

Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – February 14, 2025

Ordinance/Application No.: 2025-055 / L-6007-24C

Property Location: 0 East 27th Street | between Bennett Street and Buckman Street

Real Estate Number(s): 132535-0010

Property Acreage: 0.11 of an acre

Planning District: District 1, Urban Core

City Council District: District 10

Applicant: Rosalyn Gilbert

Current Land Use: Neighborhood Commercial (NC)

Proposed Land Use: Low Density Residential (LDR)

Development Area: Urban Priority Area

Current Zoning: Commercial Neighborhood (CN)

Proposed Zoning: Residential Low Density-60 (RLD-60)

RECOMMENDATION: **APPROVE**

APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To build a home.

BACKGROUND

The 0.11 of an acre subject site is a lot of record located at the northwest corner of the intersection of Buckman Street and East 27th Street. According to the City's Functional Highways Classification Map, Buckman Street and 27th Street are both local roadways. The land use application site is within the Neighborhood Commercial (NC) land use category, this area is surrounded by properties in the Low Density Residential (LDR) land use category. Access to the site can be either from 27th Street or Buckman Street.

The applicant seeks an amendment to the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2045 Comprehensive Plan from NC to LDR to allow the property to be used for a single-family dwelling. A companion rezoning application is pending concurrently with the land use application via Ordinance 2025-056,

which seeks to change the zoning district from Commercial Neighborhood (CN) to Residential Low Density-60 (RLD-60).

Currently the site is vacant. Two (2) corner stores are located just north of the subject site, in the NC land use category. One abuts the subject site, and the other is to the northeast of the site, across Buckman Street. The general area consists of a mix of single-family dwellings, multi-family dwellings, churches, and vacant lots, primarily within the surrounding LDR land use category.

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

North: Land Use: NC, LDR, Medium Density Residential (MDR), Light Industrial (LI) and Heavy Industrial (HI)

Zoning: CN, RLD-60, Residential Medium Density-A (RMD-A), Industrial Light (IL), and Industrial Heavy (IH)

Property Use: Corner store, single-family dwellings, multi-family dwellings, service garage, church, warehouse, light manufacturing, lumber yard and vacant land.

South: Land Use: LDR

Zoning: RLD-60 and Public Building Facilities-1 (PBF-1)

Property Use: Single-family dwellings, multi-family dwellings, park and vacant land.

East: Land Use: LDR, Business Park (BP), and LI

Zoning: RLD-60, Industrial Business Park (IBP), and Planned Unit Development (PUD)

Property Use: Single-family dwellings, multi-family dwellings, vacant land, service garage, and warehousing.

West: Land Use: LDR, MDR, and Public Building Facilities (PBF)

Zoning: RLD-60, Residential Medium Density-B (RMD-B), and PBF-1

Property Use: Single family dwellings, multi-family dwellings, church, vacant land, and 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-6007-24C

Development Analysis:		0.11 of an acre
Development Boundary	Urban Priority Area	

Development Analysis:		0.11 of an acre
Roadway Frontage Classification / State Road	Buckman Street – Local road 27th Street East – Local road	
Plans and/or Studies	Urban Core Vision Plan (June 2010)	
Site Utilization	Current: Vacant	Proposed: Residential
Land Use / Zoning	Current: NC / CN	Proposed: LDR / RLD-60
Development Standards for Impact Assessment	Current: Scenario 1: 0.45 FAR Scenario 2: 30 Dus/acre	Proposed: 5 dwelling units / acre
Development Potential	Current: Scenario 1: 2,156.22 sqft Scenario 2: 3 DUs	Proposed: 1 dwelling unit
Net Increase or Decrease in Maximum Density	Scenario 1: Increase of 1 dwelling unit Scenario 2: Decrease of 2 dwelling units	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Decrease of 2,156.22 sqft Scenario 2: N/A	
Population Potential	Current: Scenario 1: N/A Scenario 2: 7 people	Proposed: 2 people
Special Designation Areas		
Aquatic Preserve	No	
Evacuation Zone	Zone E	
Airport Environment Zone	No	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low Sensitivity	
Historic District	No	
Coastal High Hazard	No	
Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	Discharge area	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	Yes; Brownfields study area	
Public Facilities		
Potential Roadway Impact	Scenario 1: No increase in net new daily trips Scenario 2: No increase in net new daily trips	
Potential Public School Impact	De minimus	
Water Provider	JEA	
Potential Water Impact	Scenario 1: Increase of 158 gpd Scenario 2: Decrease of 439 gpd	
Sewer Provider	JEA	
Potential Sewer Impact	Scenario 1: Increase of 118 gpd Scenario 2: Decrease of 329 gpd	
Potential Solid Waste Impact	Scenario 1: Decrease of 0.85 tons per year Scenario 2: Decrease of 5.2 tons per year	
Drainage Basin/Sub-basin	Drainage Basin – St. Johns River, upstream from Trout River	

Development Analysis:		0.11 of an acre
	Sub-drainage Basin – St. Johns River	
Recreation and Parks	Russell “Bill” Cook Jr. Park and Wigmore Park	
Mass Transit Access	Bus stop #2700, 27th Street and Buckman Street; Route 11	
Natural Features		
Elevations	19 feet above mean sea level	
Land Cover	1300 – Residential, high density	
Soils	(71) Urban land-Leon-Boulogne 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).

