

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

August 19, 2021

The Honorable Samuel Newby, President
The Honorable Rory Diamond, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report / Ordinance No. 2021-427/Application No. L-5568-21C

Dear Honorable Council President Newby, Honorable Council Member and LUZ Chairman Diamond and Honorable Members of the City Council:

Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2021-427 on August 19, 2021.

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

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

Planning Commission Report
August 19, 2021
Page 2

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

Sincerely,

Kristen D. Reed

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

Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – August 13, 2021

Ordinance/Application No.: 2021-427 / L-5568-21C

Property Location: 2903 and 0 Pearl Street, 0 18th Street and 247 17th Street

Real Estate Number(s): 044359 - 0000, 044403 - 0000, 044404 - 0000, 044406 - 0000 and 045079 - 0000

Property Acreage: 0.73 of an acre

Planning District: District 1, Urban

City Council District: District 7

Applicant: Taylor Mejia

Development Area: Urban Priority Area

Current Land Use: CGC

Proposed Land Use: RPI

Current Zoning: CN

Proposed Zoning: CRO

RECOMMENDATION: **Approve**

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

Rezoning to allow for small multi-family without a commercial component required.

BACKGROUND

The 0.73 acre subject site consists of 5 parcels along Pearl Street between the Martin Luther King 20th Street (Ramp) and 17th Street West. According to the Functional Highway Classification Map, Pearl Street is a collector roadway and 17th, 18th, 19th and 20th Street (Ramp) are local roadways. The property is also located in the Urban Priority Area, Planning District 1 and Council District 7. Presently, the properties is currently used as a parking lot and vacant undeveloped land. The amendment seeks to change the land use category from Community General/Commercial (CGC) to Residential-Professional-Institutional (RPI) to allow the property to be used for multi-family development without a

commercial component. The zoning is currently Commercial Neighborhood (CN) and the applicant is proposing a companion rezoning to Commercial Residential Office (CRO). The companion rezoning is pending concurrently with this application pursuant to Ordinance 2021-428.

The proposed amendment properties are surrounded by a variety of uses such as single-family dwellings, multi-family dwellings, vacant undeveloped lots, service garage, clubs, a church, an office and open storage.

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

North: Land Use: CGC
Zoning: CN
Property Use: Vacant undeveloped land, single-family dwelling, a club, multi-family dwelling

South: Land Use: CGC
Zoning: CN
Property Use: Vacant undeveloped land, multi-family dwellings, a club, a service garage, open storage, a church

East: Land Use: Medium Density Residential (MDR), and CGC
Zoning: Residential Medium Density-A (RMD-A) and CN
Property Use: Single-family dwellings, multi-family dwellings, vacant undeveloped land

West: Land Use: MDR and CGC
Zoning: RMD-A and CN
Property Use: Single-family dwellings, multi-family dwellings, vacant undeveloped land

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.

Impact Assessment Baseline Review – Application Number L-5568-21C

Development Analysis of 0.73 of an acre		
Development Boundary	Urban Priority Area	
Roadway Frontage Classification / State Road	Pearl Street – Collector Road 20th Street – Local Road (Ramp) 19th Street – Local Road 18th Street – Local Road 17th Street – Local Road	
Plans and/or Studies	Urban Core Vision Plan	
Site Utilization	Current: Parking lot and vacant lot	Proposed: Multi-family residential
Land Use / Zoning	Current: CGC / CN	Proposed: RPI / CRO
Development Standards for Impact Assessment	Current: Scenario 1: 0.35 FAR Scenario 2: 20% non-residential at 0.35 FAR and 80% residential at 45 multi-family DUs per acre in Urban Priority Area	Proposed: Scenario 1: 0.5 FAR Scenario 2: 10% non-residential at 0.50 FAR and 90% residential at 30 multi-family DUs per acre in Urban Priority Area
Development Potential	Current: Scenario 1: 11,130 sq. ft. commercial space Scenario 2: 2,226 sq. ft. commercial space and 26 multi-family DUs	Proposed: Scenario 1: 15,899 sq. ft. RPI space Scenario 2: 1,590 sq. ft. RPI space and 19 multi-family DUs
Net Increase or Decrease in Maximum Density	Scenario 1: Not Applicable Scenario 2: Decrease of 7 DUs	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Increase of 4,769 sq. ft. Scenario 2: Decrease of 636 sq. ft.	
Population Potential	Current: Scenario 1: 0 people Scenario 2: 61 people	Proposed: Scenario 1: 0 people Scenario 2: 44 people
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	No	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low Sensitivity	
Historic District	No	

