

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

July 1, 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. 2021-308/Application No. L-5545-21C

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 2021-308 on June 17, 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

Absent

Ian Brown

Aye

Alexander Moldovan

Aye

Jason Porter

Aye

Planning Commission Report
July 1, 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 – June 11, 2021

Ordinance/Application No.: 2021-308 L-5545-21C

Property Location: 0 Jones Road and 0 and 9120 Commonwealth Avenue (on the west side of Jones Road, just south of Commonwealth Avenue)

Real Estate Number(s): 004692-0050, 004692-0150

Property Acreage: 1.76 Acres

Planning District: District 5

City Council District: District 8

Applicant: Lara Higgs

Current Land Use: Low Density Residential (LDR)

Proposed Land Use: Community General Commercial (CGC)

Development Area: Suburban Development Area

Current Zoning: Rural Residential-Acre (RR-Acre) and Commercial Neighborhood (CN)

Proposed Zoning: Commercial Community General-1 (CCG-1)

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

This land use amendment is a logical extension of the CGC land use of this corner property that is owned by the same individual for infill redevelopment.

BACKGROUND

The 1.76-acre subject site is located on the west side of Jones Road, a collector road, between Commonwealth Avenue and Rewis Road. The land use application site is comprised of two (2) lots and the zoning application is comprised four (4) lots including the lot on the southwest corner of the intersection of Commonwealth Avenue and Jones Road.

The applicant seeks an amendment to the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan from LDR to CGC in order to redevelop the site with commercial uses. A companion rezoning application is pending concurrently with the land use application via Ordinance 2021-309, which seeks to change the zoning district from RR-Acre and CN to CCG-1.

Currently the site is undeveloped. The property is surrounded by single-family homes to the east, south and west. The property is just south of the intersection of Jones Road and Commonwealth Avenue and there is a convenience store with gas pumps on the southeast corner.

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

North: Land Use: CGC and LDR
Zoning: CCG-1, CN and RR-Acre
Property Use: Single-family dwellings, orphanage, vacant undeveloped land

South: Land Use: LDR
Zoning: RR-Acre and RLD-120
Property Use: Single-family dwellings, mobile home, vacant undeveloped land and Baldwin Rail Trail

East: Land Use: LDR
Zoning: RLD-60
Property Use: Single-family dwellings, mobile home, vacant undeveloped land

West: Land Use: LDR
Zoning: RR-Acre
Property Use: Single family dwellings and mobile homes

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.

Land Use Amendment Impact Assessment

Land Use Amendment Impact Assessment - Application Number L-5545-21C

Development Analysis: 1.76 acres		
Development Boundary	Suburban Development Area	
Roadway Frontage Classification / State Road	Jones Rd - Collector roadway	
Plans and/or Studies	Northwest Jacksonville Vision Plan	
Site Utilization	Current: Vacant Residential	Proposed: Commercial
Land Use / Zoning	Current: LDR/RR-Acre	Proposed: CGC/CCG-1
Development Standards for Impact Assessment	Current: 5 DU per acre	Proposed: Scenario 1: 0.35 FAR / Scenario 2: 80% Residential at 15 DU/Acre and 20% at 0.35 FAR
Development Potential	Current: 8 DU	Proposed: Scenario1: 26,832.96 sf Scenario 2: 21 DU and 5,366.59 sf
Net Increase or Decrease in Maximum Density	Scenario 1: Decrease of 8 DU Scenario 2: Increase of 13 DU	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Increase of 26,832.96 sf Scenario 2: Increase of 5,366.59 sf	
Population Potential	Current: 21 people	Proposed: Scenario 1: Not Applicable Scenario 2: 55 people
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	300' Height Restriction OLF Whitehouse	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	0-4 inches	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	Scenario 1: Increase of 1,088 net new vehicular trips Scenario 2: Increase of 311 net new vehicular trips	
Potential Public School Impact	Scenario 1: N/A Scenario 2: 5 students	

Development Analysis: 1.76 acres	
Water Provider	Well
Potential Water Impact	Scenario 1: Decrease of 781.35 gallons per day Scenario 2: Increase of 3,075.3 gallons per day
Sewer Provider	Septic system
Potential Sewer Impact	Scenario1: Decrease of 586.01 gallons per day Scenario 2: Increase of 236.5 gallons per day
Potential Solid Waste Impact	Scenario 1: Increase of 22.13 tons per year Scenario 2: Increase of 42.38 tons per year
Drainage Basin/Sub-basin	Trout River Basin/Cambon Branch Sub-basin
Recreation and Parks	Jacksonville-Baldwin Rail Trail
Mass Transit Access	No bus service at this location
Natural Features	
Elevations	55 ft.
Land Cover	1180 Residential -rural
Soils	14 – Boulogne fine sand, 32-Leon fine sand
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 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 established shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition).

