

City of Jacksonville, Florida

Lenny Curry, Mayor

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

February 3, 2022

The Honorable Samuel Newby, President
The Honorable Rory Diamond, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report / Ordinance No. 2022-007/Application No. L-5620-21C

Dear Honorable Council President Newby, Honorable Council Member and LUZ Chairman Diamond and Honorable Members of the City Council:

Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2022-007 on February 3, 2022.

P&DD Recommendation

DENY

PC Issues:

The Planning Commission found the amendment to be appropriate and compatible based on the surrounding land use categories and land utilization. The Commission also indicated that redevelopment has the potential to improve the area.

PC Vote:

6-0 APPROVE

David Hacker, Chair

Aye

Alexander Moldovan, Vice-Chair

Aye

Ian Brown, Secretary

Aye

Marshall Adkison

Absent

Daniel Blanchard

Aye

Joshua Garrison

Aye

Jason Porter

Aye

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
Chief of Community Planning Division
City of Jacksonville - Planning and Development Department
214 North Hogan Street, Suite 300
Jacksonville, FL 32202
(904) 255-7837
KReed@coj.net

Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – January 28, 2022

Ordinance/Application No.: 2022-007 / L-5620-21C

Property Location: 0, 1517, and 1535 Whitlock Avenue between Macy Avenue and Maitland Avenue

Real Estate Number(s): 141446-0000, 141446-0300, 141449-0000, 141450-0000 and 141458-0000

Property Acreage: 1.53 Acres

Planning District: District 2, Greater Arlington/Beaches

City Council District: District 1

Applicant: Josh Cockrell

Current Land Use: Residential-Professional-Institutional (RPI)

Development Area: Urban Priority Area

Proposed Land Use: Business Park (BP)

Current Zoning: Commercial Residential Office (CRO)

Proposed Zoning: Industrial Business Park (IBP)

RECOMMENDATION: DENY

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

Owner plans to build a warehouse less than 5,000 square feet that will support his existing commercial business at 1535 Whitlock Avenue.

BACKGROUND

The 1.53 acre subject site consists of five parcels and is located on the east side of Whitlock Avenue and the west side of Maitland Avenue. According to the City’s Functional Highways Classification Map, both streets are local roadways. However, portions of both streets at the application site are unopened.

The subject site is currently used as a single-family dwelling, open storage and vacant undeveloped land. The applicant seeks an amendment to the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan

from Residential-Professional-Institutional (RPI) to Business Park (BP) in order to build a warehouse to support his business. A companion rezoning has been filed and is pending concurrently with the land use amendment, via Ordinance 2022-008, to change the zoning district of the site from Commercial Residential Office (CRO) to Industrial Business Park (IBP).

The application site is surrounded by a mix of uses in the Low Density Residential (LDR), Public Buildings and Facilities (PBF), Community/General Commercial (CGC) and RPI land use categories. More specific uses along with the current zoning districts are listed below.

The adjacent land use categories, zoning districts and property uses of the land use amendment site are as follows:

North: Land Use: Low Density Residential (LDR)
Zoning: Residential Low Density-60 (RLD-60)
Property Use: Single-family dwellings

South: Land Use: RPI
Zoning: CRO
Property Use: Vacant undeveloped land, warehouses, JEA utility buildings, single-family dwellings, church

East: Land Use: Public Buildings and Facilities (PBF) and RPI
Zoning: Public Buildings and Facilities-1 (PBF) and CRO
Property Use: Elementary school, JEA warehouse and storage tanks, Lions Club, office, church, Norman Studios

West: Land Use: Community/General Commercial
Zoning: Commercial Community/General-1 (CCG-1)
Property Use: Warehouses, office, open storage, vacant undeveloped, shopping centers, church, single family dwelling, utility building

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.

