

City of Jacksonville, Florida

Lenny Curry, Mayor

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September 3, 2020

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. 2020-0479/Application No. L-5461-20C

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 2020-0479 on September 3, 2020.

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

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

Planning Commission Report
September 3, 2020
Page 2

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 – August 28, 2020

Ordinance/Application No.: 2020-479 / L-5461-20C

Property Location: 5583 Plymouth Street, located between Ellis Road South and Orton Street

Real Estate Number(s): 067901-0000

Property Acreage: 0.26 of an acre

Planning District: District 4, Southwest

City Council District: Council District 9

Applicant: Adis Elma Cosic

Current Land Use: LDR

Proposed Land Use: LI

Development Area: Urban

Current Zoning: RLD-60

Proposed Zoning: IL

RECOMMENDATION: **Approve**

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

The current property owner and applicant owns the property next to the application site which has a LI land use category and IL zoning district. Therefore, the owner would like to have the same land use and zoning district to be the same for the application site.

BACKGROUND

The subject site consists of 0.26 of an acre and is located on the north side of Plymouth Street and between Ellis Road South and Orton Street. According to the Functional Highway Classification System Map, Plymouth Street is a local road. The site is also located in the Urban Development Area, Planning District 4, and Council District 9. Additionally, the land use amendment site is located within the boundaries of the Southwest Jacksonville Vision Plan.

The applicant is proposing a land use amendment from Low Density Residential (LDR) to Light Industrial (LI) on 0.26 of an acre on the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan. A companion rezoning is pending concurrently with this application for change from Residential Low Density-60 (LDR-60) and Industrial Business Park (IBP) to Industrial Light (IL) pursuant to Ordinance 2020-480. The companion rezoning includes the lot to the west of the site for a total development of 0.95 acres.

The area surrounding the amendment site consists of a variety of uses such as single-family dwellings, vacant land, mobile home, open storage for trucks and warehouses in the LDR, LI and Medium Density Residential (MDR) land use categories. With the exception of the subject site, the western half of the block within which the amendment site lies is designated with the LI land use.

In 2004 the land use designation of the subject site was amended from LI to LDR at the request of Habitat for Humanity by Ordinance 2004-472-E. The intended infill residential development did not occur and the site remains vacant.

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

North: Land Use: LI and LDR

Zoning: IL and RLD-60

Property Use: Truck storage, Single-family and Vacant land

South: Land Use: LI and MDR

Zoning: IBP, IL, RMD-A and RMD-D

Property Use: Vacant land, Single family, Vacant land, Multi-family and Warehouses

East: Land Use: LDR

Zoning: RLD-60

Property Use: Single family and Vacant land

West: Land Use: LI

Zoning: IL and IBP

Property Use: Vacant land and Warehouse

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.

Impact Assessment Baseline Review - Application Number L5444-20C

Development Analysis 0.26 of an acre		
Development Boundary	Urban Development Area	
Roadway Frontage Classification / State Road	Plymouth Street – Local Road	
Plans and/or Studies	Southwest Jacksonville Vision Plan	
Site Utilization	Current: Undeveloped	Proposed: Industrial uses
Land Use / Zoning	Current: LDR / RLD-60	Proposed: LI
Development Standards for Impact Assessment	Current: 5 Single family dwelling units / Acre	Proposed: 0.40 FAR
Development Potential	Current: 1 Single family dwelling units	Proposed: 4,530 sq. ft. of Industrial space
Net Increase/Decrease in Maximum Density	Decrease of 1 single family dwelling units	
Net Increase/Decrease in Potential Floor Area	Increase of 4,530 sq. ft. of industrial space	
Population Potential	Current: 2 people	Proposed: 0 people
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	300 Ft. Height Restriction Zone for Herlong Recreational Airport	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	Discharge area	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	Increase of 13 new net daily trips	
Potential Public School Impact	None	

Development Analysis 0.26 of an acre	
Water Provider	JEA
Potential Water Impact	Decrease of 69.33 gallons/day
Sewer Provider	JEA
Potential Sewer Impact	Decrease of 51.99 gallons/day
Potential Solid Waste Impact	Increase of 11.443 tons/year
Drainage Basin/Sub-basin	St. Johns River Upstream or Trout River Basin and Big Fishweir Creek Sub-basin
Recreation and Parks	Lem Merrett Park
Mass Transit Access	Bus service at Lenox Avenue
Natural Features	
Elevations	28 to 29 feet above mean sea level
Land Cover	1200 – Residential Medium Density
Soils	74 – Pelham-Urban Land Complex
Flood Zones	No
Wetlands	No
Wildlife (applicable to sites greater than 50 acres)	No

Utility Capacity

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition).

