

City of Jacksonville, Florida

Lenny Curry, Mayor

City Hall at St. James
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Jacksonville, FL 32202
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April 22, 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. 2021-165/Application No. L-5531-21C

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 2021-165 on April 22, 2021.

P&DD Recommendation **APPROVE Subject to Revised Exhibit 2**

PC Issues: None

PC Vote: 6-0 APPROVE

Joshua Garrison, Chair	Aye
Dawn Motes, Vice-Chair	Absent
David Hacker, Secretary	Aye
Marshall Adkison	Absent
Daniel Blanchard	Aye
Ian Brown	Aye
Alexander Moldovan	Aye
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 – April 16, 2021

Ordinance/Application No.: 2021-165 / L-5531-21C

Property Location: In the northwest quadrant of Line Street and
Broadway Avenue

Real Estate Number(s): 077366-0000

Property Acreage: 0.18 of an acre

Planning District: District 5, Northwest

City Council District: Council District 9

Applicant: City of Jacksonville

Current Land Use: MDR

Proposed Land Use: RPI

Development Area: Urban Priority

Current Zoning: RMD-A

Proposed Zoning: CO

RECOMMENDATION: **Approve subject to REVISED Exhibit 2**

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

The proposed amendment will provide a parking area for the adjacent office use.

BACKGROUND

The 0.18 of an acre subject site is located at the northwest corner of Line Street and Broadway Avenue. Both roads are unclassified roadways on the City's Highway Classification Map. The application site is within the boundary of the Northwest Jacksonville Vision Plan.

The applicant is requesting to change the land use category from Medium Density Residential (MDR) to Residential-Professional-Institutional (RPI) on 0.18 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 a change from Residential Medium Density-A (RMD-A) to Commercial Office (CO) pursuant to Ordinance 2021-166.

The area surrounding the amendment site consists of single-family dwellings to the north, west and east with an office use adjacent to the site directly east across Line Street and warehousing with some light manufacturing further out to the west and south.

Ownership of the site transferred from City of Jacksonville to Gateway Community Services in February 2021.

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

North: Land Use: MDR
Zoning: RMD-A
Property Use: Single family residential

South: Land Use: Community General Commercial (CGC), Light Industrial (LI), and Heavy Industrial (HI)
Zoning: Commercial Community General-2 (CCG-2) and Industrial Light (IL)
Property Use: Warehousing, open storage, light manufacturing and undeveloped land

East: Land Use: MDR and RPI
Zoning: RMD-A and CO
Property Use: Single-family residential and office

West: Land Use: MDR and LI
Zoning: RMD-A and IL
Property Use: Single family residential and warehousing and open storage

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.

Impact Assessment Baseline Review - Application Number L5531-21C

Development Analysis of 0.18 of an acre / 7,840.8 square feet		
Development Boundary	Urban Priority Development Area	
Roadway Frontage Classification / State Road	Line Street – Local roadway Broadway Avenue– Local roadway	
Plans and/or Studies	Northwest Vision Plan	
Site Utilization	Current: Vacant	Proposed: Parking lot for neighboring doctor’s office
Land Use / Zoning	Current: MDR / RMD-A	Proposed: RPI / CO
Development Standards for Impact Assessment	Current: 15 units/acre	Proposed: Scenario 1: 0.5 FAR Scenario 2: 10% non-residential (at 0.50 FAR) and 90% residential (at 30 units/acre in Urban Priority Area)
Development Potential	Current: 2 units	Proposed: Scenario 1: 3,920.4 sq. ft. of RPI space Scenario 2: 392 sq. ft. of RPI space and 4 units
Net Increase or Decrease in Maximum Density	Scenario 1: Decrease of 2 dwelling units Scenario 2: Increase of 2 dwelling units	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Increase of 3,920.4 sq. ft. of RPI space Scenario 2: Increase of 392 sq. ft. of RPI Space	
Population Potential	Current: 4 people	Proposed: Scenario 1: not applicable Scenario 2: 9 people
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	500 foot Height Restriction Zone for Herlong	