Land Use Amendment Impact Assessment - Application Number L-5620-21C

Development Analysis		1.53 Acres
Development Boundary	Urban Priority Area	
Roadway Frontage Classification / State Road	Whitlock Avenue – Local Road Maitland Avenue – Local Road	
Plans and/or Studies	Greater Arlington/Beaches Vision Plan Old Arlington Neighborhood Action Plan	
Site Utilization	Current: Open Storage, Single-Family DU and Vacant Undeveloped	Proposed: Warehouse
Land Use / Zoning	Current: RPI / CRO	Proposed: BP / IBP
Development Standards for Impact Assessment	Current: Scenario 1: 0.50 FAR Scenario 2: 10% non-residential at 0.50 FAR and 90% residential at 30 multi-family DUs per acre	Proposed: Scenario 1: 0.35 FAR Scenario 2: 20% non-residential at 0.35 FAR and 80% residential at 30 multi-family DUs per acre
Development Potential	Current: Scenario 1: 33,323 sq. ft. RPI space Scenario 2: 3,332 sq. ft. RPI space and 41 multi-family DUs	Proposed: Scenario 1: 23,327 sq. ft. Business Park space Scenario 2: 4,665 sq. ft. Business Park space and 36 multi-family DUs
Net Increase or Decrease in Maximum Density	Scenario 1: Not applicable Scenario 2: Decrease of 15 Multi-family DUs	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Decrease of 9,996 sq. ft. of commercial space Scenario 2: Increase of 1,333 sq. ft. of commercial space	
Population Potential	Current: Scenario 1: 0 people Scenario 2: 96 people	Proposed: Scenario 1: 0 people Scenario 2: 84 people
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	Yes	
Airport Environment Zone	No	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low Sensitivity	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	0 to 4" Recharge area	
Wellhead Protection Zone	Within 500 feet of a Wellhead Protection Zone	

Development Analysis		1.53 Acres
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	Scenario 1: Decrease in 71 daily trips Scenario 2: Increase in 79 daily trips	
Potential Public School Impact	Scenario 1: Not applicable Scenario 2: Increase of 7 new students	
Water Provider	JEA	
Potential Water Impact	Scenario 1: Decrease of 1,494 gpd Scenario 2: Decrease of 5,940 gpd	
Sewer Provider	JEA	
Potential Sewer Impact	Scenario 1: Decrease of 1,121 gpd Scenario 2: Decrease of 4,455 gpd	
Potential Solid Waste Impact	Scenario 1: Increase of 18.997 tons per year Scenario 2: Decrease of 55.87 tons per year	
Drainage Basin/Sub-basin	Arlington River Basin and Red Bay Branch Sub-basin	
Recreation and Parks	Bruce Park	
Mass Transit Access	Bus Stop 5161 Arlington Road; Bus Route 50	
Natural Features		
Elevations	46 to 50 feet above mean sea level	
Land Cover	(1400) Commercial and Services	
Soils	(72) Urban land-Ortega-Kershaw 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).

A JEA letter of service availability has been provided and is on file with the Planning and Development Department. The letter, dated December 30, 2021, identifies an existing 4-inch water main within the Whitlock Avenue right-of-way and an existing 8-inch gravity sewer main within the Macy Avenue right-of-way approximately 400 feet south of the property. Connection to the proposed point of contact (POC) is contingent upon inspection and acceptance of the mains by Sewer Special Conditions: JEA. If gravity flow cannot be achieved, then Connection to the JEA-owned sewer system for the project will require the design and construction of an onsite, privately owned and maintained pump station, and a JEA dedicated force main (min. 4" diameter).

Transportation

The Planning and Development Department completed a transportation analysis, which is on file with the Planning and Development Department. In accordance with development standards for impact assessments, the first existing scenario for RPI non-residential land use has a development potential of 33,323 square feet of commercial space (ITE Land Use Code 710), which could generate 361 daily vehicular trips. The second existing scenario for RPI with 10% non-residential and 90% residential land use category development impact assessment results in a development potential of 3,332 square feet of commercial space (ITE Land Use Code 710), which could generate 36 gross daily trips. The residential component has a development potential of 41 multi-family residential units (ITE Code 220), which could generate 186 gross daily trips. The first proposed BP land use category (ITE Code 770) scenario has a development potential of 23,327 square feet, which could generate 290 gross daily trips. The second proposed BP land use category with 80% residential and 20% non-residential results in a development potential of 4,665 square feet of industrial space (ITE Code 770), which could generate 58 gross daily trips and 36 multi-family dwelling units (ITE Code 220), which could generate 243 gross daily trips.

As such, the trip generation comparison between the current development potential and the proposed development potential under the first scenario will result in decrease of 71 net new daily vehicular trips and under the second scenario will result in an increase of 79 net new daily vehicular trips. This analysis is based upon the comparison of what potentially could be built on that site versus the maximum development potential. Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office.

Supplemental Transportation Information

Background Information:

The subject site is 1.53 acres and is accessible from Whitlock Avenue, an unclassified local facility. The proposed land use amendment is located within the Urban Priority Development Area and Mobility Zone 8. The applicant proposes to change the existing land use from Residential Professional Institutional (RPI) to Business Park (BP).

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).

Objective 2.4 of the Transportation Element (TE) of the 2030 Comprehensive Plan requires that 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.

Policies 1.2.1 of the Transportation Element (TE) of the 2030 Comprehensive Plan requires that 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.