A JEA availability letter, dated May 11, 2021 is included in the companion rezoning application. The letter indicates that a potable water and sanitary sewer services are not within ¼ mile of the subject property.

Transportation

The Planning and Development Department completed a transportation analysis, which is on file with the Planning and Development Department, and determined that the proposed amendment from LDR to CGC has the development potential under scenario 1 as 100 percent non-residential and under scenario 2 as 80 percent residential, and 20 percent non-residential. If the land use is amended to CGC, development could result in 1,088 new net vehicular trips under scenario 1 and an increase of 311 new net vehicular trips under scenario 2. This analysis is based upon the comparison of what potentially could be built on that site 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.

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 5.

The subject site is accessible via Jones Road, a 2-lane collector road facility. The proposed development is generating significant daily trips and the Transportation Planning Division recommends ongoing coordinating efforts with the Traffic Engineer to ensure that a traffic operational analysis is provided to address the specific external impacts as a result of this land use amendment.

School Capacity

Based on the impact assessment standards detailed in FLUE Policy 1.2.16, the 1.76 acre proposed land use map amendment has a development potential of 21 dwelling units and 5 new students. The proposed development was analyzed in accordance with the adopted level of service standards (LOS) for school capacity as established in the Interlocal Agreement (ILA) and the Public Schools and Facilities Element. The ILA was entered into in coordination with the Duval County Public School System (DCPS) and the other municipalities within Duval County.

School concurrency LOS is the methodology used to analyze and to determine whether there is adequate school capacity for each school type (elementary, middle, and high school) to accommodate a proposed development. The LOS (105% of permanent capacity) is based on Concurrency Service Areas (CSAs), not the closest school in the area for elementary, middle, and high schools, as well as on other standards set forth in the City of Jacksonville School Concurrency Ordinance.

The available seats in the CSA and adjacent CSAs include concurrency reservations.

In evaluating the proposed residential development for school concurrency, the following results were documented:

- **Elementary School**
 - Concurrency Service Area (CSA): 1
 - 2020/2021 enrollment: 11,133
 - Current utilization: 60%
 - New student development from amendment: 3
 - 5-year utilization: 67%
 - Available seats in CSA: 6,180
 - Available seats in adjacent CSAs 2 and 8: 4,787

- **Middle School**
 - CSA 1
 - 2020/2021 enrollment: 7,607
 - Current utilization: 89%
 - New student development from amendment: 1
 - 5-year utilization: 98%
 - Available seats in CSA: 618
 - Available seats in adjacent CSAs 2 and 7: 612

- **High School**
 - CSA 1
 - 2020/2021 enrollment: 8,520
 - Current utilization: 84%
 - New student development from amendment: 1
 - 5-year utilization: 76%
 - Available seats in CSA: 1,000
 - Available seats in adjacent CSAs 2 and 8: 822

The analysis of the proposed residential development does not show a deficiency for school capacity within the CSA.

Public School Facilities Element

Policy 2.3.2 The City will coordinate with DCPS to establish plan review procedures to manage the timing of Future Land Use Map amendments and other land use decisions so that these decisions coordinate with adequate school capacity.

Policy 2.3.3 The City will take into consideration the DCPS comments and findings on the availability of adequate school capacity in the evaluation of comprehensive plan amendments, and other land use decisions as provided in Section 163.3177(6)(a), F.S. and development of regional impacts as provided in 1380.06, F.S

Supplemental School Information:

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

- **Thomas Jefferson Elementary School (ES #48)**
 - CSA 1
 - Amendment student generation: 3
 - School capacity including permanent spaces and portables: 537
 - Current enrollment 20 day count for 2020/2021: 441
 - Percent occupied: 82%
 - 4-year projection: 82%

- **Jean Ribault Middle School (MS #212)**
 - CSA 1
 - Amendment student generation: 1
 - School capacity including permanent spaces and portables: 1,041
 - Current enrollment 20 day count for 2020/2021: 747
 - Percent occupied: 72%
 - 4-year projection: 69%

- **Jean Ribault High School (HS #96)**
 - CSA 1
 - Amendment student generation: 1
 - School capacity including permanent spaces and portables: 1,683
 - Current enrollment 20 day count for 2020/2021: 1,415
 - Percent occupied: 84%
 - 4-year projection: 85%

Airport Environment Zone

The site is located within the 300 foot Height and Hazard Zone for the Whitehouse OLF Airport. Zoning will limit development to a maximum height of less than 300 ft., 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.

