

City of Jacksonville, Florida

Lenny Curry, Mayor

City Hall at St. James
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Jacksonville, FL 32202
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November 19, 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. 2020-330/Application No. L-5438-20C

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 2020-330 on November 19, 2020.

P&DD Recommendation

DENY

PC Issues:

The Commission expressed concern that the amendment would make the Family Dollar store non-conforming and would prevent rebuilding or repair of the commercial structure if it was damaged. The applicant indicated that they had discussions with the Family Dollar owner and they were not opposed to the land use map amendment.

PC Vote:

6-0 APPROVE

Joshua Garrison, Chair

Aye

Dawn Motes, Vice-Chair

Absent

David Hacker, Secretary

Aye

Marshall Adkison

Absent

Daniel Blanchard

Aye

Ian Brown

Aye

Alexander Moldovan

Aye

Jason Porter

Aye

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

Sincerely,

Kristen D. Reed

Kristen D. Reed, AICP
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Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – November 13, 2020

Ordinance/Application No.: 2020-330 / L-5438-20C

Property Location: 0 Kevin Road and 0 Sunbeam Road, on the south side of Sunbeam Road between Kevin Road and Craven Road

Real Estate Number(s): 149046-0010; 149050-0010; and 149053-0000

Property Acreage: 0.96 of an acre

Planning District: District 3, Southeast

City Council District: District 6

Applicant: Cyndy Trimmer, Esquire

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

Proposed Land Use: Business Park (BP)

Development Area: Suburban Area

Current Zoning: Planned Unit Development (PUD)

Proposed Zoning: PUD

RECOMMENDATION: DENY

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To permit development of mixed-use flex warehouse space.

BACKGROUND

The subject site is 0.96 of an acre and is located on the west side of Kevin Road, which is classified as a local road, and south of Sunbeam Road, which is classified as a collector roadway. 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 RPI to BP in order to develop the site with flex warehouse space.

The site is located approximately 250 feet from the intersection of Sunbeam and Kevin Roads. All parcels along Kevin Road are designated as RPI. Abutting the subject site to the west is an undeveloped but anticipated residential community, designated as

Community / General Commercial (CGC) fronting Sunbeam Road with Public Buildings and Facilities (PBF) south of the CGC for the remainder of that site.

The site is composed of three (3) parcels and is currently part of a larger PUD zoning district (1.73 acres, Ordinance 2018-565-E). The proposed land use amendment to BP is companion to a rezoning application to PUD, Ordinance 2020-331, pending concurrently with this land use application. The subject site is undeveloped but shares in the existing PUD zoning site plan with a retail store located at the southwest corner of Sunbeam and Kevin Roads; the retail store parcel is not included within the proposed land use and rezoning. If the proposed applications are adopted, the remainder of the original PUD site, as currently developed, would be inconsistent with the 2030 Comprehensive Plan; more information about this is provided in the Consistency Evaluation below.

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

North: Land Use: RPI

Zoning: PUD / Commercial Residential Office (CRO)

Property Use: retail store

South: Land Use: RPI

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

Property Use: single-family residential

East (across Kevin Road): Land Use: RPI

Zoning: PUD / CRO

Property Use: commercial/office and single-family residential

West: Land Use: CGC / RPI / PBF

Zoning: CRO / PUD

Property Use: undeveloped, anticipated 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.

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		
Development Boundary	Suburban Area	
Roadway Frontage Classification / State Road	Sunbeam Road (collector) and Kevin Road (local)	
Plans and/or Studies	Southeast Vision Plan	
Site Utilization	Current: undeveloped	Proposed: flex warehouse building
Land Use / Zoning	Current: RPI/PUD	Proposed: BP/PUD
Development Standards for Impact Assessment	<u>Current</u> Scenario 1: 0.5 FAR Scenario 2: 90% residential at 15 DU/Acre and 10% non-residential at 0.5 FAR	<u>Proposed</u> Scenario 1: 0.35 FAR Scenario 2: 80% residential at 15 DU/Acre and 20% non-residential at 0.35 FAR
Development Potential	<u>Current</u> Scenario 1: 20,908 Sq. Ft. Scenario 2: 12 DUs and 2,090 Sq. Ft.	<u>Proposed</u> Scenario 1: 14,636 Sq. Ft. Scenario 2: 11 DUs and 2,927 Sq. Ft.
Net Increase or Decrease in Maximum Density	Scenario 1: Not applicable Scenario 2: Decrease of 1 unit	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Decrease of 6,272 Sq. Ft. Scenario 2: Increase of 837 Sq. Ft.	
Population Potential	<u>Current</u> Scenario 1: Not applicable Scenario 2: 28 people	<u>Proposed</u> Scenario 1: Not applicable Scenario 2: 25 people
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	300-foot height and hazard zone (NAS JAX)	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	No – discharge area	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	Scenario 1: No new net trips Scenario 2: Increase of 6 new net trips	
Potential Public School Impact	Scenario 1: Not applicable Scenario 2: De minimis	
Water Provider	JEA	
Potential Water Impact	Scenario 1: Decrease of 440.14 GPD Scenario 2: Decrease of 176.26 GPD	
Sewer Provider	JEA	