Transportation

The Planning and Development Department completed a transportation analysis and determined that the proposed amendment has the potential to result in an increase of 13 net new daily external trips. The Transportation memo is on file with the Planning Department. This analysis is based upon the comparison of what potentially could be built on that site (as detailed in FLUE Policy 1.2.16 Development Standards for Impact Assessment) versus the maximum development potential. Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office.

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.

Capital Improvements Element

Policy 1.6.1 Upon adoption of the Mobility Plan implementing ordinance, the City shall cease transportation concurrency and use a quantitative formula for purposes of assessing a landowner's mobility fee for transportation impacts generated from a proposed development, where the landowner's mobility fee shall equal the cost per vehicle miles traveled (A); multiplied by the average vehicle miles traveled per Development Area (B); multiplied by the daily trips (C); subtracted by any trip reduction adjustments assessed to the development.

Supplemental Transportation Information

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 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.

These two Comprehensive Plan policies ensure that the transportation impact related to land use amendments are captured in the Long Range Transportation Plan (LRTP) that is conducted every 5 years. This analysis includes the cumulative effect of all land use amendments that were approved within this time period. This plan identifies the future transportation needs and is used to create cost feasible roadway needs that can be funded by the City's Mobility Strategy Plan.

Mobility needs vary throughout the city and in order to quantify these needs, the city was divided into 10 Mobility Zones. The Mobility Strategy Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 7.

Existing available roadway capacity for the vehicle/truck mode for the entire zone was tested based on volume demand to capacity ratio (V/C), where the average daily traffic volumes determined from the most recent City of Jacksonville traffic count data were compared to the *Maximum Service Volumes (MSV)* from the current *FDOT Quality/Level of Service Handbook (2012)* for each functionally classified roadway within the zone. A V/C ratio of 1.0 indicates the roadway network is operating at its capacity.

The result of the V/C ratio analysis for the overall Mobility Zone 7 is **0.66**.

Subject site is accessible via Plymouth Street, 2-lane undivided unclassified roadway. The proposed development will not have any significant impacts on the external roadway network.

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.

Airport Environment Zone

The site is located within the 300 Foot Height Restriction and Hazard Zone for Herlong Recreational Airport. Zoning will limit development to a maximum height of less than 300 feet for the respective airfields unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d).

Future Land Use Element

Objective 2.5 Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on August 18, 2020. The required notices of public hearing signs were posted. Thirty-seven (37) 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 17 2020 by Zoom 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 Area (UA): The UA is the second tier Development Area and generally corresponds with the densely developed portions of the City that have been in residential or employment generation uses prior to consolidation. It also includes major corridors which connect the other Development Areas. Similar to the Urban Priority Area (UPA) the intent of the UA is to encourage revitalization and the use of existing infrastructure through redevelopment and infill development, but at moderate urban densities which are transit friendly. Also similar to the UPA, the UA is intended to support multi-modal transportation and the reduction of per capita greenhouse gas emissions and vehicle miles traveled. Development is encouraged to employ urban development characteristics as further described in each land use category.

- 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 3.2 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 3.2.7 The City shall implement the locational criteria of this element for commercial and industrial uses consistent with the character of the areas served, availability of public facilities, and market demands.
- Objective 6.3 The City shall accommodate growth in Jacksonville by encouraging and facilitating new infill development and redevelopment on vacant, bypassed and underutilized land within areas that already have infrastructure, utilities, and public facilities, while addressing the needs of City residents.

According to the Category Description within the Future Land Use Element (FLUE), Low Density Residential (LDR) in the Suburban Development Area is intended to provide for low density residential uses. The predominant development typology in this category is single-family residential development.

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 wastes. Site access to roads classified as collector or higher is preferred.

According to JaxGIS infrastructure data there is a 10-inch sewer line and a 2-inch water line within the Plymouth Street right-of-way, thereby meeting FLUE Policy 1.2.9.

The land surrounding the site on three sides is entitled for industrial uses and the subject property was entitled for industrial uses prior to 2004 when the land use was amended to LDR. The property located to the north is used for open storage and the site subject to this land use change to LI will be an expansion of that business along with the additional property to the west of the site that is included in the companion rezoning. The proposed amendment to LI is a logical extension of the abutting LI land use and a return to the historic LI designation of the site while maintaining the pattern of industrial on the western portion of the block and residential on the eastern portion of

the block. This amendment will also promote industrial development in an established industrial area and is a logical extension of the LI land use. Therefore, the amendment is consistent with FLUE Goal 3, Objectives 3.2 and 6.3 and Policy 3.2.7.

Amending the site to LI allows for the expansion and increased viability of an established industrial business and, due to the minimal acreage subject to this amendment, will have a negligible impact on the provision of both LI and LDR designated land in the immediate area and overall for the City. Therefore, the amendment provides consistencies with FLUE Policies 1.1.5 and 1.1.21.

