

City of Jacksonville, Florida

Lenny Curry, Mayor

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May 20, 2021

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. 2021-228/Application No. L-5541-21C

Dear Honorable Council President Hazouri, Honorable Council Member and LUZ Chairman Boylan and Honorable Members of the City Council:

Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2021-228 on May 20, 2021.

P&DD Recommendation

APPROVE

PC Issues:

None

PC Vote:

5-0 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	Absent
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

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Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – May 14, 2021

Ordinance/Application No.: 2021-228 / L-5541-21C

Property Location: 0 St. Johns Bluff Road South, on the west side of St. Johns Bluff Road between Bradley Road and Lost Pine Drive

Real Estate Number(s): 163804-0000 and 163805-0000

Property Acreage: 2.49 Acres

Planning District: District 2, Greater Arlington/Beaches

City Council District: District 4

Applicant: Curtis Hart

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

Development Area: Suburban Area

Proposed Land Use: Business Park (BP)

Current Zoning: Commercial Residential Office (CRO)

Proposed Zoning: Industrial Business Park (IBP)

RECOMMENDATION: APPROVE

APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

The property is located adjacent to the land use category BP. This proposed land use change would be compatible with the current land use in the area.

BACKGROUND

The 2.49 acre subject site consists of two parcels and is located on the west side of St. Johns Bluff Road, in between Bradley Road and Lost Pine Drive. St. Johns Bluff Road is classified as a minor arterial roadway.

The subject site is currently undeveloped. 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 uses consistent with the BP category. A companion rezoning has been filed concurrently with the land use

amendment, via Ordinance 2021-229, to change the zoning district of the site from CRO to IBP.

This segment of St. Johns Bluff Road serves as an access road to Interstate-295 (I-295). As such, uses along this segment include churches, building trade contractors, commercial retail sales and services, and apartments. Single-family residential uses lie to the west of the subject site and the St. Johns Bluff Road corridor. I-295 is to the east.

The adjacent land use categories, zoning districts and property uses of the land use amendment site are as follows:

North: Land Use: RPI, Community / General Commercial (CGC), and Low Density Residential (LDR)
Zoning: CRO, Planned Unit Development (PUD), and Residential Low Density-60 (RLD-60)
Property Use: churches, vacant, commercial service uses, and single-family residential

South: Land Use: RPI
Zoning: CRO
Property Use: church, apartments, and commercial service uses

East: Land Use: BP
Zoning: IBP
Property Use: commercial services uses

West: Land Use: RPI and LDR
Zoning: CRO and RLD-60
Property Use: vacant and single-family 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.

Impact Assessment Baseline Review

Development Analysis	2.49 acres	
Development Boundary	Suburban Development Area	
Roadway Frontage Classification / State Road	St. Johns Bluff Road South, minor arterial	
Plans and/or Studies	Greater Arlington/Beaches Vision Plan, St. Johns Bluff Corridor Study	
Site Utilization	Current: Vacant	Proposed: Business Park uses
Land Use / Zoning	Current: RPI / CRO	Proposed: BP / IBP
Development Standards for Impact Assessment	Current: 15 DU/acre (residential) and 0.5 FAR (non-residential)	Proposed: 15 DU/acre (residential) and 0.35 FAR (non-residential)
Development Potential	Current: Scenario 1: 54,232 Sq. Ft Scenario 2: 5,423 Sq. Ft. and 33 multi-family units	Proposed: Scenario 1: 37,962 Sq. Ft. Scenario 2: 7,592 Sq. Ft. and 29 multi-family units
Net Increase or Decrease in Maximum Density	Scenario 1: Not applicable Scenario 2: Decrease of 4 units	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Decrease of 16,270 Sq. Ft. Scenario 2: Increase of 2,169 Sq. Ft.	
Population Potential	Current: Scenario 1: Not applicable Scenario 2: 77 people	Proposed: Scenario 1: Not Scenario 2: 68 people
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	150 foot height and hazard zone for Craig Airport	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	0-4 inches	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	Scenario 1: 0 net new daily vehicular trips Scenario 2: 11 net new daily vehicular trips	
Potential Public School Impact	Scenario 1: Not applicable Scenario 2: 29 students	
Water Provider	JEA	
Potential Water Impact	Scenario 1: Decrease of 1,141.8 gpd Scenario 2: Decrease of 787.79 gpd	
Sewer Provider	JEA	
Potential Sewer Impact	Scenario 1: Decrease of 856.32 gpd Scenario 2: Decrease of 590.84 gpd	
Potential Solid Waste Impact	Scenario 1: Increase of 30.91 tons per year Scenario 2: Increase of 4.46 tons per year	

