

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

August 18, 2022

The Honorable Terrance Freeman, President
The Honorable Kevin Carrico, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report / Ordinance No. 2022-549/Application No. L-5714-22C

Dear Honorable Council President Freeman, 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 2022-549 on August 18, 2022.

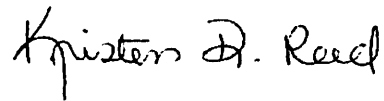
P&DD Recommendation	APPROVE
PC Issues:	None
PC Vote:	7-0 APPROVE

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

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

Sincerely,



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Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – August 12, 2022

Ordinance/Application No.: 2022-549 / L-5714-22C

Property Location: 1554 Walnut Street

Real Estate Number(s): 072414 0005

Property Acreage: 0.19 of an acre

Planning District: District 1, Urban Core

City Council District: District 7

Applicant: Gabriel Ratcliff

Current Land Use: Neighborhood Commercial (NC)

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

Development Area: Urban Priority Development Area

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

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

RECOMMENDATION: **APPROVE**

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

This land use amendment is being sought to build a single-family home.

BACKGROUND

The 0.19 of an acre subject site is located on the southwest corner of Walnut Street and 6th Street East. According to the City’s Functional Highways Classification Map, both of Walnut Street and 6th Street East are local roadways.

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 Neighborhood Commercial (NC) to Residential-Professional-Institutional (RPI) in order to permit development of a single-family house. A companion rezoning application is pending concurrently with the land use application via Ordinance 2022-550, which seeks to

change the zoning district from Commercial Neighborhood-Springfield (CN-S) to Commercial, Residential and Office-Springfield (CRO-S). Currently the site is vacant and has road frontage on both Walnut Street and 6th Street East. The site is also in the Springfield historic district, which is a residential area with a mix of uses.

Currently, the dominant adjacent uses north, south, east and west of the application site are residential uses. Commercial uses are located to the north and south as well. More specific adjacent land use categories, zoning districts and property uses are as follows:

North: Land Use: NC, Medium Density Residential (MDR)
Zoning: CN-S, Residential Medium Density-Springfield (RMD-S)
Property Use: Single-Family Residential, Multi-Family Residential,
Service Shop, Vacant Residential, Restaurants

South: Land Use: NC, MDR,
Zoning: CN-S, RMD-S
Property Use: Neighborhood retail, Single-Family Residential, Multi-Family Residential

East: Land Use: MDR
Zoning: RMD-S
Property Use: Single-Family Residential, Multi-Family Residential, Vacant Residential

West: Land Use: MDR
Zoning: RMD-S
Property Use: Single-Family Residential, Multi-Family Residential, Neighborhood retail Store

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

Development Analysis		0.19 of an acres
Development Boundary	Urban Priority Development Area	
Roadway Frontage Classification / State Road	Walnut Street, local roadway 6 th Street East, local roadway	
Plans and/or Studies	Urban Core Vision Plan	
Site Utilization	Current: Vacant Commercial	Proposed: Single-Family Residential
Land Use / Zoning	Current: NC/CN-S	Proposed: RPI/CRO-S
Development Standards for Impact Assessment	Current: Scenario 1: 0.45 FAR Non-Residential Scenario 2: 10% Non-Residential at 0.45 FAR and 90% Residential at 30 Multi-Family Dwelling Units per Acre	Proposed: Scenario 1: 0.5 FAR Non-Residential Scenario 2: 10% Non-Residential at 0.5 FAR and 90% Residential at 30 Multi-Family Dwelling Units per Acre
Development Potential	Current: Scenario 1: 3,724 sq. ft. of NC uses Scenario 2: 5 dwelling units and 372 sq. ft. of NC uses	Proposed: Scenario 1: 4,138 sq. ft. of RPI uses Scenario 2: 5 dwelling units and 413 sq. ft. of RPI uses
Net Increase or Decrease in Maximum Density	Scenario 1: Not Applicable Scenario 2: No change	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Increase of 414 sq. ft. Scenario 2: Increase of 41 sq. ft.	
Population Potential	Current: Scenario 1: Not Applicable Scenario 2: 11 People	Proposed: Scenario 1: Not Applicable Scenario 2: 11 People
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Evacuation Zone	No	
Airport Environment Zone	No	
Industrial Preservation Area	No	
Cultural Resources	No	

Development Analysis		0.19 of an acres
Archaeological Sensitivity	Low Sensitivity	
Historic District	Springfield	
Coastal High Hazard	No	
Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	No	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	Brownfield Study Area	
Public Facilities		
Potential Roadway Impact	No net new daily trips	
Potential Public-School Impact	De minimis impact	
Water Provider	JEA	
Potential Water Impact	Scenario 1: Increase of 104 gallons per day Scenario 2: Increase of 10 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Scenario 1: Increase of 78 gallons per day Scenario 2: Increase of 7 gallons per day	
Potential Solid Waste Impact	Scenario 1: Increase of 0.66 tons per year Scenario 2: Increase of 0.065 tons per year	
Drainage Basin/Sub-basin	Upstream of Trout River/Hogan Creek	
Recreation and Parks	Robert F. Kennedy Park	
Mass Transit Access	Within a mile of JTA bus route 19	
Natural Features		
Elevations	17 feet above mean sea level	
Land Cover	1300: Residential, high density	
Soils	74: Pelham-Urban Land 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 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 established shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition).

