

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

November 17, 2022

The Honorable Terrance Freeman, President
The Honorable Kevin Carrico, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report / Ordinance No. 2022-787/Application No. L-5761-22C

Dear Honorable Council President Freeman, 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 2022-787 on November 17, 2022.

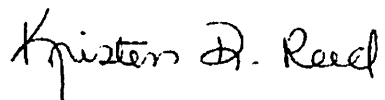
| | |
|---------------------|--------------------|
| P&DD Recommendation | APPROVE |
| PC Issues: | None |
| PC Vote: | 6-0 APPROVE |

| | |
|---------------------------|--------|
| Alexander Moldovan, Chair | Aye |
| Ian Brown, Vice-Chair | Absent |
| Jason Porter, Secretary | Aye |
| Marshall Adkison | Absent |
| Daniel Blanchard | Aye |
| Jordan Elsbury | Aye |
| Joshua Garrison | Aye |
| David Hacker | Aye |

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

Sincerely,

Handwritten signature of Kristen D. Reed in cursive script.

Kristen D. Reed, AICP
Chief of Community Planning Division
City of Jacksonville - Planning and Development Department
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Jacksonville, FL 32202
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Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – November 10, 2022

Ordinance/Application No.: 2022-787 / L-5761-22C

Property Location: 0 Drexel Street between Beach Boulevard and Mente Street

Real Estate Number(s): 135998-0000

Development Area: Urban Area

Property Acreage: 0.11 of an acre

Planning District: District 3, Southeast

City Council District: District 5

Applicant: Wyman Duggan, Esquire

Current Land Use: Community/ General Commercial (CGC)

Proposed Land Use: Medium Density Residential (MDR)

Current Zoning: 0.11 of an acre of Commercial Community General -2 (CCG-2) and 0.91 of an acre of Residential Low Density-60 (RLD-60)

Proposed Zoning: 1.02 acres of Residential Medium Density-D (RMD-D)

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To permit development of multifamily residential dwelling units.

BACKGROUND

The 0.11 of an acre subject site is currently utilized for open storage and is located at 0 Drexel Street, between Beach Boulevard (SR 212), a major arterial roadway and Mente Street, a public roadway. The applicant is proposing an amendment to the Future Land Use Map series (FLUMs) from Community /General Commercial (CGC) to Medium Density Residential (MDR) with a companion rezoning application pursuant to Ordinance 2022-788 from Commercial Community General -2 (CCG-2) and Residential Low Density-60 (RLD-60) to Residential Medium Density-D (RMD-D). The proposed

companion rezoning Ordinance 2022-788 includes an additional property located to the south at 2317 Lamee Avenue and totals 1.02 acres. The applicant seeks to develop the site with multi-family residential uses.

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

North: Land Use: Community/General Commercial (CGC), Residential Professional Institutional (RPI), Low Density Residential (LDR) across Beach Boulevard, Medium Density Residential (MDR)
Zoning: Commercial Community General-2 (CCG-2), Commercial Community General-1 (CCG-1) Planned Unit Development (PUD), and Residential Low Density-60 (RLD-60) across Beach Boulevard
Property Use: The Performers Academy (private school), offices, single-family homes, vehicle sales, and retail

South: Land Use: RPI, LDR, and MDR, CGC
Zoning: Residential Low Density-60 (RLD-60), CCG-1, PUD, and RMD-D
Property Use: Vacant residential land, vacant commercial land, single-family homes, and multi-family residential uses (condominium)

East: Land Use: CGC
Zoning: CCG-2
Property Use: Offices and retail

West: Land Use: CGC, RPI, MDR
Zoning: RMD-D and Residential Medium Density-A (RMD-A)
Property Use: Single-family homes, vacant residential land, and multi-family residential uses (condominium)

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.