Development Analysis	
Potential Sewer Impact	Scenario 1: Decrease of 330.11 GPD Scenario 2: Decrease of 132.2 GPD
Potential Solid Waste Impact	Scenario 1: Decrease of 10.035 tons per year Scenario 2: Decrease of 1.26 tons per year
Drainage Basin/Sub-basin	Upstream of Trout River / Julington Creek
Recreation and Parks	Goodby's Creek Preserve; Betty Wolfe Park
Mass Transit Access	Route 28
Natural Features	
Elevations	25 – 26 feet
Land Cover	1100 (residential, low density)
Soils	32 – Leon fine sand, 0-2 percent slopes
Flood Zones	No
Wetlands	No
Wildlife (applicable to sites greater than 50 acres)	Not applicable

Utility Capacity

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition).

The land use application indicates that JEA will provide water and sewer for the site. JEA provided a letter of service availability, dated February 10, 2020, stating that water and sewer mains are available for connection within the Kevin Road right-of-way, adjacent to the subject site, which is consistent with FLUE Policy 1.2.9.

Transportation

The Planning and Development Department completed a transportation analysis, on file with the Planning and Development Department, and determined that the proposed amendment from RPI to BP has the development potential under scenario 1 as 100 percent non-residential. The development potential under scenario 2 is calculated as 90 percent residential with 10 percent non-residential uses for the current RPI designation and as 80 percent residential with 20 percent non-residential uses for the proposed BP designation. If the land use is amended to BP, development would result in no new net trips under scenario 1 or six (6) new net 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 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 0.74.

The subject site is accessible via Sunbeam Road, an urbanized 4-lane divided collector facility and Kevin Road, a 2-lane undivided local facility. The proposed BP development is not anticipated to have any significant traffic impact on the roadway network.

School Capacity

The Planning and Development Department determined that the proposed amendment from RPI to BP has the development potential under scenario 1 as 100% non-residential. The development potential under scenario 2 is calculated as 90 percent residential with 10 percent non-residential uses for the current RPI designation and as 80 percent residential with 20 percent non-residential uses for the proposed BP designation. Under scenario 2, the proposed amendment could result in development of 11 multi-family dwelling units. Because residential development would generate fewer than 20 residential units, the proposed development would have a de minimis impact on school capacity.

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low sensitivity for the presence of archaeological resources. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

Historic Preservation Element

Policy 1.2.6 The Planning and Development Department shall maintain and update for planning and permitting purposes, a U.S.G.S. series of topographic maps upon which recorded archaeological sites are shown.

Airport Environment Zone

The site is located within the 300-foot Height and Hazard Zone for the Jacksonville Naval Air Station (NAS JAX). Zoning will limit development to a maximum height of less than 300 feet, unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.10051(d). See Objective 2.5 of the Future Land Use Element below:

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 10, 2020, the required notices of public hearing signs were posted. Thirty-two (32) 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 July 20, 2020 via a virtual Zoom meeting. No members of the public attended.

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 1.1.1 The City shall ensure that all new development and redevelopment after the effective date of the 2030 Comprehensive Plan is consistent with the Future Land Use Map series, and textual provisions of this and other elements of the 2030 Comprehensive Plan, as provided in Chapter 163 (Part II), Florida Statutes (F.S.).
- 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 1.1.8 Ensure that all future development and redevelopment meets or exceeds the requirements of all Land Development Regulations, including, but not limited to zoning, subdivision of land, landscape and tree protection regulations, and signage, as established and adopted by the City, State of Florida and the federal government, unless such requirements have been previously waived by those governmental bodies.
- Policy 1.1.12 Promote the use of Planned Unit Developments (PUDs), cluster developments, and other innovative site planning and smart growth techniques in all commercial, industrial, and residential plan categories, in order to allow for appropriate combinations of complementary land uses, and innovation in site planning and design, subject to the standards of this element and all applicable local, regional, State and federal regulations.
- Policy 1.1.21 Future amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or

exceeding the amount of land required to accommodate anticipated growth and the projected population of the area and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business consistent with FLUE Policy 1.1.5. The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.

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

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 3.2.18 The City shall permit business parks in locations adjacent to, or near, residential areas, subject to Development Areas and the Plan Category Descriptions of the Operative Provisions and applicable 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.

