

City of Jacksonville, Florida

Lenny Curry, Mayor

City Hall at St. James
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Jacksonville, FL 32202
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September 22, 2022

The Honorable Terrance Freeman, President
The Honorable Kevin Carrico, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report / Ordinance No. 2022-636/Application No. L-5739-22C

Dear Honorable Council President Freeman, Honorable Council Member and LUZ Chairman Carrico and Honorable Members of the City Council:

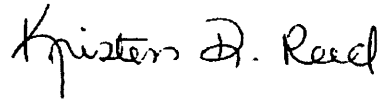
Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2022-636 on September 22, 2022.

P&DD Recommendation	APPROVE
PC Issues:	None
PC Vote:	8-0 APPROVE

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

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

Sincerely,

Handwritten signature of Kristen D. Reed in black ink.

Kristen D. Reed, AICP
Chief of Community Planning Division
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 – September 16, 2022

Ordinance/Application No.: 2022-636 / L-5739-22C

Property Location: 0 Gillespie Avenue between Main Street and Gillespie Avenue

Real Estate Number(s): 107584 0000

Property Acreage: 1.44 Acres

Planning District: District 6, North

City Council District: District 7

Applicant: Curtis Hart

Current Land Use: Low Density Residential (LDR)

Proposed Land Use: Residential-Professional-Institutional (RPI)

Development Area: Suburban Development Area

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

Proposed Zoning: Commercial, Residential and Office (CRO)

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

This property is adjacent to RPI. The proposed land use change would be consistent with the surrounding properties.

BACKGROUND

The 1.44-acre subject site is located at 0 Gillespie Avenue on the southwest corner of Airport Center Drive East and Gillespie Avenue, both local roadways, and between Main Street and Gillespie Avenue. The site is currently undeveloped.

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 LDR to RPI in the Suburban Development Area to develop the site with townhomes. A companion

rezoning is also being filed with Ordinance 2022-637, that will go from Residential Low Density-60 (RLD-60) to Commercial, Residential and Office (CRO).

The site is surrounded by single-family residential uses to the south, east and west and vacant commercial land is located directly to the north across Airport Center Drive East. The land use designation of the abutting property to the west was amended with Ordinance 2019-0070-E from LDR to RPI for the development of office and low intensity commercial support uses. The site currently sits as a single-family use, as it was never developed after the previous land use amendment under Ordinance 2019-0070-E.

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

North: Land Use: Low Density Residential (LDR), Community General Commercial (CGC), Medium Density Residential (MDR)
Zoning: Planned Unit Development (PUD), Residential Low Density-60 (RLD-60), Commercial Community/General-2 (CCG-2)
Property Use: Vacant, Vehicle Service Garage/Repair, Single-Family residential, Warehouse

South: Land Use: LDR and CGC
Zoning: PUD, RLD-60, CCG-2
Property Use: Single-Family residential, Vacant, Open Storage, Shopping Center, Bank, Restaurant

East: Land Use: LDR and MDR
Zoning: PUD and RLD-60
Property Use: Single-Family residential, Vacant,

West: Land Use: LDR, CGC, Residential-Professional-Institutional (RPI)
Zoning: CCG-2 and Commercial Residential and Office (CRO)
Property Use: Single-Family residential, Drug store, Retail store, Vacant

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.

Land Use Amendment Impact Assessment

Development Analysis		
Development Boundary	Suburban Development Area	
Roadway Frontage Classification / State Road	Gillespie Avenue / Local roadway	
Plans and/or Studies	North Jacksonville Vision plan	
Site Utilization	Current: Vacant	Proposed: Townhomes
Land Use / Zoning	Current: LDR/RLD-60	Proposed: RPI/CRO
Development Standards for Impact Assessment	Current: 5 DU/Acre	Proposed: Scenario 1: Non-res – 0.5 FAR Scenario 2: 90% residential @ 15 DU/Acre, 10% Non-res – 0.5 FAR
Development Potential	Current: 7 DU	Proposed: Scenario 1: 31,363 Sq. Ft. Scenario 2: 19 DU and 3,136 Sq. Ft.
Net Increase or Decrease in Maximum Density	Scenario 1: Decrease of 7 DU Scenario 2: Increase of 12 DU	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Increase of 31,363 Sq. Ft. Scenario 2: Increase of 3,136 Sq. Ft.	
Population Potential	Current: 18 People	Proposed: 44 People
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Evacuation Zone	Yes, Zone E	
Airport Environment Zone	300' Height Restriction Zone for Jacksonville International Airport	
Industrial Preservation Area	No	
Cultural Resources	Yes, Florida Master Site File – Historic Structure	
Archaeological Sensitivity	Yes, Low Archaeological Sensitivity	
Historic District	No	
Coastal High Hazard	No	
Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	No	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	Increase of 274 or 96 net new daily trips	