Where there is not an associated site specific policy or note on the Annotated FLUM, the impact assessment incorporates supplemental information for non-residential land use categories that permit residential uses in order to assess the potential impacts. Supplemental information related to these impacts are depicted as scenario 2 in the Impact Assessment Baseline Review Table and, as relevant, in the analysis following the table.

| Development Analysis | | 0.11 of an Acre |
|--|--|---|
| Development Boundary | Urban Development Area | |
| Roadway Frontage Classification / State Road | Drexel Street (Local Roadway) | |
| Plans and/or Studies | Southeast Vision Plan | |
| Site Utilization | Current: Open Storage | Proposed: Multi-Family residential uses |
| Land Use / Zoning | Current: <u>Land Use</u> Community General Commercial (CGC) <u>Zoning</u> Commercial Community General-2 (CCG-2) and Residential Low Density-60 (RLD- 60) | Proposed: <u>Land Use</u> Medium Density Residential (MDR) <u>Zoning</u> Residential Medium Density-D (RMD-D) |
| Development Standards for Impact Assessment | Current: <u>Scenario 1:</u> 0.35 FAR (non- residential) <u>Scenario 2:</u> 30 Dwelling Units per acre (80% residential) and 0.35 FAR (20% non-residential) | Proposed: 15 Multi-Family Dwelling Units per acre |
| Development Potential | Current: <u>Scenario 1:</u> 1,677 sq. ft. of commercial space <u>Scenario 2:</u> 2 Multi-Family Dwelling Units and 335 sq. ft. of commercial space | Proposed: 1 Multi-Family Dwelling unit |
| Net Increase or Decrease in Maximum Density | <u>Scenario 1:</u> Increase of 1 Multi-Family Dwelling unit <u>Scenario 2:</u> Decrease of 1 Multi-Family Dwelling unit | |
| Net Increase or Decrease in Potential Floor Area | <u>Scenario 1:</u> Decrease of 1,677 sq. ft. of commercial space <u>Scenario 2:</u> Decrease of 335 sq. ft. of commercial space | |
| Population Potential | Current: Scenario 1: N/A Scenario 2: 4 people | Proposed: 2 people |
| Special Designation Areas | | |
| Aquatic Preserve | No | |

| Development Analysis | | 0.11 of an Acre |
|--|--|------------------------|
| Septic Tank Failure Area | No | |
| Evacuation Zone | N/A | |
| Airport Environment Zone | Yes – 500 ft. Height Restriction Zone for NAS Jacksonville | |
| Industrial Preservation Area | No | |
| Cultural Resources | No | |
| Archaeological Sensitivity | Yes – Low Sensitivity | |
| Historic District | No | |
| Coastal High Hazard | 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 | Scenario 1: 0 net new daily trips Scenario 2: 0 net new daily trips | |
| Potential Public School Impact | de minimis impact on school capacity | |
| Water Provider | JEA | |
| Potential Water Impact | Scenario 1: Increase of 151 gallons per day Scenario 2: Decrease in 251 gallons per day | |
| Sewer Provider | JEA | |
| Potential Sewer Impact | Scenario 1: Increase of 113 gallons per day Scenario 2: Decrease in 188 gallons per day | |
| Potential Solid Waste Impact | Scenario 1: Decrease in .08 tons per year Scenario 2: Decrease in 3 tons per year | |
| Drainage Basin/Sub-basin | Upstream of the Trout River / Miller Creek | |
| Recreation and Parks | Huguenot Park and St. Nicholas Playground | |
| Mass Transit Access | JTA Stop 1012 (Route 8) and JTA Stop 1007 (Route 8) | |
| Natural Features | | |
| Elevations | 22 feet | |
| Land Cover | 1200: Residential, medium density – 2-5 dwelling units per acre | |
| Soils | (71) Urban Land Leon-Boulogne Complex, 0 to 2 percent 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 has been established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely to prepare this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure shall continue to be based on JEA's Water, Sewer, and Reuse for New Development Projects document (latest edition). A JEA letter of service availability has been provided and is on file with the Planning and Development Department.

The applicant provided two JEA Letters of Availability dated May 4, 2022. JEA Letters of Availability 2022-1711 and 2022-1712 correspond with two different parcels.

