEA
Potential Water Impact	Scenario 1 : Increase of 211,273 gallons per day Scenario 2 : Increase of 121,611 gallons per day
Sewer Provider	JEA
Potential Sewer Impact	Scenario 1 : Increase of 158455 gallons per day Scenario 2 : Increase of 91,208 gallons per day
Potential Solid Waste Impact	Scenario 1 : Increase 2,666 tons per year Scenario 2 : Increase of 1925 tons per year
Drainage Basin/Sub-basin	Upstream of Trout River / Long Branch
Recreation and Parks	Cemetery Park
Mass Transit Access	JTA Route 1 bus stop located next to subject site along Main Street.
<b>Natural Features</b>	
Elevations	18-24 feet
Land Cover	1300:Residential High Density 1400: Commercial and Services 1550 :Other Light Industrial
Soils	69: Urban land 73:Urban land Mascotte-sapelo complex
Flood Zones	No
Wetlands	No
Wildlife (applicable to sites greater than 50 acres)	Not applicable

**Utility Capacity**

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet 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 February 21, 2024. According to the letter, the site has access to both water and sewer services through the Hubbard Street Right of Way.

### 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 1/2 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 8.3 acres and consists of multiple parcels located between Main Street and Liberty Street. The subject site is accessible via several local roads. 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) and Light Industrial (LI) to Regional Commercial (RC).

### **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 CGC and LI land uses would result in 3,484 or 2,451 daily trips, depending on the scenario. If the land use is amended to allow for this proposed RC development, this will result in 13,573 daily trips.

### **Transportation Planning Division RECOMMENDS the following:**

The difference in daily trips for the proposed land use amendment has 10,089 or 11,122 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 Diverted & Pass-By Trips	Daily Trips
CGC	821	121,968 SF	$T = 67.52 (X) / 1000$	8,235	4,776	3,459
LI	110	5,227 SF	$T = 4.87 (X) / 1000$	25	0	25
				<i>Total Trips for Existing Land Use- Scenario 1</i>		<i>3,484</i>
Curren Land Use- Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Diverted & Pass-By Trips	Daily Trips
CGC	220	360 MFDUs	$T = 6.74 (X)$	2,426	0	2,426
LI	110	5,227 SF	$T = 4.87 (X) / 1000$	25	0	25
				<i>Total Trips for Current Land Use- Scenario 2</i>		<i>2,451</i>
Proposed Land Use-Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Diverted & Pass-By Trips	Daily Trips
RC	220	830 MFDUs	$T = 6.74 (X)$	5,412	0	5,412
	820	450,000 SF	$T = 37.01 (X) / 1000$	16,665	8,494	8,161
				<i>Total Trips for Proposed Land Use- Scenario</i>		<i>13,573</i>
				<i>Scenario 1 Difference in Daily Trips</i>		<i>10,089</i>
				<i>Scenario 2 Difference in Daily Trips</i>		<i>11,122</i>

Source: Trip Generation Manual, 11<sup>th</sup> Edition, Institute of Engineers

### Downtown Brownfields Pilot Program 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 Area by City Council Resolution Number 2000-125-A. The property owner may request that the property be designated a Brownfields Site. A Brownfields 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 Brownfields Site.

### Designated Brownfield Site

The subject site contains two designated brownfields sites. One of the designated sites, located at 2245 North Main Street, is referenced by the Department of Environmental Protection (DEP) as “2245 N. Main Street Project” – DEP Site ID# 160001026. A Brownfield Site Redevelopment Agreement (BSRA) for this site was executed between the property owner and the DEP in December 2021.

The other site is located at 2402 Market Street and is referenced by the DEP as “2402 Market Street Project” – DEP Site ID# 160001029. A BSRA for this site was executed between the property owner and the DEP in December 2022.

At the time of this report, there are no records of a Site Rehabilitation Cleanup Order (SRCO), which is issued when cleanup on site has been completed, on the DEP’s online database for either designated site.

## **Evacuation Zone**

The subject site is within Evacuation Zone E. 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.

### 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.

## **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 1.2.2 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.

## **Cultural Resources**

The subject site contains a site listed on the Florida Master Site File. The application was routed to the Historic Preservation Section for review.

### Historic Preservation Section Review:

The Historic Preservation Section has reviewed the 14 properties listed in the provided Land Use Amendment application. The two properties located at 2301 Main Street North (RE: 044931-0000) and 2245 Main Street North (RE: 055295-0000) have recorded Florida Master Site Files.

Based on archival records, property 2301 Main Street North (RE: 044931-0000) was originally a wholesale auto parts business and a furniture warehouse known as "FT Kelly Furniture Warehouse." The structure that housed these businesses was built in 1925 and still stands today.