Development Analysis of 0.18 of an acre/ 7,840.8 square feet	
	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	Brownfields Study Area
Public Facilities	
Potential Roadway Impact	Scenario 1: 23 net new daily trips Scenario 2: 18 net new daily trips
Potential Public School Impact	De minimus
Water Provider	JEA
Potential Water Impact	Scenario 1: Decrease of 194.88 gallons/day Scenario 2: Increase of 497.51 gallons/day
Sewer Provider	JEA
Potential Sewer Impact	Scenario 1: Decrease of 146.16 gallons/day Scenario 2: Increase of 373.13 gallons/day
Potential Solid Waste Impact	Scenario 1: Increase of 1.07 tons/year Scenario 2: Increase of 5.82 tons per year
Drainage Basin/Sub-basin	McCoys Creek Sub-Basin, Trout River Basin
Recreation and Parks	Westbrook Center and Park
Mass Transit Access	Routes 13 and 53 off of Beaver Street
Natural Features	
Elevations	21 feet above mean sea level
Land Cover	(1400) Commercial and services
Soils	(73) Urban land Mascotte-Sapelo complex, 0 to 2 percent slopes
Flood Zones	No
Wetlands	No
Wildlife (applicable to sites greater than 50 acres)	Not Applicable

Utility Capacity

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been 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, which is on file with the Planning and Development Department, and determined that the proposed amendment for Residential-Professional-Institutional (RPI) has the development potential under scenario 1 as 100% non-residential to result in an increase of 23 net new vehicular trips and under scenario 2 as 90% residential with 10% non-residential uses to result in an increase of 18 net new vehicular trips. This analysis is based upon the comparison of what potentially could be built on that site 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 9.

The subject site is accessible via Line Street and Broadway Avenue, both 2-lane unclassified facilities and is located north of Beaver Street West. Beaver Street West is a 4-lane undivided principal arterial facility and either scenario of the RPI development will not have any significant impacts on the external roadway network.

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.

Airport Environment Zone

The site is located within the 500 Foot Height Restriction and Hazard Zone for Herlong Recreational Airport. Zoning will limit development to a maximum height of less than 500 feet for the airfield 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.

Brownfield Area

The property is located within the Downtown Brownfield Pilot Area. The City of Jacksonville designated properties in the downtown area as a Pilot Program Brownfield

Area by City Council Resolution Number 2000-125-A. The property owner may request the property be designated a Brownfield Site. A Brownfield Site is property where the expansion, redevelopment, or reuse of the property may be complicated by the presence or potential presence of a hazardous substance, pollutant or contaminant. The property owner may qualify for tax credits.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on March 23, 2021, the required notices of public hearing signs were posted. Sixty-six (66) 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 March 29, 2021 by Zoom Meeting for the adoption of the small-scale land use amendment. There were no members of the public in attendance for this item.

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 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.

Objective 1.1 Ensure that the type, rate and distribution of growth in the City results in compact and compatible land use patterns, an increasingly efficient urban service delivery system and discourages the proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.

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 1.1.11 Encourage that new non-residential projects be developed in designated nodal and corridor development areas as provided in the Plan Category Descriptions of the Operative Provisions, in appropriate commercial infill locations, or as a Transit Oriented Development (TOD), as described in this element.
- 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 1.1.24 The City will encourage new development to locate in the Urban Core, Southwest, North, and Northwest planning districts through such measures as economic incentives, greater marketing assistance, etc.
- 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.

Policy 3.2.4 The City shall permit expansion of commercial uses adjacent to residential areas only if such expansion maintains the existing residential character, does not encourage through traffic into adjacent residential neighborhoods, and meets design criteria set forth in the Land Development Regulations.

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), MDR in the Urban Priority Development Area is intended to provide compact medium to high density mixed use development.

RPI in the Urban Priority Development 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 sales and service establishments that serve a diverse set of neighborhoods are also encouraged in order to reduce the number of Vehicle Miles Traveled. Plan amendment requests for new RPI designations are preferred in locations that are supplied with full urban services and in locations which serve as a transition between commercial and residential land uses.

The subject property has access to full urban services and is located in a developed area of the City. The proposed land use amendment to RPI maintains a compatible land development pattern using underutilized property located at the intersection of two roadways in the Urban Priority Development Area consistent with FLUE Policies 1.1.11, 1.1.22, 1.1.24 and Objectives 1.1 and 6.3. Additionally, according to the application, the site has access to city water and sewer services consistent with FLUE Policy 1.2.9.

RPI is a transitional land use category which would provide a gradual transition of densities and intensities between the residential land uses to the north and west and the commercial and industrial land uses to the south. Further, the site is intended to serve as a parking area for the existing RPI land use property directly across Line Street from the subject site resulting in a compatible combination of uses. Therefore, the proposed RPI is consistent with FLUE Goal 3 and Policy 3.2.4.

The proposed small scale amendment to RPI will have a negligible impact on the need for commercial or multi-family residential land uses and facilitates development of office uses in proximity to residential neighborhoods. Additionally, the amendment is consistent with the locational criteria for RPI designated sites and the limitations within

the RPI land use category provide for a compatible and appropriate scale and intensity of use. Therefore, the amendment is consistent with FLUE Policies 1.1.5 and 1.1.21.

