

City of Jacksonville, Florida

Lenny Curry, Mayor

City Hall at St. James
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Jacksonville, FL 32202
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March 9, 2023

The Honorable Terrance Freeman, President
The Honorable Kevin Carrico, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report / Ordinance No. 2023-072/Application No. L-5784-22C

Dear Honorable Council President Freeman, Honorable Council Member and LUZ Chairman Carrico and Honorable Members of the City Council:

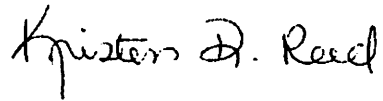
Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2023-072 on March 9, 2023.

P&DD Recommendation	APPROVE
PC Issues:	None
PC Vote:	5-0 APPROVE

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

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

Sincerely,

Handwritten signature of Kristen D. Reed in cursive script.

Kristen D. Reed, AICP
Chief of Community Planning Division
City of Jacksonville - Planning and Development Department
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Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – March 3, 2022

Ordinance/Application No.: 2023-72 / L-5784-22C

Property Location: 6916 103rd Street (SR 134), between Interstate-295 West (SR 9A) and Tampico Road

Real Estate Number(s): A portion of 014426-0002

Property Acreage: 1.74 acres

Planning District: District 4, Southeast

City Council District: District 9

Applicant: Marshal H. Phillips, Esquire

Current Land Use: Medium Density Residential (MDR)

Proposed Land Use: Community/General Commercial (CGC)

Current Zoning: Residential Medium Density-D (RMD-D)

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

Development Boundary: Suburban Development Area

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To allow for commercial development of the property consistent with the market.

BACKGROUND

The 1.74-acre subject property is located at 6916 103rd Street (SR 134), a minor arterial roadway, between Interstate-295 West (SR 9A), a limited access roadway, and Tampico Road, a local road. The applicant is proposing a Future Land Use Map (FLUM) amendment from Medium Density Residential (MDR) to Community/General Commercial (CGC) in the Suburban Development Area. A companion rezoning application is pending concurrently with the land use application via Ordinance 2023-0073. The rezoning application seeks to change the zoning district from Residential Medium Density-D (RMD-D) to Commercial Community General-1 (CCG-1) to develop the subject site with commercial uses. Currently, the subject site is a mix of vacant land and a retention pond. Located north of the site and abutting the northern parcel boundary is land currently

designated as CGC and CCG-2. The proposed land use amendment and rezoning applications are seeking to be consistent with the larger parcel abutting the site to the north.

The predominant use surrounding the subject site is commercial. The adjacent uses south and east of the subject site include multi-family residential while uses to the north and west are commercial. More specific adjacent land use categories, zoning districts and property uses are described below.

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

North: Land Use: Community General Commercial (CGC), Public Building Facilities (PBF), and Low Density Residential (LDR)
Zoning: Commercial Community General-2 (CCG-2), Planned Unit Development (PUD), Public Building Facilities-1 (PBF-1), Commercial Community General-1 (CCG-1), Commercial Office (CO), Commercial Residential Office (CRO), and Residential Low Density-60 (RLD-60)
Property Use: Vacant Commercial; across 103rd Street (SR 134) to the north: offices, a car wash, a convenience store and gas station, a library, auto service, and single-family residential

South: Land Use: Medium Density Residential (MDR), LDR, and CGC
Zoning: RMD-D, RLD-60, CO, and CCG-1
Property Use: multi-family and single-family residential

East: Land Use: MDR and LDR
Zoning: RMD-D and RLD-60
Property Use: multi-family and single-family residential

West: Land Use: CGC
Zoning: CO and CCG-1
Property Use: Vacant governmental land, vacant commercial land, and property owned by the Jacksonville Alliance for Kipp Schools

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 - Application Number L-5784-22C

