

# City of Jacksonville, Florida

*Lenny Curry, Mayor*

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[www.coj.net](http://www.coj.net)

January 7, 2021

The Honorable Tommy Hazouri, President  
The Honorable Michael Boylan, LUZ Chair  
And Members of the City Council  
117 West Duval Street  
Jacksonville, Florida 32202

**RE: Planning Commission Advisory Report / Ordinance No. 2020-713/Application No. L-5479-20C**

Dear Honorable Council President Hazouri, Honorable Council Member and LUZ Chairman Boylan 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 2020-713 on January 7, 2021.

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

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

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

Sincerely,

*Kristen D. Reed*

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Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – December 31, 2020

**Ordinance/Application No.:** 2020-713 / L-5479-20C  
**Property Location:** 2052 Williams Street  
**Real Estate Number(s):** 115416-0000  
**Property Acreage:** 0.11 of an acre  
**Planning District:** District 1, Urban Core  
**City Council District:** District 7  
**Applicant:** Clifford Baker, Jacksonville Port Authority  
**Current Land Use:** Medium Density Residential (MDR)  
**Proposed Land Use:** Light Industrial (LI)  
**Development Area:** Urban Priority Area  
**Current Zoning:** Residential Medium Density-A (RMD-A)  
**Proposed Zoning:** Planned Unit Development (PUD)

***RECOMMENDATION: APPROVE***

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

Property is owned by Jacksonville Port Authority (JPA) and immediately abuts JPA property on the north. This land use amendment is to make the two properties consistent and to allow use of 2052 Williams Street for secure JPA employee parking.

**BACKGROUND**

The 0.11 of an acre subject site is located on the west side of Williams Street, a local road, approximately 110 feet south of 11<sup>th</sup> Street East and one block west of Talleyrand Avenue, which is classified as a minor arterial road. The site is located in Council District 7, Planning District 1, and within the boundaries of the Urban Core Vision Plan. The site is also located in the Urban Priority Area.

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 MDR to LI to

use the site for vehicle parking for Jacksonville Port Authority (JPA) employees. A companion rezoning application is pending concurrently with the land use application via Ordinance 2020-714, which seeks to change the zoning district from RMD-A to PUD.

The amendment site is currently a graveled lot with no structures and an opaque vinyl fence surrounding the lot. North of the subject site is a JPA facility; abutting to the south is a vacant residential lot; a single-family home is located to the west; and a JPA parking facility to the east across Williams Street. In the immediate vicinity of the subject site is a mix of port-related uses and single-family residential homes. JPA and port-related facilities are designated either as Public Buildings and Facility (PBF) or LI.

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

North: Land Use: LI  
 Zoning: Industrial Light (IL)  
 Property Use: JPA building

South: Land Use: MDR  
 Zoning: RMD-A  
 Property Use: single-family residential

East: Land Use: MDR, Public Buildings and Facilities (PBF), and LI  
 Zoning: RMD-A, Public Buildings and Facilities-1 (PBF-1), and IL  
 Property Use: single-family residential, parking, and office

West: Land Use: MDR and LI  
 Zoning: RMD-A and IL  
 Property Use: single-family residential and JPA 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.

**Land Use Amendment Impact Assessment**

<b>Development Analysis</b>		
Development Boundary	Urban Priority Area	
Roadway Frontage Classification / State Road	Local Road (Williams Street)	
Plans and/or Studies	Urban Core Vision Plan	
Site Utilization	Current: vacant	Proposed: parking
Land Use / Zoning	Current: MDR / RMD-A	Proposed: LI/PUD
Development Standards for Impact Assessment	Current: 15 DU/Acre	Proposed: 0.4 FAR
Development Potential	Current: 1 DU	Proposed: 1,916.6 Sq. Ft.
Net Increase or Decrease in Maximum Density	Decrease of 1 DU	
Net Increase or Decrease in Potential Floor Area	Increase of 1,916.6 Sq. Ft.	

<b>Development Analysis</b>		
Population Potential	Current: 2 people	Proposed: Not applicable
<b>Special Designation Areas</b>		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	No	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	No, discharge	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	Brownfields Study Area	
<b>Public Facilities</b>		
Potential Roadway Impact	1 net new trip	
Potential Public School Impact	Not applicable	
Water Provider	JEA	
Potential Water Impact	Decrease of 196.62 gpd	
Sewer Provider	On-site septic	
Potential Sewer Impact	Decrease of 147.46 gpd	
Potential Solid Waste Impact	Increase of 3.34 tons per year	
Drainage Basin/Sub-basin	Upstream of Trout River / St. Johns River	
Recreation and Parks	Glen Myra Park	
Mass Transit Access	No	
<b>Natural Features</b>		
Elevations	13 feet	
Land Cover	1300 (residential, high density)	
Soils	72 – Urban land – Ortega – Kershaw complex	
Flood Zones	None	
Wetlands	None	
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 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).