Transportation Element (TE)

Policy 2.3.6 The City shall require that access to newly developed and redeveloped parcels, other than parcels zoned for or used for single-family dwellings, with frontage along two or more roadways be limited in order to protect performance of the City's transportation network. Access shall be limited to one per roadway with access from the higher functional class roadway or roadway with the higher average daily traffic being limited to right turn-in/right turn-out only. However, exemptions from this Policy may be granted by the Traffic Engineering Division and the JPDD where factors justify the exemptions. Factors to be taken into consideration for

exemptions may include, but are not limited to: parcel size and road frontage; projected trip generation of a development; safety and congestion hazards; potential for delay on adjacent road facilities; environmental degradation; adequate traffic circulation; and/or elimination of existing access points.

According to the Category Description within the Future Land Use Element (FLUE), RPI in the Suburban Area (SA) is intended to provide low to medium density development. Development which includes medium density residential and professional office uses is preferred. The maximum gross density shall be 20 units per acre. Commercial retail sales and service establishments are limited to 50 percent of the site area and must be part of a mixed use development. Single-use developments shall be limited to residential or office, and mixed use developments may not include more than 90 percent of any individual use.

BP in the Suburban Area is intended to provide compact low to medium intensity office development. Further, within the BP land use, development which includes low to medium density residential uses is preferred on sites located outside of areas identified as an Industrial Sanctuary. Plan amendment requests for new BP designations are preferred in locations which are supplied with full urban services and with site access to roads classified as arterial or higher on the Highway Functional Classification Map. The subject site is located proximate to Sunbeam Road, a collector road, and the proposed development does not include residential uses and is not located within an Industrial Sanctuary. For these reasons, the proposed BP designation is inconsistent with the preferred locational criteria as specified in the Land Use Category Descriptions. The maximum gross density shall be 20 units per acre.

The site is composed of three (3) parcels and is currently part of a larger PUD zoning district (1.73 acres, Ordinance 2018-565-E). The subject site is undeveloped but shares in the existing PUD zoning site plan with a retail store located at the southwest corner of Sunbeam and Kevin Roads; the retail store parcel is not included within the proposed land use and rezoning applications. If the proposed applications are adopted, the remainder of the original PUD zoning site, as currently developed, would become a non-conforming use, inconsistent with the 2030 Comprehensive Plan. The PUD zoning was approved in 2018 given its consistency with the RPI land use category, which states that "single-use developments shall be limited to residential or office... Mixed use developments may not include more than 90 percent of any individual use." If properties subject to the 2018 PUD rezoning are carved out of that zoning district, the remainder of that PUD becomes a single-use commercial development, which is a non-conforming use, inconsistent with the Comprehensive Plan, specifically FLUE Policies 1.1.1 and 1.1.8.

The RPI land use category and the BP land use category are both considered mixed use, transitional categories. The main difference is that RPI is considered a commercial category and BP is industrial. As such, the impacts of the development are generally the same. However, the proposed land use amendment to BP conflicts with FLUE Policy

3.2.18 because the companion zoning application does not tailor the specific uses in such a way as to be cohesive with the adjacent residential while honoring the current zoning designation of the abutting RPI parcel that fronts Sunbeam Road.

The subject site is located approximately 250 feet from Sunbeam Road and just south of a commercial structure. Sunbeam Road is a low intensity service corridor, and given the general compatibility of RPI with BP, the proposed land use amendment supports FLUE Policy 3.2.1, which seeks development of commercial and service uses in the form of nodes, corridors, centers, or parks.

The land use allocation and need for both RPI and BP are comparable to one another. As such, 0.96 of an acre does not move the needle much in either direction, and both the RPI and BP designations would ensure that the anticipated growth and development trends are met for the area, consistent with FLUE Policies 1.1.5 and 1.1.21.

The site is served by centralized water and sewer services as detailed in the JEA letter of availability, dated February 10, 2020, and consistent with FLUE Policy 1.2.9.

The proposed land use amendment has been filed with a PUD rezoning which when used effectively, subject to FLUE Policy 1.1.12, allows for innovative site planning and smart growth techniques that are responsive to the adjacent residential uses. Development on the subject site would also be required to be consistent with ROSE Policy 2.2.1 regarding the provision of open space and TE Policy 2.3.6 regarding site access.

Vision Plan

The application site lies within the Southeast Vision Plan area. The Plan does not identify specific recommendations for the subject site. However, Guiding Principle Two of the Plan is to “Promote Mixed Use/Mixed Income Redevelopment and Infill.” Several actions under this theme suggest protecting neighborhoods from negative impacts by providing a gradation of intensities; promoting contiguous development with appropriate transitional buffers; encouraging redevelopment along arterials; and providing mixed-use development. The proposed land use amendment to BP with a new PUD rezoning is inconsistent with Guiding Principle Two as it would dissect the original intent of the RPI land use category and existing PUD zoning district, which are in keeping with the area’s Vision Plan.

