



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

City Hall at St. James
117 W. Duval St.
Jacksonville, FL 32203
(904) 630-CITY
www.Jacksonville.gov

January 9, 2025

The Honorable Randy White
The Honorable Kevin Carrico, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, FL 32202

RE: Planning Commission Advisory Report / Ordinance No. 2024-902/Application No. L-5942-24C

Dear Honorable Council President White, 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 2024-902 on January 9, 2025.

P&DD Recommendation APPROVE

PC Issues: None

PC Vote: 6-0 APPROVE

Michael McGowan, Chair	Aye
Lamonte Carter	Aye
Amy Yimin Fu	Aye
Charles Garrison	Aye
Julius Harden	Absent
Moné Holder	Aye
Ali Marar	Absent
Jack Meeks	Absent
Tina Meskel	Aye

Planning Commission Report
January 9, 2025
Page 2

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

Sincerely,



Helena A. Parola, MAURP

Chief of Community Planning

City of Jacksonville - Planning and Development Department

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Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – January 3, 2025

Ordinance/Application No.: 2024-902 / L-5942-24C

Property Location: 1221 16th Street East and 0 17th Street East, between Haines Street and Phoenix Avenue

Real Estate Number(s): 113566 0500; 113567 0010

Property Acreage: 2.40 acres

Planning District: District 1, Urban Core

City Council District: District 7

Applicant: Cyndy Trimmer, Esquire

Current Land Use: Public Buildings and Facilities (PBF)

Proposed Land Use: Community/General Commercial (CGC)

Current Zoning: Public Buildings and Facilities – 1 (PBF-1)

Proposed Zoning: Planned Unit Development (PUD)

Development Boundary: Urban Priority Area

RECOMMENDATION: APPROVE

APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

Applicant seeks PUD rezoning to permit redevelopment of the Historic J. Allen Axson Elementary School as a mixed-use boutique hotel and storage facility.

BACKGROUND

The 2.40-acre subject site is made up of 2 parcels separated by Franklin Street and between 16th Street East and 17th Street East, all of which are local roads. The application site is directly west of Martin Luther King Jr. Parkway, which is an FDOT expressway, but there is no direct access to the roadway from the subject site. The applicant is proposing a Future Land Use Map (FLUM) amendment from Public Buildings and Facilities (PBF) to Community/General Commercial (CGC) to allow for the development of a mixed-use hotel and a storage facility. The applicant is also proposing a companion rezoning from

Public Buildings and Facilities – 1 (PBF-1) to Planned Unit Development (PUD), which is pending concurrently with this application, pursuant to Ordinance 2024-903.

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

North: Land Use: Light Industrial (LI) and Medium Density Residential (MDR)
Zoning: Industrial Light (IL) and Residential Medium Density – A (RMD-A)
Property Use: Railroad, Single-family residential and Martin Luther King Jr. Pkwy

South: Land Use: MDR and Residential-Professional-Institutional (RPI)
Zoning: RMD-A and Commercial Residential Office (CRO)
Property Use: Church and Single-family residential

East: Land Use: Low Density Residential (LDR)
Zoning: Residential Low Density – 60 (RLD-60)
Property Use: Martin Luther King Jr. Pkwy and Single-family residential

West: Land Use: Community/General Commercial (CGC) and MDR
Zoning: RMD-A and Commercial Community/General (CCG-2)
Property Use: Single-family residential, Phoenix Avenue commercial corridor

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

Development Analysis 2.4 Acres / 104,544 sq. ft.		
Development Boundary	Urban Priority Development Area	
Roadway Frontage Classification / State Road	17 th St. East and Franklin St. – Both are local roads	
Plans and/or Studies	Urban Core Vision Plan and Phoenix Avenue NAP	
Site Utilization	Current: Vacant School Building	Proposed: Mixed Use Boutique Hotel and Storage Facility
Land Use / Zoning	Current: PBF / PBF-1	Proposed: CGC / PUD