The JEA Letter of Availability 2022-1711 corresponds with parcel number 136000-0000 and project title Lamee Ave SFR. While RE# is not a part of the amendment or rezoning site, it is in the vicinity of the subject site off Lamee Avenue. The Infill Availability Letter identifies existing connection points for both potable water and sewer and contains recommendations for connection for both potable water and sewer.

An existing 6-inch water main is located along Lamee Avenue right-of-way.

An existing 2-inch low pressure sewer main is located along Lamee Avenue right-of-way. Additionally, an existing 2-inch low pressure sewer main is located along Mente Street right-of-way.

The letter indicates a recommendation to order a water and sewer locate. An infill layout for all lots is required prior to applying for new service.

The JEA Availability Letter 2022-1712 corresponds with parcel number 135998-0000 and project title of Drexel Street SFR. The Infill Availability Letter 2022-1712 identifies no availability for both potable water and sewer within the amendment site.

No water main abuts this property. Water main extension will be required from the existing 6-inch water main within Drexel Street right-of-way, located 150 feet west of this property.

No gravity sewer main abuts this property. Gravity sewer main extension will be required from the existing manhole within Drexel Street right-of-way, located 170 feet west of this property.

Future Land Use Element

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.

Subject to connection to water and sewer, MDR in the Urban Development Area shall be 20 units per acre and the minimum gross density shall be greater than 7 units per acre except as provided herein.

In the absence of the availability of centralized water and sewer, the maximum gross density of development permitted in this category shall be the same as allowed in Low Density Residential (LDR) without such services.

Residential density shall be 2 units/acre and the minimum lot size shall be half an acre when both centralized potable water and wastewater are not available.

The maximum gross density shall be 4 units/acre and the minimum lot size shall be ¼ of an acre if either one of centralized potable water or wastewater services are not available.

Transportation

The subject site is 0.11 of an acre and is accessible from Drexel Street, an unclassified facility. The proposed land use amendment is located within the Urban Development Area and Mobility Zone 8. The applicant proposes to change the existing land use from Community General Commercial (CGC) 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).

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 55 or 24 daily trips, depending on the scenario. If the land use is amended to allow for this proposed MDR development, this will result in 7 daily trips.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment will result in no 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
Daily Trip Generation Estimation Scenarios**

| Existing Land Use- Scenario 1 | ITE Land Use Code | Potential Number of Units | Estimation Method | Gross Trips | Less Pass-By Trips | Daily Trips |
|---|----------------------|------------------------------|-------------------------|----------------|-----------------------|----------------|
| CGC | 822 | 1,677 SF | T = 54.45 (X) / 1000 | 91 | 36 | 55 |
| Total Trips for Existing Scenario 1 Land Use | | | | | | 55 |
| Existing Land Use- Scenario 2 | ITE Land Use Code | Potential Number of Units | Estimation Method | Gross Trips | Less Pass-By Trips | Daily Trips |
| CGC- N | 822 | 335 SF | T = 54.45 (X) / 1000 | 18 | 7 | 11 |
| CGC- R | 220 | 2 MF DUs | T = 6.74 (X) | 13 | 0 | 13 |
| Total Trips for Existing Scenario 2 Land Use | | | | | | 24 |
| Proposed Land Use | ITE Land Use Code | Potential Number of Units | Estimation Method | Gross Trips | Less Pass-By Trips | Daily Trips |
| MDR | 220 | 1 MF DUs | T= 6.74 (X) | 7 | 0 | 7 |
| Total Trips for Proposed Land Use | | | | | | 7 |
| <i>Scenario 1 Difference in Daily Trips</i> | | | | | | 0 |
| <i>Scenario 2 Difference in Daily Trips</i> | | | | | | 0 |

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

School Capacity

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.

Airport Environment Zone

The site is located within the 500-foot Height and Hazard Zone for the Jacksonville Naval Air Station. Zoning will limit development to a maximum height of less than 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 the safe navigation of aircraft as required by Section 656.1005.1(d). This land use amendment was reviewed by the Navy and recommended approval. The applicant is required to disclose requirements when the property is within the Military Notice Zone.

