



A NEW DAY.

# City of Jacksonville, Florida

*Donna Deegan, Mayor*

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Jacksonville, FL 32203  
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June 6, 2024

The Honorable Ronald B. Salem, Pharm. D., 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. 2024-273/Application No. L-5860-23C**

Dear Honorable Council President Salem, 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 2024-273 on June 6, 2024.

P&DD Recommendation	APPROVE
PC Issues:	None
<b>PC Vote:</b>	<b>7-0 APPROVE</b>

Charles Garrison, Chair	Aye
Lamonte Carter	Aye
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  
June 6, 2024  
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Sincerely,

A handwritten signature in blue ink, appearing to read "Helena A. Parola".

**Helena A. Parola, MAURP**

***City Planner Supervisor***

City of Jacksonville - Planning and Development Department

214 North Hogan Street, Suite 300

Jacksonville, FL 32202

(904) 255-7842

[HParola@coj.net](mailto:HParola@coj.net)

**Report of the Jacksonville Planning and Development Department**

**Small-Scale Future Land Use Map Amendment – May 3, 2024**

**Ordinance/Application No.:** 2024-273 / L-5860-23C  
**Property Location:** 851 North Market Street  
**Real Estate Number(s):** 074384 0100  
**Property Acreage:** 4.48 acres  
**Planning District:** District 1, Urban Core  
**City Council District:** District 7  
**Applicant:** T.R. Hainline, Esquire  
**Current Land Use:** Recreation and Open Space (ROS)  
**Proposed Land Use:** Community/General Commercial (CGC)  
**Current Zoning:** Public Buildings and Facilities-1 (PBF-1)  
**Proposed Zoning:** Planned Unit Development (PUD)  
**Development Boundary:** Urban Priority Area

**RECOMMENDATION: APPROVE**

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

The requested land use amendment is being sought to allow for the development of a mix of commercial, retail, residential, and similar uses within the Community/General Commercial (CGC) land use designation. Residential uses shall not exceed the residential densities permitted within the CGC Urban Priority Development Area, based on the gross acreage of the property. The proposed land use amendment would further policies 1.1.24, 1.1.25, 1.2.9, 1.5.1, 2.2, 3.1.1, 3.2.6, and 3.2.

**BACKGROUND**

The 4.48-acre subject site is located along the east side of Market Street North, between State Street East, FDOT principal arterial, and Confederate Street, an unclassified road. The applicant is proposing a Future Land Use Map (FLUM) amendment from Recreation and Open Spaces (ROS) to Community/General Commercial (CGC) to allow for commercial and residential development. This application also has a companion rezoning

from Public Buildings and Facilities-1 (PBF-1) to Planned Unit Development (PUD), which is pending concurrently with this application, pursuant to Ordinance 2024-274.

To the north is the Springfield historic district with a mix of single-family homes and office spaces and Springfield Park. To the south is the Central Business District with warehouses, offices, and a supermarket. West are retail uses including fast food and shopping. East of the site are offices, multi-family buildings, single family, and the City Cemetery.

North: Land Use: Business Park (BP), Medium Density Residential (MDR), Public Buildings and Facilities (PBF)

Zoning: Industrial Business Park (IBP), Public Buildings and Facilities-1 (PBF-1), Planned Unit Development (PUD), Commercial Neighborhood-Springfield (CN-S)

Property Use: Parking lot, apartments, union hall, warehouse, vacant

South: Land Use: Central Business District (CBD)

Zoning: Commercial Central Business District (CCBD)

Property Use: Offices, supermarket, nursing home, multi-family, condos, vacant spaces.

