

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 5, 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. 2021-367/Application No. L-5551-21C

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 2021-367 on August 5, 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

Aye

Alexander Moldovan

Aye

Jason Porter

Absent

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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 – July 30, 2021

Ordinance/Application No.: 2021-367 / L-5551-21C

Property Location: 1484 Monticello Road, along Atlantic Boulevard between Monticello Road and Holmesdale Road.

Real Estate Number(s): 145642 0000 (a portion of)

Property Acreage: 0.46 of an acre

Planning District: District 3, Southeast

City Council District: District 5

Applicant: William Michaelis, Esq.

Current Land Use: Low Density Residential (LDR)

Proposed Land Use: Residential-Professional-Institutional (RPI)

Development Area: Urban Development Area

Current Zoning: Residential Low Density-60 (RLD-60)

Proposed Zoning: Commercial, Residential and Office (CRO)

RECOMMENDATION: **APPROVE**

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To allow for utilization by existing office use, including for parking.

BACKGROUND

The 0.46 of an acre subject site is located between Holmesdale Road and Monticello Road, both local roads, and along the north side of Atlantic Boulevard, a major arterial road. Bishop Kenny High School is one block to the west of the subject site.

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 RPI in order to fully utilize the 1.25 acre property for commercial uses. The property contains a surveyor business on the portion that is in the RPI land use category. Expanding the RPI land use designation to the rest of the property would allow for expanded parking. There

is a multi-family unit west of the site with Bishop Kenney High School a block past the unit. There are single family homes to the north and east. Land uses south and southeast of the subject site are RPI and Community/General Commercial (CGC). The area directly across Atlantic Boulevard from the property is in the CGC land use category.

The land use amendment is for a portion of the property. If approved, the land use amendment would make the entire parcel RPI. A companion rezoning application is pending concurrently with the land use application via Ordinance 2021-368, which seeks to change the zoning district from RLD-60 to CRO, which is also consistent with the zoning of the rest of the property.

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

North: Land Use: LDR
Zoning: RLD-60
Property Use: Single family dwellings

South: Land Use: RPI, CGC
Zoning: Commercial Community/General-1 (CCG-1), CRO
Property Use: Surveying business. Across Atlantic Boulevard there are medical offices and a bar.

East: Land Use: LDR and CGC
Zoning: RLD-60 and CCG-1
Property Use: Single family homes to the east and an Animal Hospital to the southeast

West: Land Use: RPI and LDR
Zoning: CRO and RLD-60
Property Use: A multi-family unit and single family 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

Development Analysis – 0.46 Acre / 20,037.6 sq. ft.		
Development Boundary	Urban Development Area	
Roadway Frontage Classification / State Road	Major Arterial, SR 10 (Atlantic Blvd.)	
Plans and/or Studies	Southeast Vision Plan	
Site Utilization	Current: Vacant	Proposed: Office and parking
Land Use / Zoning	Current: LDR / RLD – 60	Proposed: RPI / CRO
Development Standards for Impact Assessment	Current: 5 DU/Acre	Proposed: Scenario 1: Non-res – 0.5 FAR Scenario 2: 90% residential @ 23 DU/Acre, 10% Non-res – 0.5 FAR
Development Potential	Current: 2 DU	Proposed: Scenario 1: 10,018.8 sq. ft. Scenario 2: 1,001.9 sq. ft. / 9 DU
Net Increase or Decrease in Maximum Density	Scenario 1: decrease of 2 DU Scenario 2: increase of 7 DU	
Net Increase or Decrease in Potential Floor Area	Scenario 1: increase of 10,018.8 sq. ft. Scenario 2: increase of 1,001.9 sq. ft.	
Population Potential	Current: 5	Scenario 1: 0 Scenario 2: 23
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	500' Height Restriction Zone – Jacksonville Naval Air Station	
Industrial Preservation Area	No	
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	

Development Analysis – 0.46 Acre / 20,037.6 sq. ft.	
Public Facilities	
Potential Roadway Impact	Scenario 1: 79 net new daily trips Scenario 2: 57 net new daily trips
Potential Public School Impact	De minimis
Water Provider	JEA
Potential Water Impact	Scenario 1: Increase of 171.1 gpd Scenario 2: Increase of 1,653.3 gpd
Sewer Provider	JEA
Potential Sewer Impact	Scenario 1: Increase of 128.3 gpd Scenario 2: Increase of 1,240.0 gpd
Potential Solid Waste Impact	Scenario 1: Increase of 10.83 tons per year Scenario 2: Increase of 19.80 tons per year
Drainage Basin/Sub-basin	Major Drainage Basin – St. Johns River, Upstream of Trout River Drainage Sub Basin – Miller Creek
Recreation and Parks	St. Nicholas Train Station Park
Mass Transit Access	JTA Routes 8 / 33
Natural Features	
Elevations	22' to 23'
Land Cover	1200: Residential, medium density – 2-5 DU / Acre 1400: Commercial and Services
Soils	72: Urban land-Ortega-Kershaw complex, 0 to 8 percent slopes.
Flood Zones	No
Wetlands	No
Wildlife (applicable to sites greater than 50 acres)	N/A

