



A NEW DAY.

# City of Jacksonville, Florida

*Donna Deegan, Mayor*

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July 1, 2024

The Honorable Randy White, 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. 2024-406/Application No. L-5936-24C**

Dear Honorable Council President White, 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 2024-406 on June 20, 2024.

P&DD Recommendation	APPROVE
PC Issues:	None
<b>PC Vote:</b>	<b>6-0 APPROVE</b>

Charles Garrison, Chair	Aye
Lamonte Carter	Absent
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  
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Sincerely,



**Helena A. Parola, MAURP**  
***Acting Chief of Community Planning***  
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**Report of the Jacksonville Planning and Development Department**

**Small-Scale Future Land Use Map Amendment – June 14, 2024**

**Ordinance/Application No.:** 2024-406 / L-5936-24C

**Property Location:** 0 and 2044 Liberty Street North, between Main Street and Walnut Street

**Real Estate Number(s):** 055193 0000, 055194 0000

**Property Acreage:** 0.14 acres

**Planning District:** District 1

**City Council District:** District 7

**Applicant:** Zach Miller, Esquire

**Current Land Use:** Neighborhood Commercial (NC)

**Proposed Land Use:** Residential Professional Institutional (RPI)

**Current Zoning:** Commercial Neighborhood-Springfield (CN-S)

**Proposed Zoning:** Commercial Residential Office-Springfield (CRO-S)

**Development Boundary:** Urban Priority Development Area

**RECOMMENDATION: APPROVE**

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

To allow for construction of a residential unit on each lot.

**BACKGROUND**

The 0.14-acre subject site is located along the west side of Liberty Street North, a collector road, between 11<sup>th</sup> Street East and 10<sup>th</sup> Street East. The applicant is proposing a Future Land Use Map (FLUM) amendment from Neighborhood Commercial (NC) to Residential Professional Institutional (RPI) to allow for residential development on the site. The applicant is also proposing a companion rezoning from Commercial Neighborhood-Springfield (CN-S) to Commercial Residential Office-Springfield (CRO-S), which is pending concurrently with this application, pursuant to Ordinance 2024-407.

The land to the north includes single family residential and a number of warehouses and open storage, including the previously amended and pending Phoenix Arts District, under ORD 2024-347. The property to the south follows the same residential development pattern, including a church and condos. Abutting the property to the west are single-family residences. East are more single-family homes, manufacturing and a rail corridor.

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

North: Land Use: Neighborhood Commercial, Community General Commercial, Light Industrial, Business Park  
Zoning: Community/Commercial General-Springfield, Industrial Light, Institutional Business Park, Planned Unit Development, Commercial Neighborhood-Springfield  
Property Use: Single family homes, warehouse, open storage

South: Land Use: Medium Density Residential, Public Buildings and Facilities, CGC, NC  
Zoning: PUD, PBF-1, Residential Medium Density-Springfield, CCG-S, CN-S  
Property Use: Single family homes, condos, church, retail

East: Land Use: NC, LI, MDR  
Zoning: RMD-S, IL, CN-S, PBF-2  
Property Use: Manufacturing, warehouses, railroad interchange

West: Land Use: MDR, PBF  
Zoning: RMD-S, PBF-1  
Property Use: Single family homes, Springfield Middle School

