

City of Jacksonville, Florida

Lenny Curry, Mayor

City Hall at St. James
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Jacksonville, FL 32202
(904) 630-CITY
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June 3, 2021

The Honorable Tommy Hazouri, President
The Honorable Michael Boylan, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report / Ordinance No. 2021-193/Application No. L-5524-21C

Dear Honorable Council President Hazouri, Honorable Council Member and LUZ Chairman Boylan 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 2021-193 on June 3, 2021.

P&DD Recommendation

APPROVE

PC Issues:

One citizen attended the public hearing and expressed that, based on a memorandum of understanding provided by the applicant, they are not in opposition to the amendment. The citizen did note that they continue to have concerns regarding traffic congestion at the traffic light located at the intersection of Dutton Island Road E and Mayport Road. In order to address the traffic congestion they asked that the City partner with residents of the Atlantic Beach Country Club and the City of Atlantic Beach to ask FDOT to consider turn lane improvements and retiming of the traffic signal.

PC Vote:

7-0 APPROVE

Joshua Garrison, Chair

Aye

Dawn Motes, Vice-Chair

Absent

David Hacker, Secretary

Aye

Marshall Adkison

Aye

Daniel Blanchard

Aye

Ian Brown

Aye

Alexander Moldovan

Aye

Jason Porter

Aye

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
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Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – April 30, 2021

Ordinance/Application No.: 2021-193 / L-5524-21C
Property Location: 707 Clearview Lane and 741 Brazeale Lane
Real Estate Number(s): 169455 0020 and 169500 0000
Property Acreage: 0.77 of an acre
Planning District: District 2, Greater Arlington/Beaches
City Council District: District 13
Applicant: Curtis Hart
Current Land Use: Medium Density Residential (M D R)
Proposed Land Use: Community/General Commercial (C G C)
Current Zoning: Residential Medium Density - A (RMD-A)
Proposed Zoning: Commercial Community/General - 2 (CCG-2)
Development Boundary: Suburban Area

RECOMMENDATION: **APPROVE**

APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

Property is surrounded by CGC and this subsequent change to CGC would be an orderly transition and fit within the surrounding uses.

BACKGROUND

The 0.77 of an acre subject site is spread over two parcels located east of Mayport Road, a minor arterial road, a 0.62 of an acre site located along the north side of Brazeale Lane, a local road, and a 0.15 of an acre site located along the north side of Clearview Lane, a local road. The applicant is proposing a Future Land Use Map (FLUM) amendment from Medium Density Residential (M D R) to Community/General Commercial (C G C) to make the land use and zoning consistent with the abutting, contiguous commercial properties that surround the subject site. The applicant is also proposing a companion rezoning from Residential Medium Density - A (RMD-A) to

Commercial Community/General - 2 (CCG-2) which is pending concurrently with this amendment, pursuant to Ordinance 2021-194.

The area surrounding the subject site is primarily commercially designated to the north, west and south of the subject site. Uses along Mayport Road are primarily commercial in nature. There is an island of residentially designated land, with single family residential uses located in between the two sites, along Bulldairy Road. Properties located to the east of the subject site are associated with the Atlantic Beach Country Club and Golf Course and are under the jurisdiction of Atlantic Beach.

The area surrounding the subject site is experiencing a trend towards commercial uses. As a result of proximate land use changes to CGC, the subject site is an isolated area of MDR, surrounded by CGC. There have been three proximate Land Use Amendments to CGC. In 2002, a 2.31 acre parcel located to the northwest of the subject site, along the east side of Mayport Road, was changed from MDR to CGC pursuant to 2002-204-E. The 2.61 acre parcel to the east of that site, was amended from Residential-Professional-Institutional (RPI) to CGC in 2016, pursuant to 2016-390-E. Both of these parcels are now the location of an auto repair facility. In 2011, 5.44 acres abutting the the subject site were amended from MDR to CGC, pursuant to 2011-154-E.