Regarding property 2245 Main Street North (RE: 055295-0000), archival records show that this site was originally owned by the Dozier & Gay Paint Company and it contained a commercial structure built in 1905 that was used as a paint factory. The structure was demolished in 1996 due to it being located outside of the boundaries of the Springfield Historic District and not being designated as a local landmark.

Because both properties lack real historical significance and do not warrant consideration for listing in the National Register of Historic Places, development of these sites would not have a negative impact on any historic or archaeological resources.

#### 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.

#### **School Capacity**

Based on the impact assessment standards detailed in FLUE Policy 1.2.16, the 8.3 acre proposed land use map amendment has a development potential of 830 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-5906-24C  
 Requested By: Krista Fogarty  
 Reviewed By: Leanne Griggs  
 Date: 5/6/2024

Analysis based on maximum dwelling units: 830

School Type	CSA <sup>1</sup>	2023-24 Enrollment/CSA	Current Utilization (%)	New Student/Development <sup>2</sup>	5 Year Utilization (%)	Available Seats - CSA <sup>3</sup>	Available Seats Adjacent CSA 2, 7&8
Elementary	1	11,216	56%	103	57%	1,765	1,764
Middle	1	6,876	80%	42	86%	901	683
High	1	7,054	72%	61	64%	755	1,040
Total New Students				206			

**NOTES:**

<sup>1</sup> Proposed Development's Concurrent Service Area (CSA)

<sup>2</sup> 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.

<sup>3</sup> 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-5906-24C**  
 Requested By: **Krista Fogarty**  
 Reviewed By: **Levonne Griggs**  
 Date: **5/6/2024**

Analysis based on maximum dwelling units: **830**

SCHOOL <sup>1</sup>	CSA	STUDENTS GENERATED (Rounded) <sup>2</sup>	SCHOOL CAPACITY <sup>3</sup> (Permanent/Portables)	CURRENT ENROLLMENT 20-Day Count (2023/24)	% OCCUPIED	4 YEAR PROJECTION
Robinson, Andrew A. ES #262	1	103	990	542	55%	55%
Springfield MS #25	1	42	855	890	104%	85%
Raines HS #165	1	61	1817	1196	66%	71%
		206				

**NOTES:**

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

<sup>2</sup> Student Distribution Rate

- ES-125
- MS-.051
- HS-.074

0.250

<sup>3</sup> 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.

<sup>3</sup> Does not include ESE & room exclusions

## **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on May 17, 2024, the required notices of public hearing signs were posted. One hundred and twenty-two (122) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Citizen Information Meeting was held on May 20, 2024. Two members of the public attended to get more information 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 1.1.24 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;
6. Use of site design features that engage and enhance the pedestrian experience abutting collector roads and higher (public art, social connection, recreation and open spaces, pedestrian entries and transparency); and
7. Create walkable neighborhoods.

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), 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. Development within the category should be compact and connected and should support multi-modal transportation. All uses should be designed in a manner which emphasizes the use of transit, bicycle, and pedestrian

mobility, ease of access between neighboring uses, and compatibility with adjacent residential neighborhoods. Transit-Oriented Developments (TOD), as defined in this element, are encouraged when in close proximity to an existing or planned JTA premium transit station.

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. Site access to roads classified as collector or higher on the Highway Functional Classification Map is preferred.

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) 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. Plan amendment requests for new RC designations shall be accompanied by a site-specific policy. The policy shall provide for a list of the permitted uses and density and intensity of uses along with any additional information deemed necessary. Gross acreage shall be used in calculating residential densities. The RC category shall be limited to projects that exhibit innovative and creative development concepts and shall not be used as a mechanism to circumvent application other land use categories. 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 1.1.24
- Directs development away from environmentally sensitive lands.

The applicant is proposing a change from CGC and LI to RC with FLUE Site Specific Policy 4.4.43 to allow for mixed use development with a maximum development potential of 100 dwelling units per acre and 450,000 square feet of non-residential. The site is in the Urban Priority Development Area and portions abut an arterial road and a collector

road. The site has access to JTA bus route 1, along Main Street North, encouraging interconnectivity with public transportation. Additionally, the site is located approximately one-half mile from UF Health Jacksonville, a regional employment center. 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, 1.1.24, and 3.2.1.

Consistent with FLUE Policy 1.2.8, the applicant has provided a JEA Availability Letter dated February 21, 2024 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 CGC would allow for commercial 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.

### **Springfield Neighborhood Plan**

The subject site is located within the boundaries of the 1977 Springfield Neighborhood Plan. The Springfield Neighborhood Plan was implemented over forty-five years ago and has since been replaced by the Springfield Zoning Overlay, which was implemented in 1998 and covers the boundaries of the Springfield Historic District, which was established in 1992. The subject site is located outside the boundaries of the overlay and is, therefore, not subject to the provisions of the Springfield Zoning Overlay or the Springfield Historic District.