East: Land Use: Business Park (BP), Residential Professional Institutional (RPI), Medium Density Residential (MDR), Public Buildings and Facilities (PBF), ROS

Zoning: Industrial Business Park (IBP), Planned Unit Development (PUD), Residential Medium Density-D (RMD-D), Public Buildings and Facilities-1 (PBF-1)

Property Use: Multi-family, single-family, vacant, cemetery, retail, light manufacturing

West: Land Use: Recreation Open Space (ROS), CGC, RPI

Zoning: CCG-2, PBF-1, PUD, IBP

Property Use: Fast food, commercial retail, vacant lot, Springfield Park

## **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.

<b>Development Analysis:</b>		<b>4.48 acres (195,148.8 square feet)</b>
Development Boundary	Urban Priority Area	
Roadway Frontage Classification	State Street East – FDOT Principal roadway Market Street North – Unclassified roadway Liberty Street North – Collector roadway Confederate Street – Unclassified roadway	
Plans and/or Studies	Urban Core Vision Plan	
Site Utilization	Current: Old armory building and public works buildings	Proposed: Mix of commercial and residential multi-family dwelling units
Land Use / Zoning	Current: ROS / PBF-1	Proposed: CGC / PUD
Development Standards for Impact Assessment	Current: 0.15 FAR	Proposed: Scenario 1: 0.35 FAR Scenario 2: 45 units/acre
Development Potential	Current: 29,272 sq. ft. recreation space	Proposed: Scenario 1: 68,302 sq. ft. commercial space Scenario 2: 201 multi-family dwelling units
Net Increase or Decrease in Maximum Density	Scenario 1: N/A Scenario 2: Increase of 201 dwelling units	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Increase of 39,029 sq. ft. Scenario 2: Decrease of 29,272 sq. ft.	
Population Potential	Current: N/A	Proposed: Scenario 1: N/A Scenario 2: 472 people
<b>Special Designation Areas</b>		
Aquatic Preserve	No	
Evacuation Zone	Zone C	
Airport Environment Zone	No	
Industrial Preservation Area	No	
Cultural Resources	DU00226 (Master Site File) LM-01-8 (Landmark)	
Archaeological Sensitivity	High sensitivity	
Historic District	Springfield (Hogan Creek only)	
Coastal High Hazard	No	
Adaptation Action Area	Yes	
Groundwater Aquifer Recharge Area	Discharge area	
Wellhead Protection Zone	750 foot Buffer on northern half of the site	
Boat Facility Siting Zone	No	
Brownfield	Brownfields Study Area	
<b>Public Facilities</b>		
Potential Roadway Impact	Scenario 1: Increase of 2,122 trips Scenario 2: increase of 1,332 trips	
Potential Public School Impact	49 new students generated	
Water Provider	JEA	
Potential Water Impact	Scenario 1: Increase of 1,360 gallons per day Scenario 2: Increase of 45,180 gallons per day	

<b>Development Analysis:</b>	<b>4.48 acres (195,148.8 square feet)</b>
Sewer Provider	JEA
Potential Sewer Impact	Scenario 1: Increase of 1,020 gallons per day Scenario 2: Increase of 33,885 gallons per day
Potential Solid Waste Impact	Scenario 1: Increase of 62 tons per year Scenario 2: Increase of 475 tons per year
Drainage Basin/Sub-basin	Drainage Basin: St. Johns River Upstream of Trout River Sub-Drainage Basin: Hogan Creek
Recreation and Parks	Springfield Park
Mass Transit Access	Bus Stop #1789; Market Street and State Street - Route 19
<b>Natural Features</b>	
Elevations	1-8 feet above mean sea level
Land Cover	1700: Industrial and 1730: Military
Soils	(69): Urban land
Flood Zones	AE Flood Zone
Wetlands	No
Wildlife (applicable to sites greater than 50 acres)	Not applicable

**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 not provided a JEA Availability Letter as part of the companion rezoning application. According to city GIS, there is an existing 12-inch water main and 8-inch sewer main within the State Street East and Liberty Street North Right of Ways. The applicant will be required to connect to JEA water and sewer based on the Urban Priority Area development boundary. Pending connection to JEA services, the proposed amendment is consistent with FLUE policy 1.2.8.

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 4.48 acres and is located at 851 N Market Street west of Liberty Street and between Confederate and State Street (US 90). This segment of Market Street is a local road. The proposed land use amendment is located within the Urban Priority Development Area and Mobility Zone 9. The applicant proposes to change the existing land use from Recreational Open Space (ROS) to Community General Commercial (CGC).