Development Analysis2.4 Acres / 104,544 sq. ft.		
Development Standards for Impact Assessment	Current: 0.3 FAR	Proposed: Scenario 1: 0.35 FAR Scenario 2: 45 DU
Development Potential	Current: 31,363 Sq. Ft.	Proposed: Scenario 1: 36,590 Sq. Ft. Scenario 2: 108 DU
Net Increase or Decrease in Maximum Density	Scenario 1: N/A Scenario 2: Increase of 108 DU	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Increase of 5,227 Sq. Ft.	
Population Potential	Current: 0	Proposed: Scenario 1: 0 Scenario 2: 253 People
Special Designation Areas		
Aquatic Preserve	No	
Evacuation Zone	Zone E	
Airport Environment Zone	No	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	High	
Historic District	No	
Coastal High Hazard	No	
Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	Discharge	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	Study Area	
Public Facilities		
Potential Roadway Impact	Scenario 1: 128 net new daily trips Scenario 2: no net new daily trips	
Potential Public School Impact	25 new students	
Water Provider	JEA	
Potential Water Impact	Scenario 1: Decrease of 371 gpd Scenario 2: Increase of 23,179 gpd	
Sewer Provider	JEA	
Potential Sewer Impact	Scenario 1: Decrease of 279 gpd Scenario 2: Increase of 17,384 gpd	
Potential Solid Waste Impact	Scenario 1: Increase of 8.36 tons per year Scenario 2: Increase of 230.62 tons per year	
Drainage Basin/Sub-basin	Upstream of Trout River / St. Johns River	
Recreation and Parks	Henry L. Brown Kooker Park and Edwards Park	
Mass Transit Access	Route 11 (stop is very close to site)	
Natural Features		
Elevations	17' to 21'	

Development Analysis	2.4 Acres / 104,544 sq. ft.
Land Cover	1700: Institutional
Soils	71 – Urban Land – Leon – Boulogne Complex – 0% to 2% slopes
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 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).

The applicant has provided a JEA Availability Letter, dated February 8, 2024, as part of the companion rezoning application. According to the letter, there is an existing 8-inch water main along Franklin Street. There is also an existing 8-inch gravity sewer main along Franklin Street. The letter states that any food service establishment or commercial / institutional kitchen that is connected to the JEA sewer system is required to participate in the FOG program.

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

Transportation

The subject site is 2.40 acres and is located west of Martin Luther King Jr Parkway, at 1221 16th Street East and across Franklin Street on 17th Street East. 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 Public Building & Facilities (PBF) to Community/General Commercial (CGC).

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

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 PBF land use would result in 708 daily trips. If the land use is amended to allow for this proposed CGC development, this will result in 836 or 490 daily trips.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment has 128 or 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.

Table A
Trip Generation Estimation Scenarios

Current Land Use-Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
PBF	730	31,363 SF	$T = 22.59 (X) / 100$	708	0	708
				Total Trips for Existing Land Use- Scenario		708
Proposed Land Use-Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
CGC	822	36,590 SF	$T = 54.45 (X) / 100$	1,992	1,156	836
				Total Trips for Proposed Land Use- Scenario 1		836
Proposed Land Use-Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
CGC	222	108 DUs	$T = 4.54 (X)$	490	0	490
				Total Trips for Proposed Land Use- Scenario 2		490
			Scenario 1 Difference in Daily Trips			128
			Scenario 2 Difference in Daily Trips			(218)

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

School Capacity

The 2.40-acre proposed land use map amendment has a development potential of 108 dwelling units and 25 new students. The proposed development was analyzed in accordance with the adopted level of service standards (LOS) for school capacity as established in the Interlocal Agreement (ILA) and the Public Schools and Facilities Element. The ILA was entered into in coordination with the Duval County Public School System (DCPS) and the other municipalities within Duval County.

School concurrency LOS is the methodology used to analyze and to determine whether there is adequate school capacity for each school type (elementary, middle, and high school) to accommodate a proposed development. The LOS (105% of permanent capacity) is based on Concurrency Service Areas (CSAs), not the closest school in the area for elementary, middle and high schools, as well as on other standards set forth in the City of Jacksonville School Concurrency Ordinance.

