

City of Jacksonville, Florida

Lenny Curry, Mayor

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Jacksonville, FL 32202
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August 19, 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. 2021-423/Application No. L-5540-21C

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 2021-423 on August 19, 2021.

| | |
|---------------------|--------------------|
| P&DD Recommendation | APPROVE |
| PC Issues: | None |
| PC Vote: | 6-0 APPROVE |

| | |
|-------------------------|--------|
| Joshua Garrison, Chair | Aye |
| Dawn Motes, Vice-Chair | Absent |
| David Hacker, Secretary | Aye |
| Marshall Adkison | Aye |
| Daniel Blanchard | Aye |
| Ian Brown | Absent |
| 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 – August 13, 2021

Ordinance/Application No.: 2021-423 / L-5540-21C
Property Location: 5578 Plymouth Street
Real Estate Number(s): 067013 0000
Development Area: Urban Development Area
Property Acreage: 0.36 of an acre
Planning District: District 4, Southwest
City Council District: District 9
Applicant: Taylor Mejia
Current Land Use: Light Industrial (LI)
Proposed Land Use: Medium Density Residential (MDR)
Current Zoning: Industrial Business Park (IBP)
Proposed Zoning: Residential Medium Density-A (RMD-A)

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

Land use change to all for residential.

BACKGROUND

The 0.36 of an acre site is on the corner of Plymouth Street and Ellis Road South, between Ellis Road South and Orton Street. The request is to change the land use from Light Industrial (LI) to Medium Density Residential (MDR) to develop housing. The streets surrounding the property are local roads. The applicant is proposing an amendment to the Future Land Use Map series (FLUMs) from LI to MDR, with a companion rezoning application from Industrial Business Park (IBP) to Residential Medium Density-A (RMD-A). The companion rezoning, Ordinance 2021-424, is pending concurrently with this application.

The area in and around the subject site is made up of a mix of uses. There are single-family residential areas east of the property and an apartment complex to the west. Across the street to the north is a trucking company and a used car dealership northwest of the subject property. There are two business south of the subject property. The portion of the property subject to the land use change to MDR is undeveloped. Given the residential uses to the east and west of the property, the proposed amendment would be consistent with existing neighborhood uses.

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

North: Land Use: LI
 Zoning: Industrial Light (IL)
 Property Use: Trucking company, Used car dealership

South: Land Use: LI
 Zoning: IL
 Property Use: Pipe lining company

East: Land Use: LI and Medium Density Residential (MDR)
 Zoning: Industrial Business Park (IBP) and Residential Medium Density-A (RMD-A)
 Property Use: Single-family homes

West: Land Use: MDR
 Zoning: Residential Medium Density-D (RMD-D)
 Property Use: Apartment Complex

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-5540-21C

| | |
|---|---|
| Development Analysis 0.36 Acres / 15,682 sq.ft. | |
| Development Boundary | Urban Development Area |
| Roadway Frontage Classification / State Road | Ellis Road South and Plymouth Street both local roads |
| Plans and/or Studies | Southwest Vision Plan |

| Development Analysis 0.36 Acres / 15,682 sq.ft. | | |
|--|---|---|
| Site Utilization | Current: Vacant | Proposed: Residential |
| Land Use / Zoning | Current: Land Use: LI Zoning: IBP | Proposed: Land Use: MDR Zoning: RMD-A |
| Development Standards for Impact Assessment | Current: 0.4 FAR | Proposed: 15 DU/Acre |
| Development Potential | Current: 6,272.6 sq. ft. | Proposed: 5 DU |
| Net Increase or Decrease in Maximum Density | Increase of 5 DU | |
| Net Increase or Decrease in Potential Floor Area | Decrease of 6272.64 sq. ft. | |
| Population Potential | Current: N/A | Proposed: 11 people |
| Special Designation Areas | | |
| Aquatic Preserve | No | |
| Septic Tank Failure Area | No | |
| Airport Environment Zone | 300 ft. height restriction zone for Herlong Recreational Airport | |
| Industrial Preservation Area | No | |
| Cultural Resources | None | |
| 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 | No | |
| Public Facilities | | |
| Potential Roadway Impact | 6 net new daily trips | |
| Potential Public School Impact | N/A | |
| Water Provider | JEA | |
| Potential Water Impact | 1,115.5 gpd | |
| Sewer Provider | Private Septic | |
| Potential Sewer Impact | 836.6 gpd | |
| Potential Solid Waste Impact | Decrease of 6.45 tons per year | |
| Drainage Basin/Sub-basin | Basin: St. Johns River Upstream of Trout River Sub-Basin: Big Fishweir Creek | |
| Recreation and Parks | Lem Merrett Park | |
| Mass Transit Access | None | |

| | |
|--|--|
| Development Analysis 0.36 Acres / 15,682 sq.ft. | |
| Natural Features | |
| Elevations | 27 feet |
| Land Cover | 1200: Residential, medium density |
| Soils | SIN 74: Pelham-Urban land complex, 0 to 2 percent slopes |
| Flood Zones | None |
| Wetlands | None |
| Wildlife (applicable to sites greater than 50 acres) | N/A (under 50 acres) |

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 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).

