

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 18, 2023

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. 2023-260/Application No. L-5802-23C

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 2023-260 on May 18, 2023.

P&DD Recommendation APPROVE

PC Issues:

Two individuals spoke in opposition to the amendment, one neighbor and one representative from Riverside Avondale Preservation (RAP). Their concerns related to the incompatibility of commercial property with the abutting residential use and the availability of appropriately entitled commercial property in nearby areas.

While the Commission recognized the concerns raised during public comment, they generally agreed that the proposed RPI land use would result in an appropriate transition of land uses and would be more appropriate given the proximity of the amendment site to other more intense uses and the busy intersection of Park Street and James Street.

PC Vote:

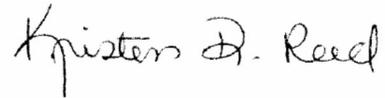
6-1 APPROVE

Alexander Moldovan, Chair	Aye
Ian Brown, Vice-Chair	Aye
Jason Porter, Secretary	Aye
Marshall Adkison	Absent
Daniel Blanchard	Aye
Jordan Elsbury	Aye
David Hacker	Nay
Morgan Roberts	Aye

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

Sincerely,

A handwritten signature in black ink that reads "Kristen D. Reed". The signature is written in a cursive style with a large initial 'K'.

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
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Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – May 12, 2023

Ordinance/Application No.: 2023-260 / L-5802-23C

Property Location: 2795 Park Street; located between Park Street and Lydia Street

Real Estate Number(s): 077790-0000

Property Acreage: 0.15 of an Acre

Planning District: District 5

City Council District: District 14

Applicant: Vipul Mamtora

Current Land Use: Medium Density Residential (MDR)

Proposed Land Use: Residential/Professional/Institutional (RPI)

Development Area: Urban Development Area

Current Zoning: Residential Medium Density-B (RMD-B)

Proposed Zoning: Commercial, Residential and Office (CRO)

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

This land use amendment seeks a change from MDR to RPI to allow for a doctor’s office.

BACKGROUND

The 0.15 of an acre subject site is located at 2795 Park Street, between Park Street and Lydia Street. According to the City’s Functional Highways Classification Map, Park Street is a collector roadway and Lydia Street is a local road. The applicant seeks an amendment to the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2045 Comprehensive Plan from MDR to RPI in the Urban Development Area to allow for a medical office. A companion rezoning application is pending concurrently with the land use application via Ordinance 2023-261, which seeks to change the zoning district

from Residential Medium Density-B (RMD-B) to Commercial, Residential and Office (CRO).

Currently, the application is predominantly surrounded by residential and commercial uses within the Community/General Commercial (CGC) and Medium Density Residential (MDR) land use categories. Additionally, located south of the site, across Park Street, is West Riverside Elementary within the Public Buildings and Facilities land use category. More specific adjacent land use categories, zoning districts and property uses are as follows:

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

<u>North:</u> Land Use:	Medium Density Residential (MDR)
Zoning:	Residential Medium Density-B (RMD-B) and Planned Unit Development (PUD)
Property Use:	Single family and multi-family residential
<u>South:</u> Land Use:	Public Buildings and Facilities (PBF) and MDR
Zoning:	Public Buildings and Facilities-1 (PBF-1), Residential Medium Density-D (RMD-D), Commercial Office (CO), and RMD-B
Property Use:	West Riverside Elementary School and single family and multi-family residential
<u>East:</u> Land Use:	Community General/Commercial (CGC) and Residential/Professional/Institutional (RPI)
Zoning:	Commercial/Community General-1 (CCG-1) and Commercial, Residential, Office (CRO)
Property Use:	Retail and convenience stores, vacant commercial land, a restaurant, and an outpatient surgical center
<u>West:</u> Land Use:	MDR, RPI, and Low Density Residential (LDR)
Zoning:	RMD-B, RMD-D, and PBF-1
Property Use:	Single family and multi-family residential, the Willow Branch Library, and Willowbranch 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.

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.