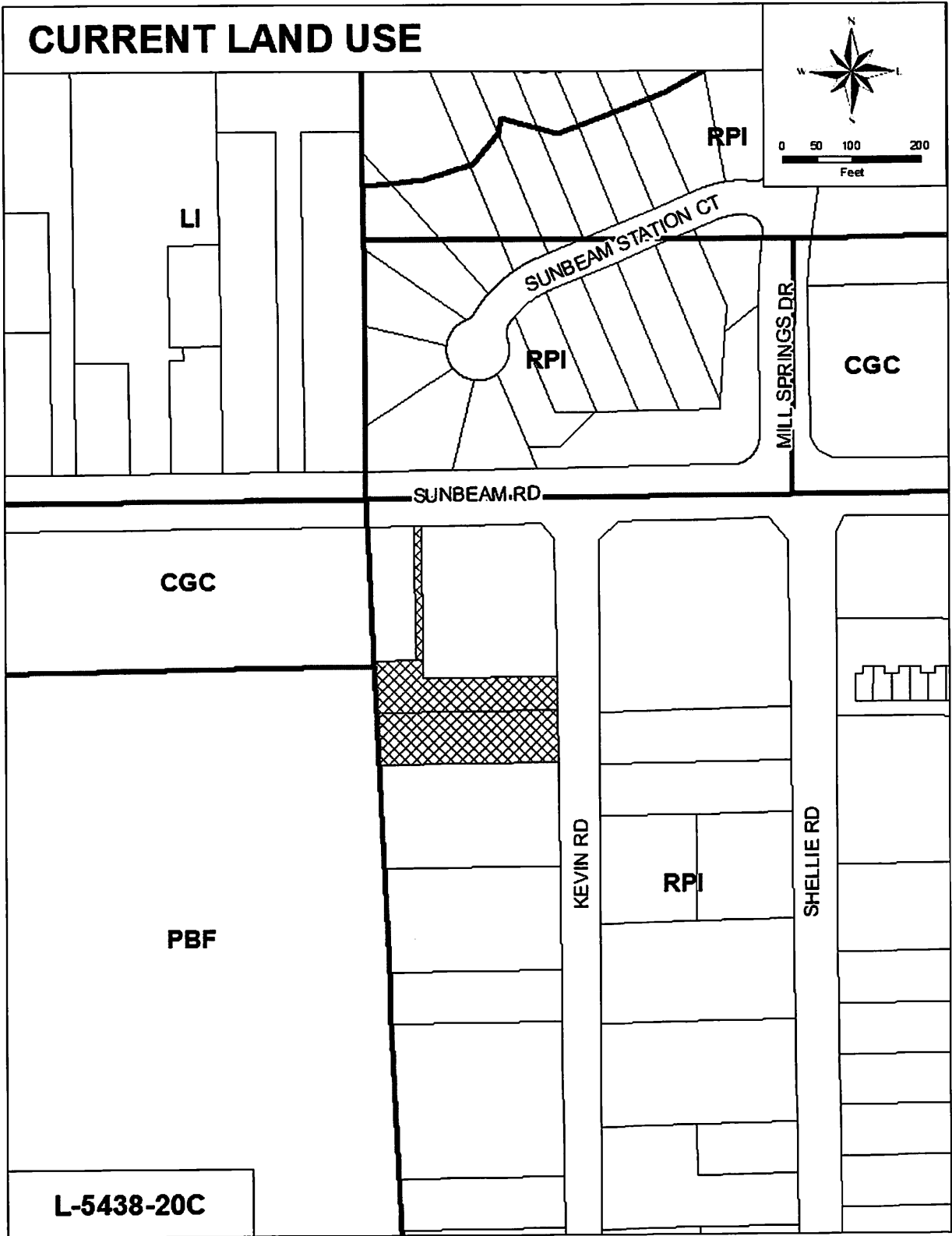
Strategic Regional Policy Plan

The proposed amendment is inconsistent with the following policy of the Strategic Regional Policy Plan, Communities and Affordable Housing:

Policy 3: Local governments are encouraged to offer incentives or make development easier in areas appropriate for infill and redevelopment.

The proposed land use amendment is inconsistent with the City’s Comprehensive Plan, and as such, it is inconsistent with Policy 3 of the Northeast Florida Regional Council’s Strategic Regional Policy Plan because it promotes development on a site that would then create a non-conforming use.

LOCATION AND CURRENT LAND USE MAP



LAND UTILIZATION MAP

