

City of Jacksonville, Florida

Lenny Curry, Mayor

City Hall at St. James
117 W. Duval St.
Jacksonville, FL 32202
(904) 630-CITY
www.coj.net

May 19, 2022

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. 2022-303/Application No. L-5669-22C

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 2022-303 on May 19, 2022.

P&DD Recommendation

DENY

PC Issues:

Discussion by the Commission ranged from the project being progressive residential infill on sites that are too small for industrial development and the need for split land use and zoning to be corrected to concerns for the property rights of owners of the abutting industrially designated properties.

PC Vote:

7-1 APPROVE

David Hacker, Chair

Aye

Alexander Moldovan, Vice-Chair

Aye

Ian Brown, Secretary

Aye

Marshall Adkison

Nay

Daniel Blanchard

Aye

Joshua Garrison

Aye

Jason Porter

Aye

Jordan Elsbury

Aye

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

Sincerely,

Kristen D. Reed

Kristen D. Reed, AICP
Chief of Community Planning Division
City of Jacksonville - Planning and Development Department
214 North Hogan Street, Suite 300
Jacksonville, FL 32202
(904) 255-7837
KReed@coj.net

Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment - May 13, 2022

Ordinance/Application No.: 2022-303 / L-5669-22C

Property Location: 0 Florence Street and 0 Florence Street; between Phyllis Street and Interstate 10

Real Estate Number(s): portions of 063779 0000 and 063782 0000

Property Acreage: 063779 0000: 0.07 of an acre
Approximately 0.05 of an acre of the property is the subject of this application.
063782 0000: 0.09 of an acre
Approximately 0.07 of an acre of the property is the subject of this application

(Ordinance 2022-303 reflects the acreage of the two parcels, 0.16 acres. This should be corrected to accurately reflect the portions of the parcels subject to the amendment, 0.12 acres).

Planning District: District 5, Northwest

City Council District: District 9

Applicant: Taylor Mejia

Current Land Use: Light Industrial (LI)

Proposed Land Use: Medium Density Residential (MDR)

Development Area: Urban Development Area

Current Zoning: Industrial Light (IL)

Proposed Zoning: Residential Medium Density – A (RMD-A)

RECOMMENDATION: **DENY**

APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

These parcels have a land use of partly LI. The land use/zoning was drawn along the line of a closed right-of-way that doesn't appear in digital GIS, creating two different land use categories. The applicant seeks to rezone and change the land use of both properties to MDR to build a single-family home on each.

BACKGROUND

The applicant proposes a future land use map amendment from Light Industrial (LI) to Medium Density Residential (MDR) and a rezoning from Industrial Light (IL) to Residential Medium Density-A (RMD-A) on portions of both properties. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2022-304.

The 0.05 and 0.07 of an acre subject sites are currently vacant. The eastern portion of both sites, approximately three quarters of the total of each parcel, is in the LI land use category. The proposed change to MDR would affect the land use of the portion of the parcels fronting Florence Street and unifying the parcel under one land use category. There are four additional parcels that front Florence Street and that abut the amendment sites. These four parcels will remain in the LI Land Use along the Florence Street frontage.

The properties fronting the Florence Street corridor are in the LI land use category with some undeveloped and some active light industrial uses. The properties abutting the subject sites to the north, south and east are in the LI land use category. The properties directly behind the subject site to the west are in the MDR land use category.

This part of Florence Street, a local roadway, includes properties in the LI land use category that are developed with industrial uses. The change in land use to MDR would create a parcel with a residential designation fronting this street of all industrial land uses.

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

North: Land Use: LI

Zoning: IL

Property Use: Undeveloped, Billboard, Industrial Fabrication, and Open Storage

South: Land Use: LI

Zoning: IL

Property Use: Undeveloped, Open Storage

East: Land Use: LI

Zoning: IL

Property Use: Vacant Building, Recording Studio, Open Storage

West: Land Use: MDR

Zoning: RMD-A

Property Use: Undeveloped, Single-family residential

IMPACT ASSESSMENT

Potential impacts of a proposed land use map amendment have been analyzed by comparing the Development Impact Standards for the subject site’s existing vs. proposed land use categories unless maximum density/intensity is noted on the Annotated FLUM or is in a site specific policy. Development Impact Standards are detailed in FLUE Policy 1.2.16, *Development Standards for Impact Assessment*. These standards produce development potentials as shown in this section.

