

# 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](http://www.coj.net)

October 8, 2020

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. 2020-475/Application No. L-5384-19C**

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 2020-475 on October 8, 2020.

P&DD Recommendation	APPROVE
PC Issues:	None
<b>PC Vote:</b>	<b>7-0 APPROVE</b>

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

Planning Commission Report  
October 8, 2020  
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](mailto:KReed@coj.net)

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

**Small-Scale Future Land Use Map Amendment –October 2, 2020**

**Ordinance/Application No.:** 2020-475/ L-5384-19C  
**Property Location:** 5050 Sunbeam Road between San Jose Boulevard (SR-13) and Philips Highway (US-1)  
**Real Estate Number(s):** 149085-0020  
**Property Acreage:** 1.0 acre  
**Planning District:** District 3, Southeast  
**City Council District:** District 6  
**Applicant:** Paul Harden, Esq.  
**Current Land Use:** N C and R P I  
**Development Boundary:** Suburban Area  
**Proposed Land Use:** C G C  
**Current Zoning:** C N  
**Proposed Zoning:** P U D  
**RECOMMENDATION:** **APPROVE**

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

The land use is needed to achieve the goal of upgrading the CN, PUD to allow to sale of off premises liquor.

**BACKGROUND**

The 1.0 acre subject site currently contains a convenience store and is located at the southeastern corner of the intersection of Sunbeam Road and Hood Road, both collector roadways.

There have been two proximate land use changes to the west of the subject site, along Sunbeam Road. A 0.55 acre site was amended from Residential Professional Institutional (RPI) to Business Park (BP) in 2013 (Ordinance 2013-126-E). Another

amendment from RPI to BP occurred at the corner of Sunbeam Road and Neal Drive (Ordinance 2020-10-E).

The area surrounding the site is developed with a broad mix of uses. Areas to the north and east tend toward industrial uses in the LI land use and areas to the northwest are industrial and commercial in the BP and CGC land use categories. South of the site are lower intensity office and residential in the RPI land use category. The site is at the eastern and southern boundary of the transition between low and high intensity uses.

Although the amendment request is not industrial in nature, the subject site is located within the western boundary of an area designated as and Industrial Situational Compatibility Zone. Sites that fall within an Industrial Situational Compatibility Zone are presumed appropriate for amendments to industrial categories, subject to a case-by-case review of consistency.

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

North: Land Use: LI, CGC, BP  
Zoning: IL, PUD, and IBP  
Property Use: Warehouse, office, personal property storage

South: Land Use: RPI, BP  
Zoning: IBP, CO, and RMD-D  
Property Use: Offices

East: Land Use: LI  
Zoning: IL, IBP  
Property Use: Resturant, warehouse, light manufacturing

West: Land Use: RPI, BP  
Zoning: CO, IBP, CRO, RMD-A  
Property Use: Office, warehouse, 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 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**

<b>Development Analysis</b>		
Development Boundary	Suburban Area	
Roadway Frontage Classification / State Road	Sunbeam Road- Collector and Hood Road- Collector	
Plans and/or Studies	Southeast Vision Plan	
Site Utilization	Current: Convenience Store	Proposed: Convenience Store
Land Use / Zoning	Current: NC (0.32 Acres) and RPI (0.68 Acres) /CN	Proposed: CGC / PUD
Development Standards for Impact Assessment	Current: <u>Scenario 1:</u> NC- 0.45 FAR RPI - 0.5 FAR <u>Scenario 2:</u> NC – 10% non-residential at 0.45 FAR NC – 90% residential at 15 DU/Acre RPI - 10% non-residential at 0.5 FAR RPI – 90% residential at 15 DU/Acre	Proposed: <u>Scenario 1:</u> CGC- 0.35 FAR <u>Scenario 2:</u> CGC- 20% non-residential at 0.35 FAR CGC- 80% residential at 15 DU/Acre
Development Potential	Current: Scenario 1: NC- 6,272 Sq. Ft. RPI- 14,810 Sq. Ft. Total- 20,082 Sq. Ft.  Scenario 2: NC- 627 Sq. Ft. and 4 DUs RPI- 1,481 Sq. Ft. and 9 DUs Total- 2,108 Sq. Ft. and 13 DUs	Proposed: Scenario 1: 15,246 Sq. Ft. Scenario 2: 3,049 Sq. Ft. and 12 DUs
Net Increase/Decrease in Maximum Density	Scenario 1: not applicable Scenario 2: decrease of 1 DU	
Net Increase/Decrease in Potential Floor Area	Scenario 1: decrease of 4,836 Sq. Ft. Scenario 2: increase of 941 Sq. Ft.	
Population Potential	Current: Scenario 1: not applicable Scenario 2: 30 people	Proposed: Scenario 1: not applicable Scenario 2: 28 people