Policy 2.4.2 of the TE of the 2030 Comprehensive Plan requires that 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. If the land use is amended to allow for this BP development, this will result in a decrease of 70 or 11 daily trips, when compared to the existing land use.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment is a decrease of 71 or increase 79 daily trips (depending on the scenario) when compared to the existing land use. This is less than 500 new daily trips; therefore, impacts are considered de minimis.

No recommendations.

Table A
Trip Generation Estimation Scenarios

Current Land Use-Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
RPI	710	33,323 SF	T = 10.84 (X) / 1000	361	0	361
Total Trips for Existing Land Use- Scenario 1						361
Current Land Use-Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
RPI- N	710	3,332 SF	T = 10.84 (X) / 1000	36	0	36
RPI- R	220	41 MF DUs	T = 4.54 (X)	186	0	186
Total Trips for Existing Land Use- Scenario 2						222
Proposed Land Use-Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
BP	770	23,327 SF	T = 12.44 (X) / 1000	290	0	290
Total Trips for Proposed Land Use- Scenario 1						290
Proposed Land Use-Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
BP- N	770	4,665 SF	T = 12.44 (X) / 1000	58	0	58
BP- R	220	36 MF DUs	T = 6.74 (X)	243	0	243
Total Trips for Proposed Land Use- Scenario 2						301
Scenario 1 Difference in Daily Trips						-71
Scenario 2 Difference in Daily Trips						+79

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

School Capacity

The Planning and Development Department determined that the proposed amendment from RPI to BP has a current development potential under scenario 1 as 100 percent non-residential and under scenario 2 as 80 percent residential and 20 percent non-residential. Under scenario 2, the proposed amendment could result in the development of 36 multi-family dwelling units.

The proposed development was analyzed in accordance with the adopted level of service standards (LOS) for school capacity as established in the Interlocal Agreement (ILA) and the Public Schools and Facilities Element. The ILA was entered into in coordination with the Duval County Public School System (DCPS) and the other municipalities within Duval County.

School concurrency LOS is the methodology used to analyze and to determine whether there is adequate school capacity for each school type (elementary, middle, and high school) to accommodate a proposed development. The LOS (105% of permanent capacity) is based on Concurrency Service Areas (CSAs), not the closest school in the area for elementary, middle and high schools, as well as on other standards set forth in the City of Jacksonville School Concurrency Ordinance.

In evaluating the proposed residential development for school concurrency, the following results were documented:

- **Elementary School**
 - Concurrency Service Area (CSA) 3
 - 2021/2022 enrollment: 7,493
 - Current utilization: 72%
 - New student development from amendment: 4
 - 5-year utilization: 75%
 - Available seats in CSA 3: 1,347
 - Available seats in adjacent CSA(s) 4 and 5: 1,683

- **Middle School**
 - CSA 3
 - 2021/2022 enrollment: 2,086
 - Current utilization: 74%
 - New student development from amendment: 1
 - 5-year utilization: 56%
 - Available seats in CSA 3: 347
 - Available seats in adjacent CSA(s) 4 and 5: 728

- **High School**
 - CSA 3
 - 2021/2022 enrollment: 4,311
 - Current utilization: 85%
 - New student development from amendment: 2
 - 5-year utilization: 85%

- Available seats in CSA 3: 286
- Available seats in adjacent CSA(s) 4 and 5: 422

The analysis of the proposed development reveals no deficiency for school capacity within the CSA and adjacent CSAs. Potential school capacity impacts will be addressed through the Concurrency and Mobility Management System Office.

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

Supplemental School Information:

The following additional information regarding the capacity of the assigned neighborhood schools was provided by the Duval County School Board. This is not based on criteria utilized by the City of Jacksonville School Concurrency Ordinance. Note that the percentage occupied may not appear correct due to ESE space requirements.

- **Arlington Heights Elementary #240**
 - CSA 3
 - Amendment student generation: 4
 - School Capacity including permanent spaces and portables: 437
 - Current enrollment 20 day count for 2021/2022: 269
 - Percent Occupied: 62%
 - 4-year projection: 79%

- **Arlington Middle School #213**
 - CSA 3
 - Amendment student generation: 1
 - School Capacity including permanent spaces and portables: 979
 - Current enrollment 20 day count for 2021/2022: 771
 - Percent Occupied: 79%
 - 4-year projection: 72%

- **Terry Parker High School #86**
 - CSA 3
 - Amendment student generation: 2
 - School Capacity including permanent spaces and portables: 1,866
 - Current enrollment 20 day count for 2021/2022: 1,386
 - Percent Occupied: 74%

- 4-year projection: 93%

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.

