



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

City Hall at St. James
117 W. Duval St.
Jacksonville, FL 32203
(904) 630-CITY

www.Jacksonville.gov

February 22, 2024

The Honorable Ronald B. Salem, Pharm. D., President
The Honorable Kevin Carrico, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, FL 32202

RE: Planning Commission Advisory Report / Ordinance No. 2024-054/Application No. L-5884-23C

Dear Honorable Council President Salem, Honorable Council Member and LUZ Chairman Carrico 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 2024-054 on February 22, 2024.

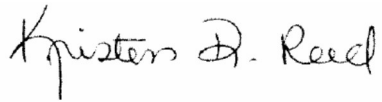
P&DD Recommendation	APPROVE
PC Issues:	None
PC Vote:	6-0 APPROVE

Charles Garrison, Chair	Aye
Lamonte Carter	Aye
Amy Yimin Fu	Absent
Julius Harden	Aye
Moné Holder	Aye
Ali Marar	Absent
Michael McGowan	Aye
Jack Meeks	Absent
Tina Meskel	Aye

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

Planning Commission Report
February 22, 2024
Page 2

Sincerely,

A handwritten signature in black ink that reads "Kristen D. Reed". The signature is written in a cursive style with a loop at the end of the last name.

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 – February 16, 2024

Ordinance/Application No.: 2024-54 / L-5884-23C

Property Location: 510 Starratt Road, between New Berlin Road and Airport Center Drive East

Real Estate Number(s): 106646-0000

Property Acreage: 1.11 acres

Planning District: District 6, North

City Council District: District 8

Applicant: David Shane Kennison

Current Land Use: Low Density Residential (LDR)

Proposed Land Use: Community/General Commercial (CGC)

Current Zoning: Residential Low Density-120 (RLD-120)

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

Development Boundary: Suburban Area

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

Coffee Shop

BACKGROUND

The 1.11 acre subject site is located along the south side of Starratt Road, a collector road, between New Berlin Road, a collector road, and Airport Center Drive East, a minor arterial road. The applicant is proposing a Future Land Use Map (FLUM) amendment from Low Density Residential (LDR) to Community/General Commercial (CGC) to allow for commercial development of a coffee shop. The applicant is also proposing a companion rezoning from Residential Low Density-120 (RLD-120) to Commercial Community General-1 (CCG-1). The companion rezoning application is pending concurrently with this application, pursuant to Ordinance 2024-55.

According to the application, the applicant intends for the site to be developed for a coffee shop. Directly abutting the site to the west is a shopping center and abutting the site to the south is a mini-warehouse development, both in the CGC land use category. Large lot single family homes in the LDR land use category surround the site to the east and to the north across Starratt Road.

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

North: Land Use: LDR
 Zoning: RLD-120
 Property Use: Single-family residential

South: Land Use: CGC
 Zoning: CCG-1
 Property Use: Mini-warehouse

East: Land Use: LDR, CGC
 Zoning: RLD-120, CCG-1
 Property Use: Single-family residential, mini-warehouse

West: Land Use: CGC
 Zoning: Planned Unit Development (PUD)
 Property Use: Shopping center, church

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.

Impact Assessment Baseline Review

Development Analysis 1.11 acres / 48351.6 sq. ft.		
Development Boundary	Suburban Development Area	
Roadway Frontage Classification / State Road	Starratt Road – Collector Roadway	
Plans and/or Studies	North Jacksonville Vision Plan	
Site Utilization	Current: Single family residential	Proposed: Coffee shop - commercial
Land Use / Zoning	Current: LDR	Proposed: CGC