## **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.

## Land Use Amendment Impact Assessment - Application Number L-5936-24C

Development Analysis	0.14 acres	
Development Boundary	Urban Priority Area	
Roadway Frontage Classification / State Road	Liberty St N – collector	
Plans and/or Studies	Urban Core Vision Plan, 1977 Springfield NAP	
Site Utilization	Current: vacant	Proposed: single family homes
Land Use / Zoning	Current: NC/CN-S	Proposed: RPI/CRO-S
Development Standards for Impact Assessment	Current: Scenario 1: 0.45 FAR Scenario 2: 30 Dwelling Units/Acre	Proposed: Scenario 1: 0.5 FAR Scenario 2: 30 Dwelling Units/Acre
Development Potential	Current: 2744.28 square feet/4 Dwelling Units	Proposed: 3049.2 square feet/4 DUs
Net Increase or Decrease in Maximum Density	Scenario 1: N/A Scenario 2: No change	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Increase of 304.92sqft Scenario 2: No change	
Population Potential	Current: 10 people	Proposed: 10 people
<b>Special Designation Areas</b>		
Aquatic Preserve	No	
Evacuation Zone	No	
Airport Environment Zone	No	
Industrial Preservation Area	No	
Cultural Resources	DU03894 and DU03892 (no longer present on property)	
Archaeological Sensitivity	Low	
Historic District	Springfield Historic District	
Coastal High Hazard	No	
Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	Discharge	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	Brownfields Study Area	
<b>Public Facilities</b>		
Potential Roadway Impact	Scenario 1: Increase of 29 daily trips	

	Scenario 2: No change
Potential Public School Impact	De minimis
Water Provider	JEA
Potential Water Impact	Scenario 1: Increase of 15.246 gal/day Scenario 2: N/A
Sewer Provider	JEA
Potential Sewer Impact	Scenario 1: Increase of 11.435 gal/day Scenario 2: N/A
Potential Solid Waste Impact	Scenario 1: Increase of 0.4879 tons per year Scenario 2: N/A
Drainage Basin/Sub-basin	Upstream of Trout River/ Hogan's Creek
Recreation and Parks	Liberty Park
Mass Transit Access	0.27 miles from North Main Route 1
<b>Natural Features</b>	
Elevations	19 feet
Land Cover	1300: Residential, high density - 6 or more dwelling units/acre
Soils	74 – Pelham-Urban land complex/ 69 – Urban land
Flood Zones	No
Wetlands	No

### 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 November 13, 2023, as part of the companion rezoning application. According to the letter, there is an existing 6-inch water and an 8-inch gravity sewer force main along Liberty Street North.

### 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 to the JEA Collection Systems available within a five (5) year period.

### **Transportation:**

The subject site is 0.14 acres and is accessible from Liberty Street, a collector 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 Neighborhood Commercial (NC) to Residential Professional Institutional (RPI).

### **Comprehensive Plan Consistency:**

The Trip Generation Analysis is consistent with most recent version of the Transportation Element (TE) of the City of Jacksonville Comprehensive Plan (TE Objective 2.4 and Policies 1.2.1 and 2.4.2).

#### 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 NC land use would result in 62 or 27 daily trips. If the land use is amended to allow for this proposed RPI development, this will result in 33 or 27 daily trips depending on the scenario.

**Transportation Planning Division RECOMMENDS the following:**

The difference in daily trips for the proposed land use amendment has 29 or zero 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	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
NC	822	2,744.28 SF	T= 54.45 (X) / 1000	149	87	62
				<i>Total Trips for Existing Land Use- Scenario</i>		<b>62</b>
Proposed Land Use-Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
NC	220	4 MFDUs	T = 6.74 (X)	27	0	27
				<i>Total Trips for Proposed Land Use- Scenario 1</i>		<b>27</b>
Proposed Land Use-Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
RPI	710	3,049 SF	T = 10.84 (X)	33	0	33
				<i>Total Trips for Proposed Land Use- Scenario 2</i>		<b>33</b>
				<b>Scenario 1 Difference in Daily Trips</b>		<b>29</b>
				<b>Scenario 2 Difference in Daily Trips</b>		<b>0</b>

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

**School Impacts**

While the proposed amendment includes a residential component, the site will generate 20 residential units or less. Therefore, the proposed development will have a de minimis impact on school capacity.

**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. 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.

#### **Historic Preservation**

The Historic Preservation Section has reviewed the two (2) properties listed in the provided Small-Scale Land Use Amendment application. The two (2) vacant properties located at 0 Liberty Street North (RE: 055193-0000) and 2044 Liberty Street North (RE: 055194-0000) have recorded Florida Master Site Files (FMSF) and are located within the boundaries of the Springfield Historic District.