Development Analysis	
Potential Public School Impact	De minimus impact
Water Provider	JEA
Potential Water Impact	Scenario 1: Increase of 338 gallons per day Scenario 2: Increase of 3,412 gallons per day
Sewer Provider	JEA
Potential Sewer Impact	Scenario 1: Increase of 254 gallons per day Scenario 2: Increase of 2,559 gallons per day
Potential Solid Waste Impact	Scenario 1: Increase of 31 tons per year Scenario 2: Increase of 36 tons per year
Drainage Basin/Sub-basin	Dunn Creek/Dunn Creek, Little Cedar Creek
Recreation and Parks	No
Mass Transit Access	JTA Bus Route 1
Natural Features	
Elevations	29 to 30 feet above mean sea level
Land Cover	1200: Residential, medium density
Soils	14: Boulogne Fine Sand
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).

The applicant provided a JEA Availability letter dated June 16, 2022. According to the letter there is an existing 16-inch water main along Airport Center Drive east and a 16-inch water main on Elizabeth Lane. In addition to water, there is also an existing 4-inch force sewer main along Elizabeth Lane. It is the applicants intent to connect to JEA water and sewer.

Future Land Use Element

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.

Transportation

The subject site is 1.44 acres and is accessible from Gillespie Ave, an unclassified facility. The proposed land use amendment is located within the Suburban Development Area and Mobility Zone 3. The applicant proposes to change the existing land use from Low Density Residential (LDR) to Residential Professional institutional (RPI).

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).

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 land use would result in 66 daily trips. If the land use is amended to allow for this proposed RPI development, this will result in 340 or 162 daily trips depending on the scenario.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment is an increase of 274 or 96 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 as a result of this land use amendment.

Table A

Trip Generation Estimation Scenarios

Current Land Use	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
LDR	210	7 SF DU	T= 9.43 (X)	66	0	66
Total Trips for Existing Land Use						66
Proposed Land Use-Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
RPI	710	31,363 SF	T = 10.84 (X) / 1000	340	0	340
Total Trips for Proposed Land Use- Scenario 1						340
Proposed Land Use-Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
RPI- N	710	3,136 SF	T = 10.84 (X) / 1000	34	0	34
RPI- R	220	19 MF DUs	T = 6.74 (X)	128	0	128
Total Trips for Proposed Land Use- Scenario 2						162
Scenario 1 Difference in Daily Trips						274
Scenario 2 Difference in Daily Trips						96

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

Evacuation Zone

The amendment site is located within the boundaries of Emergency Evacuation Zone E and was routed to the Emergency Preparedness Division (EPD) for review. EPD reviewed the application and found that the amendment would not have a impact on countywide evacuation times. See EPD’s full review below.

EPD Review

No impacts to countywide evacuation times are anticipated from the amendment proposed in L-5739-22C. Proximity to Airport Center Drive and Main Street North indicate sufficient access to evacuation routes (I-95 and I-295). 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.

Conservation /Coastal Management Element (CCME)

Policy 7.1.6 The City shall not amend the Future Land Use Element or the Future Land Use Map series unless; the requested change can be determined to not exceed the established hurricane evacuation times; the requested change is for a lower density; or the requested change for increased density provides adequate remedies to reduce impacts on hurricane evacuation times which exceed the acceptable standard.

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.

Airport Environment Zone

The site is located within the 300-foot Height and Hazard Zone for the Jacksonville International Airport. Zoning will limit development to a maximum height of less than 300 feet, 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.

