



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

City Hall at St. James
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Jacksonville, FL 32203
(904) 630-CITY

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May 22, 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. 2025-269/Application No. L-6030-25C

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 2025-269 on May 22, 2025.

P&DD Recommendation APPROVE

PC Issues: None

PC Vote: 7-0 APPROVE

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

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

Sincerely,



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Report of the Jacksonville Planning Department

Small-Scale Future Land Use Map Amendment – May 16, 2025

Ordinance/Application No.: 2025-269 / L-6030-25C
Property Location: 612 Florence Street
Real Estate Number(s): A portion of 063783-0000
Property Acreage: 0.09 of an acre
Planning District: District 5, Northwest Planning District
City Council District: District 7
Applicant: Zach Miller, Esq.
Current Land Use: Light Industrial (LI)
Proposed Land Use: Medium Density Residential (MDR)
Current Zoning: Industrial Light (IL)
Proposed Zoning: Residential Medium Density - A (RMD-A)
Development Boundary: Urban Development Area

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

The property is partially designated MDR. A similar property on the same street was designated MDR pursuant to Ordinance 2022-303.

BACKGROUND

The 0.09 of an acre subject site is located at the northwest corner of Florence Street and Phyllis Street, both of which are local roadways. The parcel has split land use with 0.09 of an acre of the site designated Light Industrial (LI) and 0.02 of an acre near the westerly property line designated Medium Density Residential (MDR). The applicant is proposing a Future Land Use Map (FLUM) amendment to the Future Land Use Element (FLUE) of the 2045 Comprehensive Plan from LI to MDR to amend the parcel to a consistent land use designation and allow for residential development. The applicant is also proposing a companion rezoning from Industrial Light (IL) to Residential Medium Density – A (RMD-A), which is pending concurrently with this application, pursuant to Ordinance 2025-270.

The abutting area to the west of the subject site is categorized by single family residential uses in the MDR land use category with warehouse storage uses located across Florence Street to the east of the site. The abutting lot to the north along with another parcel approximately 100 feet north of the subject site along Florence Street had previously undergone a land use change from Light Industrial to Medium Density Residential pursuant to 2022-0303-E. This block of Florence Street has two existing single-family homes bordered by vacant lots in the light industrial land use category.

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

North: Land Use: Medium Density Residential (MDR), Light Industrial (LI)
 Zoning: Residential Medium Density-A (RMD-A), Industrial Light (IL)
 Property Use: Single Family Dwellings, Vacant Industrial

South: Land Use: LI
 Zoning: IL
 Property Use: Warehouse, Open Storage, Light Manufacturing, Service Garage and Vehicle Repair

East: Land Use: LI
 Zoning: IL
 Property Use: Warehouse, Open Storage, Service Garage and Vehicle Repair, Offices, Single Family Residential

West: Land Use: MDR
 Zoning: RMD-A
 Property Use: Vacant Land, Single Family Residential

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 - Application Number L-6030-25C

Development Analysis— .09 acres	
Development Boundary	Urban Area
Roadway Frontage Classification / State Road	Florence Street and Phyllis Street – local roadways
Plans and/or Studies	Northwest Vision Plan

Development Analysis— .09 acres		
Site Utilization	Current: Vacant	Proposed: Residential
Land Use / Zoning	Current: LI/IL	Proposed: MDR/RMD-A
Development Standards for Impact Assessment	Current: 0.4 FAR	Proposed: 15 DU/acre
Development Potential	Current: 1,568.16 sqft	Proposed: 1 DU
Net Increase/Decrease in Maximum Density	Increase of 1 DU	
Net Increase/Decrease in Potential Floor Area	Decrease of 1,568.16 sqft	
Population Potential	Current: 0	Proposed: 2 people
Public Facilities Impacts		
Potential Roadway Impact	1 net new daily trip	
Potential Public School Impact	De minimus	
Water Provider	JEA	
Potential Water Impact	Increase of 212.37 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 159.28 gallons per day	
Potential Solid Waste Impact	Decrease of 2.26 tons per year	
Environmental Features		
Aquatic Preserve	No	
Brownfields	No	
Boat Facility Siting Zone	No	
Contours/Elevations	20 to 21 feet	
Drainage Basin/Sub-basin	Upstream of Trout River / McCoy Creek	
Ground Water Aquifer Recharge Area	Discharge	
Land Cover	1300: Residential High Density	
Recreation and Parks	Hollybrook Park	
Well Head Protection Zone	No	
Coastal High Hazard Area (CHHA)	No	
Flood Zones	No	
Soils	(69): Urban Land	