Development Analysis of 0.73 of an acre	
Coastal High Hazard/Adaptation Action Area	No
Groundwater Aquifer Recharge Area	No; Discharge area
Wellhead Protection Zone	No
Boat Facility Siting Zone	No
Brownfield	Brownfields Study Area
Public Facilities	
Potential Roadway Impact	Scenario 1: Increase of 133 net new daily trips. Scenario 2: Increase of 61 net new daily trips.
Potential Public School Impact	Scenario 1: Not applicable Scenario 2: De minimus
Water Provider	JEA
Potential Water Impact	Scenario 1: Increase of 559.22 gallons per day Scenario 2: Decrease of 2,355 gallons per day
Sewer Provider	JEA
Potential Sewer Impact	Scenario 1: Increase of 419.41 gallons per day Scenario 2: Decrease of 1,762 gallons per day
Potential Solid Waste Impact	Scenario 1: Increase of 7.63 tons per year Scenario 2: Decrease of 19.22 tons per year
Drainage Basin/Sub-basin	St. Johns River upstream from Trout River Basin and Hogan Creek Sub-basin
Recreation and Parks	Cemetery Park
Mass Transit Access	Route 3 at 8th Street and Pearl Street
Natural Features	
Elevations	23 to 24 feet above mean sea level
Land Cover	(1400) Commercial and services and (1300) Residential high density
Soils	70% (69) Urban 30% (75) Urban land-Hurricane-Albany complex
Flood Zones	No
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).

According to the JEA Letter dated June 8, 2021, there is an existing 6-inch water main and an existing 8-inch gravity sewer main located within the 17th Street West right-of-way.

Infrastructure Element, Sanitary Sewer Sub-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.

Transportation

The Planning and Development Department completed a transportation analysis and determined that the proposed amendment on four isolated locations has the potential to result in an increase of no new daily external trips for both scenario one and scenario two for the combined properties. 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. A copy of the transportation analysis is on file with the Planning and Development 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 9.

The subject sites are accessible via Pearl Street North, a collector facility, and 17th Street West, a local facility. None of the proposed scenarios of the RPI land use amendment will have significant impacts on the external roadway network.

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.

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.

Brownfield Study Area

This site is located within the Brownfields Study Area established by Resolution 2004-1386-A as defined in F.S. 376.79(4). The property may or may not have contamination.

Since the property is located within a Brownfields Area, the owner may request 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. The property owner may qualify for tax credits.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on August 6, 2021, the required notices of public hearing signs were posted. One hundred and one (101) 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 August 2, 2021. The applicant was the only one in attendance for this application.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

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 further described in each land use plan category. The UPA does not include the Central Business District Land Use Category boundaries.

Future Land Use Element:

- 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 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 1.1.10 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 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 1.1.24 The City will encourage new development to locate in the Urban Core, Southwest, North, and Northwest planning districts through such measures as economic incentives, greater marketing assistance, etc.

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.

Policy 3.1.3 Protect neighborhoods from potential negative impacts by providing a gradation of uses and scale transition. The Land Development Regulations shall be amended to provide for an administrative process

to review and grant, when appropriate, relief from the scale transition requirements.

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.

Pending Property Rights Element (Ordinance 2021-334)

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

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

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

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

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

According to the Category Description within the Community/General Commercial (CGC) land use category 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. A combination of compatible mixed uses should be vertically integrated with a multistory building. 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 an arterial or higher on the Functional Highway Classification Map

RPI in the Urban Priority Development Area is intended to provide compact medium to high density development. Development which includes medium to high density residential and professional office uses is preferred. Limited commercial retail sales and service establishments that serve a diverse set of neighborhoods are also encouraged in order to reduce the number of Vehicle Miles Traveled. Plan amendment requests for new RPI designations are preferred in locations that are supplied with full urban services and in locations which serve as a transition between commercial and residential land uses.

Consistent with FLUE Policy 1.2.9, the subject site can be served by city water and sewer services. According to the JEA Letter dated June 8, 2021, there is an existing 6-inch water main and an existing 8-inch gravity sewer main located within the 17th Street West right-of-way.

The proposed amendment to RPI promotes a compatible land development pattern on underutilized property located along Pearl Street, a collector roadway and in the Urban Priority Area. Considering there are commercial uses in the CGC corridor of Pearl Street the proposed transitional land use category, RPI, is consistent with FLUE Policies 1.1.22, 1.1.24 and Objectives 1.1 and 6.3.

The amendment to RPI results in a transitional land use category with the abutting Medium Density Residential (MDR) and Community General/Commercial land use categories. The proposed use of multi-family residential without a commercial component will blend with the adjacent medium density residential areas. Therefore, the larger area is a mixed use neighborhood where the RPI uses are compatible. As such, the proposed land use amendment to RPI is consistent to FLUE Goal 3 and Policies 1.1.10 and 3.1.3.