Development Analysis	2.49 acres
Drainage Basin/Sub-basin	Downstream of Trout River / Mill Dam Branch Ditch
Recreation and Parks	Brookview Elementary Park, Carol Road Park, and Sandalwood Pool
Mass Transit Access	Route 23
Natural Features	
Elevations	38 – 41 feet
Land Cover	4110 (pine flatwoods)
Soils	(32) Leon fine sand, 0-2% slopes and (22) Evergreen-Wesconnett complex, depressional, 0-2% 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).

A JEA letter of service availability has been provided and is on file with the Planning and Development Department. The letter, dated April 5, 2021, identifies an existing 16-inch water main within the St. Johns Bluff right-of-way. An existing 8-inch force sewer main and 4-inch force sewer main are also within the St. Johns Bluff right-of-way. Connection to the JEA-owned sewer system will require the design and construction of an onsite, privately owned and maintained pump station, and a JEA dedicated force main.

Transportation

The Planning and Development Department completed a transportation analysis, which is on file with the Planning and Development Department. In accordance with development standards for impact assessments, the first existing scenario for RPI non-residential land use has a development potential of 54,232 square feet of commercial space (ITE Land Use Code 710), which could generate 528 daily vehicular trips. The second existing scenario for RPI with 10% non-residential and 90% residential land use category development impact assessment results in a development potential of 5,423 square feet of commercial space (ITE Land Use Code 710), which could generate 53 gross daily trips. The residential component has a development potential of 33 multi-family residential units (ITE Code 220), which could generate 242 gross daily trips. The first proposed BP land use category (ITE Code 770) scenario has a development potential of 37,962 square feet, which could generate 472 gross daily trips. The second proposed BP land use category with 80% residential and 20% non-residential results in a development potential of 7,592 square feet of industrial space (ITE Code 770), which could generate 94 gross daily trips and 29 multi-family dwelling units (ITE Code 220), which could generate 212 gross daily trips.

As such, the trip generation comparison between the current development potential and the proposed development potential under the first scenario will result in no net new daily vehicular trips and under the second scenario will result in 11 net new daily vehicular trips. 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.

Supplemental Transportation Information

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 2.

The subject site is accessible via St. Johns Bluff Road South; a 4-lane divided minor arterial facility. The proposed development will have insignificant external traffic impacts on the roadway network and either scenario of the BP development will not have any significant impacts on the external roadway network.

School Capacity

The Planning and Development Department determined that the proposed amendment from RPI to BP has a current development potential under scenario 1 as 100 percent non-residential and under scenario 2 as 80 percent residential and 20 percent non-residential. Under both scenario 2, the proposed amendment could result in the development of 29 multi-family dwelling units.

The proposed development was analyzed in accordance with the adopted level of service standards (LOS) for school capacity as established in the Interlocal Agreement (ILA) and

the Public Schools and Facilities Element. The ILA was entered into in coordination with the Duval County Public School System (DCPS) and the other municipalities within Duval County.

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

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

- Elementary School
 - Concurrency Service Area (CSA) 3
 - 2020/2021 enrollment: 7,475
 - Current utilization: 72%
 - New student development from amendment: 4
 - 5-year utilization: 81%
 - Available seats in CSA 3: 1,022
 - Available seats in adjacent CSA(s) 4 and 5: 1,394

- Middle School
 - CSA 3
 - 2020/2021 enrollment: 2,326
 - Current utilization: 82%
 - New student development from amendment: 2
 - 5-year utilization: 85%
 - Available seats in CSA 3: 120
 - Available seats in adjacent CSA(s) 4 and 5: 484

- High School
 - CSA 3
 - 2020/2021 enrollment: 4,513
 - Current utilization: 89%
 - New student development from amendment: 2
 - 5-year utilization: 89%
 - Available seats in CSA 3: 252
 - Available seats in adjacent CSA(s) 4 and 5: 20

The analysis of the proposed development reveals no deficiency for school capacity within the CSA and adjacent CSAs. Potential school capacity impacts will be addressed through the Concurrency and Mobility Management System Office.