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

North: Land Use: CGC, MDR
Zoning: CRO, CCG-1, RMD-A, CCG-2
Property Use: Commercial, City of Atlantic Beach

South: Land Use: CGC, MDR
Zoning: RMD-A, CCG-2
Property Use: Vacant, Commercial, Single family home, City of Atlantic Beach

East: Land Use: City of Atlantic Beach
Zoning: City of Atlantic Beach
Property Use: Atlantic Beach Country Club and Golf Course

West: Land Use: CGC
Zoning: CCG-1, CCG-2,
Property Use: Commercial, Hotel, Vacant

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

Development Analysis		
Development Boundary	Suburban Area	
Roadway Frontage Classification / State Road	Brazeale Lane and Clearview Lane – both local	
Plans and/or Studies	Greater Arlington / Beaches Vision Plan	
Site Utilization	Current: Vacant and residential	Proposed: Commercial
Land Use / Zoning	Current: MDR/ RMD-A	Proposed: CGC / CCG-2
Development Standards for Impact Assessment	Current: 15 DU/Acre	Proposed: Non-residential 0.35 FAR Residential: 15 DU/Acre
Development Potential	Current: 11 DUs	Proposed: <u>Scenario 1:</u> 11,739 Sq. Ft. <u>Scenario 2:</u> 2,348 Sq. Ft. and 9 DUs
Net Increase/Decrease in Maximum Density	<u>Scenario 1:</u> Decrease of 11 DUs <u>Scenario 2:</u> Decrease of 2 DUs	
Net Increase/Decrease in Potential Floor Area	<u>Scenario 1:</u> Increase of 11,739 Sq. Ft. <u>Scenario 2:</u> Increase of 2,348 Sq. Ft.	
Population Potential	Current: 25 people	Proposed: <u>Scenario 1:</u> Not applicable <u>Scenario 2:</u> 21 people
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	300' Height and Hazard – Mayport Naval Air Station	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	

Development Analysis	
Groundwater Aquifer Recharge Area	Discharge
Wellhead Protection Zone	No
Boat Facility Siting Zone	No
Brownfield	No
Public Facilities	
Potential Roadway Impact	Scenario 1: 428 net new daily trips Scenario 2: 87 net new daily trips
Potential Public School Impact	Scenario 1: Not applicable Scenario 2: De minimis
Water Provider	Atlantic Beach
Potential Water Impact	Scenario 1: Decrease of 2,339 Gallons per day Scenario 2: Decrease of 414 Gallons per day
Sewer Provider	Atlantic Beach
Potential Sewer Impact	Scenario 1: Decrease of 1,754 Gallons per day Scenario 2: Decrease of 311 Gallons per day
Potential Solid Waste Impact	Scenario 1: Decrease of 9.8 Tons per year Scenario 2: Decrease of 1.4 Tons per year
Drainage Basin/Sub-basin	Intracoastal Waterway / Sherman Creek
Recreation and Parks	Dutton Island Preserve
Mass Transit Access	JTA route 24
Natural Features	
Elevations	11-15 feet
Land Cover	1100: Residential Low Density ; 1400: Commercial and Services
Soils	71: Urban Land-Leon-Boulogne 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).

Two JEA availability letters, one for each parcel of the subject site, dated February 19, 2021 and February 23, 2021, have been provided for the subject site as part of the companion rezoning application. The letter states that the subject site does not lie within the jurisdiction of JEA and instead the City of Atlantic Beach is the provider for the site, consistent with FLUE Policy 1.2.9.

Future Land Use Element

Policy 1.2.9 Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.

Transportation

The Planning and Development Department completed a transportation analysis, which is on file with the Department, and determined that the proposed amendment from Medium Density Residential (M D R) to Community/General Commercial (C G C) has an existing development potential as 100% residential and a proposed development potential under scenario 1 as 100% commercial and under scenario 2 as 80% residential with 20% non-residential uses. If the land use is amended to CGC, development could result in 428 net new daily trips under scenario 1 or 87 net new daily trips under scenario 2. 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 2.

The subject site is accessible via Brazeale Lane, a private facility and is located east of Mayport Road. Mayport Road is a 4-lane divided minor arterial facility. The proposed development will not have significant external traffic impacts on the roadway network as currently proposed.

School Capacity

While the proposed amendment could include a residential component, the site would generate fewer than 20 residential units. Therefore, the proposed development would 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.