A JEA availability letter dated December 27, 2024, is included in the companion rezoning application. The letter indicates that the site is served by an existing 8-inch water main within the East 27th Street right-of-way and by an existing 8-inch gravity sewer main within the Buckman Street right-of way. Both the land use amendment application and the companion rezoning application indicate that the site will be served by JEA water and sewer.

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

Transportation

The subject site is 0.11 of an acre and is situated at the northwestern portion of the intersection of East 27th Street and Buckman Street, both of which are local roadways. 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 Low Density Residential (LDR).

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

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| Policy 1.2.1 | The City shall use the Institute of Transportation Engineers <i>Trip Generation Manual</i> , 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 land use would result in 49 and 20 daily trips depending on the scenario. If the land use is amended to allow for this proposed LDR development, this will result in 9 daily trips.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment is 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.

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
NC	822	2,156.22 SF	$T = 54.45(X) / 1000$	117	68	49
				Total Trips for Existing Land Use- Scenario 1		49
Current Land Use-Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Diverted & Pass-By Trips	Daily Trips
NC	220	3 MF DUs	$T = 6.74 (X)$	20	0	20
				Total Trips for Proposed Land Use- Scenario 2		20
Proposed Land Use-Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Diverted & Pass-By Trips	Daily Trips
LDR	210	1 DU	$T = 9.43 (X)$	9	0	9
				Total Trips for Proposed Land Use- Scenario		9
				Scenario 1 Difference in Daily Trips		(40)
				Scenario 2 Difference in Daily Trips		(11)

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.

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.

Brownfields Study Area

This site is located within a Brownfields Study Area designated by Resolution 2011-383-A, and as defined in Section 376.79(5), F.S. 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.

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. Per EPD, the proposed property in land use amendment L-6007-24C will be near Martin Luther King Jr Parkway, a secondary evacuation route, indicating sufficient access to I-95 (2.5 road miles), a primary evacuation route.

In consideration of the surrounding evacuation zones (Zone C and Zone E), nearest evacuation routes, and lack of additional daily trips, the changes proposed through land use amendment application L-6007-24C would have a minimal impact on countywide evacuation clearance time within Duval County. Site design techniques that minimize disruption to existing traffic flow are encouraged. Any development should incorporate appropriate mitigation techniques to reduce flood vulnerability and minimize impacts to the floodplain.

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.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on January 31, 2025 the required notices of public hearing signs were posted. Eighty-three (83) 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 February 3, 2025. Other than the applicant, one member of the public attended the meeting. The attendee wanted more information about what was being proposed for the site but was not in opposition.

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 that 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, 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.
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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.
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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
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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 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 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.

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 Comprehensive Plan and Land Development Regulations.

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

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.

The NC land use category in the Urban Priority Area 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. Multi-family integrated with a permitted use is permitted at up to 40 dwelling units per acre.

According to the Category Descriptions of the Future Land Use Element (FLUE), LDR in the Urban Priority Area is intended to provide for low density residential development. Further, it is intended to promote neighborhoods in need of redevelopment and to provide a compact single-family development typology that is supportive of transit, neighborhood commercial uses and services. In these instances, the category provides a higher density than LDR in other Development Areas of the City. The application of this higher density should be supported by a neighborhood plan or study. Single-family residential is permitted at up to 7 dwelling units per acre when centralized potable water and wastewater services are available to the site. Notwithstanding the density limitation of the residential categories, one dwelling unit will be permitted on any nonconforming lot of record, which was existing on the effective date of the 2010 Comprehensive Plan. Development on such nonconforming lots of record shall be subject to all other plan provisions.

A JEA availability letter dated December 27, 2024, is included in the companion rezoning application. The letter indicates that the site is served by an existing 8-inch water main with the East 27th Street right-of-way and an existing 8-inch gravity sewer main within the Buckman Street right-of-way. Therefore, FLUE Policy 1.2.8 is satisfied.

The site is currently vacant and, while it is surrounded by a mix of uses in the NC and LDR land use categories, single-family residential uses are the dominate use in the area. The property to the east of the subject site, across Buckman Street was amended from NC to LDR by Ordinance 2022-0483-E. This illustrates that, while the parcels abutting the subject site and 2022 amendment site are existing corner stores, the subject site is more appropriate as a residential lot, preserving the fabric and character of the neighborhood. As such, the proposed amendment is consistent with FLUE Goal 3.

The subject site has access to urban services, full utilities and mass transit services. As such, development of the site would be categorized as infill. The proposed amendment to LDR is a logical and compatible extension of the abutting LDR land uses. Therefore, the proposed amendment is consistent with FLUE Goal 1, Objective 1.1, and Policy 1.1.22.

The proposed amendment to LDR 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 3.1.5.

The 0.11 of an acre subject site will have a negligible impact on the amount of land needed to accommodate single-family residential uses, and the proposed amendment from NC to LDR maintains a balance of uses in the area. Additionally, the site is a lot of record which allows one dwelling unit on any non-conforming lot. For these reasons the proposed amendment is consistent with FLUE Objective 1.1 and Policy 1.1.22.

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 (June 2010). The plan does not identify specific recommendations for the subject site. However, the proposed land use amendment to LDR 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.

CURRENT LAND USE AND LAND UTILIZATION MAP