A JEA letter of service availability has been provided and is on file with the Planning and Development Department. The letter, dated April 5, 2021, identifies an available 10-inch water main. The JEA letter also provides that no sewer main abuts the property. There is a gravity sewer manhole approximately 145 feet from the subject site.

Transportation

The Planning and Development Department completed a transportation analysis, which is on file with the Planning and Development Department. In accordance with development standards for impact assessments established in the Future Land Use Element Policy 1.2.16, the existing LI land use category has a development potential of 6,272.64 square feet of industrial space (ITE Land Use Code 110), which could generate 31 gross daily trips.

The proposed MDR land use category (ITE Code 220) has a development potential of five (5) multi-family dwelling units, which could generate 37 gross daily trips.

The trip generation comparison between the current and proposed comprehensive plan land uses will result in 6 net new trips on the roadway network.

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 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 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 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 in Mobility Zone 7.

Subject site is accessible via Plymouth Street and Ellis Road South, both 2-lane unclassified facilities. The proposed development will have insignificant external traffic impacts on the roadway network.

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 300 ft. restriction zone for Herlong Recreational 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.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on July 30, 2021, the required notices of public hearing signs were posted. Pictures of the posted signs were provided on June 22, 2021. 29 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 2, 2021. No one from the public was present to speak on the amendment.

CONSISTENCY EVALUATION

Consistency with 2030 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 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.

Objective 1.1 Ensure that the type, rate, and distribution of growth in the City results in compact and compatible land use patterns, and 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 1.1.21 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 1.1.25 The City will encourage the use of such smart growth practices as:

- 1. Interconnectivity of transportation modes and recreation and open space areas;
- 2. A range of densities and types of residential developments;
- 3. A mix of uses including office, commercial, and residential which encourage internal capture of trips;
- 4. Use of the Development Areas;
- 5. Revitalization of older areas and the downtown, and

6. Purchase of land through the Preservation Project to remove it from development and preserve it as open space, recreation or conservation use.

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 may be 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.

Policy 3.1.6 The City shall provide 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.

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 Descriptions within the Future Land Use Element (FLUE), the Light Industrial (LI) land use category provides for the location of industrial uses which have fewer objectionable impacts than Heavy Industrial (HI) on residential areas such as noise, odor, toxic chemical and wastes.

Medium Density Residential (MDR) in the Urban Area is intended to provide compact medium density residential development. 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. MDR in the Urban Development Area permits residential development of 7 DU/Acre to 20 DU/Acre when full urban services are available. As provided in the FLUE, in the absence of the availability of centralized sewer, the maximum gross density of development permitted in the MDR category in the Urban Development Area shall be the same as allowed in Low Density Residential without such services, which is 4 DU/Acre on minimum 1/4 acre lots. The subject site, at 0.36 acres, is large enough to accommodate 1 SF dwelling without centralized sewer. With access to water but not sewer, interim septic tanks may be permitted, per FLUE policy 1.2.9.

The subject site will have a positive impact on the amount of land to accommodate residential uses, and the proposed amendment from LI to MDR maintains a balance of uses in the area. For these reasons, the proposed amendment is consistent with FLUE Policies 1.1.5 and 1.1.21.

The property is located at the corner of Plymouth Street and Ellis Road South, both local roads. The subject property is approximately 700 feet from the corner of Plymouth Street and Lenox Avenue. Lenox Avenue is a collector road. The proposed land use amendment promotes a balanced land development pattern consistent with FLUE Goal 3, Objective 1.1 and Policy 1.1.25 due the mix of uses in the area. The proposed amendment to MDR would allow for increased housing options within the Urban Area of the Southwest Planning District. The amendment to MDR would be consistent with the MDR land use north of the subject site and would be a logical and compatible extension of housing east of the subject site within the LDR land use category. Development of new housing on undeveloped land provides consistency with FLUE Objectives 1.1, 3.1 and Policy 3.1.6.

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 subject property is located within the boundaries of the Southwest Vision Plan (2010). The Plan offers no specific recommendations for the location of the subject site. However, the Plan does note the importance of having a mix of housing types with rehabilitation of existing structures and compatible new infill development at various densities. The proposed Amendment would allow for the development of additional housing stock on an underutilized property. Therefore, the proposed land use change is consistent with the Southwest Vision Plan.