Airport Environment Zone

The site is located within the 300 foot Height and Hazard Zone for the Mayport Naval Air Station. Zoning will limit development to a maximum height of less than 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 2.5 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 April 19, 2021, the required notices of public hearing signs were posted. Forty-six (46) 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 April 19, 2021. Ten members of the public attended to find out more information about the proposed amendment and shared concerns with the applicant regarding visual obstructions and proposed building height.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

Suburban Area (SA): The SA is the third tier Development Area and generally corresponds with the urbanizing portions of the City in areas that have usually been developed after consolidation. Development should generally continue at low densities with medium density development at major corridor intersections and transit stations. Development at these locations should promote a compact and interconnected land development form and is therefore 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 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.

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 1.2.9 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 3.2.1 The City shall promote development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.

Policy 3.2.7 The City shall implement the locational criteria of this element for commercial and industrial uses consistent with the character of the of the areas served, availability of public facilities, and market demands.

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.

Recreation and Open Space (ROSE)

Policies 2.2.1 The City shall require that all new non-residential land uses, except in the Central Business District, provide a minimum of 10% of the property in open space.

According to the Future Land Use Element (FLUE), Medium Density Residential (MDR) in the Suburban Area is intended to provide compact low to medium density mixed use development. The maximum gross density in the MDR category is 20 units per acre and the minimum gross density shall be greater than 7 units per 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. Uses should generally be developed in nodal and corridor development patterns. Nodes are generally located at major roadway intersections and corridor development should provide continuity between the nodes and serve adjacent neighborhoods in order to reduce the number of Vehicle Miles Traveled. CGC also allows for multi-family residential at densities up to 20 units per acre in the Suburban Area, subject to the provision that residential uses shall not be the sole use and shall not exceed 80 percent of a development.

The applicant is proposing a change from MDR to CGC, which allows for commercial uses on the site, promoting the revitalization of the existing commercial corridor located at Mayport Road and Dutton Island Road. In recent years, this area has been experiencing a trend of commercial development, as such the subject site is an isolated area of MDR, surrounded by CGC. The proposed amendment to CGC would continue the commercial trend and would be consistent with and result in a logical extension of the existing commercial land use pattern, consistent with FLUE Policies 1.1.5 and 3.2.1. Further, the site offers an infill development opportunity on vacant, underutilized land consistent with FLUE Objective 6.3.

The proposed amendment to CGC is consistent and compatible with the existing commercial uses at the intersection of Mayport Road and Dutton Island Road. Additionally, the proposed commercial designation maintains the existing balanced and organized combination of residential and non-residential uses in the area, while preserving the existing character of the area and strengthening the commercial corridor. Thus, the proposed amendment is consistent with Goals 1 and 3, and Policy 3.2.7 of the FLUE. The proposed amendment would be required to meet open space requirements consistent ROSE Policy 2.2.1.

Two JEA availability letters, one for each parcel of the subject site, dated February 19, 2021 and February 23, 2021, have been provided for the subject site as part of the companion rezoning application. The letter states that the subject site does not lie within

the jurisdiction of JEA and instead the City of Atlantic Beach is the provider for the site, consistent with FLUE Policy 1.2.9.

The proposed small scale amendment would have a negligible impact on the amount of MDR and CGC designated land throughout the City. Thus, the proposed amendment is consistent with FLUE Policies 1.1.5 and 1.1.21.

Vision Plan

The subject property is located within the boundaries of the *Greater Arlington/Beaches Vision Plan*. While the vision plan does not make any specific recommendations for the subject site, it encourages the redevelopment of underutilized areas. Sub-Principle 2.2 states "Revitalize and Redevelop, While Safe Guarding and Advancing Neighborhood Character". The proposed amendment is located within an existing commercial area and would allow for the redevelopment of the subject site as a new commercial use. Thereby providing revitalization compatible with the existing neighborhood character, consistent with Sub-Principle 2.2 and the Greater Arlington/Beaches Vision Plan.

Strategic Regional Policy Plan

The proposed amendment is consistent with the following Policy of the Strategic Regional Policy Plan:

Goal 2.3 An environment that is conducive to the creation and relocation of new businesses as well as the expansion of existing businesses in the northeast Florida region.

The proposed land use amendment promotes an environment that is conducive to the development of new businesses thereby providing an opportunity to further local economic growth. Therefore, the proposed amendment is consistent with Goal 2.3 of the Strategic Regional Policy Plan, Economic Development Element.