Aquifer Recharge

The site is located within an area identified as being in the 0 to 4 inch per year aquifer recharge area. This range is below the threshold of 12 inches or more per year which would constitute a prime recharge area as defined in the Infrastructure Element – Aquifer Recharge Sub-Element (IE-AR). Prime aquifer recharge areas are the primary focus of groundwater resource protections. However, development resulting from the proposed land use amendment will be reviewed during the site plan review and permitting process for compliance with the land development regulations that have been established to protect groundwater resources. Such regulations address issues such as drainage systems, septic systems, and landscape/irrigation regulations.

Infrastructure Element

Policy 1.2.8 Within two years of establishment by the SJRWMD and the Water Resources Management Plan of prime recharge areas for the Floridian Aquifer, the Planning and Development Department shall prepare maps of such designated areas showing the special zoning and land use consideration the City has established for such areas as designated by the latest update of the Floridian Aquifer Recharge GIS grid coverage.

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.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on May 27, 2021 the required notices of public hearing signs were posted. Twenty-five (25) 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 June 1, 2021 for the adoption of the small-scale land use amendment. Other than the applicant, no members of the public were present.

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.

- 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 1.1.11 Encourage that new non-residential projects be developed in designated nodal and corridor development areas as provided in the Plan Category Descriptions of the Operative Provisions, in appropriate commercial infill locations, or as a Transit Oriented Development (TOD), as described in this element.
- 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 may be 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, recreation 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 3.2 Continue to promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas.

Policy 3.2.4 The City shall permit expansion of commercial uses adjacent to residential areas only if such expansion maintains the existing residential character, does not encourage through traffic into adjacent residential neighborhoods, and meets design criteria set forth in the Land Development Regulations.

Recreation and Open Space Element (ROSE)

Policy 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 Category Descriptions of the Future Land Use Element (FLUE), LDR in the Suburban Development Area is intended to provide for low-density residential development. Generally, single-family detached housing should be the predominant development typology in this category. Mixed use developments utilizing the Traditional Neighborhood Development (TND) concept, which is predominantly residential but includes a broad mixture of secondary recreational, commercial, public facilities and

services may also be permitted. Residential development is permitted at up to seven (7) dwelling units per acre where centralized water and sewer is available.

The CGC land use category 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 which are 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.

According to the JEA letter dated May 11, 2021 the site does not have access to potable water or sanitary sewer services. FLUE Policy 1.2.9 requires connection to sewer service when it becomes available. Commercial development at the proposed location will need to have a private well and septic system designed for the needs of the proposed development area under the provisions of Section 381.0065, Florida Statutes, and will need to connect to central sewer when it becomes available per Section 381.00655, Florida Statutes.

Although the area is predominantly residential, there is a small node of commercial along Commonwealth Avenue where it intersects with Jones Road. The land use category of the properties located at the intersection of Jones Road and Commonwealth Avenue, are CGC. Although the amendment site is not located at the intersection, the applicant owns two lots along Commonwealth Avenue. The zoning application includes those two lots located on the southwest corner at the intersection of Commonwealth Avenue and Jones Road which are both collector roadways. The land use amendment extends the commercial node approximately 250 further south along the west side of Jones Road. Amending the site to CGC allows for the expansion and increased viability of an underutilized commercial site, therefore the amendment site is consistent with FLUE Policy 1.1.11, Objective 3.2 and Goal 3.

The Comprehensive Plan allows expansion of commercial use adjacent to residential uses in certain cases. The land use amendment, which expands the CGC, enhances the existing CGC property to the north, which is under the same ownership. The commercial acreage will be 2.68 acres. In addition, the land use change does not encourage through-traffic into the neighborhood. Therefore, it is consistent with FLUE Objective 3.2, and Policies 1.1.10 and 3.2.4.

The proposed small-scale amendment would have a negligible impact on the provision of both CGC and LDR designated land in the immediate area and overall for the City due to the minimal acreage subject to this amendment. The characteristics of the surrounding area demonstrate the amendment would result in compatible uses and development scale. The proposed land use would unify the land use with the two parcels located at the intersection. Therefore, the land use amendment is consistent with FLUE Policies 1.1.5 and 1.1.21.

The proposed amendment is required to comply with ROSE Policy 2.2.1 regarding the provision of open space and will be evaluated for consistency during site plan review.