While the proposed amendment includes a residential component, the site will generate fewer than 20 residential units. Therefore, the proposed development will have a de minimis impact on school capacity.

Impact Assessment Baseline Review

Development Analysis 0.16 Acres		
Development Boundary	Urban Development Area	
Roadway Frontage Classification / State Road	Florence Street – local roadway	
Plans and/or Studies	Northwest Vision Plan	
Site Utilization	Current: vacant	Proposed: Single family on each property
Land Use / Zoning	Current: LI / IL	Proposed: MDR / RMD-A
Development Standards for Impact Assessment	Current: 0.40 FAR	Proposed: 15 dwelling units/acre
Development Potential	Current: 2,788 sq.ft.	Proposed: 2 DU
Net Increase or Decrease in Maximum Density	Increase of 2 DUs	
Net Increase or Decrease in Potential Floor Area	Decrease of 2,788 sq. ft.	
Population Potential	Current: N/A	Proposed: 4 people
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Evacuation Zone	No	

Development Analysis 0.16 Acres	
Airport Environment Zone	500-foot Height Restriction Zone for Naval Air Station Jacksonville and Herlong Recreational Airport
Industrial Preservation Area	No
Cultural Resources	No
Archaeological Sensitivity	Low Sensitivity
Historic District	No
Coastal High Hazard	No
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	Zero (0) net new daily trips
Potential Public School Impact	De Minimis impact
Water Provider	JEA
Potential Water Impact	Decrease of 182.13 gallons per day
Sewer Provider	JEA
Potential Sewer Impact	Decrease of 136.6 gallons per day
Potential Solid Waste Impact	Decrease of 35.21 tons per year
Drainage Basin/Sub-basin	Basin: St. Johns River upstream of Trout River Sub-Basin: McCoys Creek
Recreation and Parks	Hollybrook Park
Mass Transit Access	None
Natural Features	
Elevations	20' – 21'
Land Cover	1300: Residential, high density – 6+ DU/Acre 1550: Other light industrial
Soils	69: Urban Land 73: Urban Land – Mascotte-Sapelo complex – 0 – 2% slopes
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).

According to the JEA letters provided for each parcel, both dated February 23, 2022, there is a 6-inch water line and an existing 8-inch gravity sanitary sewer line within the Florence Street right-of-way, adjacent to the properties.

Transportation

The subject site is 0.16 of an acre and is accessible from Florence Street, a local facility. 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 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).

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 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 1.2.1 of the TE of the 2030 Comprehensive Plan requires the City to 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.

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 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 time 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.

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 14 daily 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 will result in no net new daily trips when compared to the existing land use. Transportation Planning Division has no recommendation for the proposed project.

**Table A
Daily Trip Generation Estimation Scenarios**

Existing Land Use	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
LI	110	2,788 SF	T = 4.87 (X) / 1000	14	0	14
Total Trips for Existing Land Use						14
Proposed Land Use	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
MDR	220	2 MF DUs	T= 6.74 (X)	13	0	13
Total Trips for Proposed Land Use						13
<i>Difference in Daily Trips</i>						0

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

Airport Environment Zone

The site is located within the 500-foot Height and Hazard Zone for Naval Air Station Jacksonville and Herlong Recreational Airport. Zoning will limit development to a maximum height of 500-feet, unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d).

Future Land Use Element

Objective 2.5 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 April 4, 2022, the required notice of public hearing sign was posted. Thirty-seven (37) notices were mailed 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 May 2, 2022. One member of the public had a question about the effect of the land use change on local taxes.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

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 further described in each land use plan category.