Land Use Amendment Impact Assessment

Land Use Amendment Impact Assessment - Application Number L-5802-23C

Development Analysis		0.15 of an Acre (6,534 sq. ft.)
Development Boundary	Urban Development Area	
Roadway Frontage Classification / State Road	James Street – Local Roadway Park Street – Collector Roadway	
Plans and/or Studies	Planning District 5 (Northwest) Riverside Zoning Overlay District	
Site Utilization	Current: Single-Family Residential	Proposed: Medical Office
Land Use / Zoning	Current: MDR / RMD-B	Proposed: RPI / CRO
Development Standards for Impact Assessment	Current: 15 Dwelling Units per Acre	Proposed: <u>Scenario 1</u> 0.5 FAR Non-Residential <u>Scenario 2</u> Mix of Residential at 23 Dwelling Units per Acre (90%) and Non-Residential at 0.5 FAR (10%)
Development Potential	Current: 2 Dwelling Units	Proposed: <u>Scenario 1</u> 3,267 sq. ft. <u>Scenario 2</u> 3 dwelling units and 326 sq. ft.
Net Increase or Decrease in Maximum Density	<u>Scenario 1</u> Decrease of 2 Dwelling Units <u>Scenario 2</u> Increase of 1 Dwelling Unit	
Net Increase or Decrease in Potential Floor Area	<u>Scenario 1</u> Increase of 3,267 sq. ft. <u>Scenario 2</u> Increase of 326 sq. ft.	
Population Potential	Current: 4 people	Proposed: <u>Scenario 1</u> N/A <u>Scenario 2</u> 7 people
Special Designation Areas		
Aquatic Preserve	NO	
Septic Tank Failure Area	NO	
Evacuation Zone	NO	
Airport Environment Zone	300 ft. Height Restriction Zone – The Jacksonville Naval Air Station	

Development Analysis		0.15 of an Acre (6,534 sq. ft.)
Industrial Preservation Area	NO	
Cultural Resources	Florida Master Site File – Historic Structure	
Archaeological Sensitivity	Low	
Historic District	Riverside-Avondale	
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: 22 Net New Daily Trips Scenario 2: 11 Net New Daily Trips	
Potential Public School Impact	De Minimis	
Water Provider	JEA	
Potential Water Impact	<u>Scenario 1</u> Decrease of 306 gallons per day <u>Scenario 2</u> Increase of 251 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	<u>Scenario 1</u> Decrease of 230 gallons per day <u>Scenario 2</u> Increase of 188 gallons per day	
Potential Solid Waste Impact	<u>Scenario 1</u> Increase of 0.027 tons per year <u>Scenario 2</u> Increase of 3 tons per day	
Drainage Basin/Sub-basin	Upstream of the Trout River / St. Johns River	
Recreation and Parks	Willowbranch Park	
Mass Transit Access	JTA Stop 1900, Route 31 (Park Street and Cherry Street)	
Natural Features		
Elevations	22 ft. – 23 ft.	
Land Cover	1300: Residential, high density – 6 or more dwelling units per acre	
Soils	(74) Pelham-Urban land 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 have been 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 Ordinance 2023-260 / Application L-5802-23C

properly size infrastructure established shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition).

Although a JEA Letter of Availability was not provided, the City's Infrastructure Map identifies existing water and sewer connection points. An existing 6-inch water main abutting the subject site to the east on James Street. Additionally, the map shows an existing 8-inch sewer main abutting the subject site to the south along Park Street.

Transportation

The subject site is .15 of an acre and is accessible from Park St, a collector facility. The proposed land use amendment is located within the Urban Area and Mobility Zone 7. The applicant proposes to change the existing land use from Medium Density Residential (MDR) to Residential Professional Institutional (RPI).

Comprehensive Plan Consistency:

The Trip Generation Analysis is consistent with the most recent version of the Transportation Element (TE) of the City of Jacksonville Comprehensive Plan (TE Objective 2.4 and Policies 1.2.1 and 2.4.2).