Development Analysis 1.11 acres / 48351.6 sq. ft.		
Development Standards for Impact Assessment	Current: 5 DU / acre	Proposed: Scenario 1: 0.35 FAR Scenario 2: 15 DU / Acre
Development Potential	Current: 5 dwelling units	Proposed: Scenario 1: 16,923.06 sq. ft. Scenario 2: 16 dwelling units
Net Increase or Decrease in Maximum Density	Scenario 1: Decrease of 5 dwelling units Scenario 2: Increase of 11 dwelling units	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Increase of 16,923.06 sq. ft. Scenario 2: N/A	
Population Potential	Current: 13 people	Proposed: Scenario 1: N/A Scenario 2: 37 people
Special Designation Areas		
Aquatic Preserve	NO	
Evacuation Zone	Zone C	
Airport Environment Zone	NO	
Industrial Preservation Area	NO	
Cultural Resources	NO	
Archaeological Sensitivity	High Sensitivity	
Historic District	NO	
Coastal High Hazard	NO	
Adaptation Action Area	NO	
Groundwater Aquifer Recharge Area	Discharge	
Wellhead Protection Zone	NO	
Boat Facility Siting Zone	NO	
Brownfield	NO	
Public Facilities		
Potential Roadway Impact	Scenario 1: 506 net new daily trips Scenario 2: 61 net new daily trips	
Potential Public School Impact	De Minimus	
Water Provider	Well- Applicant intends to use the current well on site	
Potential Water Impact	Scenario 1: Decrease of 483.85 gallons per day Scenario 2: Increase of 2,926 gallons per day	
Sewer Provider	septic	
Potential Sewer Impact	Scenario 1: Decrease of 362.89 gallons per day Scenario 2: Increase of 2,194.5 gallons per day	
Potential Solid Waste Impact	Scenario 1: Increase of 14.07 tons per year Scenario 2: Increase of 28.6 tons per year	
Drainage Basin/Sub-basin	Dunn Creek / Dunn Creek	
Recreation and Parks	NO	
Mass Transit Access	NO	

Development Analysis 1.11 acres / 48351.6 sq. ft.	
Natural Features	
Elevations	15-17 feet
Land Cover	6170: Mixed Wetland Hardwoods
Soils	38: Mascotte fine sand, 0 to 2 percent slopes
Flood Zones	AE flood zone; 0.2 percent annual chance flood hazard
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).

The applicant provided a JEA Availability Letter dated November 11, 2023, as part of the companion rezoning application. According to the letter, there is an existing 14-inch water main within the Starratt Road right-of-way. However, there is not a JEA sewer main available for connection within a quarter mile of the application site. According to the application, the applicant intends to use well and septic for the site. The applicant stated that there is an existing well onsite that would be utilized. Residential development potential will be limited as provided for in the CGC land use category where centralized sewer is not available.

Future Land Use Element

Policy 1.2.8 Require new development and redevelopment in the Central Business District (CBD), Urban Priority Area (UPA), Urban Area (UA), and Suburban Area (SA) to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site.

Development on sites located within the UPA, UA and SA are permitted where connections to centralized potable water and/or wastewater are not available subject to compliance the following provisions:

1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.

2. Non-residential (above 600 gpd) where the collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (non-residential and residential) where:
 - a. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
 - b. Each lot is a minimum of ½ acre unsubmerged property.
 - c. Installation of dryline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections the JEA Collection Systems available within a five (5) year period.

Transportation

The subject site is 1.11 acres and is accessible from Starratt Rd, a collector facility. The proposed land use amendment is located within the Suburban Development Area and Mobility Zone 3. The applicant proposes to change the existing land use from Low Density Residential (LDR) to Community General Commercial (CGC).

Comprehensive Plan Consistency:

The Trip Generation Analysis is consistent with the most recent version of the Transportation Element (TE) of the City of Jacksonville Comprehensive Plan (TE Objective 2.4 and Policies 1.2.1 and 2.4.2).

Transportation Element

- | | |
|---------------|--|
| Policy 1.2.1 | The City shall use the Institute of Transportation Engineers <i>Trip Generation Manual</i> , latest edition, to determine the number of trips to be produced or attracted to a particular land use when assessing a traffic impact. |
| Objective 2.4 | 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 | 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. |

Trip Generation Estimation:

Table A provides the daily trip generation comparison between the current and proposed comprehensive plan land uses and the potential transportation impacts on the roadway network. The current land use may result in 47 daily trips, depending on the scenario. If

the land use is amended to allow for this proposed CGC development, this could result in 553 or 108 daily trips.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment will result in 506 or 61 net new daily trips when compared to the existing land use. The Transportation Planning Division recommends ongoing coordinating efforts with the City of Jacksonville Traffic Engineer to determine if a traffic operational analysis is needed.

Table A
Trip Generation Estimation Scenarios

Existing Land Use-Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
LDR	210	5 SF DUs	T = 9.43(X)	47	0	47
				Existing Scenario Total		47
Proposed Land Use-Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
CGC	822	16,923 SF	T= 54.45 (X) /1000	921	368	553
				Proposed Scenario-1 Total		553
CGC	220	16 MF DUs	T = 6.74(X)	108	0	108
				Proposed Scenario-2 Total		108
				Scenario 1 Net New Daily Total		506
				Scenario 2 Net New Daily Total		61

Source: Trip Generation Manual, 11th Edition, Institute of Engineers

School Capacity

While the proposed amendment includes a residential component, the site will generate 20 residential units or less. Therefore, the proposed development will have a de minimis impact on school capacity.

