

City of Jacksonville, Florida

Lenny Curry, Mayor

City Hall at St. James
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Jacksonville, FL 32202
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January 19, 2023

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. 2022-898/Application No. L-5770-22C

Dear Honorable Council President Freeman, Honorable Council Member and LUZ Chairman Carrico and Honorable Members of the City Council:

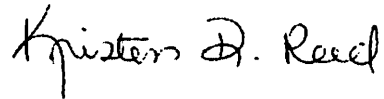
Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2022-898 on January 19, 2023.

P&DD Recommendation	APPROVE
PC Issues:	None
PC Vote:	6-0 APPROVE

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

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

Sincerely,



Kristen D. Reed, AICP
Chief of Community Planning Division
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Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – January 13, 2023

Ordinance/Application No.: 2022-898 / L-5770-22C

Property Location: 0 Mayer Drive, between Arlington Road and the Arlington Expressway (SR10A)

Real Estate Number(s): 141495-0000

Property Acreage: 0.31 of an acre

Planning District: District 2 (Greater Arlington and Beaches)

City Council District: District 1

Applicant: Zach Miller, Esquire

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

Proposed Land Use: Low Density Residential (LDR)

Development Area: Urban Priority Area

Current Zoning: Commercial Residential and Office (CRO)

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

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To use the property for single family residences by right. Owner acknowledges that central sewer is not available on the property and owner will have to wait until central sewer is available to develop the property for single family uses.

BACKGROUND

The 0.31 of an acre subject site is located at 0 Mayer Drive between Arlington Road and the Arlington Expressway (SR10A). According to the City’s Functional Highways Classification Map, Arlington Road is a minor arterial roadway, Arlington Expressway (SR10A) is a limited access roadway, and Mayer Drive is a local road.

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 Low Density Residential (LDR) in order to permit single-family residential development. A companion rezoning application is pending concurrently with the land use application via Ordinance 2022-899, which seeks to change the zoning district from Commercial Residential and Office (CRO) to Residential Low Density-60 (RLD-60). Currently the site is undeveloped. The adjacent uses north of the subject site are predominantly commercial. South of the site is single-family residential, east of the site are single-family and multifamily residential developments, and west of the site are commercial uses.

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

<u>North:</u>	Land Use:	Residential/Professional/Institutional (RPI) and Recreation and Open Space (ROS)
	Zoning:	Commercial, Residential, and Office (CRO) and Planned Unit Development (PUD)
	Property Use:	Medical office, churches, vacant land, and retail
<u>South:</u>	Land Use:	Low Density Residential (LDR) and RPI
	Zoning:	Residential Low Density-60 (RLD-60) and CRO
	Property Use:	Single-family housing and vacant residential land
<u>East:</u>	Land Use:	Community/General Commercial (CGC) and RPI
	Zoning:	Commercial Community/General-2 (CCG-2) and CRO
	Property Use:	Single-family housing, multi-family housing, and a carwash
<u>West:</u>	Land Use:	RPI
	Zoning:	CRO
	Property Use:	Offices, retail, and single-family housing

