

# City of Jacksonville, Florida

*Lenny Curry, Mayor*

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November 18, 2021

The Honorable Samuel Newby, President  
The Honorable Rory Diamond, LUZ Chair  
And Members of the City Council  
117 West Duval Street  
Jacksonville, Florida 32202

**RE: Planning Commission Advisory Report / Ordinance No. 2021-774/Application No. L-5594-21C**

Dear Honorable Council President Newby, Honorable Council Member and LUZ Chairman Diamond 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 2021-774 on November 18, 2021.

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

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

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 – November 12, 2021**

**Ordinance/Application No.:** 2021-774 / L-5594-21C

**Property Location:** 2002 18<sup>th</sup> Street East, between Buckman Street and Talleyrand Avenue

**Real Estate Number(s):** 113451 1005 (portion of)

**Property Acreage:** 1.98 acre

**Planning District:** District 1, Urban Core

**City Council District:** District 7

**Applicant:** Clifford C. Baker – Jacksonville Port Authority

**Current Land Use:** Low Density Residential (LDR)

**Proposed Land Use:** Light Industrial (LI)

**Development Area:** Urban Priority Area (UPA)

**Current Zoning:** Residential Low Density-60 (RLD-60)

**Proposed Zoning:** Industrial Light (IL)

***RECOMMENDATION: Approve***

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

RE #113451-1005 contains three land use designations as follows: 17.65 AC with LU – HI, 6.84 AC with LU – LI, and 1.98 AC with LU – LDR. Jaxport desires to lease all of RE #113451-1005 to new port tenants; however, no tenant has a business need for property with LU of LDR. To permit the entire property to be economic viable for the port, the small 1.98 AC portion should be designated as LI so that it is consistent with the rest of the property.

**BACKGROUND**

The 1.98 acre subject site is located at 2002 18<sup>th</sup> Street East, between Buckman Street and Thelma Street. All surrounding roads are local roads.

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 Low Density Residential (LDR) to Light Industrial (LI) on a portion of a property to make the land use for the entire property industrial, which includes a portion on the eastern side of the property that is in the Heavy Industrial (HI) land use category. The amendment would extend the existing LI designated portion of the property to the northwestern portion of the property. The subject is bordered by LDR to the west and north. The land use east and south of the subject site is LI. The subject site is in an Industrial Situational Compatibility zone.

Concurrent with this land use amendment, Ordinance 2021-773 is an amendment to the Conservation / Coastal Management Element (CCME) of the 2030 Comprehensive Plan. The amendment updates Map 17 of the JaxPort Master Plan to add the entire parcel, which this land use amendment applies to a portion of. The entire parcel is owned by the Jacksonville Port Authority.

A companion rezoning application is pending concurrently with the land use application via Ordinance 2021-775, which seeks a zoning change from Residential Low Density-60 (RLD-60) to Industrial Light (IL).

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

North: Land Use: Low Density Residential (LDR). Community/General Commercial (CGC) one half block past the LDR land use.  
Zoning: Residential Low Density – 60 (RLD-60). Community/Commercial General – 2 (CCG-2) one half block past the RLD-60 zoning district.  
Property Use: Residential, vacant, and, one block north of the site, commercial.

South: Land Use: Light Industrial (LI)  
Zoning: Industrial Light (IL)  
Property Use: Vacant