According to the JEA letter dated May 12, 2022, there is an existing 6-inch water main within the Walnut Street right of way and an existing 8-inch sewer gravity main within the 6th Street East right of way.

According to the JEA availability letter, an Infill Layout for all lots included in the availability letter is required prior to applying for new service. Submit infill layouts through the JEA Sages program by entering your availability number and accessing Step 2 within the project portal. An Infill Layout for all lots included in the availability letter is required prior to applying for new service. Submit infill layouts through the JEA Sages program by entering your availability number and accessing Step 2 within the project portal.

Transportation

The subject site is 0.19 of an acre and is accessible from Walnut Street and 6th Street East, both unclassified facilities. 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).

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.

Policy 1.2.1 of the TE of the 2030 Comprehensive Plan requires the City to 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. The current land use would result in 122 or 46 daily trips depending on the scenario. If the land use is amended to allow for this proposed RPI development, this will result in 45 or 38 daily trips depending on the scenario.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment will result in no 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 Pass-By Trips	Daily Trips
NC	822	3,724 SF	T = 54.45 (X) / 1000	203	81	122
				<i>Total Trips for Existing Land Use- Scenario 1</i>		122
Current Land Use-Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
NC- N	822	372 SF	T = 54.45 (X) / 1000	20	8	12
NC- R	220	5 MF DUs	T = 6.74 (X)	34	0	34
				<i>Total Trips for Existing Land Use- Scenario 2</i>		46
Proposed Land Use-Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
RPI	710	4,138 SF	T = 10.84 (X) / 1000	45	0	45
				<i>Total Trips for Proposed Land Use- Scenario 1</i>		45
Proposed 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	413 SF	T = 10.84 (X) / 1000	4	0	4
RPI- R	220	5 MF DUs	T = 6.74 (X)	34	0	34
				<i>Total Trips for Proposed Land Use- Scenario 2</i>		38
				Scenario 1 Difference in Daily Trips		0
				Scenario 2 Difference in Daily Trips		0

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

School Capacity

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

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 submit for review by the Jacksonville Historic Preservation Commission all plans that will physically alter the appearance of a designated site, property, or historic district.

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.

Brownfield Study Area

This site is located within a Brownfields Study Area designated by Resolution 2011-383-A, and as defined in F.S. 376.79(5). Since the property is located within a Brownfields Study Area, the owner may request that the property be designated as a Brownfield Site. Not all properties located within the Brownfield Study Area are contaminated. A Brownfield Site is property where the expansion, redevelopment, or reuse of the property may be complicated by the presence or potential presence of a hazardous substance, pollutant or contaminant. Tax credits may be available for properties designated as a Brownfield Site.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on June 17, 2022, the required notices of public hearing signs were posted. Sixty (60) 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 August 1, 2022, for the adoption of the small-scale land use amendment. Other than the applicant, no members of the public were present.

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.
- 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 for 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 1.2.9** Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.
- 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 the citizens. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable requirements described in the Development Areas and the Plan Category Descriptions of the Operative Provisions of the 2030 Comprehensive Plan and Land Development Regulations.

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

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

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. Preferred development patterns include those described in Policy 3.2.6 of this element. 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. Density, location and mix of uses shall be pursuant to the Development Areas as set forth herein.

RPI in the Urban Priority 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 and service establishments which serve a diverse set of neighborhoods are also encouraged in order to reduce the number of Vehicles Miles Traveled. A combination of compatible should be organized vertically within a multistory building. The maximum gross density allowed in RPI in the Urban Priority Area is 40 units per acre. Single use developments in the RPI category are limited to residential or office uses.

The 0.19 of an acre subject site is currently vacant and undeveloped. The applicant is proposing a change from NC to RPI to allow for a residential use on the site. The area surrounding the subject site contains a range of uses including multi-family residential development, single-family residential and commercial uses. The proposed amendment to RPI would be consistent with the existing development pattern in the area. Therefore, the proposed amendment is consistent with FLUE Goals 1 and 3, Objective 3.1, and Policy 3.1.3 of the FLUE.