**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).

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 land use would result in 23 daily trips. If the land use is amended to allow for this proposed CGC development, this will result in 2,145 or 1,355 daily trips depending on the scenario.

**Transportation Planning Division RECOMMENDS the following:**

The difference in daily trips for the proposed land use amendment will result in 2,122 or 1,332 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.

**Table A  
Trip Generation Estimation Scenarios**

Current Land Use Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
ROS	411	29,272.32 SF (4.48 Ac)	T = 0.78 (X)	23	0	23
<i>Existing Scenario Total</i>						<b>23</b>
Proposed Land Use Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
CGC	821	68,302.08 SF	T = 67.52 (X) /1000	4612	2468	2145
<i>Proposed Scenario 1 Total</i>						<b>2,145</b>
Proposed Land Use-Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
CGC	220	201 MF DUs	T= 6.74 (X)	1355	0	1355
<i>Proposed Scenario 2 Total</i>						<b>1,355</b>
<b>Scenario 1 Difference in Daily Trips</b>						<b>2,122</b>
<b>Scenario 2 Difference in Daily Trips</b>						<b>1,332</b>

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

**School Capacity**

The 4.48 acre proposed land use map amendment has a development potential of 201 dwelling units and 49 new students. The proposed development was analyzed in accordance with the adopted level of service standards (LOS) for school capacity as established in the Interlocal Agreement (ILA) and the Public Schools and Facilities Element. The ILA was entered into in coordination with the Duval County Public School System (DCPS) and the other municipalities within Duval County.



School concurrency LOS is the methodology used to analyze and to determine whether there is adequate school capacity for each school type (elementary, middle, and high school) to accommodate a proposed development. The LOS (105% of permanent capacity) is based on Concurrency Service Areas (CSAs), not the closest school in the area for elementary, middle and high schools, as well as on other standards set forth in the City of Jacksonville School Concurrency Ordinance.

In evaluating the proposed residential development for school concurrency, the following results were documented:

Application Review Request: COJ PDD: School Impact Analysis  
 Proposed Name: L-5860-23C  
 Requested By: Sam Roberts  
 Reviewed By: W. Randall Gallup  
 Due: 4/11/2024

Analysis based on maximum dwelling units: **201**

School Type	CSA <sup>1</sup>	2023-24 Enrollment/CSA	Current Utilization (%)	New Student/Development <sup>2</sup>	5-Year Utilization (%)	Available Seats - CSA <sup>3</sup>	Available Seats - Adjacent CSA 2, 7&8
Elementary	1	11,216	56%	25	57%	7,199	4,805
Middle	1	6,876	80%	10	86%	335	98
High	1	7,054	72%	14	66%	284	2,260
<b>Total New Students</b>				<b>49</b>			

**NOTES:**

<sup>1</sup> Proposed Development's Concurrently Service Area (CSA)

<sup>2</sup> Student Distribution Rate

ES-125

MS-051

HS-074

0.250

The Student Distribution Rate is calculated for each school type by dividing the total number of public school students enrolled in that school type in Duval County (104,757) by the number of total permitted housing units (418,708) for the same year, generating a yield of 0.250.

<sup>3</sup> Available CSA seats include current reservations

The analysis of the proposed residential development does not reveal any deficiency for school capacity within the CSA.

Public School Facilities Element

Policy 2.3.2 The City will coordinate with DCPS to establish plan review procedures to manage the timing of Future Land Use Map amendments and other land use decisions so that these decisions coordinate with adequate school capacity.

Policy 2.3.3 The City will take into consideration the DCPS comments and findings on the availability of adequate school capacity in the evaluation of comprehensive plan amendments, and other land use decisions as provided in Section 163.3177(6)(a), F.S. and development of regional impacts as provided in 1380.06, F.S

Objective 3.2 Adopted Level of Service (LOS) Standards  
Through the implementation of its concurrency management systems and in coordination with the DCPS, the City shall ensure that the capacity of schools is sufficient to support new residential developments at the adopted level of service (LOS) standards within the period covered in the five-year schedule of capital improvements and the long range planning period. These standards shall be consistent with the Interlocal Agreement agreed upon by the DCPS, the City and the other municipalities. Minor deviations to the LOS standards may occur, so long as they are limited, temporary and with scheduled capacity improvements, school capacity is maximized to the greatest extent feasible.