<b>Special Designation Areas</b>	
Aquatic Preserve	No
Septic Tank Failure Area	No
Airport Environment Zone	500 foot Height and Hazard Zone – NAS JAX
Industrial Preservation Area	Industrial Situational Compatibility
Cultural Resources	No
Archaeological Sensitivity	Low
Historic District	No
Coastal High Hazard/Adaptation Action Area	No
Groundwater Aquifer Recharge Area	Discharge
Wellhead Protection Zone	No
Boat Facility Siting Zone	No
Brownfield	No
<b>Public Facilities</b>	
Potential Roadway Impact	Scenario 1: 246 net new daily trips Scenario 2: 99 net new daily trips
Potential Public School Impact	Scenario 1: de minimis Scenario 2: de minimis
Water Provider	JEA
Potential Water Impact	Scenario 1: decrease of 590.6 gallons per day Scenario 2: decrease of 217.8 gallons per day
Sewer Provider	JEA
Potential Sewer Impact	Scenario 1: decrease of 442.9 gallons per day Scenario 2: decrease of 163.4 gallons per day
Potential Solid Waste Impact	Scenario 1: decrease of 9.3 tons per year Scenario 2: decrease of 1 ton per year
Drainage Basin/Sub-basin	Julington Creek / Julington Creek
Recreation and Parks	Freedom Commerce Center Property
Mass Transit Access	No
<b>Natural Features</b>	
Elevations	25 - 27 feet
Land Cover	1400: Commercial and Services
Soils	69 – Urban Land and 14- Boulogne Fine Sand
Flood Zones	No

<b>Development Analysis</b>	
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).

A JEA availability letter dated July 8, 2020 has been provided for the subject site as part of the companion rezoning application. The letter states that the site presently has access to both centralized water and sewer.

### **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 has the potential to result in an increase 246 net new daily trips under scenario 1 or 99 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 1.

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 1 is **0.75**.

Subject site is accessible via Sunbeam Road, an urbanized 4-lane divided collector facility operating at 0.27 of its daily capacity.

#### **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.

### **Industrial Zones**

The subject property is located within the "Industrial Situational Compatibility" Zone. "Industrial Sanctuary" and "Industrial Situational Compatibility" Zones are areas identified on the Industrial Preservation Map (Map L-23) of the Future Land Use Map series of the Future Land Use Element of the 2030 Comprehensive Plan as strategically located industrial lands for future industrial expansion and economic development. The subject property is not currently zoned for industrial uses and therefore, the proposed amendment is not inconsistent with FLUE Policy 3.2.33.

### **Future Land Use Element**

Policy 3.2.33 Where there is not an adopted neighborhood plan and/or study recommending the contrary, within the "Area of Situational Compatibility", as shown on the Industrial Preservation Map (Map L-23), lands designated Heavy Industrial or Light Industrial on the Future Land Use Map that are strategically located to provide access to rail facilities or trucking routes; serve ports; or serve airport multi-modal requirements, shall not be converted to a non-industrial land use category unless the applicant demonstrates to the satisfaction of the City that the site cannot be reasonably used for any of industrial uses. Reasonable demonstration for suitability of industrial uses may include but is not limited to the following: Access to arterial road network, access to rail, proximity to existing residential, industrial vacancy rates in the vicinity, size of parcel and potential for redevelopment. Conversion of these lands shall only be permitted for construction of mixed use development consistent with the requirements for job creation as defined by Policy 3.2.34.