Evacuation Zone

The subject site is within Evacuation Zone C. As such, the land use application was routed to the City’s Emergency Preparedness Division (EPD) for review and comment. EPD was provided with the land use application and the development potential of the proposed land use amendment change. Per EPD’s comments, it was determined that the impact of the subject small scale land use amendment on countywide evacuation timing would be minimal. Their complete analysis is provided below.

EPD Review

The proposed property in land use amendment L-5884-23C will be in close proximity to the Main Street North, indicating sufficient access to I-295 (1.83 road miles) and I-95 (2.90 road miles), primary evacuation routes.

In consideration of the surrounding evacuation zones (Zone C, Zone A, and Zone D), nearest evacuation routes, and the estimate of 61 - 506 additional daily trips, the development of the proposed property could create a localized impact to the traffic flow on I-295 and I-95 during an emergency evacuation scenario. The changes proposed through land use amendment application L-5884-23C would have a minimal impact on countywide evacuation clearance time within Duval County. Site design techniques that minimize disruption to existing traffic flow are encouraged. Any development should incorporate appropriate mitigation techniques to reduce flood vulnerability and minimize impacts to the floodplain.

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of high sensitivity for the presence of archaeological resources. Projects that move forward through the Site Review process may be required to perform a Professional Archaeological Reconnaissance Survey. 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 1.2.2 The City shall continue to review new development for the potential of archeologically significant sites. The City shall utilize the most current version of the Archeological Sensitivity Predictive Model to identify areas of high probability for artifact concentrations.

Policy 1.2.5 The Planning and Development Department shall maintain and update for planning and permitting purposes, a series of GIS data layers and maps depicting recorded archaeological sites, historic districts and local landmarks.

Flood Zones

All of the subject site is located within the 0.2 PCT Annual Chance Flood Hazard or AE flood zones. Flood zone designations are assigned by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm or Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of every 100 years. This does not mean that a storm of this type will happen every 100-years. There is a 1-percent chance that a storm of this magnitude will occur in any given year.

The 0.2 PCT Annual Chance Flood Hazard flood zone is defined as areas within the 500-year floodplain and outside of the SFHA. Flood insurance is not mandatory within these flood zones. The areas are deemed to be subject to moderate flood hazards. The AE flood zone is defined as areas within the 100-year floodplain or SFHA where flood insurance is mandatory. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance.

Conservation /Coastal Management Element (CCME)

Policy 2.6.1 The City shall continue to define the surface hydrology of the area to determine flood plain vulnerability and sensitivity, and will determine appropriate protection measures.

Policy 2.6.3 The City shall protect appropriate floodplain areas for the public benefit and restore degraded floodplain areas by:

- A. Land acquisition or conservation easement acquisition;
- B. Regulation, including setbacks, buffer zones, designated wildlife corridors, low density zoning, performance standards and open space requirements; and
- C. Incentives, including tax benefits and transfer of development rights.

Policy 13.7.10 The City has adopted and shall maintain a floodplain management ordinance that establishes engineering requirements to safeguard the public health, safety, and general welfare and minimizes public and private losses due to flooding through regulation and development of flood hazard areas. The ordinance shall include development and redevelopment regulations that:

- A. Minimize unnecessary disruption of commerce, access and public service during times of flooding;
- B. Require the use of construction practices that will prevent or minimize future flood damage;
- C. Manage filling, grading, dredging, mining, paving, excavation, drilling operations, storage of equipment or materials, and other development which may increase flood damage or erosion potential;
- D. Manage the alteration of flood hazard areas, watercourses, and shorelines to minimize the impact of development on the natural and beneficial functions of the floodplain;
- E. Minimize damage to public and private facilities and utilities;
- F. Help maintain a stable tax base by providing for the sound use and development of flood hazard areas;
- G. Minimize the need for future expenditure of public funds for flood control projects and response to and recovery from flood events; and
- H. Meet the requirements of the National Flood Insurance Program for community participation as set forth in the Title 44 Code of Federal Regulations, Section 59.22.

