

# City of Jacksonville, Florida

*Donna Deegan, Mayor*

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

August 3, 2023

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, Florida 32202

**RE: Planning Commission Advisory Report / Ordinance No. 2023-392/Application No. L-5826-23C**

Dear Honorable Council President Salem, Honorable Council Member and LUZ Chairman Carrico and Honorable Members of the City Council:

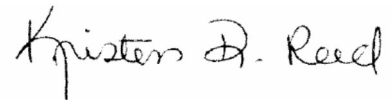
Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2023-392 on August 3, 2023.

P&DD Recommendation	APPROVE
PC Issues:	None
<b>PC Vote:</b>	<b>6-0 APPROVE</b>

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

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' and a distinct 'D'.

Kristen D. Reed, AICP  
Chief of the 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](mailto:KReed@coj.net)

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

**Small-Scale Future Land Use Map Amendment – July 28, 2023**

**Ordinance/Application No.:** 2023-392 / L-5826-23C

**Property Location:** 2336 Liberty Street North, 0 Market Street North, 2303 Market Street North, 2335 Market Street North, 2402 Market Street North, 0 Hubbard Street, 2305 Hubbard Street, 2401 Hubbard Street, 2245 North Main Street, 2301 North Main Street, 0 East 14<sup>th</sup> Street, and 0 East 15<sup>th</sup> Street, between Liberty Street and Main Street.

**Real Estate Number(s):** 044910-0000; 044911-0000; 044912-0000; 044914-0000; 044922-0005; 044931-0000; 044932-0000; 044936-0000; 044938-0005; 044941-0010; 044941-0060; 044942-0000; 055295-0000

**Property Acreage:** 8.09 acres

**Planning District:** District 1, Urban Core

**City Council District:** District 7

**Applicant:** Emily Pierce, Esquire

**Current Land Use:** Light Industrial (LI) (7.74 acres) and Medium Density Residential (MDR) (0.35 of an acre)

**Proposed Land Use:** Community/General Commercial (CGC) (8.09 acres)

**Current Zoning:** Industrial Business Park (IBP) (0.25 of an acre); Industrial Light (IL) (4.95 acres); Residential Medium Density – B (RMD-B) (0.12 of an acre); and Planned Unit Development (PUD) (2.77 acres)

**Proposed Zoning:** Planned Unit Development (PUD) (8.09 acres)

**Development Boundary:** Urban Priority Area

**RECOMMENDATION: APPROVE**

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

The creation of the mixed use project known as the Phoenix Arts and Innovation District.

## **BACKGROUND**

The 8.09 acre subject site consists of thirteen parcels with multiple addresses located along both the north and south sides of East 14<sup>th</sup> Street, a local road, east of Main Street North (US-17), a major arterial road, and west of North Liberty Street, a collector road. The applicant is proposing a Future Land Use Map (FLUM) amendment from Light Industrial (LI) and Medium Density Residential (MDR) to Community/General Commercial (CGC) to allow for the development of a mixed use project known as the Phoenix Arts and Innovation District. The applicant is also proposing a companion rezoning from Industrial Business Park (IBP), Industrial Light (IL), Residential Medium Density – B (RMD-B), and Planned Unit Development (PUD) to Planned Unit Development (PUD), which is pending concurrently with this application, pursuant to Ordinance 2023-393.

There have been four land use changes near the subject site, including one previous amendment to a portion of the site. The 0.5 of an acre parcel in the northwest corner of the subject site was amended from MDR to LI in 2001 pursuant to Ordinance 2001-1228-E. Approximately 400 feet to the south of the subject site, along the north side of E 11<sup>th</sup> Street, the land use was amended from LI to MDR on a 0.36 of an acre site, pursuant to Ordinance 2016-671-E. Approximately 150 feet southeast of the subject site, across North Liberty Street, the land use on a 1.45 acre site was amended from Public Buildings and Facilities (PBF) to LI, pursuant to Ordinance 2011-151-E. Approximately 300 feet southeast of the subject site, across North Liberty Street, the land use of a 1.05 acre site was amended from High Density Residential (HDR) to Business Park (BP) pursuant to 2001-590-E.