### **Airport Environment Zone**

The site is located within the 500 foot Height and Hazard Zone for the Jacksonville Naval Air Station. 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 August 18, 2020, the required notices of public hearing signs were posted. Twenty-two (22) 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 17, 2020. No members of the public attended to speak on the proposed amendment.

**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 1.1.10 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 1.1.20 Development uses and densities shall be determined by the Development Areas described in the Operational Provisions for the Central Business District (CBD); Urban Priority Area (UPA); the Urban Area (UA); the Suburban Area (SA); and the Rural Area (RA) as identified in the 2030 Comprehensive Plan, in order to prevent urban sprawl, protect agricultural lands, conserve natural open space, and to minimize the cost of public facilities and services.
- 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.

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 3.2.30 The area shown on the Industrial Preservation Map (Map L-23) as "Industrial Sanctuary" or "Areas of Situational Compatibility" are presumed to be appropriate for land use map amendments to industrial categories, subject to a case-by-case review of consistency with State and regional plans and the Comprehensive Plan.

According to the Future Land Use Element (FLUE), Neighborhood Commercial (NC) is a category primarily intended to provide commercial retail and service establishments which serve the daily needs of nearby residential neighborhoods. Preferred development patterns include those described in Policy 3.2.6 of this element. These uses shall generally be located within walking distance of residential neighborhoods in order to reduce the number of Vehicles Miles Traveled. All uses should be designed in a manner which emphasizes the use of transit, bicycle, and pedestrian mobility, ease of access between neighboring uses, and compatibility with adjacent residential neighborhoods. In the Suburban Area, plan amendment requests for new NC designations are preferred in locations which are supplied with full urban services; which abut a roadway classified as a collector or higher on the Functional Highway Classification Map; and which are compatible with adjacent residential neighborhoods. Sites with two or more property boundaries on transportation rights-of-way will be considered preferred locations.

Residential Professional Institutional (RPI) is a category primarily intended to accommodate medium to high density residential, professional office, and institutional uses. Limited commercial retail and service establishments which serve a diverse set of neighborhoods may also be a part of mixed use developments. RPI is generally intended to provide transitional uses between commercial and residential uses, although it may also provide a transition between industrial and residential uses when industrial uses pose no health or safety risks to residents.

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. Development within the category should be compact and connected and should support multi-modal transportation. CGC in the Suburban Area is intended to provide development in a nodal development pattern. Plan amendment requests for new CGC designations are preferred in locations which are supplied with full urban services; abut a roadway classified as an arterial or higher on the Functional Highway Classification Map; and are located in areas with an existing mix of non-residential uses. Nodal sites with two or

more boundaries on a transportation right-of-way shall be considered preferred locations for these uses.

The site is located in the Suburban Development Area at the intersection of two collector roads and abuts a mix of commercially and industrially designated lands that line the Sunbeam Road corridor. The proposed amendment to CGC is compatible with the existing mix of commercial and industrial land uses in the immediate area and the RPI to the south maintains an appropriate transition of uses and intensities from Sunbeam Road, an established commercial and industrial corridor. Additionally, the site is located within an Industrial Situational Compatibility Area and as such, a request for an industrial category would begin with the presumption of appropriateness. Based on these findings, the proposed amendment is compatible with FLUE Goal 1, Policies 1.1.10, 1.1.22, 1.2.9, 1.1.20, 3.2.1 and 3.2.30.

A JEA availability letter dated July 8, 2020 has been provided for the subject site as part of the companion rezoning application and the letter states that the site presently has access to both centralized water and sewer. Therefore, the amendment is consistent with FLUE Policy 1.2.9.

The proposed small scale amendment would have a negligible impact on the amount of CGC and RPI designated land throughout the City. Analysis of the surrounding area demonstrates that the site is suitable for commercial use. 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 Southeast Vision Plan. Sub-Principal 4.1 of the vision plan, titled "Provide set-asides for future industry and protect existing industrial uses and sites.", seeks to preserve the industrial sanctuary and industrial situational compatibility zones of the study area. The subject site is located within the industrial situational compatibility zone, although the site is not in an industrial land use category, it is not inconsistent with the Industrial Preservation related policies.

### **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 expansion of a business, 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.

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