Southwest Jacksonville Vision Plan

The subject property is located within the boundaries of what is identified as the Southwest Jacksonville Vision Plan (September 2003). While the Vision Plan does not specifically address the industrial areas throughout the district, the Plan calls for need of a stronger job base. By adding to the industrial base of the area, the proposed land use amendment supports the creation of additional jobs as called for in the Southwest Jacksonville Vision Plan.

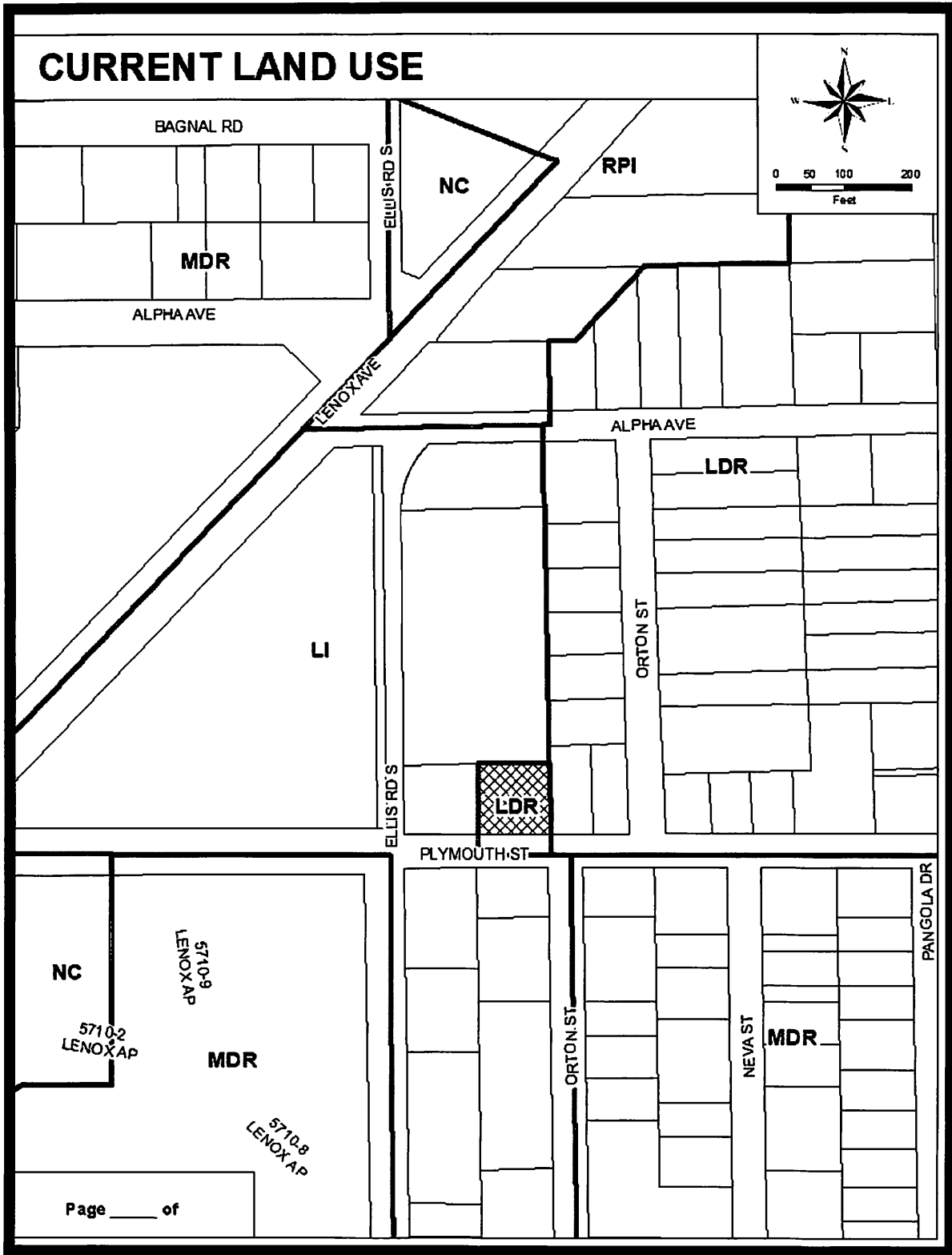
Strategic Regional Policy Plan

The proposed amendment is consistent with the following Goal of the Strategic Regional Policy Plan:

Goal 2.3 An environment that is conducive to the creation and relocation of new businesses as well as the expansion of existing businesses in the northeast Florida region.

The proposed land use amendment promotes an environment that is conducive to the creation of new business thereby providing an opportunity to further local economic growth. Therefore, the proposed amendment is consistent with Goal 2.3 of the Strategic Regional Policy Plan, Economic Development Element.

LAND USE AMENDMENT SITE AND CURRENT LAND USE MAP



Page ____ of

CURRENT LAND UTILIZATION MAP