Northwest Jacksonville Vision Plan

The subject property is located within the boundaries of what is identified as the Suburban Area of the Northwest Vision Plan (September 2003). While the Vision Plan does not specifically address the commercial areas throughout the district, the Plan recommends strategies to improve the visual appearance of corridors with landscaping, street trees, gateways and signs. These methods should be considered in reviving vacant commercial properties. Therefore, the proposed land use amendment is consistent with the Northwest Jacksonville Vision Plan.

Strategic Regional Policy Plan

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

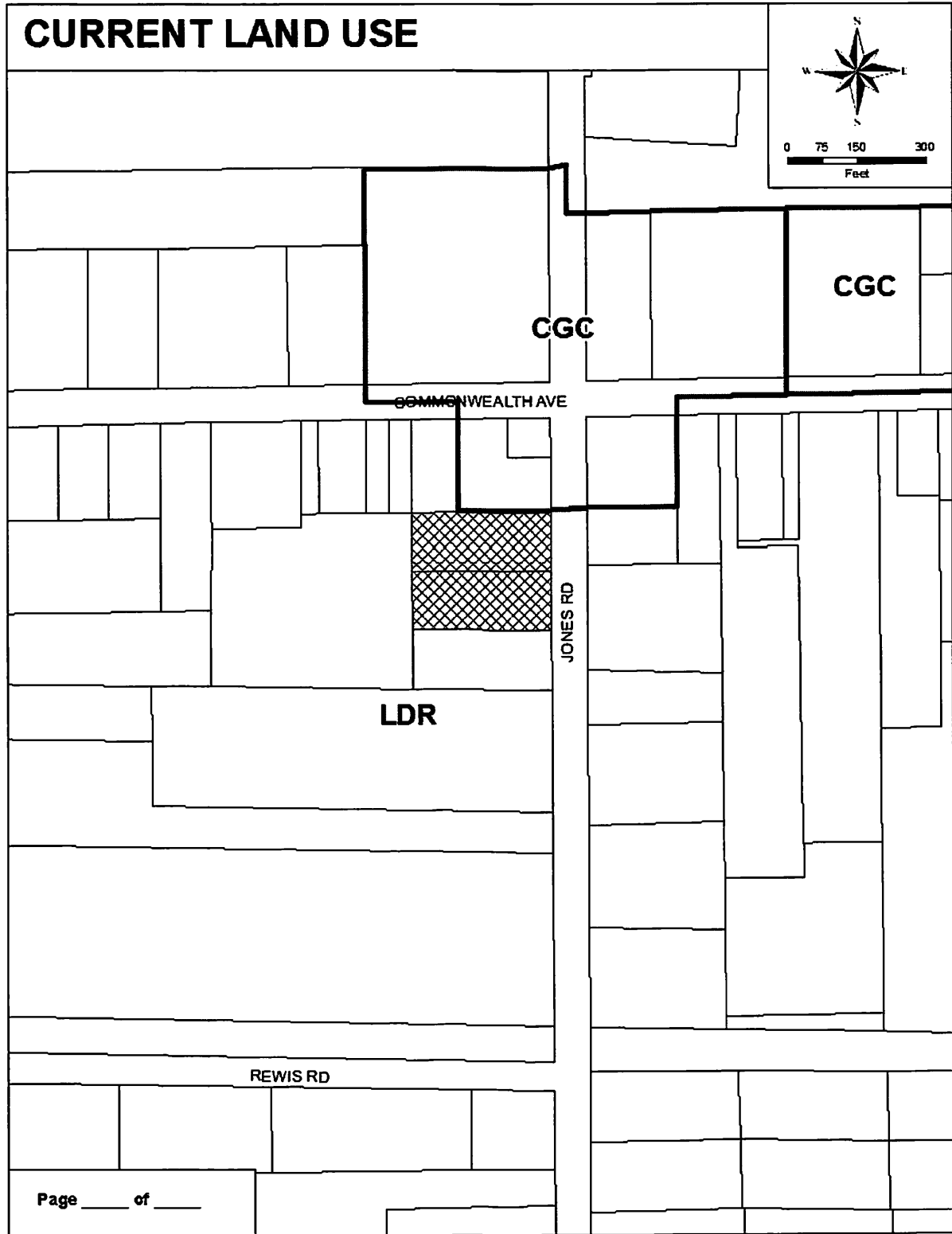
Goal 2.3 An environment that is conducive to the creation and relocation of new businesses as well as the expansion of existing businesses in the northeast Florida region.

The proposed land use amendment promotes an environment that is conducive to the expansion of existing 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.

RECOMMENDATION

The Planning and Development Department recommends **APPROVAL** of this application based on its consistency with the 2030 Comprehensive Plan and the Strategic Regional Policy Plan.

CURRENT LAND USE MAP



LAND UTILIZATION MAP