Policy 3.1.1 The LOS standards set forth herein shall be applied consistently for the purpose of implementing school concurrency, including determining whether sufficient school capacity exists to accommodate a particular development application, and determining the financial feasibility of DCPS Five-Year Capital Facilities Plan and the City’s Capital Improvement Plan.

**Adaptation Action Area (AAA)**

The entire amendment site is within the AAA. The AAA boundary is a designation in the City’s 2045 Comprehensive Plan which identifies areas that experience coastal flooding due to extreme high tides and storm surge, and that is vulnerable to the related impacts of rising sea levels for the purpose of prioritizing funding for infrastructure needs and adaptation planning. The AAA is defined as those areas within the projected limit of the Category 3 storm surge zone, those connected areas of the 100-year and 500-year Flood Zone, and additional areas determined through detailed flood analysis.

The applicant is encouraged to consider site design measures, such as clustering development away from the AAA, to protect development from the impacts of flooding.

## Conservation/Coastal Management Element

- Policy 13.1.2 The City shall recognize existing regulations, programs and policies that overlap with the AAA and that are currently in place to limit public investment and address appropriate development and redevelopment practices related to flooding. These regulations, programs and policies include but are not limited to the floodplain management ordinance, CHHA policies, the Local Mitigation Strategy and the Post Disaster Redevelopment Plan and shall only be applied in cases where such regulation would otherwise apply to a development or redevelopment project.
- Policy 13.3.1 The City shall consider the implications of the AAA when reviewing changes to the use, intensity and density of land lying within the AAA.
- Policy 13.3.6 In order to guide development away from the Adaptation Action Area (AAA) towards areas that are already high, dry, and connected, the Planning and Development Department shall explore the feasibility of offering density bonuses, transfers of development rights, clustering development entitlements, or other strategies to limit new development within the AAA or environmentally sensitive or special flood hazard areas, or as an incentive for a development's use of low impact development stormwater solutions.

### **Historical Landmark**

The project site is a locally designated Jacksonville Landmark. Vertical construction and changes to existing structures on site must be reviewed by the Planning and Development Department, and potentially the Jacksonville Historic Preservation Commission. The applicant is aware of this requirement and has begun the design review process with the Historic Preservation Section of the Planning and Development Department.

The land use application has been reviewed by Historic Preservation staff who provided the following memo:

The Historic Preservation Section has reviewed the property located at 851 Market Street North (RE: 074384-0100). Based on archival records, this site contains the Duval County Armory (Maxwell G. Snyder Armory) which is a Gothic Revival style structure constructed in 1915-1916 and designed by architects Talley & Summer. This portion of the site is a designated local landmark and is individually listed on the National Register of Historic Places. Additionally, the Hogan's Creek runs along the center of the property, which is within the boundaries of the Springfield Historic District. Alongside this portion of the property is a significant balustrade and bridge details that were designed by architect Henry John Klutho as part of the 1920s Hogan's Creek Improvement Project. The northern portion of the property, including the structures, are listed on the National Register of Historic Places as a part of the Springfield Historic District.

Because property 851 Market Street North possesses historical significance, potential development of the site should respect the property's historic and archaeological

resources. Any exterior work to structures on this property or the site itself requires an approved Certificate of Appropriateness (COA) application before work can commence—this includes balustrade and bridge work. Please note that when permits are applied for with the City, the permit may be flagged for Historic Preservation Section sign-off.

#### Historic Preservation Element

- Policy 1.1.3 The City shall continue to implement the Certificate of Appropriateness review process for plans that will physically alter the appearance of a designated site, property or historic district through either the administrative process or submission to the Historic Preservation Commission.
- 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.
- Policy 1.4.2 The Planning and Development Department shall continue to review and make specific recommendations to the City Council regarding changes or modifications to the Land Development Regulations that will protect the character of designated local historic districts, landmarks and sites. The assistance and advice of historic preservation organizations in recognized historic areas of the City will be solicited for that purpose.
- Policy 1.5.2 The City shall pursue alternatives that will lead to the preservation, as opposed to the destruction, of landmarks, landmark sites and buildings located in designated historic districts by promoting adaptive reuse where physically, structurally, and economically feasible.