### **Vision Plan**

The application site lies within the Urban Core Vision Plan. The site is located within the Warehouse District of the Study Area. The Plan identifies this area as having potential to be turned into an activity node and recommends this area to be repurposed for residential and mixed uses. The proposed amendment would allow for a mixed-use development consisting of commercial, residential, entertainment, recreational, light industrial/warehouse, and office uses, which is consistent with the redevelopment recommendations in the Urban Core Vision Plan.

## **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.

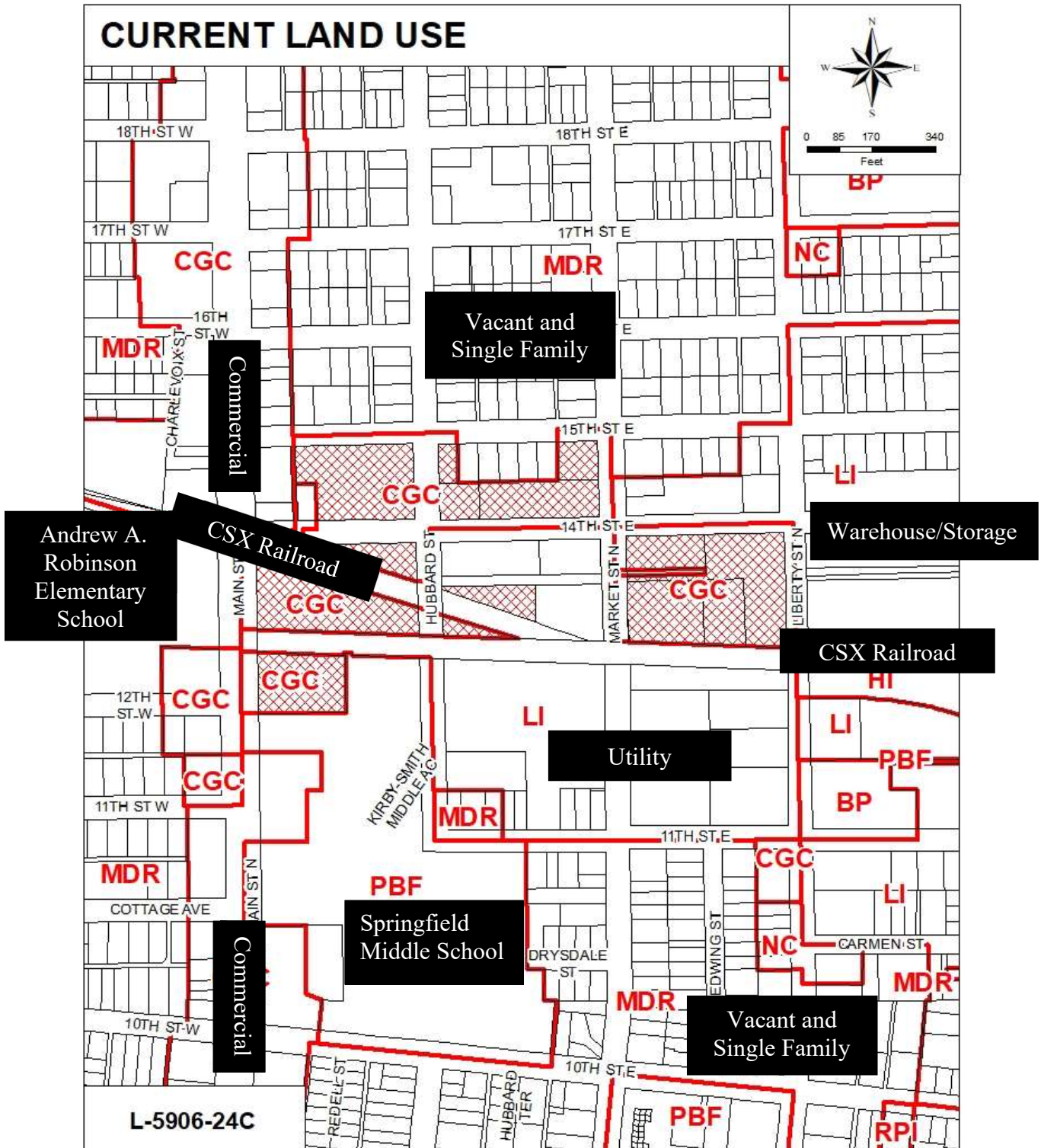
### **OBJECTIVE: MOBILITY – PEOPLE BENEFIT FROM MOBILITY AND ACCESS**

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 commercial, residential, entertainment, recreational, light industrial/warehouse, and office 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.

**LAND USE AMENDMENT**  
**FIELD / LOCATION / CURRENT LAND USE MAP**



# PROXIMATE LAND USE AMENDMENTS MAP