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

North: Land Use: LI, MDR, CGC  
Zoning: IL, RMD-B, CCG-2  
Property Use: Single-family, Vacant, Commercial, Warehouse/storage, CSX Railroad

South: Land Use: LI, CGC, PBF, MDR,  
Zoning: IL, CCG-S, PBF-1, RMD-S, IBP  
Property Use: School, Single-family, Vacant, Commercial, CSX Railroad Warehouse/storage

East: Land Use: LI, MDR  
Zoning: IL, RMD-B, IH  
Property Use: Single-family, Vacant, Warehouse/storage

West: Land Use: CGC, MDR  
Zoning: CCG-S, RMD-S, PBF-1  
Property Use: School, Commercial, CSX Railroad

## **IMPACT ASSESSMENT**

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

### **Impact Assessment Baseline Review**

<b>Development Analysis</b>		
Development Boundary	Urban Priority Area	
Roadway Frontage Classification / State Road	Main Street North (US-17) – Principal Arterial Road North Liberty Street – Collector Road North Market Street; Hubbard Street; East 14 <sup>th</sup> Street; and East 15 <sup>th</sup> Street – Unclassified Road	
Plans and/or Studies	Springfield Neighborhood Plan (1977) and Urban Core Vision Plan	
Site Utilization	Current: Vacant, Industrial	Proposed: Multi use
Land Use / Zoning	Current: LI (7.74 acres) and MDR (0.35 of an acre) / IBP (0.25 of an acre); IL (4.95 acres); RMD-B (0.12 of an acre); PUD (2.77 acres)	Proposed: CGC (8.09 acres) /PUD (8.09 acres)
Development Standards for Impact Assessment	Current: LI - 0.4 FAR  MDR - 15 DUs per Acre	Proposed: <u>Scenario 1</u> : 100% Commercial at 0.35 FAR <u>Scenario 2</u> 20 % Commercial at 0.35 FAR and 80% Residential at 45 DUs per Acre
Development Potential	Current: 134,861 Sq. Ft. and 5 DUs	Proposed: <u>Scenario 1</u> : 123,340 Sq. Ft. <u>Scenario 2</u> : 24,668 Sq. Ft. and 291 DUs
Net Increase/Decrease in Maximum Density	<u>Scenario 1</u> : Decrease of 5 DUs <u>Scenario 2</u> : Increase of 286 DUs	
Net Increase/Decrease in Potential Floor Area	<u>Scenario 1</u> : Decrease of 11,521 Sq. Ft. <u>Scenario 2</u> : Decrease of 110,193 Sq. Ft.	
Population Potential	Current: 11 people	Proposed: <u>Scenario 1</u> : Not applicable <u>Scenario 2</u> : 683 people
<b>Special Designation Areas</b>		
Aquatic Preserve	No	

<b>Development Analysis</b>	
Evacuation Zone	Zone E
Airport Environment Zone	No
Industrial Preservation Area	No
Cultural Resources	Structure at 2245 Main St. is National Register & FMSF DU 00332
Archaeological Sensitivity	Low
Historic District	No
Coastal High Hazard Area	No
Adaptation Action Area	No
Groundwater Aquifer Recharge Area	No
Wellhead Protection Zone	No
Boat Facility Siting Zone	No
Brownfield	Study Area and 2245 N Main Street Designated Site – BF 160001026 and 2402 Market Street Designated Site – BF 160001029
<b>Public Facilities</b>	
Potential Roadway Impact	Scenario 1: Increase of 4,306 net new daily trips Scenario 2: Increase of 2,076 net new daily trips
Potential Public School Impact	71 new students
Water Provider	JEA
Potential Water Impact	Scenario 1: increase of 379 gallons per day Scenario 2: increase of 63,831 gallons per day
Sewer Provider	JEA
Potential Sewer Impact	Scenario 1: increase of 284 gallons per day Scenario 2: increase of 47,873 gallons per day
Potential Solid Waste Impact	Scenario 1: decrease of 233 tons per year Scenario 2: increase of 365 tons per year
Drainage Basin/Sub-basin	Upstream of Trout River / Long Branch
Recreation and Parks	Cemetery Park
Mass Transit Access	JTA Route 1 bus stop located next to subject site along Main Street.
<b>Natural Features</b>	
Elevations	18-24 feet
Land Cover	1300:Residential High Density 1400: Commercial and Services 1550 :Other Light Industrial
Soils	69: Urban land 73:Urban land Mascotte-sapelo complex
Flood Zones	No

<b>Development Analysis</b>	
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 provided multiple JEA Availability Letters, for each of the properties included in the amendment, with dates ranging from December 5, 2022 to January 20, 2023, as part of the companion rezoning application. According to the letters, the proposed development has access to both water and sewer services. The letters also list special sewer connection conditions, including the possible need for a privately owned and maintained pump station and a JEA dedicated forcemain.