Transportation Element

Objective 2.4 The City shall plan for future multi-modal transportation needs, including the need for right-of-way, in order to support future land uses shown on the Future Land Use Map series.

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.

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 13 daily trips. If the land use is amended to allow for this proposed RPI development, this will result in 35 or 24 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 22 or 11 net new daily trips depending on the scenario when compared to the existing land use. The Transportation Planning Division recommends ongoing coordinating efforts with City of Jacksonville Traffic Engineer to determine if a traffic operational analysis is needed.

Table A
Trip Generation Estimation Scenarios

Current Land Use-Scenario 1	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 Existing Land Use- Scenario		13
Proposed Land Use-Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
RPI	710	3,267 SF	T = 10.84 (X) / 1000	35	0	35
				Total Trips for Proposed Land Use- Scenario 1		35
Proposed Land Use-Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
RPI-N	710	326 SF	T = 10.84 (X) / 1000	4	0	4
RPI-R	220	3 MF DUs	T = 6.74 (X)	20	0	20
				Total Trips for Proposed Land Use- Scenario 2		24
				Scenario 1 Difference in Daily Trips		22
				Scenario 2 Difference in Daily Trips		11

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

School Capacity

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

Airport Environment Zone

The site is located within the 300-foot Height and Hazard Zone for the Jacksonville Naval Air Station. Zoning will limit development to a maximum height of 300 feet, unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d).

Future Land Use Element

Objective 2.6 Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities in accordance with the requirements of Section 163.3177, F.S.

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. It is the intent of the property owner to utilize the existing residential structure on site as an office. The structure on site will not be impacted by the proposed change of use.

Historic Preservation Element

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.

The Historic Preservation Section further reviewed the site for the Florida Master Site File flag that was identified on site. Their comments are included below:

The Historic Preservation Section has reviewed the property located at 2795 Park Street (RE: 077790-0000). The property is located within the boundaries of the Riverside-Avondale Historic District. Based on archival records, the structure on this site was originally constructed in 1925 and possesses historical significance and retains most of its architectural integrity. As such, any proposed changes to the exterior of the subject structure or site work will require a Certificate of Appropriateness (COA). The Applicant can contact the Historic Preservation Section at (904) 255-7800 or historicpreservation@coj.net.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on May 1, 2023, the required notices of public hearing signs were posted. Sixty-three (63) 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 May 1, 2023, for the adoption of the small-scale land use amendment. The applicant and two members of the public were in attendance for this item. A neighbor in the area expressed concerns on the impact of an office use to the residential character of the neighborhood and immediate area. A representative of Riverside-Avondale Preservation, Inc. (RAP) was also in attendance and expressed concerns on the location of the office use when there are many commercial opportunity areas in the neighborhood that already allow for the proposed use. Concerns also included the affects and nuisances a commercial property cause the neighboring residential properties

CONSISTENCY EVALUATION

Consistency with 2045 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

Urban Area (UA): The UA is the second tier Development Area and generally corresponds with the densely developed portions of the City that have been in residential or employment generating uses prior to consolidation. It also includes major corridors which connect the other Development Areas. Similar to the 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.

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 1.1.7 Gradual transition of densities and intensities between land uses in conformance with the provisions of this element shall be achieved through zoning and development review process.

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 1.2.8

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.

Goal 3

To achieve a well-balanced and organized combination of residential, non-residential, recreation 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 3.2

Promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated and use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas.

Policy 3.2.4 Permit expansion of commercial uses adjacent to residential areas only if such expansion maintains the existing residential character, does not encourage through traffic into adjacent residential neighborhoods, and meets design criteria set forth in the Land Development Regulations.

Property Rights Element

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 Descriptions of the Future Land Use Element (FLUE), Medium Density Residential (MDR) in the Urban Area is intended to provide compact medium density residential development. Plan amendment requests for new MDR designations are preferred in locations 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 Area shall be 30 units per acre, and the minimum gross density shall generally be greater than seven (7) units per acre when the site does not abut land in the LDR or RR land use categories.