Future Land Use Element (FLUE):

- Goal 1 To ensure that the character and location of land uses optimize the combined potentials for economic benefit and enjoyment and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.
- Objective 1.1 Ensure that the type, rate and distribution of growth in the City results in compact and compatible land use patterns, an increasingly efficient urban service delivery system and discourages the 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 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 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.
- Policy 1.2.9 Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.
- Goal 3 To achieve a well-balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and efficient transportation network, while protecting and preserving the fabric and character of the City's neighborhoods and enhancing the viability of non-residential areas.
- Objective 3.1 Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for the citizens. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable requirements described in the Development Areas and the Plan Category Descriptions of the Operative Provisions of the 2030 Comprehensive Plan and Land Development Regulations.
- Objective 6.3 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.

Property Rights Element (PRE)

- Goal 1** The City will recognize and respect judicially acknowledged and constitutionally protected private property rights in accordance with the Community Planning Act established in Chapter 163, Florida Statutes.
- Objective 1.1** Local decision making shall be implemented and applied with sensitivity for private property rights and shall not be unduly restrictive.
- Policy 1.1.1** The City will ensure that private property rights are considered in local decision making.
- Policy 1.1.2** The following rights shall be considered in local decision making:
1. The right of a property owner to physically possess and control his or her interests in the property, including easements, leases, or mineral rights.
 2. The right of a property owner to use, maintain, develop, and improve his or her property for personal use or for the use of any other person, subject to state law and local ordinances.
 3. The right of the property owner to privacy and to exclude others from the property to protect the owner's possessions and property.
 4. The right of a property owner to dispose of his or her property through sale or gift.

According to the Category Description of the Future Land Use Element (FLUE), Light Industrial (LI) is a category, which provides for the location of industrial uses, which have fewer objectionable impacts than Heavy Industrial (HI) on residential areas such as noise, odor, toxic chemicals and wastes.

According to the category description of the FLUE, the Medium Density Residential (MDR) land use category in the Urban Area is intended to provide compact medium to high density mixed use 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.

The subject sites are in the Urban Development Area surrounded to the north, south and east by light industrial uses and supplied with full urban services. While the properties in the Light Industrial land use category on the west side of the road fronting Florence Street are undeveloped, the properties across the street abutting the east side of Florence Street include developed and active light industrial industries with warehousing and storage directly across the street from the subject site and light manufacturing of metals and plastic just north. Additionally, while properties in the MDR land use category are to the west of the subject site, several of those properties are undeveloped. Given the

surrounding light industrial land uses, the change to a residential land use category may pose an incompatible land use contributing towards threats to public health, safety and welfare. The existing light industrial land use pattern on Florence Street will be negatively affected with the proposed amendment to MDR. For these reasons, the proposed land use amendment includes inconsistencies with FLUE Goals 1 and 3; Objectives 1.1 and 3.1; and Policy 1.1.22.

Development of this site would facilitate redevelopment of a vacant and underutilized parcel located in the Urban Development Area that has access to full JEA services. As such, the amendment is consistent with FLUE Objective 6.3 and Policy 1.2.9.

The proposed amendment to MDR for the 2 subject sites would have a negligible impact on the need for residential land uses. The proposed MDR land use would negatively affect the balance of uses and the existing development pattern of the area as previously described. Therefore, the amendment provides inconsistencies with FLUE Policies 1.1.5 and 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 application sites lie within the Northwest Vision Plan area. While the plan does not give specific guidance for the subject area, it does call for strengthening existing neighborhoods and creating new neighborhoods. The proposed land use change to Medium Density Residential (MDR) provides the opportunity to encourage new housing opportunities to the area. However, the proposed residential use of the property would encourage growth that is isolated and a poor fit with the light industrial development of the surrounding area.