The proposed amendment to RPI would allow for increased housing options within the Urban Priority Development Area of the Urban Core Planning District, and as such, it is consistent with FLUE Objective 3.1 and Policy 3.1.6.

The subject site will have a supportive, positive impact on the commercial and restaurant uses located to the north of the development. In addition, the proposed amendment from NC to RPI maintains a balance of uses in the area. For these reasons the proposed amendment is consistent with FLUE Policies 1.1.5 and 1.1.21.

The land use application for a proposed single-family structure will be served by sanitary sewer and water lines. According to the JEA letter dated May 12, 2022, there is an existing 6-inch water main within the Walnut Street right of way and an existing 8-inch sewer gravity main within the 6th Street East right of way. Therefore, the application is consistent with FLUE Policy 1.2.9.

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.

Urban Core Vision Plan

The application site lies within the boundary of the Urban Core Vision Plan. The plan does not identify specific recommendations for the subject site. However, the proposed single-family residential use appears to be consistent with Guiding Principle Two, Sub-Principle 2.1 and 2.2 of the Plan allowing for infill development and the creation of housing opportunities and choices.

Strategic Regional Policy Plan

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

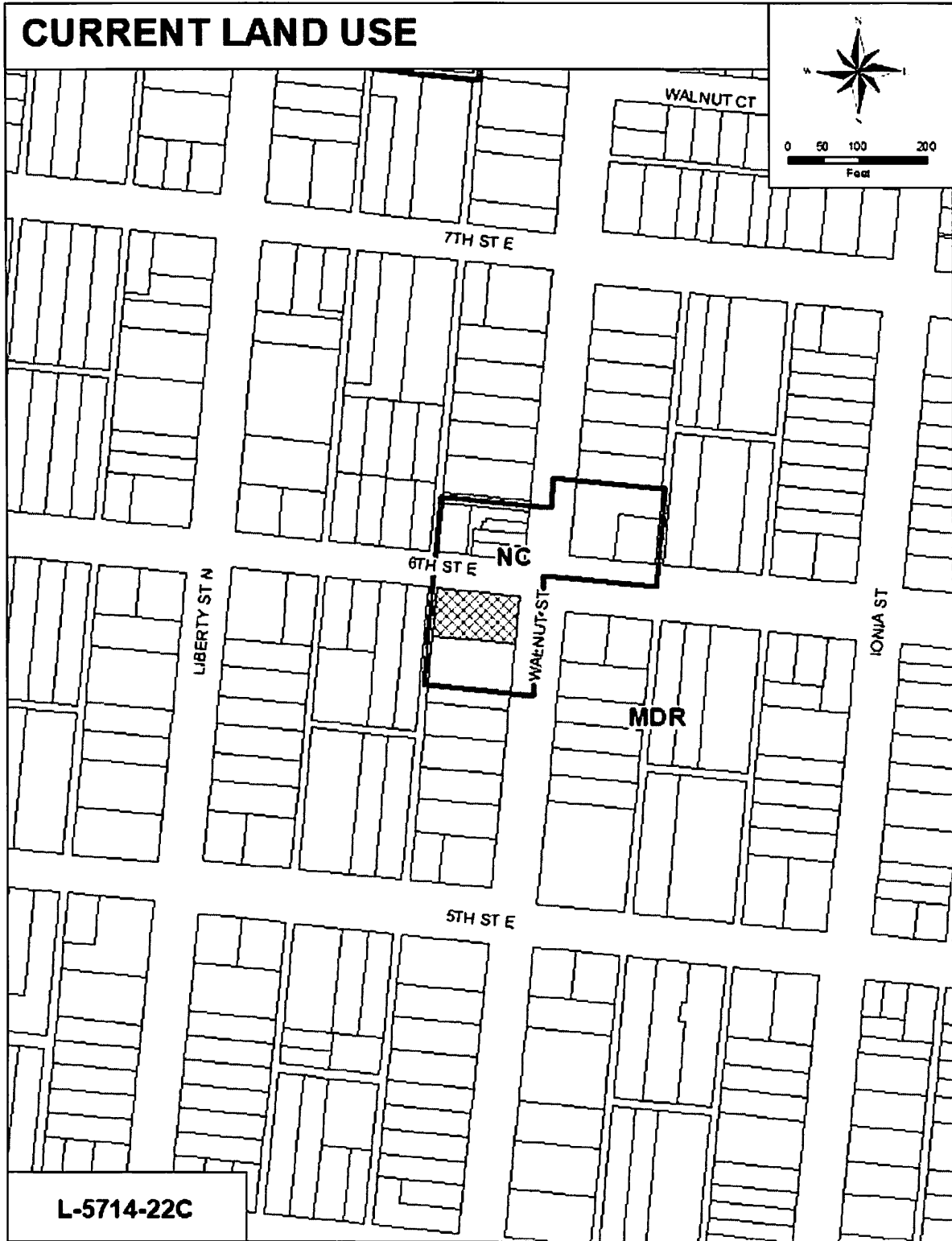
Objective: Housing Options That Provide Choices to All of Our Residents and Promote Demographic and Economic Diversity as One Way to Ensure that Our Communities are Viable and Interesting Places for the Long Term.