Utility Capacity

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been 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). According to the City's infrastructure map, there is an 8-inch sewer line on Monticello Road and Holmesdale Road. Also, according to the infrastructure map, there are 6 inch water mains on Monticello Road, Holmesdale Road and Atlantic Boulevard.

Transportation

The Planning and Development Department completed a transportation analysis, which is on file with the Planning and Development Department, and determined that the trip generation comparison between the current development potential and the proposed

development potential will result in 79 net new trips for scenario 1 and 57 net new trips for 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 8.

The subject site is accessible via Monticello Road and Holmesdale Road, both 2-lane unclassified facilities and is located north of Atlantic Boulevard (SR 10). Atlantic Boulevard (SR 10) is a divided principal arterial facility and either scenario of the RPI development will not have any significant impacts on the external roadway network.

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 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 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 July 8, 2021, the required notices of public hearing signs were posted. Forty-three (43) 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 June 28, 2021 via a virtual Zoom meeting. No members of the public attended to discuss the proposed amendment.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

Urban Area (UA): The UA is the second tier Development Area and generally corresponds with the densely developed portions of the City that have been in residential or employment generating uses prior to consolidation. It also includes major corridors which connect the other Development Areas. The intent of the UA is to encourage revitalization and the use of existing infrastructure through redevelopment and infill development, but at moderate urban densities which are transit friendly. Also, the UA is intended to support multi-modal transportation and the reduction of per capita greenhouse gas emissions and vehicle miles traveled. Development is encouraged to employ urban development characteristics as further described in each land use plan category.

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 for sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.

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

limitations, and the likelihood of furthering growth management and mobility goals.

Policy 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.

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

Goal 3 To achieve a well-balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and efficient transportation network, while protecting and preserving the fabric and character of the City's neighborhoods and enhancing the viability of non-residential areas.

Objective 3.1 Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for the citizens. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable requirements described in the Development Areas and the Plan Category Descriptions of the Operative Provisions of the 2030 Comprehensive Plan and Land Development Regulations.

Objective 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.

Objective 6.3 The City shall accommodate growth in Jacksonville by encouraging and facilitating new 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 shall 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 Future Land Use Element (FLUE), LDR in the Urban Development Area provides for low density residential development and plan amendment requests for new LDR designations are preferred in locations which are supplied with full urban services.

RPI in the Urban Area is intended to provide compact medium density development. Development which includes medium density residential and professional office uses is preferred. Limited commercial retail and service establishments which serve a diverse set of neighborhoods are also encouraged in order to reduce the number of Vehicles Miles Traveled.

Plan amendment requests for new RPI designations are preferred in locations which are supplied with full urban services and in locations which serve as a transition between commercial and residential land uses.

The 0.46 of an acre subject amendment site is intended to provide for the full utilization of the 1.25-acre subject property, which includes the 0.46 of an acre subject site. The designation of the portion of the property as RPI will allow full use of the entire property by the existing business. Therefore, the proposed land use amendment is consistent with FLUE Objectives 1.1 and 6.3, and Policies 1.1.5 and 1.1.22.

The proposed amendment site is served by two JTA public transportation routes (routes 8 and 33) and is along two major arterial roads (Atlantic Boulevard, SR-10, and Beach Boulevard, SR-212), providing consistency with Goal 3.

The proposed amendment is located within the Southeast Planning District and Urban Development Area with full access to urban services. The subject site is currently vacant and provides an opportunity for infill development. The applicant proposes to fully utilize the subject property by expanding the business' parking area into the area covered by the proposed amendment, which will maintain the character of the area and the current land use pattern satisfying FLUE Objective 1.1 and Policy 1.1.22. The proposed amendment encourages use of an underutilized property, which has access to centralized services and sustains the viability of the surrounding residential area satisfying Objective 1.1, Policy 1.2.9, and Objective 6.3 of the FLUE.

The proposed RPI designation allows for both the development of low intensity commercial uses and medium density residential uses consistent with the character of this portion of Atlantic Boulevard. The proposed amendment will have negligible impact on the need for commercial or multi-family residential land uses and facilitates development of an underutilized portion of the existing property and business, providing consistency with FLUE Goal 3, Objectives 3.1 and 3.2, and Policy 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 Southeast Vision Plan does not address the specific area of the amendment site. However, the vision plan calls for the promotion of Guiding Principle Two:

Promote mixed-use/mixed-income redevelopment and infill.