Vision Plan

The subject property is located within the boundaries of the Traditional Building Area of the Northwest Jacksonville Vision Plan (2003). The Plan further identifies this area as the Historic In-Town Character Area and recommends development in the Traditional Building Areas in order to spur In-Town redevelopment. Revitalization of the urban neighborhoods will expand the area's economy and allow the neighborhood's full participation in the region's economy.

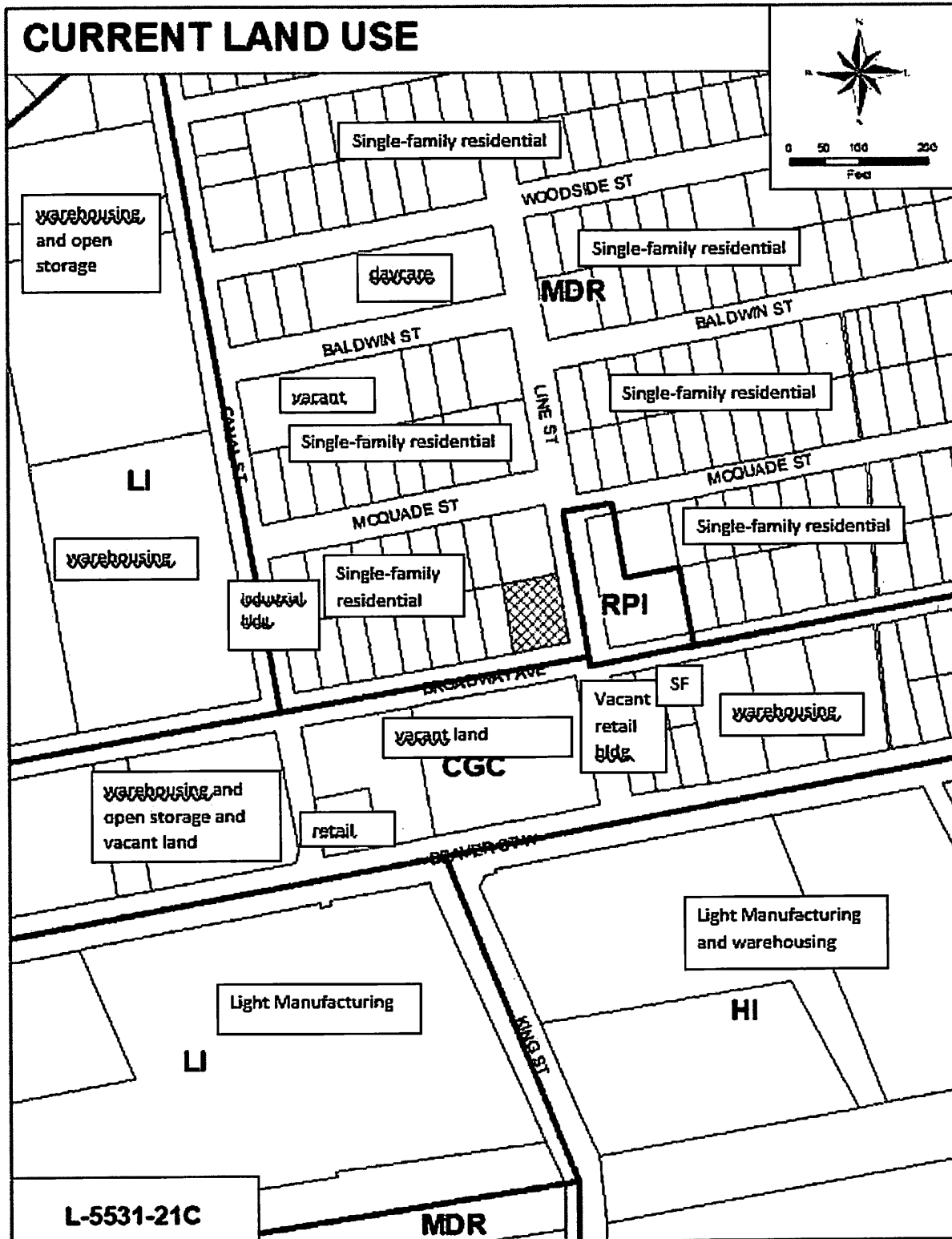
Strategic Regional Policy Plan