Based on archival records, property 0 Liberty Street North (RE: 055193-0000) originally contained a one-story bungalow-style home constructed in 1921. The structure was demolished in 2001 due to an emergency demolition and not being designated as a local landmark.

Regarding property 2044 Liberty Street North (RE: 055194-0000), archival records show that this site contained a two-story frame vernacular commercial and apartment building constructed in 1928. The structure was demolished in 1992 due to it being condemned and not being designated as a local landmark.

Because both properties are vacant and located within the boundaries of the Springfield Historic District, potential development of the site should respect the property's historic and archaeological resources. Any exterior work to structures on these properties or the sites requires an approved Certificate of Appropriateness (COA) application before work can commence.

#### **Historic District**

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

#### Historic Preservation Element

Policy 1.1.3 The City shall continue to implement the Certificate of Appropriateness review process for plans that will physically alter the appearance of a designated site, property or historic district through either the administrative process or submission to the Historic Preservation Commission.

### **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.

### **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 inside the boundaries of the overlay and is, therefore, subject to the provisions of the Springfield Zoning Overlay and the Springfield Historic District.

## **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on June 4th, 2024, the required notices of public hearing signs were posted. Sixty-five (65) 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 June 3, 2024. One member of the public asked for more information on the project and discussed it with the applicant and was in support of the 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 and enjoyment and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.

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 1.1.21 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 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 to the JEA Collection Systems available within a five (5) year period.

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.

Policy 3.1.5 The City shall provide opportunities 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.

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), Neighborhood Commercial (NC) is a category primarily intended to provide commercial retail and service establishments which serve the daily needs of nearby residential neighborhoods. These uses shall generally be located within walking distance of residential neighborhoods in order to reduce the number of Vehicles Miles Traveled. 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.

Residential-Professional-Institutional (RPI) in the Urban Priority Area is intended to provide compact medium to high density residential development and office uses. Development which includes medium to high density residential and office uses is preferred. Limited neighborhood commercial retail and service establishments which serve a diverse set of neighborhoods are also encouraged in order to reduce the number of Vehicles Miles Traveled. Vertical integration of a mix of uses is encouraged. RPI in the UPA has a minimum density of 10 units per acre and a maximum density of 40 units per acre.

The proposed amendment from NC to RPI would allow for the residential development of two lots of record. It would provide infill development on two vacant lots in the Urban Core. The site is along a collector roadway and is located in an area supplied with full urban services. RPI is a transitional category between the MDR neighborhood around the subject site and more intense NC and LI uses to the east. It also provides a buffer between the NC node at the intersection of Liberty Street North, a collector roadway, and Carmen Street. The proximal land use applications, Ordinance 2016-671-E and Ordinance 2023-392-E, support a transition away from industrial and intense commercial uses towards residential and low intensity commercial development in the area, which this application supports. It also adds to the existing housing stock of the neighborhood, consistent with the needs and characteristics of the area. Therefore, the amendment is consistent with the FLUE Goals 1 and 3, Objective 1.1, and Policies 1.1.21 1.1.22, and 3.1.5.

The applicant has provided a JEA Availability Letter, dated November 13, 2023, as part of the companion rezoning application. According to the letter, there is an existing 6-inch water and an 8-inch gravity sewer force main along Liberty Street North. Therefore, FLUE Policy 1.2.8 is satisfied.

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.

### **Vision Plan**

The subject property is located within the boundaries of the Urban Core Vision Plan. While the plan does not provide specific recommendations for the subject site, the proposed amendment of the site supports stated goals of Sub-Principle 1.1, Protecting and Revitalizing Historic Neighborhoods, and Sub-Principle 2.1, Redevelopment and Infill. The amendment would support the goals of the vision plan by adding to the stock of housing while preserving the character of the Springfield Historic District. Therefore, the proposed application is consistent with the goals outlined in the Urban Core Vision Plan.