The proposed land use amendment would allow for the full utilization of a property already occupied by a surveyor business. The land use amendment would relieve pressure on the existing parking lot, making the location more viable for the existing business. Therefore, the proposed amendment is consistent with Principle 2 of the Southeast Vision Plan.

Strategic Regional Policy Plan

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

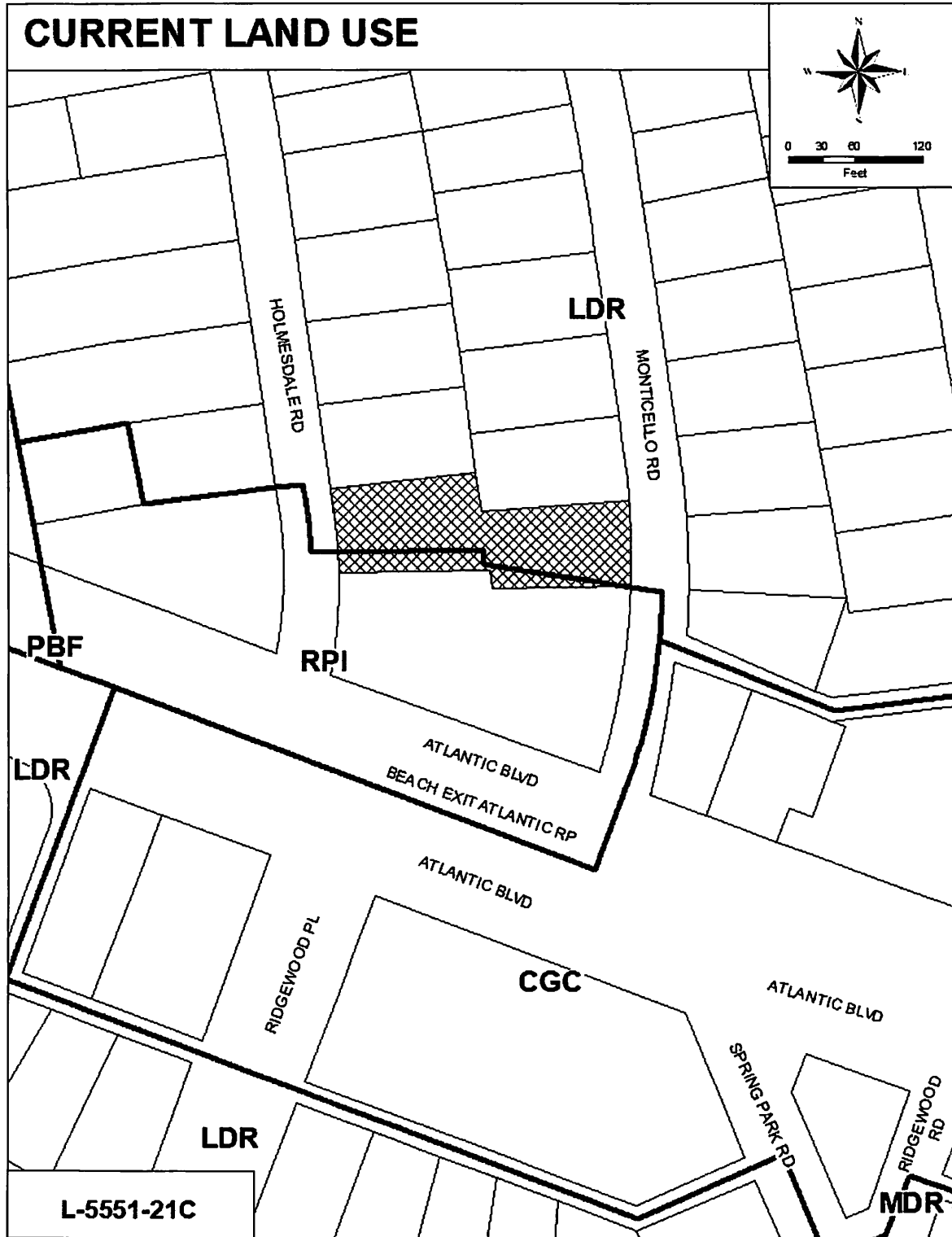
Goal 2.3 An environment that is conducive to the creation and relocation of new businesses as well as the expansion of existing businesses in the northeast Florida region.

The proposed land use amendment promotes an environment that is conducive to the creation of new 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.

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