#### **Archaeological Sensitivity**

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of high sensitivity for the presence of archaeological resources. Projects that move forward through the Site Review process may be required to perform a Professional Archaeological Reconnaissance Survey. 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.

### **Aquifer Recharge**

The site is located within an area identified as being in the discharge aquifer recharge area. This range is below the threshold of 12 inches or more per year which would constitute a prime recharge area as defined in the Infrastructure Element – Aquifer Recharge Sub-Element (IE-AR). Prime aquifer recharge areas are the primary focus of groundwater resource protection. However, development resulting from the proposed land use amendment will be reviewed during the site plan review and permitting process for compliance with the land development regulations that have been established to protect groundwater resources. Such regulations address issues such as drainage systems, septic systems, and landscape/irrigation regulations.

#### Infrastructure Element – Aquifer Recharge Sub-Element (IE-AR)

Policy 1.2.3      The City shall continue to coordinate with the SJRWMD and utilize the best available resources and information including the latest update of the Floridan Aquifer Recharge GIS grid coverage to protect the functions of the natural groundwater aquifer recharge areas and to discourage urban sprawl.

Policy 1.2.7      Within two years of establishment by the SJRWMD and the Water Resources Management Plan of prime recharge areas for the Floridan Aquifer, the Planning and Development Department shall prepare maps of such designated areas showing the special zoning and land use consideration the City has established for such areas as designated by the latest update of the Floridan Aquifer Recharge GIS grid coverage.

### **Downtown Brownfields Pilot Program Area**

The property is located within the Downtown Brownfields Pilot Program Area. The City of Jacksonville designated properties in the downtown area as a Pilot Program Brownfields Area by City Council Resolution Number 2000-125-A. The property owner may request that the property be designated a Brownfields Site. A Brownfields Site is property where the expansion, redevelopment, or reuse of the property may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant. Tax credits may be available for properties designated as a Brownfields Site.

### **Flood Zone**

The entire 4.48 subject site is located within the AE flood zone. Flood zone designations are assigned by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm or Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of every 100 years. This does not mean that a storm of this type will happen every 100-years. There is a 1-percent chance that a storm of this magnitude will occur in any given year.

The AE flood zone is defined as areas within the 100-year floodplain or SFHA where flood insurance is mandatory. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance.

Conservation /Coastal Management Element (CCME)

Policy 2.6.1 The City shall continue to define the surface hydrology of the area to determine flood plain vulnerability and sensitivity, and will determine appropriate protection measures.

Policy 2.6.3 The City shall protect appropriate floodplain areas for the public benefit and restore degraded floodplain areas by:

- A. Land acquisition or conservation easement acquisition;
- B. Regulation, including setbacks, buffer zones, designated wildlife corridors, low density zoning, performance standards and open space requirements; and
- C. Incentives, including tax benefits and transfer of development rights.

Policy 13.7.10 The City has adopted and shall maintain a floodplain management ordinance that establishes engineering requirements to safeguard the public health, safety, and general welfare and minimizes public and private losses due to flooding through regulation and development of flood hazard areas. The ordinance shall include development and redevelopment regulations that:

- A. Minimize unnecessary disruption of commerce, access and public service during times of flooding;
- B. Require the use of construction practices that will prevent or minimize future flood damage;
- C. Manage filling, grading, dredging, mining, paving, excavation, drilling operations, storage of equipment or materials, and other development which may increase flood damage or erosion potential;
- D. Manage the alteration of flood hazard areas, watercourses, and shorelines to minimize the impact of development on the natural and beneficial functions of the floodplain;
- E. Minimize damage to public and private facilities and utilities;
- F. Help maintain a stable tax base by providing for the sound use and development of flood hazard areas;
- G. Minimize the need for future expenditure of public funds for flood control projects and response to and recovery from flood events; and
- H. Meet the requirements of the National Flood Insurance Program for community participation as set forth in the Title 44 Code of Federal Regulations, Section 59.22.