### 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**

### **Background Information:**

The subject site is 8.09 acres and is accessible from E 14<sup>th</sup> St, a local facility. 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 to Light Industrial (LI) and Medium Density Residential (MDR) to Community General Commercial (CGC)

### **Comprehensive Plan Consistency:**

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

### Transportation Element

Policy 1.2.1 The City shall use the Institute of Transportation Engineers *Trip Generation Manual*, latest edition, to determine the number of trips to be produced or attracted to a particular land use when assessing a traffic impact.

Objective 2.4 The City shall coordinate the mobility circulation system with the future land uses shown on the Future Land Use Map series in order to ensure that roads, road improvements and other mobility alternative improvements are provided as necessary to support development in an economically efficient and environmentally sound manner.

Policy 2.4.2 The City shall amend the adopted Comprehensive Plan to incorporate the data and analysis generated by a periodic regional transportation model and study and facilitate the implementation of the study recommendations.

### **Trip Generation Estimation:**

Table A provides the daily trip generation comparison between the current and proposed comprehensive plan land uses and the potential transportation impacts on the roadway network. The current land use may result in 691 daily trips, depending on the scenario. If the land use is amended to allow for this proposed LI development, this could result in 4,997 or 2,767 daily trips.

### **Transportation Planning Division RECOMMENDS the following:**

The difference in daily trips for the proposed land use amendment will result in 4,306 or 2,076 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**

Existing Land Use-Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
LI	110	134,861 SF	T = 4.87(X) / 1000	657	0	657
MDR	220	5 MF DUs	T = 6.74(X)	34	0	34
				<b>Existing Scenario 1 Total</b>		<b>691</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	123,340 SF	T=67.52(X) / 1000	8,328	3,331	4,997
				<b>Proposed Scenario 1 Total</b>		<b>4,997</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	822	24,668 SF	T=54.45(X) /1000	1,343	537	806
CGC-R	220	291 MF DUs	T = 6.74(X)	1,961	0	1,961
				<b>Proposed Scenario 2 Total</b>		<b>2,767</b>
				<b>Scenario 1 Difference in Daily Trips</b>		<b>4,306</b>
				<b>Scenario 2 Difference in Daily Trips</b>		<b>2,076</b>

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

### School Impacts

Based on the impact assessment standards detailed in FLUE Policy 1.2.16, the 8.09 acre proposed land use map amendment has a development potential of 291 dwelling units. 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-5826-23C Hubbard Street**  
 Requested By: **Ed "Tulke" Turkovic**  
 Reviewed By: **W. Randall Gallup**  
 Due: **7/10/2023**

Analysis based on maximum dwelling units: **251**

School Type	CSA <sup>1</sup>	2022-23 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%	36	57%	7,819	5,327
Middle	1	6,876	80%	14	86%	1,610	433
High	1	7,054	72%	21	62%	1,365	1,828
<b>Total New Students</b>				<b>71</b>			

**NOTES:**

<sup>1</sup> Proposed Development's Concurrent 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 available seats in the CSA and adjacent CSAs include concurrency 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 3.1 **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.

#### Supplemental School Information:

The following additional information regarding the capacity of the assigned neighborhood schools was provided by the Duval County School Board. This is not based on criteria utilized by the City of Jacksonville School Concurrency Ordinance. Note that the percentage occupied may not appear correct due to EE space requirements.

