

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

**Small-Scale Future Land Use Map Amendment - July 31, 2020**

**Ordinance/Application No.:** 2020-340 / L-5447-20C

**Property Location:** 0 Florence Street; between Phyllis Street and Waller Street

**Real Estate Number(s):** a portion of 063779 0000

**Property Acreage:** 0.05 of an acre  
(The Application and Ordinance 2020-340 reflect the acreage of the whole parcel, 0.07 of an acre, which should be corrected to accurately reflect the portion of the application subject to the amendment).

**Planning District:** District 5, Northwest

**City Council District:** District 9

**Applicant:** Jessica Wilson

**Current Land Use:** LI

**Proposed Land Use:** MDR

**Development Area:** Urban

**Current Zoning:** IL

**Proposed Zoning:** RMD-A

***RECOMMENDATION: DENY***

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

This parcel is zoned partly RMD-A and partly IL. The land use/zoning was drawn along the line of a closed right-of-way that doesn't appear in digital GIS, creating two completely different zoning categories that exist concurrently on multiple parcels on this block. Twelve of the fourteen parcels on this block are vacant, including the one in question. The two occupied parcels are zoned RMD-A and designated as single family use, so RMD-A would be consistent with the other non-vacant properties.

## **BACKGROUND**

The applicant proposes a future land use map amendment from Light Industrial (LI) to Medium Density Residential (MDR) and a rezoning from Industrial Light (IL) to Residential Medium Density-A (RMD-A). The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2020-341.

The 0.05 of an acre subject site is a portion of a larger 0.07 of an acre parcel and is currently vacant. The western portion, approximately two-thirds of the total parcel, is in the MDR land use category. The proposed change to MDR would affect the land use of the portion of the parcel fronting Florence Street and unifying the parcel under one land use category. However, the MDR land use boundary is consistent along the western portion of the properties fronting Florence Street.

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

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

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

North: Land Use: LI

Zoning: IL

Property Use: Undeveloped, Billboard and I-10 ramp to Roosevelt Boulevard

South: Land Use: LI

Zoning: IL

Property Use: Undeveloped, Open Storage

East: Land Use: LI

Zoning: IL

Property Use: Undeveloped, Warehouse, Storage

West: Land Use: MDR

Zoning: RMD-A

Property Use: Undeveloped, Single-family residential

## **IMPACT ASSESSMENT**

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

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

### **Impact Assessment Baseline Review**

<b>Development Analysis</b>		
Development Boundary	Urban Area	
Roadway Frontage Classification / State Road	Florence Street – local roadway	
Plans and/or Studies	Northwest Vision Plan	
Site Utilization	Current: vacant	Proposed: residential
Land Use / Zoning	Current: LI / IL	Proposed: MDR / RMD-A
Development Standards for Impact Assessment	Current: 0.40 FAR	Proposed: 15 dwelling units/acre
Development Potential	Current: 12,196.8 sq.ft.	Proposed: 1 Dwelling Unit
Net Increase or Decrease in Maximum Density	Increase of 1 dwelling unit	
Net Increase or Decrease in Potential Floor Area	Decrease of 12,196.8 sq. ft.	
Population Potential	Current: N/A	Proposed: 2 people
<b>Special Designation Areas</b>		
Aquatic Preserve	NO	
Septic Tank Failure Area	NO	
Airport Environment Zone	500-foot Height Restriction Zone for Naval Air Station Jacksonville	
Industrial Preservation Area	NO	
Cultural Resources	NO	
Archaeological Sensitivity	Low Sensitivity	
Historic District	NO	
Coastal High Hazard/Adaptation Action Area	NO	
Groundwater Aquifer Recharge Area	NO - Discharge	
Wellhead Protection Zone	NO	

<b>Development Analysis</b>	
Boat Facility Siting Zone	NO
Brownfield	NO
<b>Public Facilities</b>	
Potential Roadway Impact	Zero (0) net new daily trips
Potential Public School Impact	De Minimis impact
Water Provider	JEA
Potential Water Impact	Decrease of 182.13 gallons per day
Sewer Provider	JEA
Potential Sewer Impact	Decrease of 136.6 gallons per day
Potential Solid Waste Impact	Decrease of 35.21 tons per year
Drainage Basin/Sub-basin	St. Johns River upstream of Trout River / McCoys Creek
Recreation and Parks	NO
Mass Transit Access	NO
<b>Natural Features</b>	
Elevations	21 feet
Land Cover	1300, Residential
Soils	69-Urban Land; 73 –Urban Land-Mascotte-Sapelo 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 established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure shall continue to be based on JEA’s Water, Sewer and Reuse for New Development Projects document (latest edition).