### **Transportation**

The Planning and Development Department completed a transportation review and determined that if the land use is amended from MDR to LI, development could result in an increase of one net new vehicular trip. Because the proposed land use would generate less than 10 average daily trips (ADT) on the transportation network, the impact is

deemed insignificant. As a result, the proposed land use amendment does not require a traffic impact analysis.

### **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.

### **Brownfields**

The subject site is located within the Brownfield Pilot Study Area by Resolution 2000-125-A as defined in F.S. 376.79(4). The property may or may not have contamination. There is no record of a Phase I or Phase II environmental site assessment on the property.

## **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on November 17, 2020, the required notices of public hearing signs were posted. Thirty-two (32) 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 November 30, 2020 via a virtual Zoom meeting. No members of the public attended.

## **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 mile 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.

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 1.1.12 Promote the use of Planned Unit Developments (PUDs), cluster developments, and other innovative site planning and smart growth techniques in all commercial, industrial and residential plan categories, in order to allow for appropriate combinations of complementary land uses, and innovation in site planning and design, subject to the standards of this element and all applicable local, regional, state and federal regulations.

Policy 1.1.16 Require mitigation of adverse land use impacts on adjacent uses during development and redevelopment through:  

1. Creation of like uses;
2. Creation of complementary uses;
3. Enhancement of transportation connections;
4. Use of noise, odor, vibration and visual/aesthetic controls; and/or
5. Other appropriate mitigation measures such as requirements for buffer zones and landscaping between uses.

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 2.4.2 Redevelopment of areas in the vicinity of Talleyrand Avenue shall be reviewed by the Planning and Development Department and the Jacksonville Port Authority to ensure coordination with plans for the Port of Jacksonville, particularly the Port Master Plan.

Objective 3.2 Continue to promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land

use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's 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.

### **Conservation / Coastal Management Element (CCME)**

#### *JAXPORT Master Plan*

- Policy 2.1.3 All new development and Port expansions must be consistent with this Master Plan. As may be necessary, JAXPORT shall amend this Master Plan to authorize Port expansions in order to qualify for the DRI exemptions set forth in Section 163.3178(3), Florida Statutes, as applicable.

- Objective 2.2 Redevelopment of declining areas adjacent to Talleyrand Avenue shall be consistent with the provisions of the City's Future Land Use Element.

- Policy 2.2.1 Planned Port-related industrial development shall be directed to areas bordering the Port, consistent with the provisions of the City's Future Land Use Element.

- Policy 2.2.3 Redevelopment of the Talleyrand Corridor shall be sensitive to existing residential uses, addressing concerns regarding port/industrial expansion.

According to the Category Descriptions for the Urban Priority Development Areas of the FLUE, the MDR land use category is intended to provide compact medium to high density mixed use development. The maximum gross density in the Urban Priority Area shall be 20 units per acre, and there shall be no minimum density for single-family dwellings when the predominant surrounding development typology within the MDR category is single-family.

Light Industrial (LI) is a category which provides for the location of industrial uses which have fewer objectionable impacts than Heavy Industrial (HI) on residential areas such as noise, odor, toxic chemicals and waste. Site access to roads classified as collector or higher on the Highway Functional Classification Map is preferred.

The subject site is located on the west side of Williams Street, which is an unclassified roadway, approximately 100 feet south of 11th Street East, also unclassified. Port-related uses are located to the north and east of the subject site, with a JPA facility directly abutting the subject site to the north. Single-family residential uses are located to the west and south of the subject site, with two single-family lots (one vacant) located south of the



subject site as Williams Street dead-ends into a very large lot used to park new vehicles. The subject property is located one block to the west of Talleyrand Avenue, which is a minor arterial roadway that services the JPA and related businesses. Consistent with FLUE Policy 2.4.2, the proposed land use application has been reviewed in coordination with the JAXPORT Master Plan, which can be found in the Conservation/Coastal Management Element (CCME) of the 2030 Comprehensive Plan. Per JAXPORT Master Plan Policy 2.1.3 and Objective 2.2, all new development and port expansions must be consistent with the JAXPORT Master Plan and the Future Land Use Element (FLUE). The proposed land use amendment is consistent with JAXPORT Master Plan Policy 2.2.1 because, as described above, the planned Port-related industrial development is located in an area off Talleyrand Avenue, bordering the Port.

Given the existing industrial node surrounding Talleyrand Avenue because of the JPA, the proposed land use amendment sustains and promotes the industrial nature of the area, consistent with FLUE Objective 3.2 and Policy 3.2.1.

In response to FLUE Policies 1.1.5 and 1.1.21, the proposed land use amendment on 0.11 of an acre would have a negligible impact on the balance of uses in the area as well as on the overall allocation of either MDR or LI land uses.

A PUD rezoning application has been filed as a companion to the proposed land use amendment. Consistent with FLUE Policy 1.1.12, the PUD rezoning allows innovative site design techniques to ensure compatibility with the adjacent residential uses. These design techniques include mitigation measures such as noise, odor, vibration, visual and aesthetic controls, consistent with FLUE Policy 1.1.16 and JAXPORT Master Plan Policy 2.2.3.