Jacksonville International Airport (JIA) CRA

The application site lies within the Jacksonville International Airport JIA CRA. Therefore, the application was routed to the City's Office of Economic Development (OED) for review. According to OED, applications do not require review from the JIA CRA Advisory Board. They are informational items only. Therefore, no recommendations were made for the proposed land use amendment.

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.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on August 25, 2022, the required notices of public hearing signs were posted. Thirty-Two (32) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Citizen Information Meeting was held on August 29, 2022. No members of the public attended for this application.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

Suburban Area (SA): The SA is the third tier Development Area and generally corresponds with the urbanizing portions of the City in areas that have usually been developed after consolidation. Development should generally continue at low densities with medium density development at major corridor intersections and transit stations. Development at these locations should promote a compact and interconnected land development form and is therefore encouraged to employ urban development characteristics as further described in each land use plan category.

- 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.

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 3.1 Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for the citizens. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable requirements described in the Development Areas and the Plan Category Descriptions of the Operative Provisions of the 2030 Comprehensive Plan and Land Development Regulations.

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.

Objective 6.3 The City shall accommodate growth in Jacksonville by encouraging and facilitating new 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.

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 Category Description of the Future Land Use Element (FLUE), the LDR land use category provides for low density residential development for up to 7 units/acre when full urban services are available to the site.

The RPI land use category within the Suburban Development Area permits mostly low to medium density residential, with a maximum gross density of 20 units/acre, and professional office use. Generally, multi-family dwellings, office, institutional, commercial retail sales and service establishments are permitted in appropriate locations. Plan amendment requests for RPI are preferred in locations which are supplied with full urban services and in locations which serve as a transition between commercial and residential land uses. In the RPI land use category, single use developments are limited to residential, or office uses.

According to the applicant, the 1.44-acre subject amendment site is intended to provide for the development of residential uses in the area. The development of the property with additional housing options would further the goal to provide sufficient land for residential choices in the City. Therefore, the proposed land use amendment is consistent with FLUE Policies 1.1.5 and 1.1.21.

The applicant provided a JEA Availability letter dated June 16, 2022. According to the letter there is an existing 16-inch water main along Airport Center Drive east and a 16-inch water main on Elizabeth Lane. In addition to water, there is also an existing 4-inch

force sewer main along Elizabeth Lane. Therefore, the land use amendment complies with FLUE Policy 1.2.9.

The proposed amendment to RPI is for land located within the Suburban Development Area that is situated along a 2-lane local road abutting LDR and RPI land uses. The proposed RPI extends the existing RPI land use abutting the property to the west and further integrates the area with a mix of office, commercial uses and residential uses acting as a transition between the remaining residential uses. Therefore, the proposed amendment results in a compact and compatible land use pattern that promotes opportunities for interconnected land uses to reduce the need for trip generation and supports mobility options as called for in FLUE Goal 3, Objectives 1.1, 3.1, and 3.2 and as well as Policies 1.1.10 and 1.1.22. The proposed amendment encourages use of an underutilized property, which has access to centralized services and sustains the viability of the surrounding residential area satisfying Objective 1.1, Policy 1.2.9, and Objective 6.3 of the FLUE.

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.

North Jacksonville Shared Vision Plan

The subject site is located within the boundaries of the North Jacksonville Shared Vision Plan (July 2003). The plan highlights creating great pedestrian oriented mixed use centers under the "Implementing the Vision" section. The applicant intends to develop multi-family housing on the subject site which will have a positive impact on the amount of land needed to accommodate multi-family residential uses, and the amendment to RPI maintains a balance of uses in the area.

Creating a pedestrian oriented, mixed-use areas will revitalize the north side of Jacksonville. The goal is to create a sense of community, currently the north side of Jacksonville is slowly being developed around the River City Marketplace (North Jacksonville Town Center). New residential developments will attract more people to create communities, providing consistency with the North Jacksonville Shared Vision Plan.