In evaluating the proposed residential development for school concurrency, the following results were documented:

Application Review Request: COJ PDD: School Impact Analysis							
Proposed Name: L-5942-24C 16th St East & 17th St East							
Requested By: Eric Hinton							
Reviewed By: Levonne Griggs							
Due: 11/25/2024							
Analysis based on maximum dwelling units: 108							
School Type	CSA ¹	2024-25 Enrollment/CSA	Current Utilization (%)	New Student/ Development ³	5-Year Utilization (%)	Available Seats - CSA ²	Available Seats - Adjacent CSA 2 & 7
Elementary	1	10,763	53%	13	55%	1,839	208
Middle	1	6,288	70%	5	81%	1,839	1,566
High	1	6,762	71%	7	64%	1,806	283
Total New Students				25			

NOTES:

¹ Proposed Development's Concurrency Service Area (CSA)

² Available CSA seats include current reservations

³ Student Distribution Rate

ES-.119

MS-.050

HS-.078

0.248

The Student Distribution Rate is calculated for each school type by dividing the total number of public school students enrolled in that school type in Duval County (102,110) by the number of total permitted housing units (411,541) for the same year, generating a yield of 0.248.

The analysis of the proposed residential development does not reveal any deficiency for school capacity within the CSA.

Public School Facilities Element

Policy 2.3.2 The City will coordinate with DCPS to establish plan review procedures to manage the timing of Future Land Use Map amendments and other land use decisions so that these decisions coordinate with adequate school capacity.

Policy 2.3.3 The City will take into consideration the DCPS comments and findings on the availability of adequate school capacity in the evaluation of comprehensive plan amendments, and other land use decisions as provided in Section 163.3177(6)(a), F.S. and development of regional impacts as provided in 1380.06, F.S.

Objective 3.2 Adopted Level of Service (LOS) Standards
Through the implementation of its concurrency management systems and in coordination with the DCPS, the City shall ensure that the capacity of schools is sufficient to support new residential developments at the adopted level of service (LOS) standards within the period covered in the five-year schedule of capital improvements and the long range planning period. These standards shall be consistent with the Interlocal Agreement agreed upon by the DCPS, the City and the other municipalities. Minor deviations to the LOS standards may occur, so long as they are limited, temporary and with scheduled capacity improvements, school capacity is maximized to the greatest extent feasible.

Policy 3.1.1 The LOS standards set forth herein shall be applied consistently for the purpose of implementing school concurrency, including determining whether sufficient school capacity exists to accommodate a particular development application, and determining the financial feasibility of DCPS Five-Year Capital Facilities Plan and the City's Capital Improvement Plan.

Supplemental School Information:

The following additional information regarding the capacity of the assigned neighborhood schools was provided by the Duval County School Board. This is not based on criteria utilized by the City of Jacksonville School Concurrency Ordinance. Note that the percentage occupied may not appear correct due to ESE space requirements.

Application Review Request: COJ PDD: Baseline Checklist Review Proposed Name: L-5942-24C 16th St East & 17th St East Requested By: Eric Hinton Reviewed By: Levonne Griggs Due: 11/25/2024 Analysis based on maximum dwelling units: 108						
SCHOOL ¹	CSA	STUDENTS GENERATED (Rounded) ³	SCHOOL CAPACITY ² (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2024/25)	% OCCUPIED	4 YEAR PROJECTION
Longbranch ES#106	1	13	407	301	74%	78%
Matthew W. Gilbert MS#146	1	5	799	569	71%	69%
William M. Raines #165	1	7	1829	1384	76%	68%
		25				

NOTES:

¹ Attendance school may not be in proposed development's Concurrency Service Area (CSA)

² Does not include ESE & room exclusions

³ Student Distribution Rate

ES-.119

MS-.050

HS-.078

0.248

The Student Distribution Rate is calculated for each school type by dividing the total number of public school students enrolled in that school type in Duval County (102,110) by the number of total permitted housing units (411,541) for the same year, generating a yield of 0.248.

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of high sensitivity for the presence of archaeological resources. Projects that move forward through the Site Review process may be required to perform a Professional Archaeological Reconnaissance Survey. 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.

Historic Landmark

Pursuant to evaluation by the Historic Preservation Section of the Community Planning Division evaluated the subject site and provided the following memo, dated December 26, 2024:

The Historic Preservation Section has reviewed the two (2) properties located at 1221 East 16th Street (RE: 113567-0010) and 0 East 17th Street (RE: 113566-0500). Although they do not presently have recorded Florida Master Site Files (FMSF), property 1221 East 16th Street is known as the J. Allen Axson Elementary School and property 0 East 17th Street is currently a parking lot.