Aquifer Recharge

The site is located within an area identified as being in the 0 to 4 inch per year aquifer recharge area. This range is below the threshold of 12 inches or more per year which would constitute a prime recharge area as defined in the Infrastructure Element – Aquifer Recharge Sub-Element (IE-AR). Prime aquifer recharge areas are the primary focus of groundwater resource protections. However, development resulting from the proposed land use amendment will be reviewed during the site plan review and permitting process for compliance with the land development regulations that have been established to protect groundwater resources. Such regulations address issues such as drainage systems, septic systems, and landscape/irrigation regulations.

Infrastructure Element – Aquifer Recharge Sub-Element

Policy 1.2.8 Within two years of establishment by the SJRWMD and the Water Resources Management Plan of prime recharge areas for the Floridian Aquifer, the Planning and Development Department shall prepare maps of such designated areas showing the special zoning and land use consideration the City has established for such areas as designated by the latest update of the Floridian Aquifer Recharge GIS grid coverage.

Septic Tank Failure Area

The property is located in an identified septic tank failure area. The City shall continue the effort to phase out septic tanks in defined failure areas in order to comply with Chapter 751, Jacksonville Ordinance Code. See policies of the Infrastructure Element below:

Infrastructure Element, Sanitary Sewer Sub-Element

Policy 1.2.4 Existing septic tanks for estimated wastewater flows of 600 or less gallons per day (gpd) shall connect to the collection system of a regional utility company provided that gravity service is available via a facility within a right-of-way or easement, which abuts the property.

Policy 1.2.5 Existing septic tanks for estimated wastewater flows exceeding 600 gallons per day (gpd) shall connect to the collection system of a regional utility company provided that a facility abuts or is within 50 feet

of the property.

Policy 1.2.8 The City shall continue the effort to phase out septic tanks in defined failure areas in conformance with Chapter 751, Ordinance Code (Septic Tank Superfund).

Wellhead Buffer Zone

The land use amendment site is within the 500-foot buffer of a wellhead. The Environmental Quality Division reviewed the application for possible impacts. While the review did not find issues with the proposed application, the subject site is within JEA's Arlington Well # 2 and 3. A query of Technical Services Risk Prediction Model finds (0) no items of interest on these parcels. However, the Risk Prediction Model is not complete for Duval County or all-inclusive for all contamination issues.

In addition, the Groundwater Resource Section has (0) no files/records that indicate there are wells located on the L-5620-21C site. However, the Groundwater Resource Section well inventory is not complete for Duval County. Any information provided must be field checked by the requesting party for reliability. Water well information is also maintained by the Duval County Health Department (DCHD) and the SJRWMD.

Infrastructure Element, Sanitary Sewer Sub-Element

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

Within Wellhead Protection Areas, the following shall apply:

1. Within a 500-foot radius around an existing Public Potable Water well, those actions and uses established by the Florida Department of Environmental Protection in Rule 62-521.400, Fla. Admin. Code shall be prohibited.
2. Pursuant to Chapter 366 City of Jacksonville Municipal Code, no existing private wells shall be deepened and no new wells shall be constructed within designated Wellhead Protection Areas that penetrate a portion of the Hawthorne Group or the Floridan Aquifer without first obtaining a well construction permit from the City of Jacksonville Environmental Quality Division (EQD) as provided in Environmental

Protection Board Rule 8 and including a review of areas of known contamination at or near the proposed or existing well location. All new wells within such areas must be fully grouted.

3. Pursuant to Chapter 366 City of Jacksonville Municipal Code, abandonment of existing wells shall be in accordance with applicable SJRWMD requirements and a copy of the plugging and abandonment report shall be submitted to the EQD.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on January 14, 2022, the required notices of public hearing signs were posted. Forty-nine (49) 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 January 18, 2022. No members of the public were in attendance.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

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

Goal 1 To ensure that the character and location of land uses optimize the combined potentials for economic benefit and enjoyment and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.

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 1.1.21 Future amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population of the area and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business consistent with FLUE Policy 1.1.5. The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.
- Policy 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.
- 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 3.2.1 The City shall promote development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.
- Policy 3.2.2 The City shall promote, through the Land Development Regulations, infill and redevelopment of existing commercial areas in lieu of permitting new areas to commercialize.

Objective 6.3 The City shall accommodate growth in Jacksonville by encouraging and facilitating new infill development and redevelopment on vacant, bypassed and underutilized land within areas that already have infrastructure, utilities, and public facilities, while addressing the needs of City residents.