Strategic Regional Policy Plan

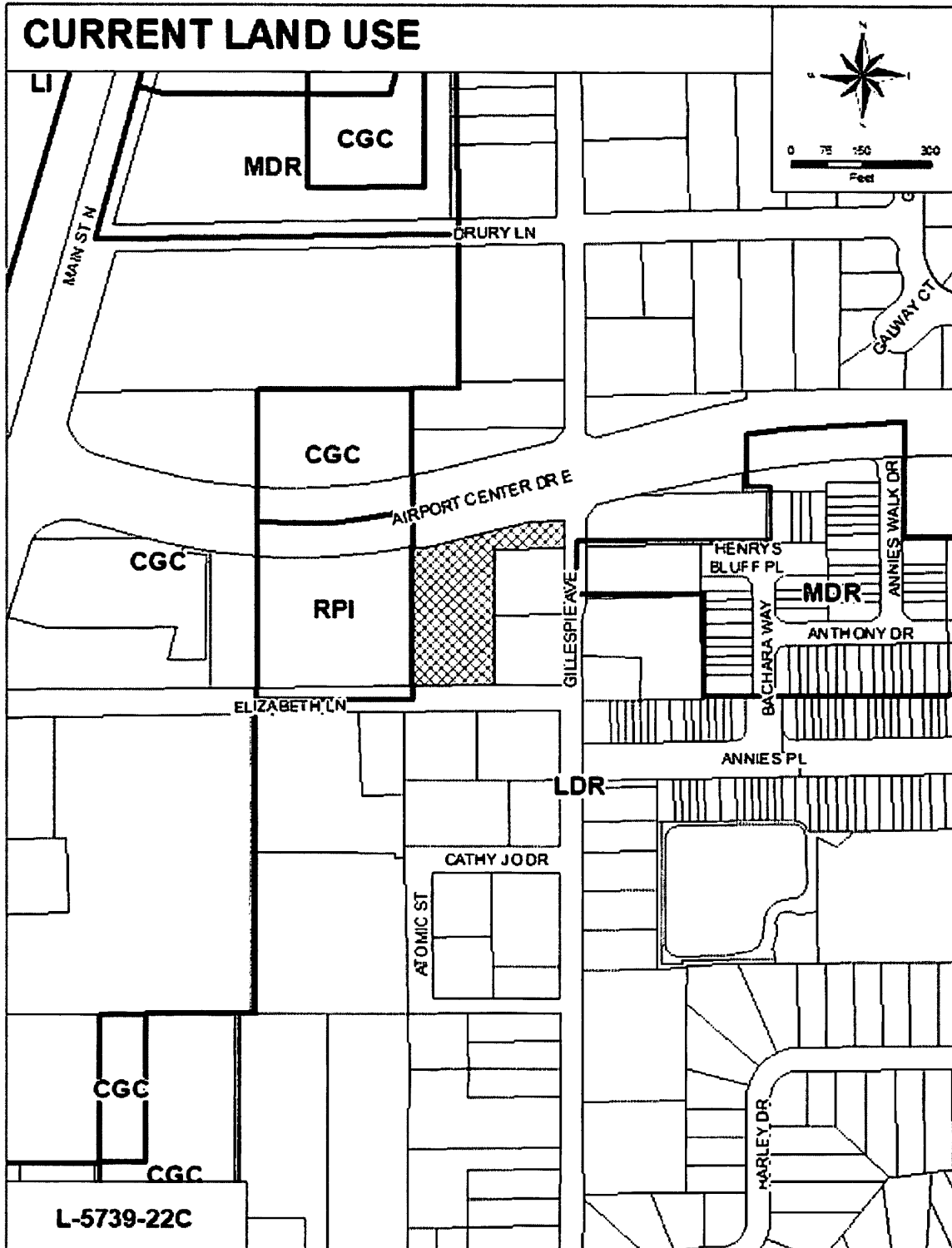
The proposed amendment is consistent with the following Objective and Policy of the Strategic Regional Policy Plan:

Objective: Improve Quality of Life and Provide Quality Places in Northeast Florida

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

The proposed land use amendment would create opportunities for housing choice, while maintaining the corridor development pattern of Gillespie Avenue and providing for redevelopment of an infill site. Therefore, the proposed amendment is consistent with Policy 3 of the Strategic Regional Policy Plan, Communities and Affordable Housing Element.

CURRENT LAND USE MAP



Land utilization Map