According to the JEA letter provided, dated April 3, 2018, there is a 16-inch water line and an existing 8-inch gravity sanitary sewer line within the Florence Street right-of-way, adjacent to this property. The JEA Availability letter expires one year from the date of issuance; the applicant should obtain an updated letter before beginning the development review process.

**Transportation**

The Planning and Development Department completed a transportation analysis (on file) and determined that the proposed amendment has the potential to result in zero net new daily external trips. This analysis is based upon the comparison of what potentially could be built on that site (as detailed in FLUE Policy 1.2.16 Development Standards for Impact

Assessment) versus the maximum development potential. Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office.

#### 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.

#### Capital Improvements Element

Policy 1.6.1 Upon adoption of the Mobility Plan implementing ordinance, the City shall cease transportation concurrency and use a quantitative formula for purposes of assessing a landowner's mobility fee for transportation impacts generated from a proposed development, where the landowner's mobility fee shall equal the cost per vehicle miles traveled (A); multiplied by the average vehicle miles traveled per Development Area (B); multiplied by the daily trips (C); subtracted by any trip reduction adjustments assessed to the development.

#### Supplemental Transportation Information

**Objective 2.4** of the Transportation Element (TE) of the 2030 Comprehensive Plan requires that the City shall coordinate the mobility circulation system with the future land uses shown on the Future Land Use Map series in order to ensure that roads, road improvements and other mobility alternative improvements are provided as necessary to support development in an economically efficient and environmentally sound manner.

**Policy 2.4.2** of the TE of the 2030 Comprehensive Plan requires that the City shall amend the adopted Comprehensive Plan to incorporate the data and analysis generated by a periodic regional transportation model and study and facilitate the implementation of the study recommendations.

These two Comprehensive Plan policies ensure that the transportation impact related to land use amendments are captured in the Long Range Transportation Plan (LRTP) that is conducted every 5 years. This analysis includes the cumulative effect of all land use amendments that were approved within this time period. This plan identifies the future transportation needs and is used to create cost feasible roadway needs that can be funded by the City's Mobility Strategy Plan.

Mobility needs vary throughout the city and in order to quantify these needs, the city was divided into 10 Mobility Zones. The Mobility Strategy Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 7.

Existing available roadway capacity for the vehicle/truck mode for the entire zone was tested based on volume demand to capacity ratio (V/C), where the average daily traffic

volumes determined from the most recent City of Jacksonville traffic count data were compared to the *Maximum Service Volumes (MSV)* from the current *FDOT Quality/Level of Service Handbook (2012)* for each functionally classified roadway within the zone. A V/C ratio of 1.0 indicates the roadway network is operating at its capacity.

The result of the V/C ratio analysis for the overall Mobility Zone 7 is **0.66**.

Subject site is accessible via Florence Street, a 2-lane undivided local road. Kings Street, a 2-lane undivided collector facility operating at 0.22 of its capacity.

### **Airport Environment Zone**

The site is located within the 500-foot Height and Hazard Zone for the Naval Air Station Jacksonville. 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 safe navigation of aircraft as required by Section 656.1005.1(d).

#### Future Land Use Element

Objective 2.5 Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities.

## **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on July 16, 2020, the required notice of public hearing sign was posted. Twenty-nine (29) 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 20, 2020. No members of the public were in attendance.

## **CONSISTENCY EVALUATION**

### **Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies**

#### ***Development Area:***

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

infill development, but at moderate urban densities which are transit friendly. Also similar to the UPA, the UA is intended to support multi-modal transportation and the reduction of per capita greenhouse gas emissions and vehicle miles traveled. Development is encouraged to employ urban development characteristics as further described in each land use plan category.