Application Review Request: COJ PDD: Baseline Checklist Review  
 Proposed Name: L-5826-23C Hubbard Street  
 Requested By: Ed "Luke" Lukacovic  
 Reviewed By: W. Randall Gallup  
 Due: 7/10/2023

Analysis based on maximum dwelling units: 291

SCHOOL <sup>1</sup>	CSA	STUDENTS GENERATED (Rounded) <sup>2</sup>	SCHOOL CAPACITY <sup>3</sup> (Permanent/Portables)	CURRENT ENROLLMENT 20-Day Count (2022/23)	% OCCUPIED	4 YEAR PROJECTION
Andrew Robinson #262	1	36	990	542	55%	59%
Matthew Gilbert #146	1	14	787	676	86%	75%
William Raines #165	1	21	1817	1196	66%	58%
		71				

**NOTES:**

<sup>1</sup> Attendance school may not be in proposed development's Concurrency 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> Does not include ESE & room exclusions

### **Evacuation Zone**

The subject site is within Evacuation Zone E. 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.

### **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 1.2.5 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.

### **Cultural Resources**

The subject site contains a site listed on the Florida Master Site File. The application was routed to the Historic Preservation Section for review.

### Historic Preservation Section Review:

The Historic Preservation Section has reviewed the property located at 2245 Main Street North (RE: 055295-0000). Based on archival records, this site was originally owned by the Dozier & Gay Paint Company and it contained a commercial structure built in 1905 that was used as a paint factory. The structure was demolished in 1996 due to it being located outside of the boundaries of the Springfield Historic District and not being designated as a local landmark. Because the vacant property lacks real historical significance and does not warrant consideration for listing in the National Register of Historic Places, development of the site would not have a negative impact on any historic or archaeological resources.

### 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.

### **Downtown Brownfield Pilot Area**

The property is located within the Downtown Brownfield Pilot Area. The City of Jacksonville designated properties in the downtown area as a Pilot Program Brownfield Area by City Council Resolution Number 2000-125-A. The property owner may request that the property be designated a Brownfield Site. A Brownfield 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 Brownfield Site.

### **Designated Brownfield Site**

The subject site contains two designated brownfields sites. One of the designated sites, located at 2245 North Main Street, is referenced by the Department of Environmental Protection (DEP) as “2245 N. Main Street Project” – DEP Site ID# 160001026. A Brownfield Site Redevelopment Agreement (BSRA) for this site was executed between the property owner and the DEP in December 2021.

The other site is located at 2402 Market Street and is referenced by the DEP as “2402 Market Street Project” – DEP Site ID# 160001029. A BSRA for this site was executed between the property owner and the DEP in December 2022.

At the time of this report, there are no records of a Site Rehabilitation Cleanup Order (SRCO), which is issued when cleanup on site has been completed, on the DEP’s online database for either designated site.

## **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on July 12, 2023, the required notices of public hearing signs were posted. One hundred and eighteen (118) 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 July 17, 2023. 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 1.2.8 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.

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 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 residents. 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 Comprehensive Plan and Land Development Regulations.

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 3.2.1 The City shall encourage development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.

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.

### Property Rights Element (PRE)

Goal 1 The City will recognize and respect judicially acknowledged and constitutionally protected private property rights in accordance with the Community Planning Act established in Chapter 163, Florida Statutes.

Objective 1.1 Local decision making shall be implemented and applied with sensitivity for private property rights and shall not be unduly restrictive.

Policy 1.1.1 The City will ensure that private property rights are considered in local decision making.

Policy 1.1.2 The following rights shall be considered in local decision making:

1. The right of a property owner to physically possess and control his or her interests in the property, including easements, leases, or mineral rights.
2. The right of a property owner to use, maintain, develop, and improve his or her property for personal use or for the use of any other person, subject to state law and local ordinances.
3. The right of the property owner to privacy and to exclude others from the property to protect the owner's possessions and property.
4. The right of a property owner to dispose of his or her property through sale or gift.

According to the Future Land Use Element (FLUE), Light Industrial (LI) is a category which provides for the location of industrial uses that are able to be performed in such a manner as to control the external effects of the process, such as smoke, noise, soot, dirt, vibration, odor, etc. Uses within this category, other than outside storage, shall be conducted within an enclosed building. Generally, light industrial uses involve materials that have previously been prepared, or raw materials that do not need refining. These uses do not create a noticeable amount of noise, dust, odor, smoke, glare or vibration outside of the building or on the site in which the activity takes place.