## **Evacuation Zone**

The subject site is within Evacuation Zone C. As such, the land use application was routed to the City's Emergency Preparedness Division (EPD) for review and comment. EPD was provided with the land use application and the development potential of the proposed land use amendment change.

## 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.

## **Wellhead Buffer Zone**

The land use amendment site is within the 750-foot buffer of a wellhead. As such, the land use application was routed to the Environmental Quality Division (EQD) for review and comment. EQD was provided with the land use application and development potential of the proposed land use amendment change.

## Infrastructure Element, Sanitary Sewer Sub-Element

Policy 1.2.3 The City shall implement the Wellhead Protection Ordinance to protect its potable water supply source. Improperly constructed or maintained Hawthorne Group and Floridan Aquifer private wells in proximity to a Public Potable Water well within Duval County are potentially harmful to the drinking water supply of the City of Jacksonville. A Pathway Focused Approach to prevent migration of contamination from the shallow aquifer into the Floridan aquifer is reasonable and prudent to protect public water supplies. The intent of this policy is to protect and safeguard the health, safety and welfare of the residents of Duval County by establishing a Pathway Focused Approach to wellhead protection that safeguards the Floridan aquifer from intrusion of any contaminants that may jeopardize present and future public water supply wells.

Within Wellhead Protection Areas, the following shall apply:

1. Within a 500-foot radius around an existing Public Potable Water well, those actions and uses established by the Florida Department of Environmental Protection in Rule 62-521.400, Fla. Admin. Code shall be prohibited.
2. Pursuant to Chapter 366 City of Jacksonville Municipal Code, no existing private wells shall be deepened and no new wells shall be constructed within designated Wellhead Protection Areas that penetrate a portion of the Hawthorne Group or the Floridan Aquifer without first obtaining a well construction permit from the City of Jacksonville Environmental Quality Division (EQD) as provided in Environmental Protection Board Rule 8 and including a



review of areas of known contamination at or near the proposed or existing well location. All new wells within such areas must be fully grouted.

3. Pursuant to Chapter 366 City of Jacksonville Municipal Code, abandonment of existing wells shall be in accordance with applicable SJRWMD requirements, and a copy of the plugging and abandonment report shall be submitted to the EQD.

## **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on April 16, 2024, the required notices of public hearing signs were posted. Forty-two (42) 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 15, 2024. No members of the public attended to speak on the proposed amendment.

## **CONSISTENCY EVALUATION**

### **Consistency with 2045 Comprehensive Plan Goals, Objectives and Policies**

#### **Future Land Use Element (FLUE)**

##### Development Area

*Urban Priority Area (UPA):* The UPA is the first tier Development Area and generally includes the historic core of the City and major connecting corridors. The intent of the UPA is to encourage revitalization and the use of existing infrastructure through redevelopment and infill development at urban densities which are highly supportive of transit and result in the reduction of per capita greenhouse gas emissions and vehicle miles traveled. Development is expected to employ urban development characteristics as defined in this Plan. The UPA does not include the Central Business District Land Use Category boundaries.

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 1.1.24 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;
- 6. Use of site design features that engage and enhance the pedestrian experience abutting collector roads and higher (public art, social connection, recreation and open spaces, pedestrian entries and transparency); and
- 7. Create walkable neighborhoods.

Policy 1.1.25 The Planning and Development Department and JEA will coordinate the location of future water and sewer lines with land use designations

in the City's comprehensive Plan in order to influence both the timing and location of future growth.

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 1/2 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.

Policy 1.5.1

The City shall protect the natural environment in part by implementing incentives to locate future urban growth into existing urbanized areas.

Objective 1.6

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

Goal 2

To enhance and preserve for future generations geographic areas with unique economic, social, historic or natural resource significance to the City.