The Historic Preservation Commission voted unanimously at the October 23, 2024, JHPC Meeting to recommend approval of the designation of 1221 East 16th Street (RE: 113567-0010) as a Local Landmark. This potential Local Landmark designation is scheduled to be considered by the Land Use & Zoning Committee and City Council in 2025.

If this property becomes a Local Landmark, any exterior work to structures on this property or the site itself requires an approved Certificate of Appropriateness (COA) application before work can commence. Please note that when permits are applied for with the City, the permit may be flagged for Historic Preservation Section sign-off.

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's memo, it was determined that the impact of the subject small-scale land use amendment on countywide evacuation timing would be negligible:

The proposed property in land use amendment L-5942-24C will be near Martin Luther King Jr Pkwy, a secondary evacuation route, indicating sufficient access to I-95 (2.3 road miles), a primary evacuation route.

In consideration of the surrounding evacuation zones (Zone C and Zone E) nearest evacuation routes, and the estimate of 0-128 new daily trips, the changes proposed through land use amendment application L-5942-24C 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.

Downtown Brownfields Pilot Program Area

The property is located within the Downtown Brownfields Pilot Program Area. The City of Jacksonville designated properties in the downtown area as a Pilot Program Brownfields Area by City Council Resolution Number 2000-125-A. The property owner may request that the property be designated a Brownfields Site. A Brownfields 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 Brownfields Site.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on December 19, 2024, the required notices of public hearing signs were posted. Seventy-two (72) 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 December 2, 2024. No members of the public attended to speak on the proposed amendment.

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 which are highly supportive of transit and result in the reduction of per capita greenhouse gas emissions and vehicle miles traveled. Development is expected to employ urban development characteristics as defined in this Plan. 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.
Policy 1.1.9	Promote the use of Planned Unit Developments ((PUD) zoning districts, cluster developments, and other innovative site planning and smart growth techniques in order to allow for appropriate combinations of complementary land uses, densities, and intensities consistent with

the underlying land use category or site specific policy, and innovation in site planning and design, subject to the standards of this element and all applicable local, regional, State and federal regulations. These techniques should consider the following criteria in determining uses, densities, intensities, and site design:

- Potential for the development of blighting or other negative influences on abutting properties
- Traffic Impacts
- Site Access
- Transition of densities and comparison of percentage increase in density above average density of abutting developed properties
- Configuration and orientation of the property
- Natural or man-made buffers and boundaries
- Height of development
- Bulk and scale of development
- Building orientation
- Site layout
- Parking layout
- Opportunities for physical activity, active living, social connection, and access to healthy food.

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

Objective 1.6 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.

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.

Policy 3.1.2 Protect neighborhoods from potential negative impacts by providing a gradation of uses and scale transition. The Land Development Regulations shall be amended to provide for an administrative process to review and grant, when appropriate, relief from the scale transition requirements.

Property Rights Element (PRE)

Goal 1 The City will recognize and respect judicially acknowledged and constitutionally protected private property rights in accordance with the Community Planning Act established in Chapter 163, Florida Statutes.

Objective 1.1 Local decision making shall be implemented and applied with sensitivity for private property rights and shall not be unduly restrictive.

Policy 1.1.1 The City will ensure that private property rights are considered in local decision making.

Policy 1.1.2 The following rights shall be considered in local decision making:

1. The right of a property owner to physically possess and control his or her interests in the property, including easements, leases, or mineral rights.
2. The right of a property owner to use, maintain, develop, and improve his or her property for personal use or for the use of any other person, subject to state law and local ordinances.
3. The right of the property owner to privacy and to exclude others from the property to protect the owner's possessions and property.
4. The right of a property owner to dispose of his or her property through sale or gift.

According to the Future Land Use Element (FLUE), Public Buildings and Facilities (PBF) is a broad land use category that is intended to accommodate major public use of community service activities. Siting public/semi-public facilities that are allowed in commercial, light and heavy industrial, residential and institutional categories as supporting uses will not require plan amendments. Some major uses, however, because of their scale and potential community impacts, may only be sited in this plan category.