Medium Density Residential (MDR) is a category intended to provide compact medium to high density residential development and can serve as transitional uses between low

density residential uses and higher density residential uses, commercial uses and public and semi-public use areas. Multi-family housing such as apartments, condominiums, townhomes and rowhouses should be the predominant development typologies in this category. MDR in the Urban Priority Area is intended to provide compact medium to high density development. The maximum gross density in the Urban Priority Area shall be 20 units/acre and the minimum gross density shall be greater than 7 units/acre.

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. CGC in the Urban Priority Area is intended to provide compact development which should generally be developed in nodal and corridor development patterns while promoting the revitalization or advancement of existing commercial districts and the use of existing infrastructure through infill development and redevelopment. Development that includes residential uses is preferred to provide support for commercial and other uses. Vertical integration of a mix of uses is encouraged. Plan amendment requests for new CGC designations are preferred in locations which are supplied with full urban services and which abut a roadway classified as a collector or higher on the Functional Highway Classification Map. 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 maximum gross density in the Urban Priority Area shall be 60 units/acre and the minimum gross density shall be 20 units/acre.

The applicant is proposing a change from LI and MDR to CGC to allow for a mixed-use development consisting of commercial, residential, entertainment, recreational, light industrial/warehouse, and office uses. The site is located in the Urban Priority Development Area and portions abut an arterial road and a collector road. The proposed CGC would allow for an expansion of the existing commercial corridor along Main Street North and provide for opportunities for the development of a mix of uses. While, CGC is primarily a commercial category, the proposed development is expected to include a residential component which will facilitate the provision of a variety of housing options on a site that also offers employment opportunities. Additionally, the site is located approximately one half mile from UF Health Jacksonville, a regional employment center. The provision of housing near employment centers is complementary to meeting the employment needs of the area while also meeting the goal of creating a land use pattern that minimizes vehicle miles traveled. Therefore, the amendment is consistent with FLUE Goals 1 and 3, Objective 3.1 and 3.2, and Policies 1.1.21, 1.1.22 and 3.2.1.

Consistent with FLUE Policy 1.2.8, the applicant has provided multiple JEA Availability Letters, for each of the properties included in the amendment, with dates ranging from December 5, 2022 to January 20, 2023, as part of the companion rezoning application. According to the letters, the proposed development has access to both water and sewer services. The letters also list special sewer connection conditions, including the possible need for a privately owned and maintained pump station and a JEA dedicated forcemain.

The property consists of vacant and underutilized land in the Urban Priority Development Area which has access to centralized water and sewer services and mass transit. Therefore, the proposed land use amendment to CGC would allow for commercial infill redevelopment. Thus, the proposed amendment is consistent with FLUE Objective 1.6 and Policy 3.2.2.

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.

### **Springfield Neighborhood Plan**

The subject site is located within the boundaries of the 1977 Springfield Neighborhood Plan. The Springfield Neighborhood Plan was implemented over forty-five years ago and has since been replaced by the Springfield Zoning Overlay, which was implemented in 1998 and covers the boundaries of the Springfield Historic District, which was established in 1992. The subject site is located outside the boundaries of the overlay and is, therefore, not subject to the provisions of the Springfield Zoning Overlay or the Springfield Historic District.

### **Vision Plan**

The application site lies within the Urban Core Vision Plan. The site is located within the Warehouse District of the Study Area. The Plan identifies this area as having potential to be turned into an activity node and recommends this area to be repurposed for residential and mixed uses. The proposed amendment would allow for a mixed-use development consisting of commercial, residential, entertainment, recreational, light industrial/warehouse, and office uses, which is consistent with the redevelopment recommendations in the Urban Core Vision Plan.

### **Strategic Regional Policy Plan**

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

Goal: A safe, sanitary, efficient and resilient housing supply that provides lifestyle choice (agricultural, rural, suburban, and urban) and affordable options for all income, age and ability groups, equitably placed in vibrant, viable and accessible communities throughout the region.