Policy 21: The Region supports diverse and sufficient housing stock to provide choices for all households, from single persons to extended families with children.

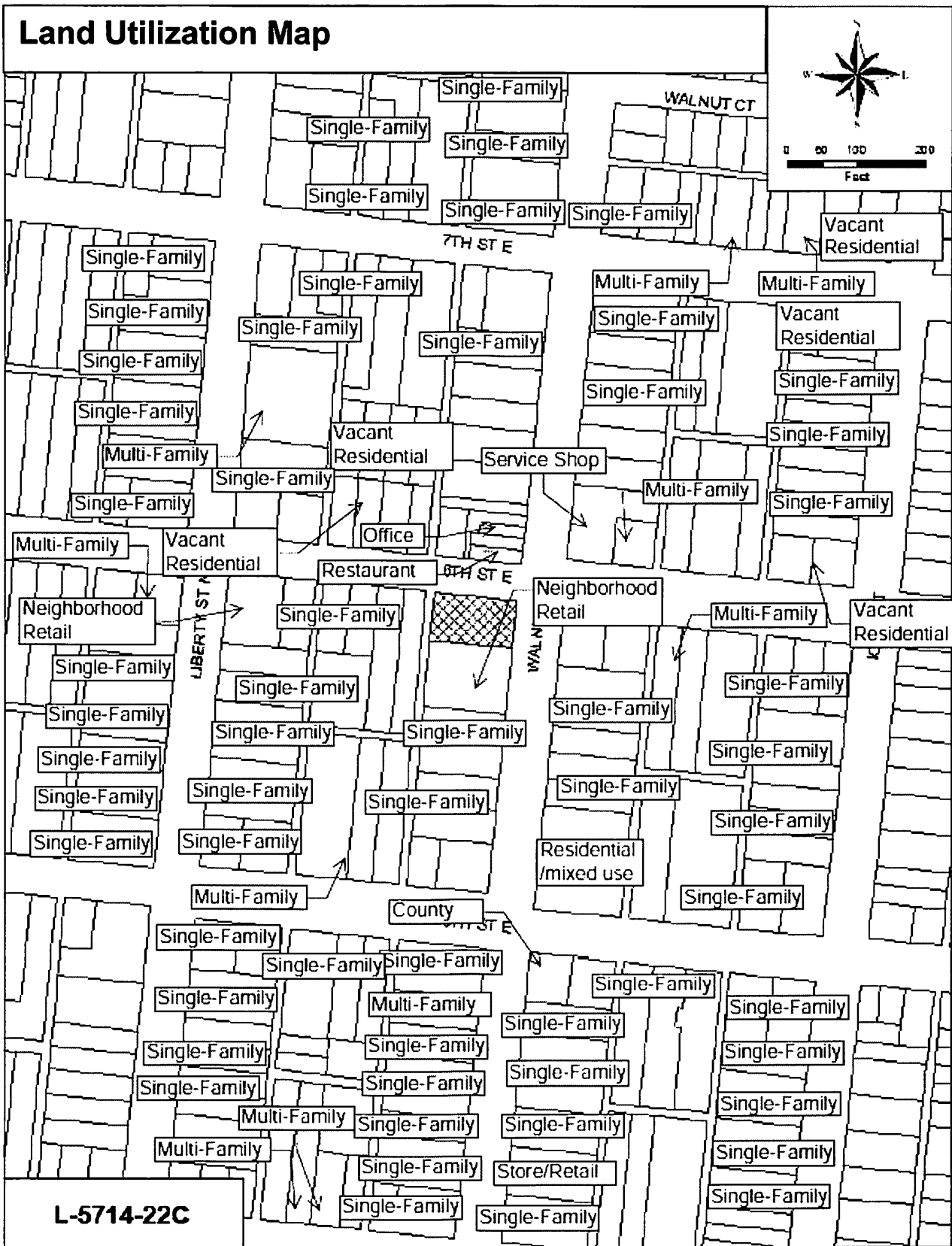
The proposed land use amendment is consistent with Policy 21 of the Regional Health Subject Area as it encourages providing more housing options in the Urban Core Planning District.

LOCATION AND CURRENT LAND USE MAP

CURRENT LAND USE



LAND UTILIZATION MAP



L-5714-22C