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.

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low sensitivity for the presence of archaeological resources. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

Historic Preservation Element

Policy 1.2.6 The Planning and Development Department shall maintain and update for planning and permitting purposes, a U.S.G.S. series of topographic maps upon which recorded archaeological sites are shown.

PROCEDURAL COMPLIANCE

The applicant provided documentation and photo proof to the Planning and Development Department on October 31, 2022 that the Notice of Public Hearing signs were posted. Thirty-eight (38) 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 October 31, 2022. No one from the public attended the meeting.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

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

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 may be permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.

Goal 3 To achieve a well-balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and efficient transportation network, while protecting and preserving the fabric and character of the City's neighborhoods and enhancing the viability of non-residential areas.

Objective 3.1 Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for the citizens. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable requirements described in the Development Areas and the Plan Category Descriptions of the Operative Provisions of the 2030 Comprehensive Plan and Land Development Regulations.

Policy 3.1.6 The City shall provide for development of a wide variety of housing types by area, consistent with the housing needs characteristics and socioeconomic profiles of the City's households as described in the Housing Element.

Objective 6.3 The City shall accommodate growth in Jacksonville by encouraging and facilitating new 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 Future Land Use Element (FLUE), 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 in order to reduce the number of Vehicle Miles Traveled. CGC also allows for multi-family residential at densities up to 40 units per acre in the Urban Area, subject to the provision that residential uses shall not be the sole use and shall not exceed 80 percent of a development.

According to the Future Land Use Element (FLUE), MDR in the Urban Development Area is intended to provide compact medium density residential development. Plan amendment requests for new MDR designations are preferred in locations that are supplied with full urban services and in locations that serve as a transition between commercial and residential land uses. Multi-family and single-family dwellings are the predominant development typology in this category. The maximum gross density in the Urban Development Area shall be 20 units per acre, and the minimum gross density shall generally be greater than seven (7) units per acre. In the absence of the availability of centralized water and sewer, the maximum gross density of development permitted in this category shall be the same as allowed in Low Density Residential (LDR) without such services, which is stated below:

Residential density shall be 2 units/acre and the minimum lot size shall be half an acre when both centralized potable water and wastewater are not available. The maximum gross density shall be 4 units/acre and the minimum lot size shall be ¼ of an acre if either one of centralized potable water or wastewater services are not available.

According to the JEA Letters dated May 4, 2022, the site can be served by central water and sewer services under certain conditions and therefore is consistent with FLUE Policy 1.2.9. The subject site is surrounded by the MDR land use category to the north, south, and west. The proposed MDR land use would allow for the development of multi-family residential uses. With proximity to commercial uses, office spaces, and residential uses

in the surrounding area, the amendment would promote a compact, compatible, and balanced land development pattern consistent with FLUE Goal 3 and Policy 1.1.22.

The subject site is currently used for open storage and is located within the Urban Area with access to connect to full urban services under certain conditions detailed in the JEA Availability Letters. The proposed amendment to MDR would allow for increased housing options, and as such, is consistent with FLUE Objectives 3.1 and 6.3 and Policy 3.1.6. The site will have a negligible impact on the amount of land needed to accommodate single-family or multi-family residential uses. The proposed amendment to MDR maintains a balance of residential and commercial uses in the area. Therefore, the amendment is consistent 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 subject site is located within the boundaries of the Southeast Vision Plan. Sub-Principle 2.1 of the Vision Plan calls for the creation of a range of housing opportunities and choices, where appropriate. The proposed amendment to MDR enhances the availability of housing opportunities in the Urban Development Area where there is access to full urban services and facilities. The proposed development of multi-family housing is compatible with the surrounding single-family residential uses abutting the amendment site to the west and multi-family residential uses to the south. Therefore, the amendment is consistent with this principle of the Southeast Vision Plan.

Strategic Regional Policy Plan

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

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

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

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

LAND USE AMENDMENT
CURRENT LAND USE MAP



LAND USE AMENDMENT
FIELD MAP