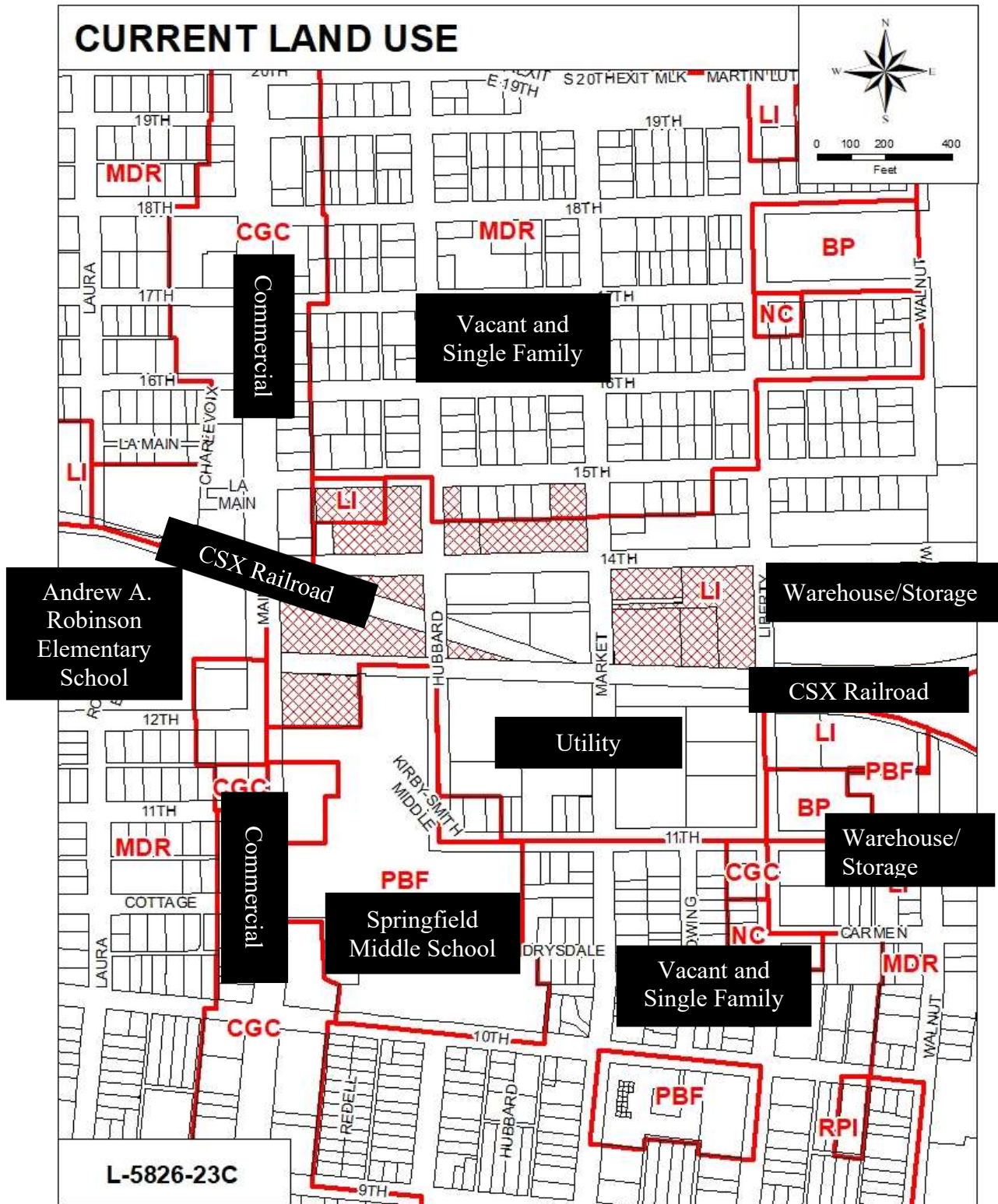
**OBJECTIVE: MOBILITY – PEOPLE BENEFIT FROM MOBILITY AND ACCESS**

Policy 1: The Region supports: strategies identified by the Regional Community Institute as they worked on First Coast Vision, including

- Mixed-use communities that integrate residential and employment-generating land uses to reduce the need to travel great distances for work.

The proposed land use amendment would allow for the development of a mixed-use development consisting of commercial, residential, entertainment, recreational, light industrial/warehouse, and office uses. The amendment would allow for an increase in opportunities for residential development, providing a wider range of housing in the northeast Florida region and creating a location for the development of new housing stock for the area. Additionally, the mixed use development would allow for the integration of residential and employment generating land uses offering an opportunity to reduce commute distance. Therefore, the proposed amendment is consistent with the Strategic Regional Policy Plan.

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



# PROXIMATE LAND USE AMENDMENTS MAP