Residential/Professional/Institutional (RPI) in the Urban Area is intended to provide compact medium density development. Development which includes medium density residential and professional office uses is preferred. Limited commercial retail and service establishments which serve a diverse set of neighborhoods are also encouraged in order to reduce the number of Vehicles Miles Traveled. Plan amendment requests for new RPI 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

maximum gross density within the Urban Area shall be 30 units per acre and there shall be no minimum density.

A JEA availability letter was not provided. According to the City's Infrastructure Map, existing water and sewer connection points are located along James Street and Park Street. An existing 6-inch water main abutting the subject site to the east on James Street. Additionally, the map shows an existing 8-inch sewer main abutting the subject site to the south along Park Street. Subject to connection to water and sewer services, the land use amendment is in accordance with FLUE Policy 1.2.8.

Although the application site abuts a residential land use category and zoning district to the north, west, and south, it supports the existing commercial uses located to the east along Park Street, a collector roadway. Amending the site to RPI for a medical office allows for transition of uses from the commercial to the east and surrounding residential development. Therefore, the amendment site is consistent with FLUE Goals 1 and 3 and Objective 3.2.

The Comprehensive Plan allows expansion of commercial use adjacent to residential uses in certain cases. The land use amendment offers a transition between the existing residential and commercial uses in the area. The request to RPI ensures compatibility with adjacent and abutting residential neighborhoods as well as the existing CGC designation located across James Street. RPI in the urban area is intended to provide development such as medium density residential and professional office uses, which reflects the existing development surrounding the subject site. Therefore, it is consistent with FLUE Objective 3.2, and Policies 1.1.7 and 3.2.4.

The proposed small-scale amendment would have a negligible impact on the provision of residentially designated land in the immediate area, and overall, for the City due to the minimal acreage subject to this amendment. The characteristics of the surrounding area demonstrate that the amendment would result in compatible uses and development scale. Therefore, the land use amendment is consistent with FLUE Policy 1.1.21.

The proposed amendment does not hinder the private property rights of the owner of record; has no impact on the right of the property owner to possess or control his or her interest in the property; maintains the owner's ability to use, maintain, develop and improve the property; protects the owner's right to privacy and security; and maintains the ability of the property owner to dispose of the property at their discretion. Therefore, the amendment is consistent with PRE Goal 1, Objective 1.1 and Policies 1.1.1 and 1.1.2.

Northwest Jacksonville Shared Vision and Master Plan

The proposed land use amendment is located within the Northwest Jacksonville Vision Plan. This study emphasizes the need to include a mix of housing types with rehabilitation of existing structures and compatible new infill development at various densities. While the Vision Plan does not directly address the amendment site, the proposed amendment to RPI will provide a transitional use that blends with the surrounding residential and commercial character located along Park Street and James Street (which abuts the amendment site). Additionally, it is the intent of the property owner to maintain the

structure currently on site and utilize it for the proposed office. Therefore, the proposed land use amendment is compatible with the goals and objectives within the Northwest Jacksonville Vision Plan.

Strategic Regional Policy Plan

The proposed amendment is consistent with the following Policy of the Northeast Florida Regional Council (NEFRC) Strategic Regional Policy Plan (March 2021), Regional Transportation Element Goal, Objective, and portions of Policy 4:

Goal: Create efficient connectivity within the Region, and with state, national, and global economies. Include centers of population and jobs that are well-connected, limit commute times for most residents and provide opportunities for all residents of the region to work if they choose.