East: Land Use: LI  
Zoning: IL  
Property Use: Industrial

West: Land Use: LDR  
Zoning: RLD-60  
Property Use: Single family homes

## **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 – 1.98 Acre / 86,248.4 sq. ft.</b>		
Development Boundary	Urban Priority Development Area	
Roadway Frontage Classification / State Road	20 <sup>th</sup> Street East – unclassified. 1 block south of 21 <sup>st</sup> Street East – Collector Road	
Plans and/or Studies	Urban Core Vision Plan	
Site Utilization	Current: Undeveloped	Proposed: JAXPort wants to rent to new tenants and wants the land use of the entire parcel to be LI.
Land Use / Zoning	Current: LDR / RLD-60	Proposed: LI / IL
Development Standards for Impact Assessment	Current: 5 DU/Acre	Proposed: 0.4 FAR
Development Potential	Current: 9 SF DU	Proposed: 34,499.5 sq. ft. Industrial
Net Increase or Decrease in Maximum Density	Decrease of 9 SF DU	
Net Increase or Decrease in Potential Floor Area	Increase of 34,499.5 sq. ft. Industrial	
Population Potential	Current: 23	Proposed: N/A
<b>Special Designation Areas</b>		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	No	
Industrial Preservation Area	Situational Compatibility	
Cultural Resources	No	
Archaeological Sensitivity	Low	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	Discharge	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	Brownfield Study Area	
<b>Public Facilities</b>		
Potential Roadway Impact	83 Net New Daily Trips	
Potential Public School Impact	N/A	

<b>Development Analysis – 1.98 Acre / 86,248.4 sq. ft.</b>	
Water Provider	JEA
Potential Water Impact	Decrease of 1,145 gpd
Sewer Provider	JEA
Potential Sewer Impact	Decrease of 858 gpd
Potential Solid Waste Impact	Increase of 83 tons per year
Drainage Basin/Sub-basin	Major Drainage Basin – St. Johns River Upstream of Trout River; Sub-basin – St. Johns River
Recreation and Parks	Russell “Bill” Cook Jr. Park, Henry L. Brown Kooker Park
Mass Transit Access	Yes – JTA Route 11
<b>Natural Features</b>	
Elevations	16' to 19'
Land Cover	1900: Open Land (Urban)
Soils	71: Urban Land-Leon Boulogne complex, 0-2% 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 by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure established shall continue to be based on JEA’s Water, Sewer and Reuse for New Development Projects document (latest edition).

According to the City’s infrastructure map, there are central water and sewer lines surrounding the rectangular subject site on all four sides.

## Transportation

### Transportation

The Planning and Development Department completed a transportation analysis and determined that the proposed amendment will result in an increase of 83 net new daily external trips. 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. A copy of the transportation analysis is on file with the Planning and Development Department.

## 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:

### Background Information:

The subject site is 1.98 acres and is accessible from Buckman Street, Thelma Street, and 20<sup>th</sup> Street East. All are unclassified facilities. 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 Low Density Residential (LDR) to Light Industrial (LI).

### Comprehensive Plan Consistency:

The Trip Generation Analysis is consistent with most recent version of the Transportation Element (TE) of the City of Jacksonville Comprehensive Plan (TE Objective 2.4 and Policies 1.2.1 and 2.4.2).

**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 1.2.1** of the TE of the 2030 Comprehensive Plan requires the City to 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.

**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 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.

**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. If the land use is amended to allow for this LI development, this will result in an increase of 83 daily trips, when compared to the existing land use.

**Transportation Planning Division RECOMMENDS the following:**

The difference in daily trips for the proposed land use amendment is an increase of 83 trips when compared to the existing land use. This is less than 500 daily trips; therefore, impacts are considered de minimis. No recommendations.

**Industrial Zones**

The subject property is located within the "Industrial Situational Compatibility" Zone. "Industrial Sanctuary" and "Industrial Situational Compatibility" Zones are areas identified on the Industrial Preservation Map (Map L-23) of the Future Land Use Map series of the Future Land Use Element of the 2030 Comprehensive Plan as strategically located industrial lands for future industrial expansion and economic development.

Future Land Use Element

Policy 3.2.29 The City shall continue to update its comprehensive inventory and mapping of Industrial lands to identify and protect existing strategically located industrial lands for future expansion and economic development. These areas are crucial to the long-term economic well-being of the City and are identified on the Industrial Preservation Map (Map L-23) as "Industrial Sanctuary" or "Areas of Situational Compatibility".