Development Analysis		1.74 Acres
Development Boundary	Suburban Development Area	
Roadway Frontage Classification / State Road	None 103 rd Street (SR 134) is approximately 525 feet north of the subject site/minor arterial roadway	
Plans and/or Studies	Southwest Vision Plan	
Site Utilization	Current: Vacant land and a Retention Pond	Proposed: Commercial development consistent with the market
Land Use / Zoning	Current: MDR/RMD-D	Proposed: CGC/CCG-1
Development Standards for Impact Assessment	Current: 15 DU/Acre	Proposed: <u>Scenario 1</u> 0.35 FAR (non-residential) <u>Scenario 2</u> 0.35 FAR (20%), 15 DU per Acre (80%)
Development Potential	Current: 26 DU/Acre	Proposed: <u>Scenario 1</u> 26,528 sq. ft. of commercial space <u>Scenario 2</u> 5,305 sq. ft. of commercial space and 20 multi-family DUs
Net Increase or Decrease in Maximum Density	Scenario 1: Decrease of 26 multi-family DUs Scenario 2: Decrease of 6 multi-family DUs	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Increase of 26,528 sq. ft. of commercial space Scenario 2: Increase of 5,305 sq. ft. of commercial space	
Population Potential	Current: <u>Scenario 1</u> 61 people <u>Scenario 2</u> N/A	Proposed: <u>Scenario 1</u> N/A <u>Scenario 2</u> 47 people
Special Designation Areas		
Aquatic Preserve	NO	
Septic Tank Failure Area	NO	
Evacuation Zone	NO	
Airport Environment Zone	300 ft. Height Restriction Zone for the Jacksonville Naval Air Station	
Industrial Preservation Area	NO	
Cultural Resources	NO	
Archaeological Sensitivity	Low	
Historic District	NO	
Coastal High Hazard	NO	
Adaptation Action Area	NO	

Development Analysis		1.74 Acres
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: 133 Net New Daily Trips Scenario 2: 0 Net New Daily Trips	
Potential Public School Impact	De minimis	
Water Provider	JEA	
Potential Water Impact	Scenario 1: Decrease of 4,784 gallons per day Scenario 2: Decrease of 1,145 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Scenario 1: Decrease of 3,588 gallons per day Scenario 2: Decrease of 858 gallons per day	
Potential Solid Waste Impact	Scenario 1: Decrease of 25 tons per year Scenario 2: Decrease of 7 tons per year	
Drainage Basin/Sub-basin	Ortega River/Fishing Creek	
Recreation and Parks	Westwood Park is located Southeast of the subject site	
Mass Transit Access	JTA Stop 247.1 (routes 16, 30, and 53) is located at 103 rd street and Harlow Boulevard	
Natural Features		
Elevations	31 ft. to 34 ft.	
Land Cover	1100: Residential, low density (less than 2 dwelling units/acre) 4340: Upland mixed coniferous/hardwood	
Soils	(51) Pelham Fine Sand, 0 to 2 percent slopes (32) Leon Fine Sand, 0 to 2 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 have been by the City of Jacksonville Planning and Development Department and have been established by JEA solely for the purpose of preparing this report. 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.

A JEA availability letter, dated January 16, 2023, was provided by the applicant. The letter indicates connection points to water and sewer services.

An existing 16-inch water main is located along 103rd Street. An existing 8-inch gravity sewer main is located along Tampico Road.

Future Land Use Element

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

Transportation

The subject site is 1.74 acres and is accessible from 103rd St (SR 134), a minor arterial facility. The proposed land use amendment is located within the Suburban Development Area and Mobility Zone 7. The applicant proposes to change the existing land use from Medium Density Residential (MDR) to Community General Commercial (CGC).

Comprehensive Plan Consistency:

The Trip Generation Analysis is consistent with 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 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.

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 would result in 175 daily trips. If the land use is amended to allow for this proposed CGC development, this will result in 866 or 308 daily trips depending on the scenario.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment is an increase of 133 or 0 net new daily trips when compared to the existing land use. SR 134 is subject to FDOT review and access management requirements. The Transportation Planning

Division recommends ongoing coordinating efforts with FDOT and the City of Jacksonville Traffic Engineer.

Table A
Trip Generation Estimation Scenarios

Current Land Use	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
MDR	220	26 MF DU	T= 6.74 (X)	175	0	175
				Total Trips for Existing Land Use		175
Proposed Land Use-Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
CGC	822	26,528 SF	T = 54.45 (X) / 1000	1,444	578	866
				Total Trips for Proposed Land Use- Scenario 1		866
Proposed Land Use-Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
CGC- N	822	5,305 SF	T = 54.45 (X) / 1000	289	116	173
CGC- R	220	20 MF DUs	T = 6.74 (X)	135	0	135
				Total Trips for Proposed Land Use- Scenario 2		308
				Scenario 1 Difference in Daily Trips		133
				Scenario 2 Difference in Daily Trips		0

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.