- Objective 2.2      The City shall establish, maintain and implement neighborhood improvement strategies to combat and prevent blight.
- Objective 2.10    Promote the development of complementary uses that include cultural, recreational, and vertically integrated commercial and residential components, by encouraging and incentivizing urban development characteristics in order to reduce the negative impacts of urban sprawl.
- 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 3.1.1       The City shall eliminate incompatible land uses or blighting influences from potentially stable, viable residential neighborhoods through active code enforcement and other regulatory measures.
- Objective 3.2     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.
- Policy 3.2.2       The City shall encourage, through the Land Development Regulations, infill and redevelopment of existing commercial areas in lieu of permitting new areas to commercialize.
- Policy 3.2.6       The City shall apply the locational criteria in the land use categories and the operative provisions of this element when reviewing commercial and industrial development and redevelopment for consistency with the character of the areas served, the availability of public facilities, and market demands.

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), the Recreation and Open Space (ROS) category includes lands used for activities that are associated with outdoor recreation. The FLUMs depict major existing recreational facilities only since neighborhood scale recreational areas are allowed as secondary uses within the residential and commercial categories. The location of new recreational facilities will be guided by the provisions of this and other elements of the Comprehensive Plan. Recommendations in the more specific planning district, neighborhood or functional plans will also be considered in siting future recreational facilities.

Community/General Commercial (CGC) is a category intended to provide for a wide variety of retail goods and services which serve large areas of the City and a diverse set of neighborhoods. Uses should generally be developed in nodal and corridor development patterns. Nodes are generally located at major roadway intersections and corridor development should provide continuity between the nodes and serve adjacent neighborhoods to reduce the number of Vehicle Miles Traveled. CGC also allows for multi-family residential at densities up to 60 units per acre in the Urban Priority Area. Single-use multi-family development is permitted when 50 percent or more of the contiguous CGC category land area within up to one quarter of a mile radius is developed for non-residential uses. Multi-family developments that do not comply with the single-use provisions shall provide a mix of uses within the development site and multi-family uses shall not exceed 80 percent of a development.

The applicant is proposing a change from ROS to CGC to allow for urban redevelopment of a historical site in the Urban Priority Area which abuts principal arterial and collector roadways. CGC is being sought to provide a mixed-use development within the existing Armory building and with urban infill development on the lot north of Hogan's Creek. The proposed amendment would support both urban infill and redevelopment of a historical site supplied with full urban services. Therefore, the amendment is consistent with FLUE Goals 1, 2, and 3, Policy 1.1.22, Policy 1.1.21 Objective 3.2, and Policy 3.2.2.

The applicant has not provided a JEA Availability Letter as part of the companion rezoning application. According to city GIS, there is an existing 12-inch water main and 8-inch

sewer main within the State Street East and Liberty Street North Right of Ways. The applicant will be required to connect to JEA water and sewer based on the Urban Priority Area development boundary. Pending connection to JEA services, the proposed amendment is consistent with FLUE policy 1.2.8.

The proposed small-scale amendment would increase the amount of commercially designated land available to further meet the goal of meeting or exceeding the amount of land required to accommodate anticipated growth, in addition to multi-family housing units in an efficient urban land use pattern. It will allow for reuse of a historic building in the Urban Priority Area which has been vacant. It will revitalize an older area of downtown and provide a mix of uses on the site. The redevelopment of the site will enhance the neighborhood by combatting blight and reusing an underutilized property in a residential area. Therefore, the proposed amendment is consistent with FLUE Policies 1.1.24, 1.1.25, 1.5.1, Objectives 1.6, 2.2 and 2.10, and Policies 3.1.1 and 3.2.6.

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 application site lies within the Urban Core Vision Plan. The plan does not identify specific recommendations for the subject site. However, Sub Principle 1.1 Protect and Revitalize Historic Assets supports the application and its intentions to redevelop the historic asset of the Armory. Furthermore, Sub Principle 2.1 encourages redevelopment and urban infill in underutilized lots and areas. Therefore, the proposed application supports the goals of the Urban Core Vision Plan.