Development Analysis— .09 acres	
Wetlands	No
Wildlife (<i>applicable to sites greater than 50 acres</i>)	N/A
Historic Features	
Archaeological Sensitivity	Low
Cultural Resources	No
Historic District	No
Land Use and Zoning Features	
Industrial Preservation Area	No
Adaptation Action Area	No
Transportation Features	
Airport Environ Zone	NAS Jax 500' and Cecil/Herlong 500'
Mass Transit Access	No
Evacuation Zone	No

Utility Capacity

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

The applicant has provided a JEA Availability Letter, dated August 3, 2023 as part of the companion rezoning application. According to the letter, there is an existing 6-inch water main on Florence Street and Phyllis Street. There is also an 8-inch gravity sewer main on Florence Street.

Both the land use amendment application and the companion rezoning application indicate that the site will be served by JEA water and sewer.

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

Transportation

The subject site is 0.09 acres and is located at 612 Florence St, a local roadway. The proposed land use amendment is located within the Urban Development Area and Mobility Zone 7. The applicant proposes to change the existing land use from Light Industrial (LI) to Medium Density Residential (MDR).

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 LI land use would result in 8 daily trips. If the land use is amended to allow for this proposed MDR development, this will result in 7 daily trips.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment is 1 net new daily trip 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 Diverted & Pass-By Trips	Daily Trips
LI	110	1,568 SF	T = 4.87 (X)/1000	8	0	8
				<i>Total Trips for Existing Land Use- Scenario 1</i>		8
Proposed Land Use-Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Diverted & Pass-By Trips	Daily Trips
MDR	220	1 DU	T = 6.74 (X)	7	0	7
				<i>Total Trips for Proposed Land Use- Scenario 1</i>		7
Scenario Difference in Daily Trips						1

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

School Capacity

While the proposed amendment includes a residential component, the site will generate 20 residential units or less. 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 1.2.2 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.

Airport Environment Zone

Height Restriction Zone

The application site is located within the 500-foot Height and Hazard Zone for Herlong Recreational Airport and Naval Air Station Jacksonville. Zoning will limit development to a maximum height of 500 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 2.6 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 in accordance with the requirements of Section 163.3177, F.S.

Policy 2.6.16 Airport Height and Hazard zones (HH) exist around all military and civilian airports within the city limits of Jacksonville. The horizontal limits of the zones and limitations on heights of obstructions within these zones are defined for each military airport in Naval Facilities Engineering Command (NAVFAC) P-80.3 01/82, on file with the Planning and Development Department, and for each civilian airport in Title 14, Code of Federal Regulations (CFR), Part 77 guidelines, on file with the Planning and Development Department. In order to assure that Title 14, CFR, Part 77 guidelines and NAVFAC P-80.3 01/82 guidelines are not exceeded and that no structure or obstruction is permitted that would raise a minimal obstruction clearance altitude, a minimum vectoring descent altitude or a decision height, all cell towers and any structure or obstruction that would extend into an Airport (HH) requires, in writing, comment from the U.S. Navy. Although written documentation from the U.S. Navy for military HH and from the FAA or JAA for civilian HH is not required for proposed structure heights below the listed height, United States Code (USC) Title 14, CFR Part 77 still applies.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning Department on April 24, 2025, the required notices of public hearing signs were posted. Thirty-four (34) 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 April 28, 2025. No members of the public spoke or asked questions about the proposed land use change.

CONSISTENCY EVALUATION

Consistency with 2045 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

Urban Area (UA): The UA is the second tier Development Area and generally corresponds with the densely developed portions of the City that have been in residential or with employment generating uses prior to consolidation. It also includes major corridors which connect the other Development Areas. Similar to the Urban Priority Area (UPA), the intent of the UA is to encourage revitalization and the use of existing infrastructure through redevelopment and infill development, but at moderate urban densities which are transit friendly. Also similar to the UPA, the UA is intended to support multi-modal transportation and the reduction of per capita greenhouse gas emissions and vehicle miles traveled. Development is encouraged to employ urban development characteristics as further described in each land use plan category.