### **Vision Plan**

The site is located within the boundary of the Urban Core Vision Plan area. No specific recommendations are provided for the area of the subject site. However, Guiding Principles 2 and 4 of the Plan suggest that, while having industrial uses abut residential uses is not ideal, viable solutions exist to mitigate negative impacts. These include buffers that can reduce noise and/or visual impacts. The proposed land use amendment is being filed with a companion PUD rezoning so that these mitigation techniques will be required.

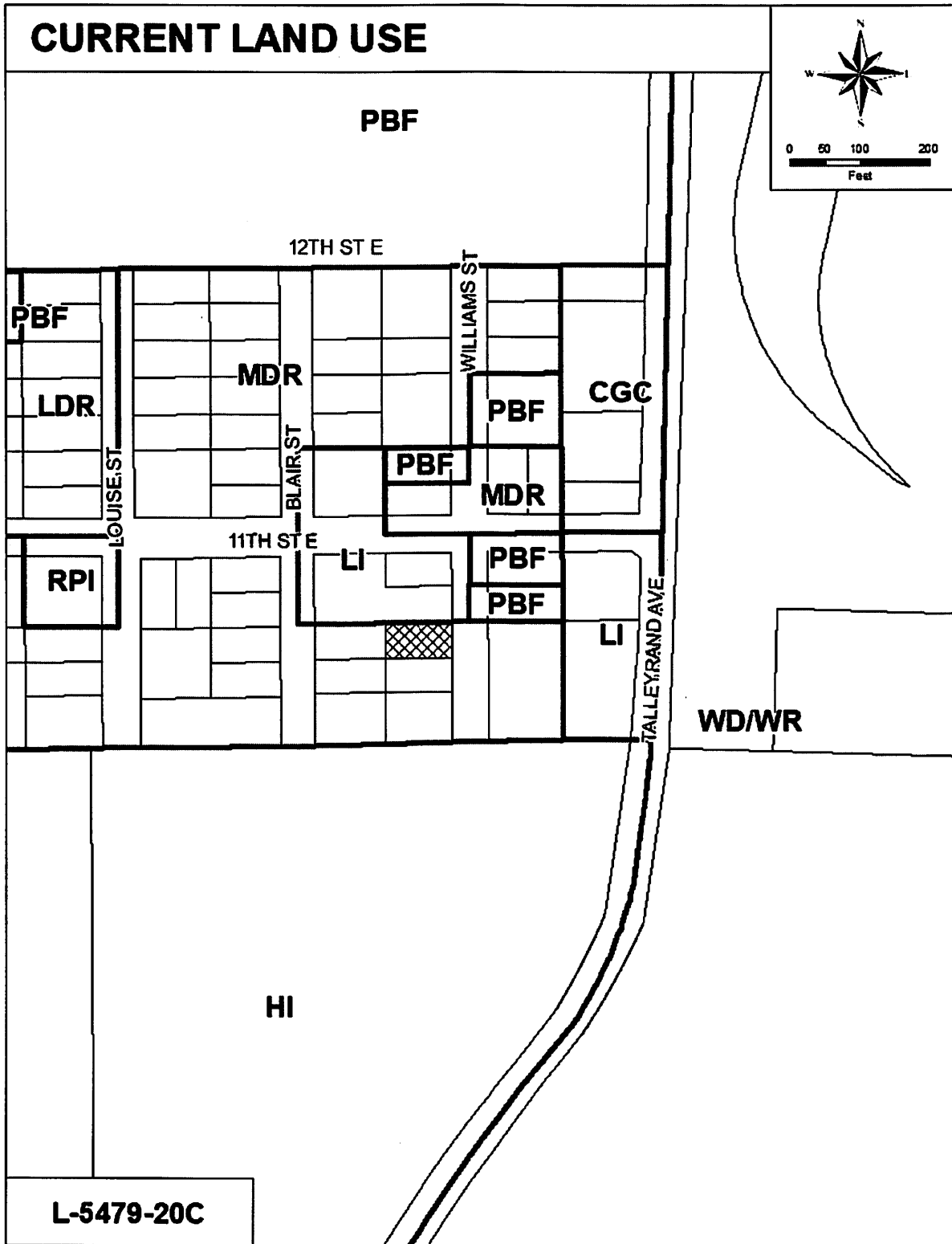
### **Strategic Regional Policy Plan**

The proposed amendment is consistent with the following policy of the Strategic Regional Policy Plan, Communities and Affordable Housing:

Policy 3: Local governments are encouraged to offer incentives or make development easier in areas appropriate for infill and redevelopment.

The proposed land use amendment promotes a slight expansion of an industrial use on an urban, infill site in support of JPA functions.

**LOCATION AND CURRENT LAND USE MAP**



# LAND UTILIZATION MAP