### **Strategic Regional Policy Plan**

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

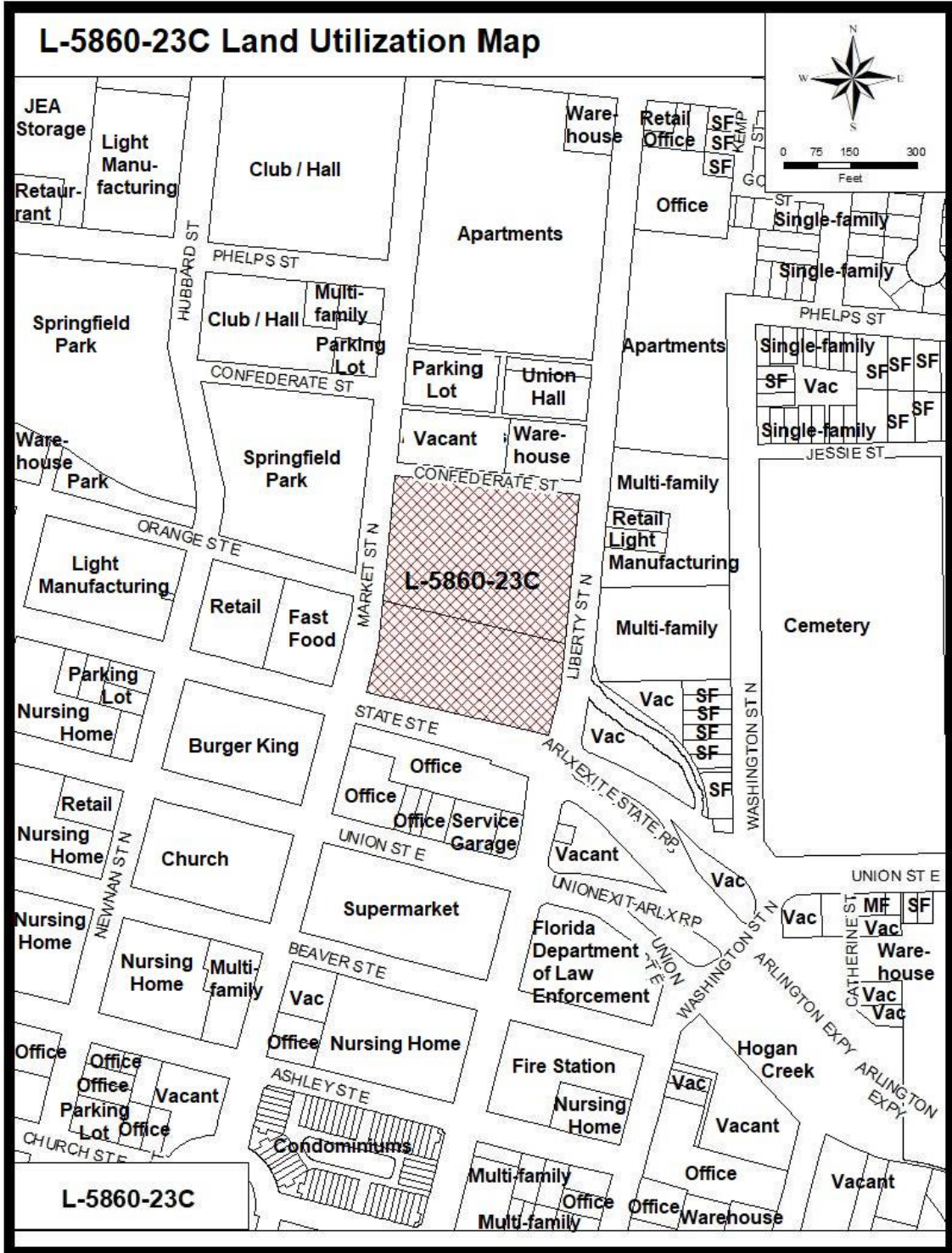
Objective: Integrated planning: The link between land use, resources, and mobility

Policy 4: The Region supports strategies identified by the Regional Community Institute as they worked on First Coast Vision, including:

- Maintenance of a diversity of land use in the Region.
- Infill and redevelopment.

The proposed land use amendment would increase opportunities for commercial and residential development, on infill lots, helping to maintain a diversity of land use in the area. Therefore, the proposed amendment is consistent with the Strategic Regional Policy Plan.

**LAND USE AMENDMENT**  
**FIELD / LOCATION MAP**



**LAND USE AMENDMENT**  
**LAND USE MAP**