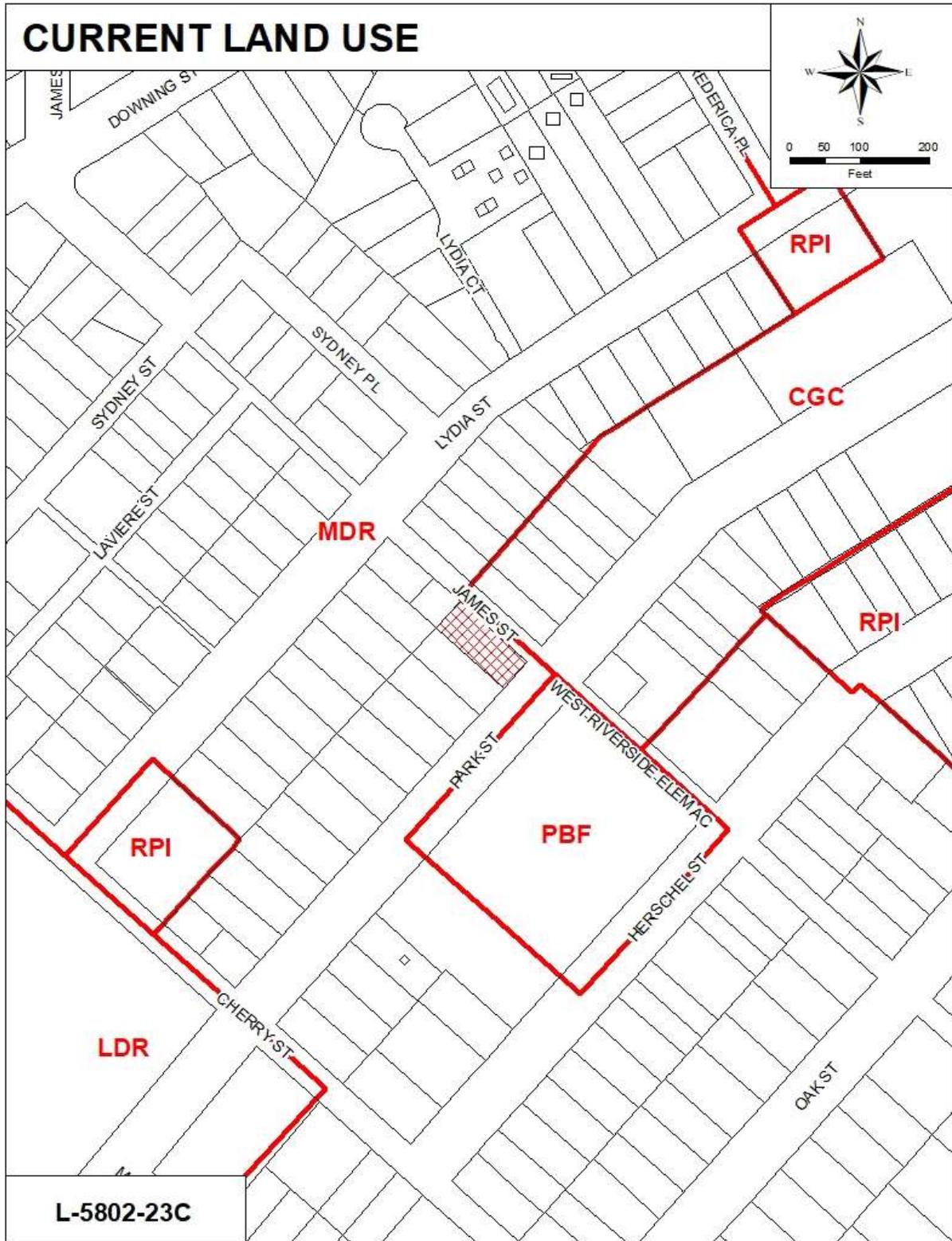
Objective: Integrated Planning: The link between land use, resources and mobility.

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

- Local governments as they identify areas appropriate for mixed-use development.
- Incentives for dense and/or mixed use development.
- Maintenance of a diversity of land use in the region.
- Infill and redevelopment.

RPI serves as a transitional use between residential and commercial development. The proposed land use amendment to RPI provides an appropriate transitional designation with the surrounding CGC and MDR land use categories. Additionally, the amendment request is an opportunity for economic growth. Therefore, the proposed amendment is inconsistent with Transportation Element Goal, Objective and Policy 4 of the Strategic Regional Policy Plan.

CURRENT LAND USE MAP



LAND UTILIZATION MAP