Policy 3.2.30 The area shown on the Industrial Preservation Map (Map L-23) as "Industrial Sanctuary" or "Areas of Situational Compatibility" are presumed to be appropriate for land use map amendments to industrial categories, subject to a case-by-case review of consistency with State and regional plans and the Comprehensive Plan.



## **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.

## **Brownfield Study 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 October 20, 2021, the required notices of public hearing signs were posted. 59 notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates.

A Citizen Information Meeting was held on November 1, 2021, via a virtual Zoom meeting. No members of the public attended to discuss the proposed amendment.

## **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 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 1.1.10 Gradual transition of densities and intensities between land uses in conformance with the provisions of this element shall be achieved through zoning and development review process.
- Policy 1.1.21 Future amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population of the area and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business consistent with FLUE Policy 1.1.5. The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.
- Policy 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.
- Policy 1.2.9 Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site.

New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.

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.

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 3.1.3      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.

Policy 3.2.1      The City shall promote development of commercial and light/service industrial uses in the form on nodes, corridor development, centers or parks.

Policy 3.2.30     The area shown on the Industrial Preservation Map (Map L-23) as "Industrial Sanctuary" or "Areas of Situational Compatibility" are presumed to be appropriate for land use map amendments to industrial categories, subject to a case-by-case review of consistency with State and regional plans and the Comprehensive Plan.

**Conservation / Coastal Management Element (CCME) – JaxPort Master Plan**

Objective 2.1     Utilize appropriate planning studies and processes that identify and reserve areas for Port development.

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

**Pending Property Rights Element (Ordinance 2021-334)**

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 shall ensure that private property rights are considered in local decision making.

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

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

According to the Category Description in the Future Land Use Element (FLUE), Low Density Residential (LDR) in the Urban Priority Development Area is intended to provide for low density residential development. It is also intended to promote neighborhoods in need of redevelopment and to provide a compact single-family development typology that is supportive of transit, neighborhood commercial uses and services.

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. Generally, light assembly, manufacturing, packing, processing, and storage/warehousing are principal uses in this category.

In accordance with FLUE Policies 1.1.5 and 1.1.21, the proposed land use amendment on 1.98 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 LDR or LI land uses. The subject site is abutting LI land use to the south and east. The proposed land use change encourages nodal

development of industrial uses and maintains compact and compatible land use patterns, consistent with FLUE Objective 1.1 and Policies 1.1.22 and 3.2.1.

The land use east and south of the subject site is LI. The proposed amendment to LI promotes a compatible land development pattern on underutilized property and is a logical extension of the abutting LI land use in conformance with Objective 1.1. The proposed change also provides a gradual transition from industrial uses east of the subject site and LI land use to the south and residential areas west of the site, consistent with FLUE Policies 1.1.10 and 3.1.3.

According to the Duval County Infrastructure map, the subject site is served by central sewer and water in accordance with Policy 1.2.9.

Consistent with FLUE Policy 2.4.2, and CCME JaxPort Master Plan Objective 2.1 and Policy 2.1.3, 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. In accordance with JAXPORT Master Plan CCME Objective 2.2 and Policy 2.2.3, the land use change and the intent to develop the currently undeveloped land is consistent with the FLUE and because the change results in a gradation of uses buffering residential uses to the west and, in accordance with Zoning Code Section 656.399.46 (Area of Situational Compatibility Overlay Zone Buffer Requirements), a 150-foot wide buffer must be provided adjacent to residential property in the RLD zoning districts.

The subject site is in an Industrial Situational Compatibility Zone, where conversions to industrial land uses are presumed appropriate, but on a case-by-case basis, per FLUE Policy 3.2.30.

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.

**Vision Plan**

The Urban Core Vision Plan does not address the specific area of the amendment site. However, the vision plan calls for the promotion of Guiding Principle Two:

Promote mixed-use/mixed-income redevelopment and infill.

The proposed land use amendment would allow for infill on an underutilized property with full urban services available to the subject property.