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| Goal 1 | To ensure that the character and location of land uses optimize the combined potentials for economic benefit and enjoyment and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation. |
| 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 1.1.21 | 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.

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 3.1.5 The City shall provide opportunities for development of a wide variety of housing types by area, consistent with the housing needs characteristics and socioeconomic profiles of the City's households as described in the Housing Element.

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 descriptions in the Future Land Use Element (FLUE) of the 2045 Comprehensive Plan, the Light Industrial (LI) land use category provides for the location of industrial uses that are able to be performed in such a manner as to control the external effects of the process, such as smoke, noise, soot, dirt, vibration, odor, etc. Uses within this category, other than outside storage, shall be conducted within an enclosed building. Generally, light industrial uses involve materials that have previously been prepared, or raw

materials that do not need refining. These do not create a noticeable amount of noise, dust, odor, smoke, glare or vibration outside of the building or on the site in which the activity takes place. Site access to roads classified as collector or higher on the Highway Functional Classification Map is preferred; except for sites located within the DIA's jurisdictional boundaries.

Medium Density Residential (MDR) is a category intended to provide compact medium to high density residential development and transitional uses between low density residential uses and higher density residential uses, commercial uses and public and semi-public use areas. Multi-family housing such as apartments, condominiums, townhomes and rowhouses should be the predominant development typologies in this category. Plan amendment requests for new MDR designations 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. The maximum gross density for sites designated MDR within the Urban Area shall be 30 units per acre when the site does not abut land in Low Density Residential (LDR) or Rural Residential (RR). In the absence of the availability of centralized potable water and/or wastewater, the maximum gross density of development permitted in this category shall be the same as allowed in Low Density Residential (LDR) without such services.

The applicant is proposing a land use change from LI to MDR to allow for the development of residential uses consistent with the MDR land use category. The site is at the corner of Florence Street and Phyllis Street, both of which are classified as local roadways. The proposed land use amendment converting the parcel from LI to MDR will facilitate the provision for housing adjacent to other parcels zoned RMD-A for single family residential development. The scale of the lots and gridded street network along Phyllis Street and Florence Street provide a compact and connected neighborhood fabric that is more supportive of residential development than modern industrial uses allowed under LI. There are single-family homes on two parcels north of the site on Florence Street which were recently designated MDR pursuant Ordinance 2022-303-E illustrating a desire for expanding residential uses in the area. While the Planning Department previously recommended denial of the land use change to MDR on the parcels north of the site, the subject site's proposed land use change from LI to MDR would allow this block of Florence Street to continue with residential development, allowing for a consistent land use designation on this parcel with the surrounding area and eliminating incompatible land uses. The proposed land use amendment to MDR will enhance the residential character of the area abutting the property to the west. Therefore, the amendment is consistent with FLUE Goals 1 and 3, Objective 1.1, and Policies 1.1.21, 1.1.22, and 3.1.5.

The applicant has provided a JEA Availability Letter, dated August 3, 2023, as part of the companion rezoning application. According to the letter, there is an existing 6-inch water main and a 8-inch gravity sewer main along Florence Street, thus satisfying FLUE Policy 1.2.8. JEA did not provide any special conditions.

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.

Northwest Jacksonville Vision Plan (2003)

The application site lies within the Northwest Jacksonville Vision Plan area. The plan does not identify specific recommendations in the vicinity of the subject site. However, the proposed land use amendment supports Theme 1 of strengthening existing neighborhoods and creating new neighborhoods. By spurring intown development. Therefore, the proposed application is consistent with the goals outlined in the Northwest Jacksonville Vision Plan.

Strategic Regional Policy Plan

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

Goal: A safe, sanitary, efficient and resilient housing supply that provides lifestyle choice (agricultural, rural, suburban, and urban) and affordable options for all income, age and ability groups, equitably placed in vibrant, viable and accessible communities throughout the region.

The proposed land use amendment would increase opportunities for residential development, providing a wider range of housing in the northeast Florida region and create a location for the development of new housing stock for the area. Therefore, the proposed amendment is consistent with the Strategic Regional Policy Plan.

CURRENT LAND USE AND LAND UTILIZATION MAP