Property Rights Element (PRE)

Goal 1 The City will recognize and respect judicially acknowledged and constitutionally protected private property rights in accordance with the Community Planning Act established in Chapter 163, Florida 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 Category Description of the Future Land Use Element (FLUE), the RPI in the Urban Priority Development Area is intended to provide compact medium to high density development. Development which includes medium to high density residential and professional office uses is preferred. Limited commercial retail sales and service establishments that serve a diverse set of neighborhoods are also encouraged in order to reduce the number of Vehicle Miles Traveled. Plan amendment requests for new RPI designations are preferred in locations that are supplied with full urban services and in locations which serve as a transition between commercial and residential land uses.

BP in the Urban Priority Area is intended to provide compact medium to high intensity office development. Development which includes medium to high density residential uses is preferred for sites located outside of areas identified as an Industrial Sanctuary. Plan amendment requests for new BP designations are preferred in locations which are supplied with full urban services and with site access to roads classified as arterial or higher on the Highway Functional Classification Map.

The subject site is located in an area of mixed uses that include warehouses, JEA utility buildings, office, churches, vacant or undeveloped land, and retail sale and services. Single-family residential uses are located to the north of the subject site. There are concerns about how light manufacturing, warehousing and truck traffic could affect the residential area to the north and the public school to the east. However, Whitlock Avenue and Maitland Avenue roads are not fully opened and do not connect to the residential areas. Truck traffic will need to traverse south on Whitlock Avenue or through the commercial areas located to the west. The site is located in close proximity to public transportation and connects to full urban services. For these reasons, the proposed amendment to BP is consistent with FLUE Goals 1 and 3, Objective 1.1, and Policies 1.1.5 and 1.1.22. Conversion of the 1.53-acre site from an RPI land use to BP would have a negligible impact on the amount of land designated for those categories, and as such, the proposed amendment meets the intent of FLUE Policy 1.1.21.

The proposed amendment to BP allows for low intensity industrial uses and transitional uses and as such, maintains a compatible land use pattern adjacent to commercial, institutional and residential areas. While the site is not along a collector road corridor or node intersection, the amendment site is located in an area developed with commercial and warehousing uses. Therefore, the amendment is not inconsistent with FLUE Policy 3.2.1.

The subject site is in an urbanized area and has access to infrastructure, utilities and public facilities. Development on the currently vacant amendment site would promote infill development in an area of warehouses and public utilities and therefore is consistent with FLUE Objective 6.3 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.

Old Arlington Neighborhood Action Plan (July 2007)

The subject site is within the boundaries of the Old Arlington Neighborhood Action Plan (NAP) area. The NAP does not specifically identify the site location in the Plan area. However, the Plan stipulates that Old Arlington has adequate commercial zoning districts to support the community's needs. The Plan suggests reusing the existing commercial parcels is recommended in lieu of further expansion of commercial land use and zoning. Furthermore, there were concerns about expansion of commercial uses and increase density and intensity of uses throughout the study area, particularly those parcels that abut residential zoned districts.

The proposed amendment changes the land use from the transitional low intensity commercial category of RPI to the low intensity industrial BP category. Therefore, the amendment facilitates re-use on an established non-residential property.

Vision Plan Consistency

The site is within the boundary of the Greater Arlington/Beaches Vision Plan (October 2010). The Plan does not specifically identify the application site. However, the subject site is in an area of mixed uses. Additionally, Guiding Principle 2 states, "Protect and promote community through land use, revitalization, and development patterns," and Sub-principle 2 states, "promote greater density/diversity of land uses in appropriate locations. The proposed amendment can be consistent with these principles providing it enhances the balance of uses in an appropriate location.

Strategic Regional Policy Plan

The proposed amendment is consistent with the following Policy of the Northeast Florida Regional Council (NEFRC) Strategic Regional Policy Plan (March 2021), Regional Transportation Element Goal, Objective, and portions of Policy 4:

Goal Create efficient connectivity within the Region, and with state, national, and global economies. Include centers of population and jobs that are well-connected, limit commute times for most residents and provide opportunities for all residents of the region to work if they choose.

Objective Integrated Planning: The link between land use, resources and mobility.

Policy 4 The Region supports strategies identified by the Regional Community Institute as they worked on First Coast Vision, including:

- Local governments as they identify areas appropriate for mixed-use development.
- Incentives for dense and/or mixed use development.
- Maintenance of a diversity of land use in the region.
- Infill and redevelopment.

The proposed land use amendment to BP promotes an environment that is conducive to the creation of a mixed use land use category as well as encouraging economic growth via infill and redevelopment. Therefore, the proposed amendment is consistent with Transportation Element Goal, Objective and Policy 4 of the Strategic Regional Policy Plan.

CURRENT LAND USE AMENDMENT MAP