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

Goal 1 To ensure that the character and location of land uses optimize the combined potentials for economic benefit and enjoyment and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.

Objective 1.1 Ensure that the type, rate and distribution of growth in the City results in compact and compatible land use patterns, an increasingly efficient urban service delivery system and discourages the proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination

Policy 1.1.5 The amount of land designated for future development should provide for a balance of uses that:  
A. Fosters vibrant, viable communities and economic development opportunities;  
B. Addresses outdated development patterns;  
C. Provides sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.

Policy 1.1.21 Future amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population of the area and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business consistent with FLUE Policy 1.1.5. The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.

- Policy 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.
- Policy 1.2.9 Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.
- Goal 3 To achieve a well-balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and efficient transportation network, while protecting and preserving the fabric and character of the City’s neighborhoods and enhancing the viability of non-residential areas.
- Objective 3.1 Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for the citizens. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable requirements described in the Development Areas and the Plan Category Descriptions of the Operative Provisions of the 2030 Comprehensive Plan and Land Development Regulations.
- Objective 6.3 The City shall accommodate growth in Jacksonville by encouraging and facilitating new infill development and redevelopment on vacant, bypassed and underutilized land within areas that already have infrastructure, utilities, and public facilities, while addressing the needs of City residents.

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

According to the category description of the FLUE, the Medium Density Residential (MDR) land use category in the Urban Area is intended to provide compact medium to high density mixed use development. Plan amendment requests for new MDR designations are preferred in locations which are supplied with full urban services and in locations which serve as a transition between commercial and residential land uses.



The subject site is in the Urban Development Area surrounded to the north, south and east by light industrial uses and supplied with full urban services. While the properties in the Light Industrial land use category on the west side of the road fronting Florence Street are undeveloped, the properties across the street abutting the east side of Florence Street include developed and active light industrial industries with warehousing and storage directly across the street from the subject site and light manufacturing of metals and plastic just north. Additionally, while properties in the MDR land use category are to the west of the subject site, the majority of these properties are undeveloped. Given the surrounding light industrial land uses, the change to a residential land use category may pose an incompatible land use contributing towards threats to public health, safety and welfare. The existing light industrial land use pattern on Florence Street will be negatively affected with the proposed amendment to MDR. For these reasons, the proposed land use amendment includes inconsistencies with FLUE Goals 1 and 3; Objectives 1.1 and 3.1; and Policy 1.1.22.

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

FLUE Table L-20 identifies sufficient industrial land uses and shortages of residential land uses on a city-wide basis. However, the proposed amendment to MDR for the subject 0.05 of an acre subject site would have a negligible impact on the need for residential land uses. The proposed MDR land use would negatively affect the balance of uses and the existing development pattern of the area as previously described. Therefore, the amendment provides inconsistencies with FLUE Policies 1.1.5 and 1.1.21.

### **Vision Plan**

The application site lies within the Southeast Vision Plan area. Guiding Sub-Principle 2.1 states "Provide For and Promote Compatible Mixed-Use Development, Infill and Redevelopment in Stable and Declining Areas and Create a Range Of Housing Opportunities and Choices, Where Appropriate." The proposed land use change to Medium Density Residential (MDR) provides the opportunity to encourage infill development while offering new housing opportunities to the area. However, the proposed residential use of the property affects the existing light industrial development pattern of the area and may not be appropriate for residential infill.

### **Strategic Regional Policy Plan**

The proposed amendment provides some inconsistency with the following policy of the Regional Health section of the Strategic Regional Policy Plan:

*Objective: Improve Quality of Life and Provide Quality Places in Northeast Florida*

Policy 3: Local governments are encouraged to offer incentives or make development easier in areas appropriate for infill and redevelopment.

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 3 and 21 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional housing choice in the area and would provide infill in a location provided with full urban services. However, a residential use is not an appropriate infill use at this location surrounded by mostly light industrial land uses.

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