Airport Environment Zone

A small portion of the site is located within the 300-foot Height and Hazard Zone for the Jacksonville Naval Air Station. Zoning will limit development to a maximum height of 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 656.1005.1(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.

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.

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 – Aquifer Recharge Sub-Element (IE-AR)

Policy 1.2.8 Within two years of establishment by the SJRWMD and the Water Resources Management Plan of prime recharge areas for the Floridan 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 Floridan Aquifer Recharge GIS grid coverage.

PROCEDURAL COMPLIANCE

The applicant provided documentation and photo proof to the Planning and Development Department on February 17, 2023, that the Notice 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 February 21, 2023. No members of the public attended to speak on the proposed amendment.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

Suburban Area (SA): The SA is the third tier Development Area and generally corresponds with the urbanizing portions of the City in areas that have usually been developed after consolidation. Development should generally continue at low densities with medium density development at major corridor intersections and transit stations. Development at these locations should promote a compact and interconnected land development form and is therefore encouraged to employ urban development characteristics as further described in each land use plan category.

- 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 1.1.11 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 1.1.22 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 3.2 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 3.2.1 The City shall promote development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.

Objective 6.3 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.

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), Medium Density Residential (MDR) in the Suburban Area is intended to provide compact low to medium density mixed use development. Plan amendment requests for new MDR 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. Multi-family and single-family dwellings are the predominant development typology in this category. The maximum gross density in the Suburban Area shall be 20 units per acre, and the minimum gross density shall generally be greater than seven (7) units per acre.

Community/General Commercial (CGC) is a category intended to provide for a wide variety of retail goods and services which serve large areas of the City and a diverse set of neighborhoods. Uses should generally be developed in nodal and corridor development patterns. Nodes are generally located at major roadway intersections and corridor development should provide continuity between the nodes and serve adjacent neighborhoods in order to reduce the number of Vehicle Miles Traveled. CGC also allows for multi-family residential at densities up to 20 units per acre in the Suburban Development Area, subject to the provision that residential uses shall not be the sole use and shall not exceed 80 percent of a development.

Given the predominantly commercial land development pattern surrounding the subject site, the proposed amendment from MDR to CGC is consistent with the commercial land use pattern to the west and north, including north of 103rd Street (SR 134). The Comprehensive Plan encourages non-residential development to be located along corridors and particularly at commercial nodes. The proposed amendment abuts CGC land uses to the north and west with medium density residential to the south and east of the site. Therefore, the amendment application is compatible with and continues the pattern of existing commercial land uses in the immediate area. This proposed pattern of development is encouraged by FLUE Goal 3, Objectives 3.2 and Objective 6.3 and Policies 1.1.5, 1.1.11, 1.1.22 and 3.2.1

The subject site's proposed commercial land use is located near residential uses both to the south and east, helping the area achieve a well-balanced and organized combination of residential and non-residential uses. The site is served by a convenient and efficient transportation network, as the site is near JTA Bus Stop 2471 and is located along 103rd Street (SR 134), which is a minor arterial roadway. Therefore, the amendment is consistent with FLUE Policy 1.1.21, Goal 3, and Objective 3.2

Consistent with FLUE Policy 1.2.9, the subject site will be served by city water and sewer services. According to the JEA letter dated January 16, 2023, an existing 16-inch water main is located along 103rd Street and an existing 8-inch gravity sewer main is located along Tampico Road.

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.

Southwest Jacksonville Vision Plan

The subject property is located within the boundaries of the Southwest Jacksonville shared Vision Plan. Within Theme 1 of the vision plan, it states the need to promote convenient, compatible neighborhood-scale retail and entertainment uses near existing residential area. With the single-family and multi-family residential uses surrounding the site to the south and east, the proposal of commercial development on the amendment site would support this goal.

Strategic Regional Policy Plan

The proposed amendment is consistent with the following Policy of the Northeast Florida Regional Council (NEFRC) Strategic Regional Policy Plan (March 2021), Regional Transportation Element Goal, Objective, and portions of Policy 4:

Goal: Create efficient connectivity within the Region, and with state, national, and global economies. Include centers of population and jobs that are well-connected, limit commute times for most residents and provide opportunities for all residents of the region to work if they choose.