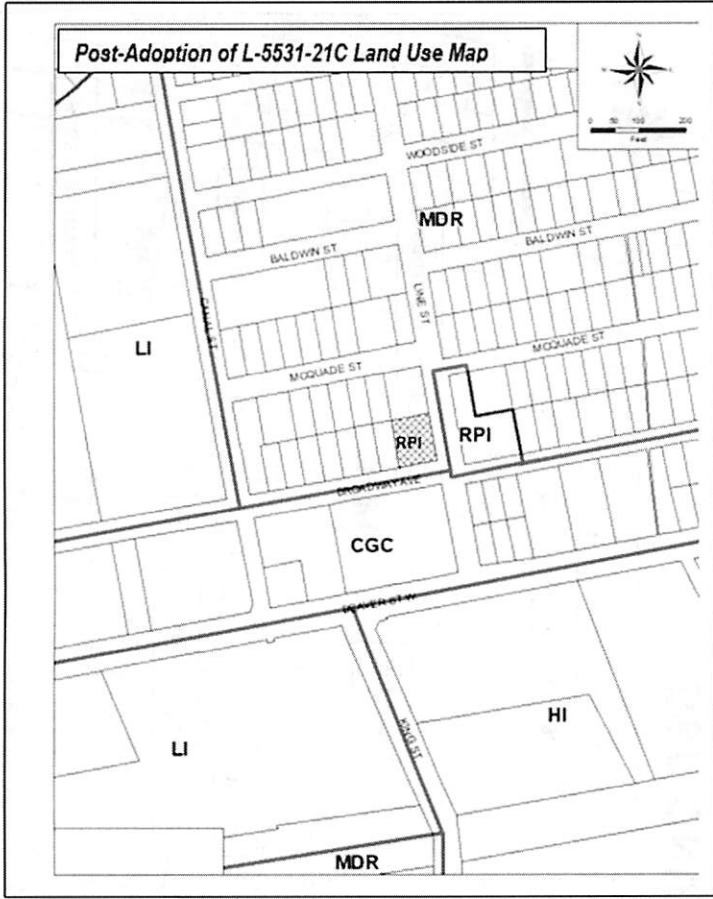
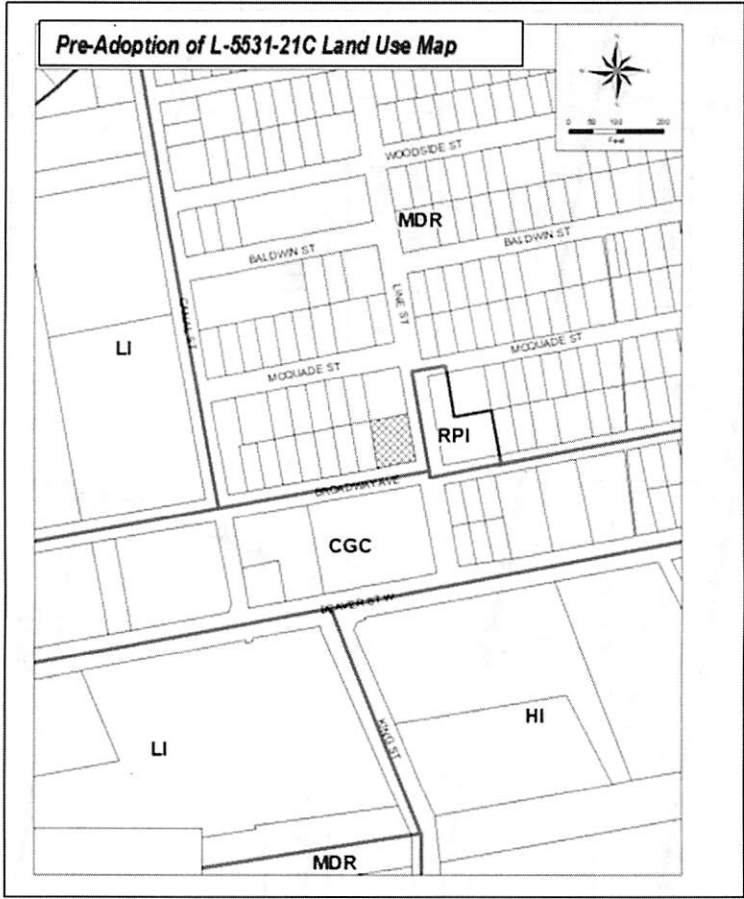
The proposed amendment is consistent with the following Goal of the Strategic Regional Policy Plan:

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.

CURRENT LAND UTILIZATION, LAND USE AND LOCATION MAP





Request for Small Scale Land Use Amendment to Future Land Use Map Series

From: Medium Density Residential (MDR)

To: Residential-Professional-Institutional (RPI)

Planning District: 5

Identification Number: L-5531-21C

Council District: 9

Exhibit 2 (Page 1 of 1)