PROCEDURAL COMPLIANCE

The sign posting map affidavit and photos of the posted sign were submitted by the applicant on December 23, 2023 identifying that 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 January 29, 2024. No members of the public attended the meeting.

CONSISTENCY EVALUATION

Consistency with 2045 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 defined in this Plan.

Goal 1 To ensure that the character and location of land uses optimize the combined potentials for economic benefit, enjoyment, wellness 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 1.1.21 Rezoning and 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 and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business with the intent that this balance of uses shall:

A. Foster vibrant, viable communities and economic development opportunities;

B. Address outdated development patterns; and/or

C. Provide 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.

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 1.2.8 Require new development and redevelopment in the Central Business District (CBD), Urban Priority Area (UPA), Urban Area (UA), and Suburban Area (SA) to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site.

Development on sites located within the UPA, UA and SA are permitted where connections to centralized potable water and/or wastewater are not available subject to compliance the following provisions:

1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
2. Non-residential (above 600 gpd) where the collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (non-residential and residential) where:
 - a. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
 - b. Each lot is a minimum of ½ acre unsubmerged property.
 - c. Installation of dryline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections the JEA Collection Systems available within a five (5) year period.

Objective 1.6 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.

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.

Property Rights Element (PRE)

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

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

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

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

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

According to the Future Land Use Element (FLUE), Low Density Residential (LDR) is a category intended to provide for low density residential development. Generally, single-family detached housing should be the predominant development typology in this category. The maximum gross density in the Suburban Area shall be 7 units/acre when centralized potable water and wastewater services are available to the site and there shall be no minimum density; except as provided herein. The maximum gross density shall be 2 units/acre and the minimum lot size shall be half an acre when both centralized potable water and wastewater are not available. The maximum gross density shall be 4 units/acre and the minimum lot size shall be ¼ of an acre if either one of centralized potable water or wastewater services are not available.

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 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. Single-use multi-family development is permitted when 50 percent or more of the contiguous CGC category land area within up to one quarter of a mile radius is developed for non-residential uses. Multi-family developments that do not comply with the single-use provisions shall provide a mix of uses within the development site and multi-family uses shall not exceed 80 percent of a development.

The applicant is proposing a change from LDR to CGC to allow for commercial development for a site that is in the Suburban Development Area and that abuts a collector road. While the site abuts an area of LDR to the east, the site abuts land in the CGC category with developed commercial uses to the south and west. The proposed amendment would allow for an extension of the existing commercial uses to the west and south while maintaining a compatible land use pattern. Therefore, the amendment is consistent with FLUE Goals 1 and 3, and Policies 1.1.21 and 1.1.22.

The site has access to JEA water, but according to the applicant there is an existing well on site that will be utilized for the property. According to the JEA letter of availability, the site does not have access to sanitary sewer services. Commercial development at the proposed location will need to have a septic system designed for the needs of the proposed development area under the provisions of Section 381.0065, Florida Statutes, and to provide consistency with FLUE Policy 1.2.8, will need to connect to central sewer when it becomes available per Section 381.00655, Florida Statutes.

The proposed small-scale amendment would increase the amount of commercially designated land available to further meet the goal of meeting or exceeding the amount of land required to accommodate anticipated growth. Additionally, the property is underutilized land in the Suburban Development Area which has access to centralized water. Development of this site is considered infill development. Thus, the proposed amendment is consistent with FLUE Objective 1.6 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 application site lies within the boundary of the North Jacksonville Shared Vision and Master Plan. The plan does not identify specific recommendations for the subject site.

The focus of the plan is to create centers to increase development and redevelopment within the district while protecting existing neighborhoods. The proposed infill of undeveloped property promotes a use consistent with abutting and surrounding uses and does not intrude into the existing residential located to the east with traffic. Therefore, the amendment is consistent with the Vision Plan.

Strategic Regional Policy Plan

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

Objective: Integrated planning: The link between land use, resources, and mobility

Policy 4: The Region supports strategies identified by the Regional Community Institute as they worked on First Coast Vision, including:

- Maintenance of a diversity of land use in the Region.
- Infill and redevelopment.

The proposed land use amendment would increase opportunities for commercial development, helping to maintain a diversity of land use in the area. Therefore, the proposed amendment is consistent with the Strategic Regional Policy Plan.

LAND USE AMENDMENT
FIELD / LOCATION / CURRENT LAND USE MAP

