



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

City Hall at St. James
117 W. Duval St.
Jacksonville, FL 32203
(904) 630-CITY
www.Jacksonville.gov

July 1, 2024

The Honorable Randy White, President
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. 2024-410/Application No. L-5927-24C

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 2024-410 on June 20, 2024.

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

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

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

Planning Commission Report
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Sincerely,



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Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – June 14, 2024

Ordinance/Application No.: 2024-410 / L-5927-24C

Property Location: 5570 Plymouth Street, between Carder Street and Plymouth Street

Real Estate Number(s): 067012-0000

Property Acreage: 0.18 of an acre

Planning District: District 4, Southwest

City Council District: District 9

Applicant: Zach Miller, Esquire

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)

Development Boundary: Urban Area

RECOMMENDATION: **APPROVE**

APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

Owner desires to build a new single family home on the property.

BACKGROUND

The 0.18 of an acre subject site is located along the south side of Plymouth Street, a collector road, between Ellis Road and Orton Street, both unclassified roads. The site currently contains a single family residence. The applicant is proposing a Future Land Use Map (FLUM) amendment from Light Industrial (LI) to Medium Density Residential (MDR) to allow for construction of a new single family home on the site. The applicant is also proposing a companion rezoning from Industrial Business Park (IBP) and Residential Medium Density - A (RMD-A). The companion rezoning application is pending concurrently with this application pursuant to Ordinance 2024-411.

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

North: Land Use: Light Industrial (LI), Low Density Residential (LDR), Medium Density Residential (MDR)
Zoning: Industrial Light (IL), Residential Low Density - 60 (RLD-60), Industrial Business Park (IBP)
Property Use: Single-family, Outdoor Storage

South: Land Use: LI, MDR
Zoning: IBP, LI, Residential Medium Density-A (RMD-A)
Property Use: Single family, Warehouse

East: Land Use: MDR
Zoning: RMD-A
Property Use: Single-family

West: Land Use: MDR, Neighborhood Commercial (NC)
Zoning: RMD-A, Residential Medium Density-D (RMD-D), Commercial Neighborhood (CN)
Property Use: Apartments, Undeveloped

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.

Impact Assessment Baseline Review

Development Analysis		
Development Boundary	Urban Area	
Roadway Frontage Classification / State Road	Plymouth Street – Collector Road	
Plans and/or Studies	Southwest Planning Department	
Site Utilization	Current: Residential	Proposed: Residential
Land Use / Zoning	Current: LI / IBP	Proposed: MDR / RMD-A
Development Standards for Impact Assessment	Current: 0.4 FAR	Proposed: 15 DU/Acre
Development Potential	Current: 3,136 Sq. Ft.	Proposed: 2 DUs
Net Increase or Decrease in Maximum Density	Increase of 2 DUs	

Development Analysis		
Net Increase or Decrease in Potential Floor Area	Decrease of 3,136 Sq. Ft.	
Population Potential	Current: Not applicable	Proposed: 5 people
Special Designation Areas		
Aquatic Preserve	No	
Evacuation Zone	None	
Airport Environment Zone	Height and Hazard zone 300 feet Herlong and 500 feet NAS	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low	
Historic District	No	
Coastal High Hazard Area	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	No net new daily trips	
Potential Public School Impact	De Minimis	
Water Provider	JEA	
Potential Water Impact	Increase of 424 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 318 gallons per day	
Potential Solid Waste Impact	Decrease of 4 tons per year	
Drainage Basin/Sub-basin	Upstream of Trout River / Big Fishweir Street	
Recreation and Parks	Lam Merrett Park	
Mass Transit Access	No	
Natural Features		
Elevations	27-30 feet	
Land Cover	1200: Residential Medium Density	

Development Analysis	
Soils	74- Pelham-Urban Land Complex
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 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 March 14, 2024. According to the letter, the site has existing access to both potable water and centralized sewer services, through the Plymouth Street right of way and the Orton Street right of way, which may be used if the connection points are in good condition.

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

Transportation

The subject site is 0.18 of an acre and is located at 5570 Plymouth Street, a collector facility between Lenox Avenue and US 17. 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 15 trips. If the land use is amended to allow for this proposed MDR development, this will result in 13 daily trips.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment is zero net new daily trips when compared to the existing land use. No additional recommendation 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	3,136 SF	$T = 4.87 (X) / 1000$	15	0	15
				<i>Total Trips for Existing Land Use- Scenario</i>		15
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	2 MF Dus	$T = 6.74 (X)$	13	0	13
				<i>Total Trips for Proposed Land Use- Scenario</i>		13
				Scenario 1 Difference in Daily Trips		0

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

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low 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

The site is located within the 300-foot Height and Hazard Zones for the Herlong Recreational Airport and the 500-foot Height and Hazard Zones for the Jacksonville Naval Air Station (NAS-Jax). Zoning will limit development to a maximum height of 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 2.6 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 and Development Department on May 30, 2024, the required notices of public hearing signs were posted. Forty-three (43) 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 June 3, 2024. One member of the public attended to speak on the proposed amendment and had questions for the applicant regarding the number of dwellings to be built on the site.

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 employment generating uses prior to consolidation. It also includes major corridors which connect the other Development Areas. Similar to the 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 defined in this Plan.

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

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.
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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.
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Policy 3.1.12	The City shall, through Land Development Regulations, require higher density residential development and supporting commercial facilities to locate on major arterial or collector roads used for mass transit routes, and in proximity to major employment areas in order to ensure the efficient use of land, public facilities, and services, and transportation corridors.
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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 Future Land Use Element (FLUE), Light Industrial (LI) is a category which 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 uses 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.

Medium Density Residential (MDR) is a category intended to provide compact medium to high density residential development and can serve as 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. Development within the category should be compact and connected and should support multi-modal transportation. The maximum density permitted for MDR in the Urban Area is 30 dwelling units per acre.

The applicant is proposing a change from LI to MDR to allow for residential development. The area surrounding the subject site is primarily a mix of residential, light industrial, and warehousing uses. The site abuts an undeveloped parcel designated as MDR to the west. Further west of the site across Ellis Road South is an apartment complex. Directly abutting the site to the south is a single-family residence, further south are warehousing uses. East and northeast of the site are additional single-family residential uses, while directly to the north is outdoor storage. The proposed amendment to MDR would be compatible with the surrounding residential development consistent with FLUE Goal 1 and Policies 1.1.21 and 1.1.22.

Plymouth Street is a collector roadway, which is a preferred location for higher density residential development, such as MDR. The proposed amendment to MDR would allow for a wider variety of housing type in the City, while maintaining the existing well-balanced and organized combination of uses in the area, consistent with FLUE Goal 3 and Policies 3.1.5 and 3.1.12.

The applicant has provided a JEA Availability Letter dated March 14, 2024. According to the letter, the site has existing access to both potable water and centralized sewer services, through the Plymouth Street right of way and the Orton Street right of way, which may be used if the connection points are in good condition. In accordance with FLUE Policy 1.2.8, the site will be required to connect to JEA services.

The proposed small-scale amendment would increase the amount of residentially designated land available to further meet the goal of meeting or exceeding the amount of land required to accommodate anticipated growth. Additionally, the property is underutilized vacant land and is considered infill redevelopment. Thus, the proposed amendment is consistent with FLUE Policy 1.1.21.

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 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.

LAND USE AMENDMENT
FIELD / LOCATION / CURRENT LAND USE MAP