Strategic Regional Policy Plan

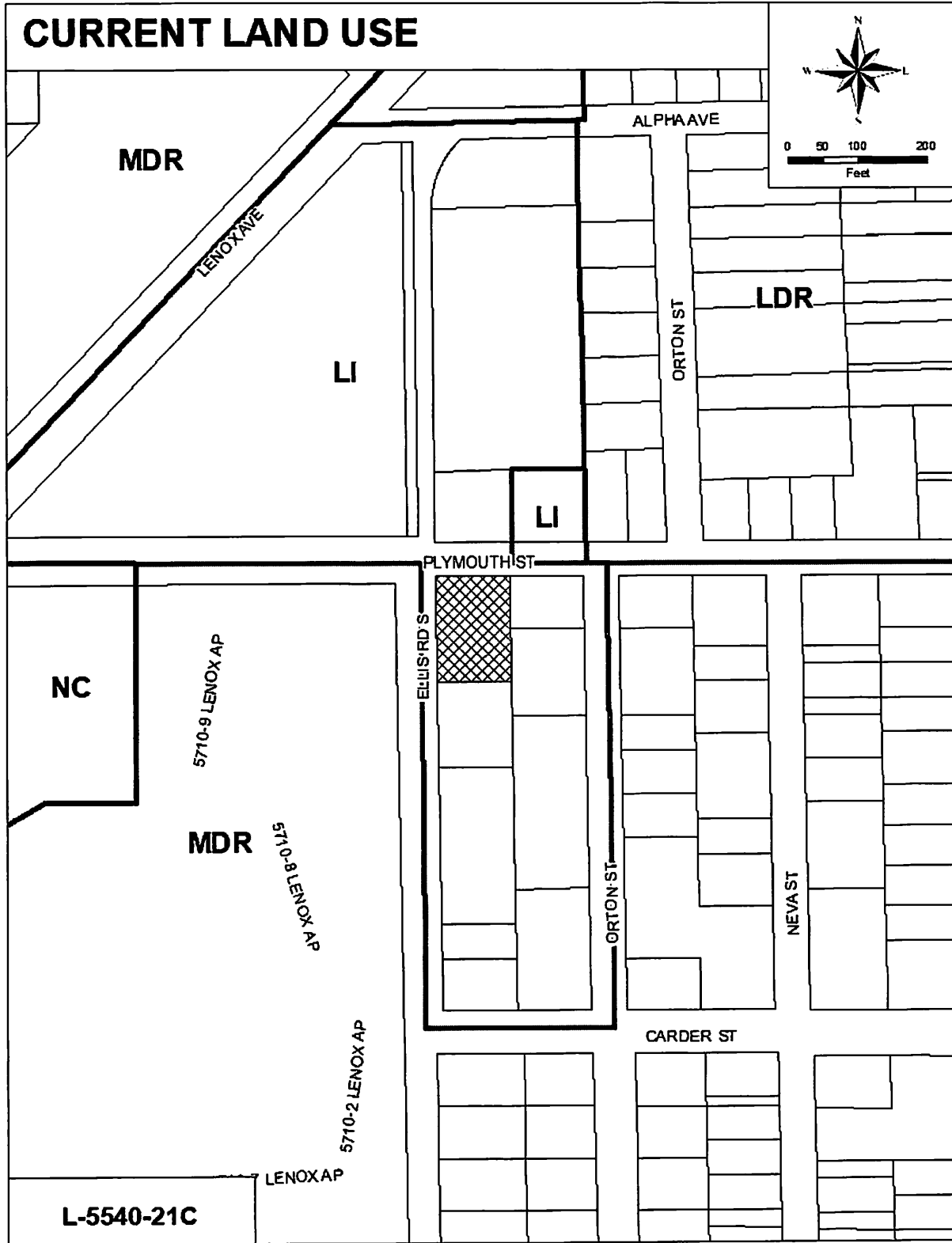
The proposed amendment is consistent with the following Objective and Policy of the Strategic Regional Policy Plan, Regional Health Subject Area:

Objective: Housing Options That Provide Choices to All of Our Residents and Promote Demographic and Economic Diversity as One Way to Ensure that Our Communities are Viable and Interesting Places for the Long Term.

Policy 21: The Region supports diverse and sufficient housing stock to provide choices for all households, from single persons to extended families with children.

The proposed land use amendment is consistent with Policy 21 of the Regional Health Subject Area as it encourages providing more housing options in the Southwest Planning District.

LAND USE AMENDMENT LOCATION AND CURRENT LAND USE MAP



LAND USE AMENDMENT SITE LAND UTILIZATION MAP