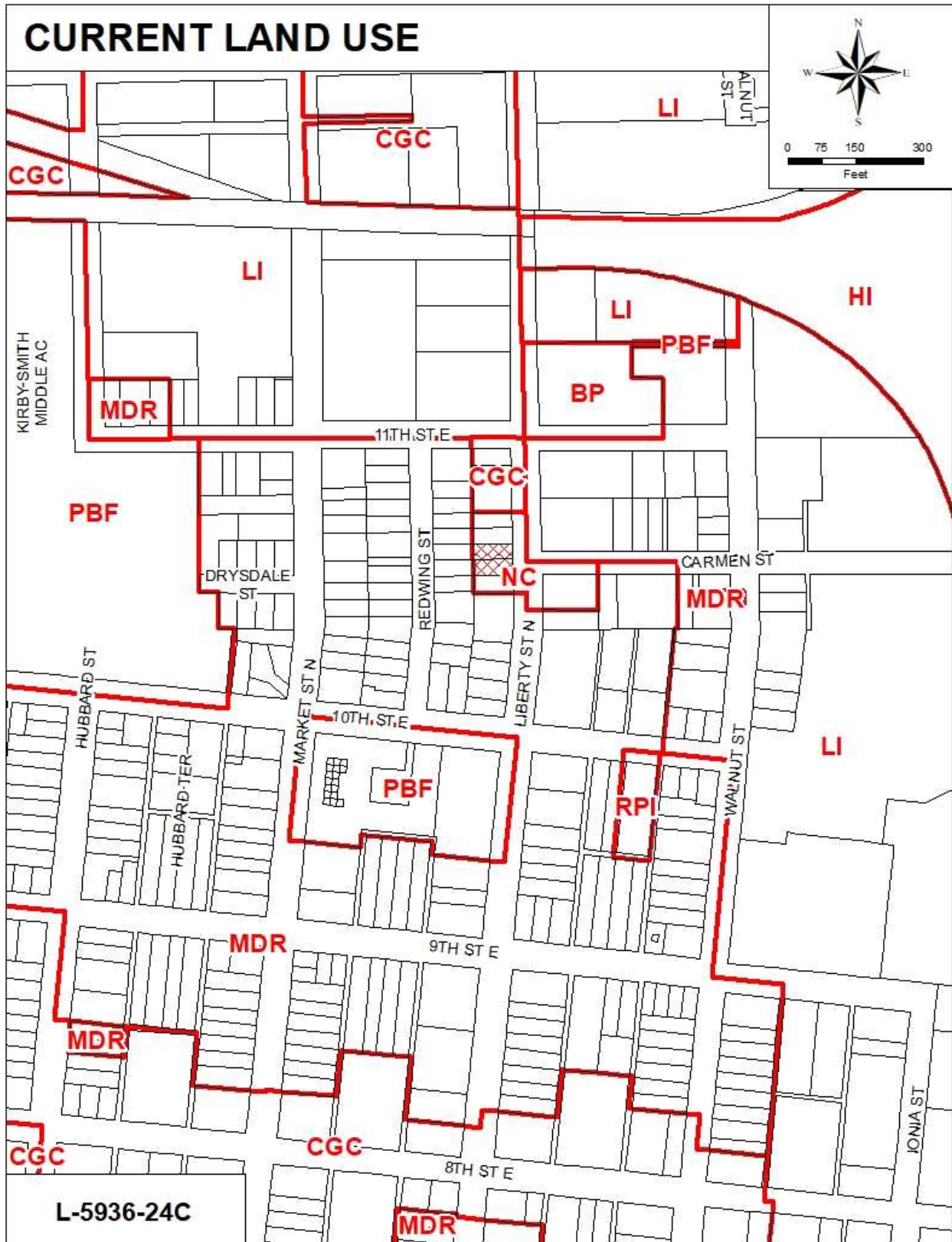
### **Strategic Regional Policy Plan**

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

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

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

# CURRENT LAND USE MAP





# LAND UTILIZATION MAP AND PROXIMATE LAND USE AMENDMENTS