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

Land Use Amendment Impact Assessment - Application Number L-5770-22C

Development Analysis		0.31 Acres
Development Boundary	Urban Priority Area	
Roadway Frontage Classification / State Road	Mayer Drive (Public Road)	
Plans and/or Studies	Greater Arlington and Beaches Vision Plan / Old Arlington Neighborhood Action Plan	
Site Utilization	Current: Vacant Commercial	Proposed: Single-Family Residential
Land Use / Zoning	Current: RPI / CRO	Proposed: LDR / RLD-60
Development Standards for Impact Assessment	Current: Scenario 1 0.5 FAR Scenario 2 90% Residential at 30 Dwelling Units per Acre and 10% Non-Residential at 0.5 FAR	Proposed: 5 Dwelling Units per Acre
Development Potential	Current: Scenario 1 6,751 sq. ft. of Commercial space Scenario 2 8 Dwelling Units and 675 sq. ft. of Commercial space	Proposed: 1 Dwelling Unit
Net Increase or Decrease in Maximum Density	Scenario 1 Increase of 1 dwelling unit Scenario 2 Decrease of 7 dwelling units	
Net Increase or Decrease in Potential Floor Area	Scenario 1 Decrease of 6,751 sq. ft. of commercial space Scenario 2 Decrease of 675 sq. ft. of commercial space	
Population Potential	Current: Scenario 1 N/A Scenario 2 18 people	Proposed: 2 people
Special Designation Areas		
Aquatic Preserve	NO	
Septic Tank Failure Area	YES	
Evacuation Zone	NO	
Airport Environment Zone	NO	
Industrial Preservation Area	NO	
Cultural Resources	NO	
Archaeological Sensitivity	LOW	
Historic District	NO	
Coastal High Hazard	NO	
Adaptation Action Area	NO	
Groundwater Aquifer Recharge Area	0-4 inches	
Wellhead Protection Zone	NO	

Development Analysis		0.31 Acres
Boat Facility Siting Zone	NO	
Brownfield	NO	
Public Facilities		
Potential Roadway Impact	0 net new daily trips	
Potential Public School Impact	De Minimus	
Water Provider	JEA	
Potential Water Impact	Scenario 1 Decrease in 71 gallons per day Scenario 2 Decrease of 1,236 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Scenario 1 Decrease in 53 gallons per day Scenario 2 Decrease of 1,648 gallons per day	
Potential Solid Waste Impact	Scenario 1 Decrease of 8 tons per year Scenario 2 Decrease of 19 tons per year	
Drainage Basin/Sub-basin	Arlington River/Strawberry Creek	
Recreation and Parks	Bruce Park and Norman Studios (located north of Arlington Road)	
Mass Transit Access	JTA Stop 5161 (located northwest of the site) and JTA First Coast Flyer Red Line stop 727 (located south of the site)	
Natural Features		
Elevations	42 to 43 ft.	
Land Cover	1400: commercial and services 1200: residential, medium density – 2 to 5 dwelling units per acre	
Soils	(72) Urban Land Ortega-Kershaw complex, 0 to 8 percent slopes (69) Urban Land	
Flood Zones	NO	
Wetlands	NO	
Wildlife (applicable to sites greater than 50 acres)	N/A	

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 August 25, 2022 was provided by the applicant. The letter indicates a connection point to water and indicates no sewer connection.

An existing 4-inch water main is within the Mayer Drive right-of way. However, no gravity sewer main abuts this property. Gravity sewer main extension will be required from the existing manhole within Arlington Road right-of-way, located approximately 230 linear feet north of this property.

Each lot will require sewer main construction in right-of-way and individual laterals. Connection to the proposed POC is contingent upon inspection and acceptance of the mains by JEA.

The applicant provided a Centralized Water and Sewer Connection Binding Acknowledgement Form dated October 18, 2022 signifying the intent to connect to both water and sewer services prior to development of the subject site. This document is on file with the Planning and Development Department.

Future Land Use Element

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.

Transportation

The subject site is 0.31 of an acre and is accessible from Mayer Dr, an unclassified facility, which is between Arlington Rd and Pinelock Dr. The proposed land use amendment is located within the Urban Priority Area and Mobility Zone 8. The applicant proposes to change the existing land use from Residential Professional Institutional (RPI) to Low Density Residential (LDR).

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 land use would result in 73 or 61 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 for both scenarios

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 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
RPI	710	6,751 SF	T = 10.84 (X) / 1000	73	0	73
Total Trips for Existing Land Use- Scenario 1						73
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	675 SF	T = 10.84 (X) / 1000	7	0	7
RPI- R	220	8 MF DUs	T = 6.74 (X)	54	0	54
Total Trips for Existing Land Use- Scenario 2						61
Proposed Land Use-Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less 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						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.