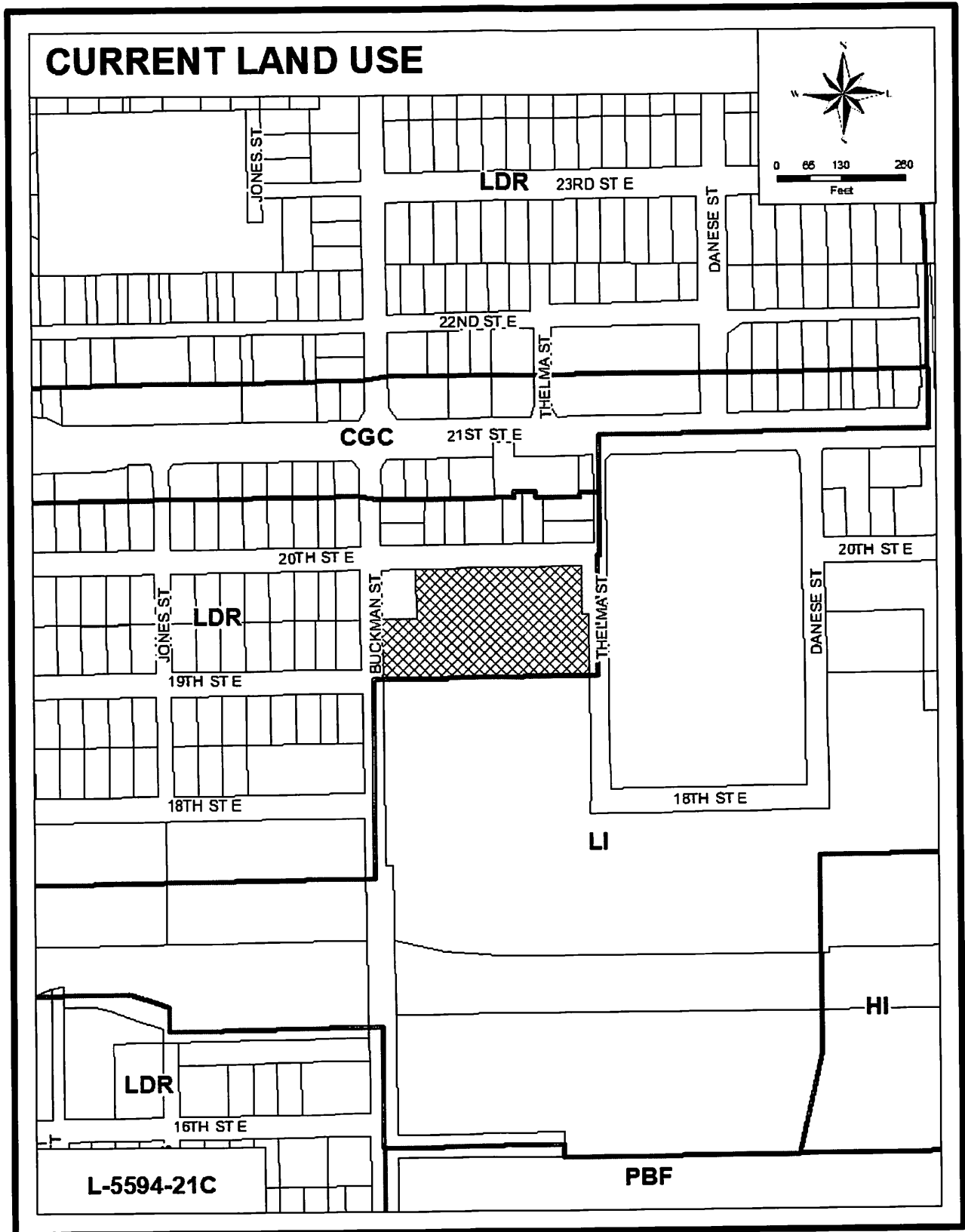
**Strategic Regional Policy Plan**

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.

# Small Scale Land Use Application L-5594-21C



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