Strategic Regional Policy Plan

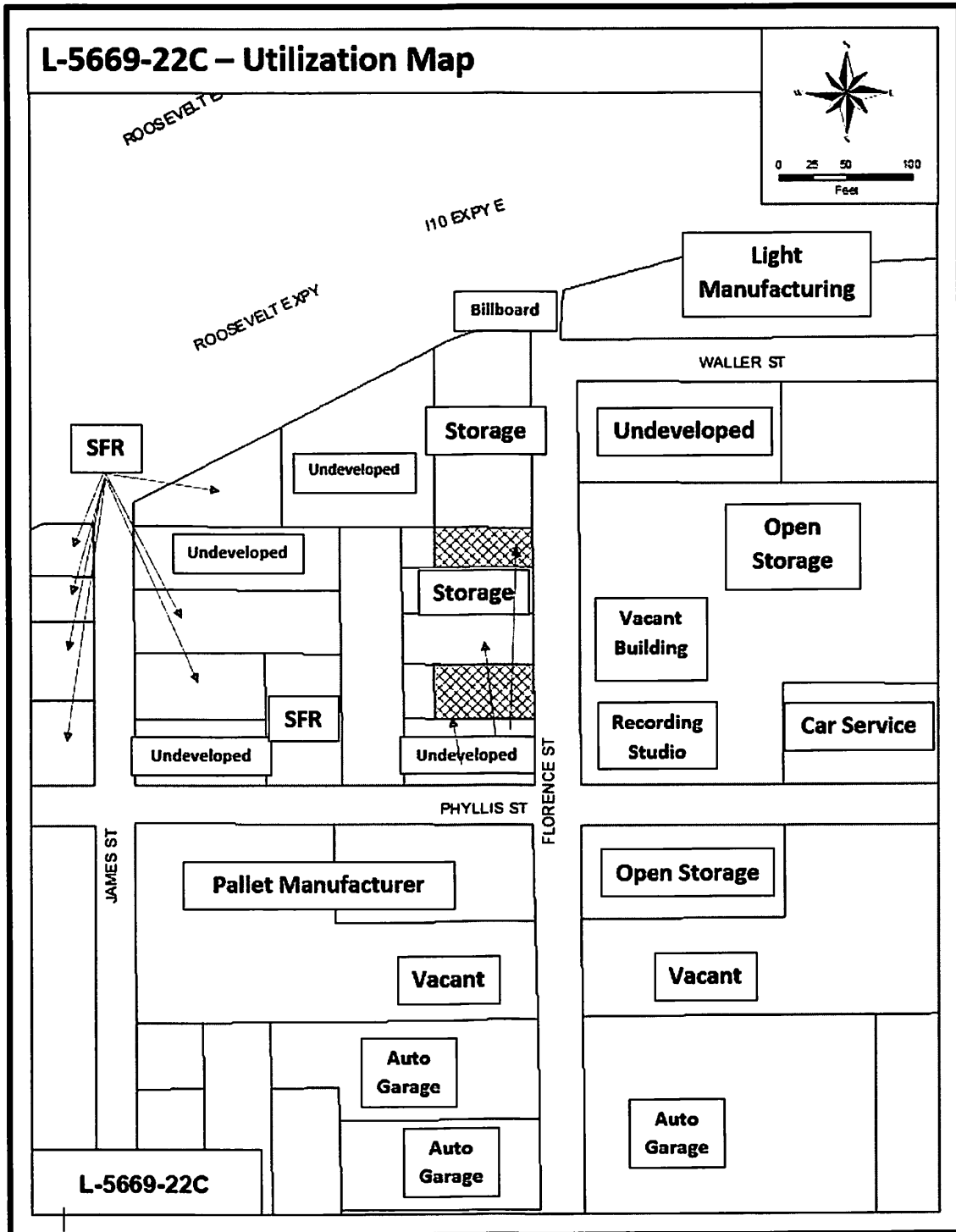
The proposed amendment is inconsistent with the following Objective of the Northeast Florida Regional Council (NEFRC) Strategic Regional Policy Plan (March, 2021), Housing and Health:

STRATEGIC ISSUE: HOUSING AND HEALTH

OBJECTIVE: Housing stock that is safe and free from environmental hazards that can be detrimental to health.

The proposed land use amendment results in an unbuffered mix of residential and industrial uses, making it inconsistent with this objective of the Housing and Health Strategic Issue.

Current Utilization Map



LOCATION / CURRENT LAND USE MAP