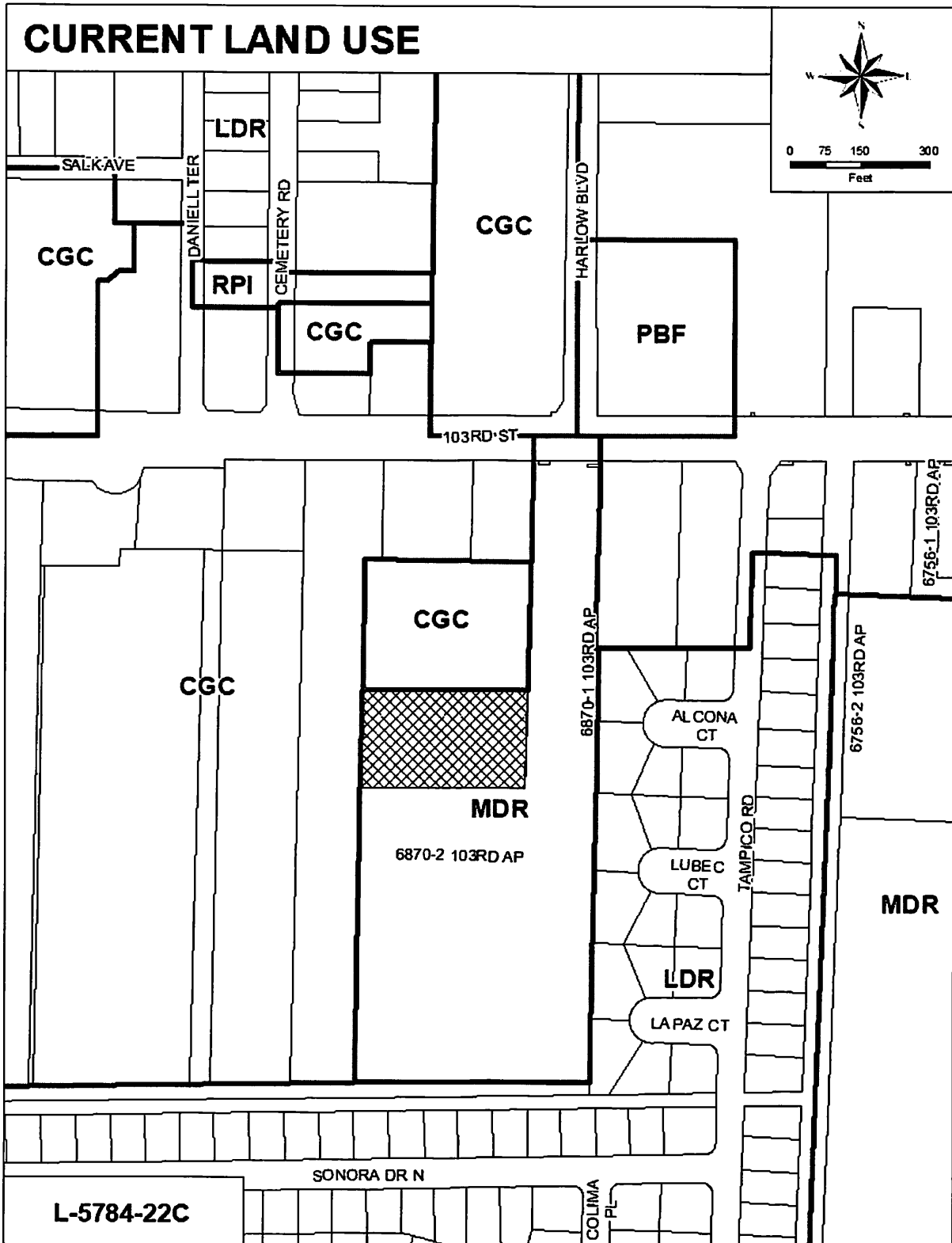
Objective: Integrated Planning: The link between land use, resources and mobility.

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

- Local governments as they identify areas appropriate for mixed-use development.
- Incentives for dense and/or mixed use development.
- Maintenance of a diversity of land use in the region.
- Infill and redevelopment.

The proposed land use amendment is located within 0.12 mile of JTA Bus Stop 2471 and therefore would support a commercial development connected by transportation corridors, consistent with Policy 4 of the SRPP. In addition, the subject site is surrounded by predominantly commercial land uses with residential development to the south and east therefore continuing a diverse but consistent land use appropriate for the area.

LAND USE AMENDMENT MAP



LAND UTILIZATION MAP