The proposed small scale amendment to RPI provides for a compatible and appropriate scale and intensity of use with minimal impact on the neighborhood. 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 property is located within the boundaries of the Urban Core Vision Plan (June 2010). The Plan provides no specific guidelines for the location of the subject site. However, portions of the Plan identifies a need for redevelopment and infilling under Sub-Principle 2.1 and the need for creating a range of housing opportunities and choices under Sub-Principle 2.2. Therefore, the proposed RPI for the creating multi-family residential without a commercial component is consistent with the vision plan.



Strategic Regional Policy Plan

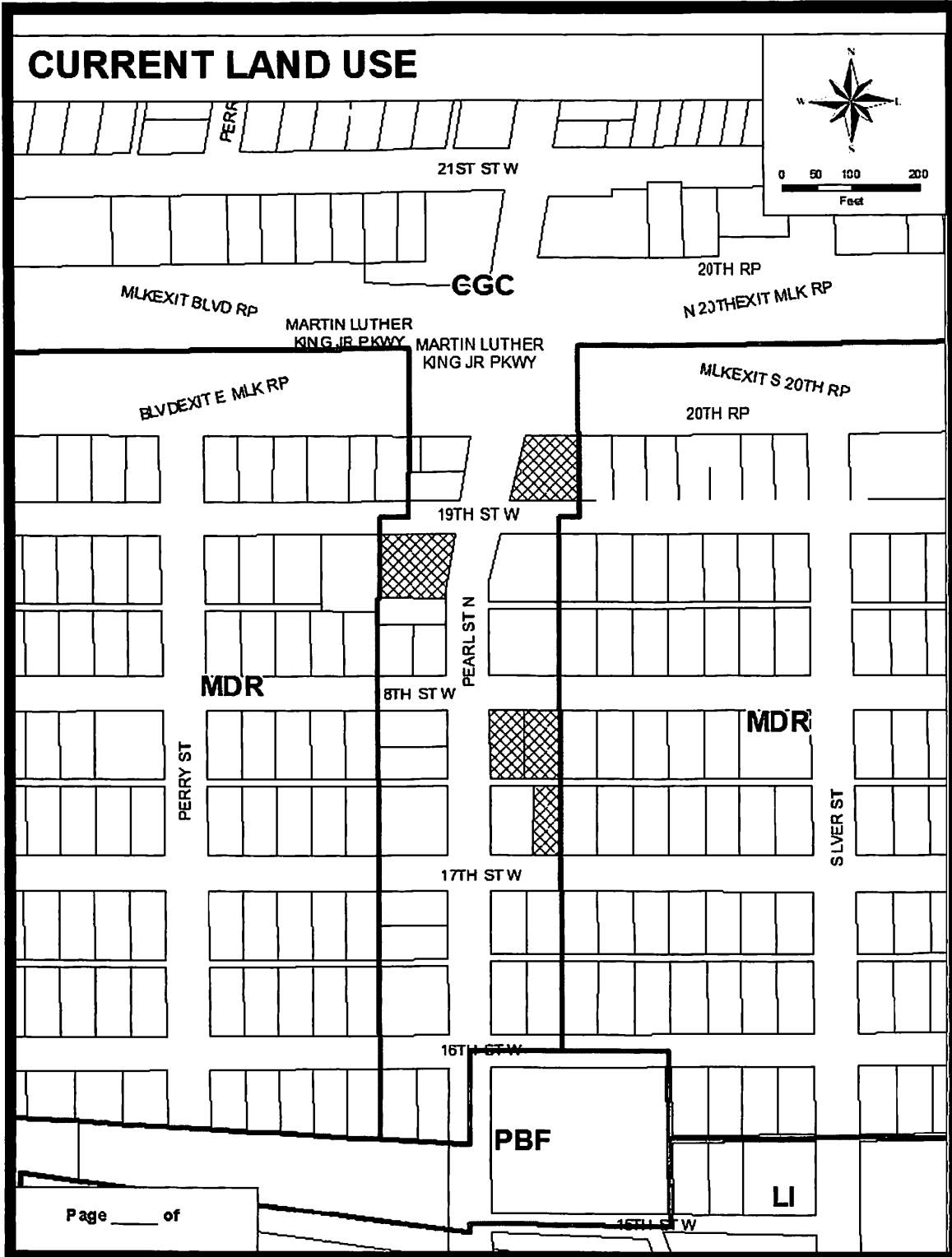
The proposed amendment is consistent with the following Objective and Policy of the Strategic Regional Policy Plan, Regional Health Subject Area:

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 Urban Core Planning District.

SITE LOCATION AND CURRENT LAND USE MAP



Page ____ of

FIELD / CURRENT USES MAP