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 (IE-AR)

Policy 1.2.8 Within two years of establishment by the SJRWMD and the Water Resources Management Plan of prime recharge areas for the Floridan 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 Floridan 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).

PROCEDURAL COMPLIANCE

The applicant provided documentation and photo proof to the Planning and Development Department on January 05, 2023 that the Notice of Public Hearing signs were posted. Forty-seven (47) 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 3, 2023 for the adoption of the small-scale land use amendment. 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 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 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 1.1.22 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 1.2.9 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 may be 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 3.1.6 The City shall provide for the 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.

According to the Category Descriptions of the Future Land Use Element (FLUE), 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 uses should be organized vertically within a multistory building. The maximum gross density within the Urban Priority Area shall be 40 units/acre and the minimum gross density shall be 10 units/acre.

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 connected to full urban services. Development is limited to one dwelling unit per ¼ acre when access is not available to water or sewer and one dwelling unit per ½ acre when no services are accessible.

A JEA availability letter dated August 25, 2022, is included in the companion rezoning application. The letter indicates that an existing 4-inch water main is within the Mayer Drive right-of way. However, no gravity sewer main abuts this property. Gravity sewer

main extension will be required from the existing manhole within Arlington Road right-of-way, located approximately 230 linear feet north of this property, to ensure compliance with FLUE Policy 1.2.9. However, LDR land use category permits single family residential on ¼ acre lots where access to one of either water or sewer is available to serve development.

The site is currently undeveloped and is adjacent to the RPI and LDR land use categories. The proposed development will continue the development trend of single-family residential uses consistent with the abutting uses south of the subject site. The proposed amendment to LDR maintains a balance of uses in the area and is a logical and compatible extension of the abutting LDR land use. Therefore, the amendment is consistent with FLUE Goals 1 and 3 and Policy 1.1.22.

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

The 0.31 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 RPI to LDR 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 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.

Arlington Community Redevelopment Association (CRA)

A meeting was held on January 11, 2023 by the Renew Arlington CRA Advisory Board. Members of the board discussed the land use change from commercial uses to residential uses regarding the subject site's location on Mayer Drive. Question of septic tank usage was proposed as the area is predominantly reliant on septic services. The board was made aware that the proposed development intends to connect to full urban services in order to comply with FLUE policies and objectives within the 2030 Comprehensive Plan. The Renew Arlington CRA Advisory Board recommended approval of both the Land Use Amendment Ordinance 2022-898 and companion Rezoning Ordinance 2022-899.

Neighborhood Action Plan

The subject site is located within the Old Arlington Neighborhood Action Plan (NAP). The Old Arlington Study Area currently includes a variety of land uses consisting of commercial, office, multi-family and single-family residential. Concerns of intensification of uses abutting residential areas suggest that permitting intense uses can erode the character of the area and have detrimental affect on the viability of residential uses over time. The proposed land use amendment is requesting a change from RPI to LDR, a less

intense use, and directly abuts single-family residential uses to the south. Therefore, this land use amendment is supportive of the concerns within this NAP.

Greater Arlington and Beaches Jacksonville Vision Plan

The application site lies within the Southeast Vision Plan area. Guiding Sub-Principle 2.1 states “Provide for and Promote Compatible Mixed-Use Development, Infill and Redevelopment in Stable and Declining Areas and Create a Range of Housing Opportunities and Choices, Where Appropriate.” The proposed land use change to Low Density Residential (LDR) provides the opportunity to encourage infill development while offering new housing opportunities to the area, thereby illustrating the proposed land use amendment’s consistency with the Southeast Jacksonville Vision Plan and FLUE Policy 4.1.8B.

Strategic Regional Policy Plan

The proposed amendment is inconsistent with the following Objective of the Northeast Florida Regional Council (NEFRC) Strategic Regional Policy Plan (March, 2021), Housing and Health:

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 Greater Arlington and Beaches region and creating 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

L-5770-22C LAND UTILIZATION MAP