Community/General Commercial (CGC) is a category intended to provide for a wide variety of retail goods and services which serve large areas of the City and a diverse set of neighborhoods. Uses should generally be developed in nodal and corridor

development patterns. Nodes are generally located at major roadway intersections and corridor development should provide continuity between the nodes and serve adjacent neighborhoods to reduce the number of Vehicle Miles Traveled. CGC also allows for multi-family residential at densities up to 60 units per acre in the Urban Priority Area. Single-use multi-family development is permitted when 50 percent or more of the contiguous CGC category land area within up to one quarter of a mile radius is developed for non-residential uses. Multi-family developments that do not comply with the single-use provisions shall provide a mix of uses within the development site and multi-family uses shall not exceed 80 percent of a development.

The applicant is proposing a change from PBF to CGC to allow for commercial development on a site in the Urban Priority Development Area. The site is accessed via local roads (Franklin Street, 17th Street East, and 16th Street East). The site abuts Martin Luther King Jr. Parkway, which is a FDOT Expressway although the site does not have direct access to the road. The site is a block east of Phoenix Avenue, a collector roadway. There is a mix of uses surrounding the site though the predominant development typology is single family residential. Other uses surrounding the site include a church and associated parking. As mentioned, the site abuts, but does not have access to, Martin Luther King Jr. Parkway to the east. The site also abuts a rail line to the north. The closest crossing is via Phoenix Avenue, one block west of the site. The proposed amendment would allow for a use compatible with the surrounding area and an appropriate use abutting Martin Luther King Jr. Expressway to the east. East of Martin Luther King Jr. Expressway is predominantly single family residences. This is infill redevelopment of an existing structure, which will also encourage redevelopment of underutilized property. Therefore, the amendment is consistent with FLUE Goals 1 and 3, and Policies 1.1.21, 1.1.22, and 3.1.2.

Consistent with FLUE Policy 1.2.8, the applicant has provided a JEA Availability Letter, dated February 8, 2024, as part of the companion rezoning application. According to the letter, there is an existing 8-inch water main along Franklin Street. There is an existing 8-inch gravity sewer main also along Franklin Street.

The proposed small-scale amendment would increase the amount of commercially designated land available to further meet the goal of meeting or exceeding the amount of land required to accommodate anticipated growth. Additionally, the property is underutilized land in the Urban Priority Development Area which has access to centralized water and sewer services. Development of this site is considered infill development. Thus, the proposed amendment is consistent with FLUE Objective 1.6 and Policy 1.1.21.

The companion PUD allows for gradation of uses with the more intense storage uses away from the residential uses abutting Martin Luther King Parkway. The companion PUD plans to revise the school building for mixed use hotel, comporting with Policy 1.1.9.

The proposed amendment does not hinder the private property rights of the owner of record; has no impact on the right of the property owner to possess or control his or her

interest in the property; maintains the owner's ability to use, maintain, develop and improve the property; protects the owner's right to privacy and security; and maintains the ability of the property owner to dispose of the property at their discretion. Therefore, the amendment is consistent with PRE Goal 1, Objective 1.1 and Policies 1.1.1 and 1.1.2.

Phoenix Avenue Neighborhood Action Plan (NAP) (2004)

The former elementary school at the corner of 16th Street and Franklin Street is abandoned and in poor repair. Some windows are boarded, and vines are growing over the windows as well as to the roof of the two-story building. The Phoenix Avenue NAP discusses the issue of abandoned properties. This redevelopment would redevelop a blighted portion of the area within the Phoenix Avenue NAP in conformity with the NAP.

Vision Plan

The application site lies within the Urban Core Vision Plan. Guiding Principle Two of the Plan is to "promote mixed-use/mixed-income redevelopment and infill." The proposed land use amendment is consistent with sub-principles 2.1, redevelopment and infill, as it allows for the redevelopment of the property into a mixed-use project with a mix of employment opportunities.

Strategic Regional Policy Plan

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

- Objective: Integrated planning: The link between land use, resources, and mobility
- Policy 4: The Region supports strategies identified by the Regional Community Institute as they worked on First Coast Vision, including:
- Maintenance of a diversity of land use in the Region.
 - Infill and redevelopment.

The proposed land use amendment would increase opportunities for commercial development, helping to maintain a diversity of land use in the area. Therefore, the proposed amendment is consistent with the Strategic Regional Policy Plan.

LAND USE AMENDMENT
FIELD / LOCATION / CURRENT LAND USE MAP