Public School Facilities Element

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

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

Supplemental School Information:

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

- Brookview Elementary #206
 - CSA 3
 - Amendment student generation: 4
 - School Capacity including permanent spaces and portables: 593
 - Current enrollment 20 day count for 2020/2021: 453
 - Percent Occupied: 76%
 - 4-year projection: 82%

- Kernan Middle School #279
 - CSA 5
 - Amendment student generation: 2
 - School Capacity including permanent spaces and portables: 1,151
 - Current enrollment 20 day count for 2020/2021: 1,212
 - Percent Occupied: 105%
 - 4-year projection: 97%

- Englewood High School #90
 - CSA 3
 - Amendment student generation: 2
 - School Capacity including permanent spaces and portables: 1,864
 - Current enrollment 20 day count for 2020/2021: 1,852
 - Percent Occupied: 99%
 - 4-year projection: 101%

Airport Environment Zone

The subject site is located within the 150-foot Height and Hazard Zone for Craig Airport. Zoning will limit development to a maximum height of less than 150 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

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

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on April 9, 2021, the required notices of public hearing signs were posted. Signs were posted on April 8, 2021, and a picture of the posted sign was provided. Twenty-eight (28) 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 May 2, 2021. No members of the public were in attendance.

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.

Goal 1 To ensure that the character and location of land uses optimize the combined potentials for economic benefit and enjoyment and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.

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 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.

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.

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 3.2.2 The City shall promote, through the Land Development Regulations, infill and redevelopment of existing commercial areas in lieu of permitting new areas to commercialize.

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.

Recreation and Open Space Element (ROSE)

Policy 2.2.1 The City shall require that all new non-residential land uses, except in the Central Business District, provide a minimum of 10% of the property in open space.

According to the Category Description of the Future Land Use Element (FLUE), the RPI land use category in the Suburban Area is intended to provide low to medium density development. Development that includes medium density residential and professional

office uses is preferred. Principal uses in the RPI include, but are not limited to, multi-family dwellings; business and professional offices; institutional; and commercial retail sales and service establishments limited to 50 percent of the site area. The maximum gross density allowed in RPI in the Suburban Area is 20 units per acre.

BP in the Suburban Area is intended to provide compact low to medium intensity office development. 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. Principal uses in the BP include, but are not limited to, business and professional offices; financial institutions; light manufacturing; fabrication and assembly; commercial retail sales and service establishments; and warehousing. The maximum gross density of BP in the Suburban Area is 20 units per acre.

The subject site is located on the St. Johns Bluff Road commercial corridor. Adjacent uses along this segment of St. Johns Bluff Road include churches, vacant or undeveloped land, apartments, warehouses, building trades contractors, and retail sale and service. Single-family residential uses are located to the west of the corridor but are not abutting the subject site. The site is located in close proximity to public transportation and connects to full urban services. For these reasons, the proposed amendment to BP is consistent with FLUE Goals 1 and 3, Objective 1.1, and Policies 1.1.5 and 1.1.22. Conversion of the 2.49-acre site from an RPI land use to BP would have a negligible impact on the amount of land designated for those categories, and as such, the proposed amendment meets the intent of FLUE Policy 1.1.21.

The proposed amendment to BP allows for low intensity industrial uses and transitional uses and as such, maintains a compatible land use pattern along the St. Johns Bluff Road corridor, consistent with FLUE Policy 3.2.1. Additionally, the subject site is in an urbanized area and has access to infrastructure, utilities and public facilities. Development on the currently vacant amendment site would promote infill development in an existing commercial area, consistent with FLUE Objective 6.3 and Policy 3.2.2.

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

Vision Plan Consistency

The site is within the boundary of the Greater Arlington/Beaches Vision Plan. The Plan identifies St. Johns Bluff Road as being a mixed-use redevelopment corridor. Additionally, Guiding Principle 2 states, "Protect and promote community through land use, revitalization, and development patterns," and Sub-principle 2 states, "promote greater density/diversity of land uses in appropriate locations. The proposed amendment is consistent with these principles as it enhances the balance of uses in an appropriate location.

St. Johns Bluff Road Corridor Land Use and Zoning Study

The St. Johns Bluff Road Corridor Land Use and Zoning Study was completed in 2003. The subject property is located in the area identified as the south corridor. At the time of the Study, the southern segment of the corridor was trending heavily toward more retail and "flex-space" uses. The Study promotes business park development between Beach and Atlantic Boulevards with potential for limited industrial activity without external components such as light manufacturing and assembly of components. The primary and secondary uses allowed under either BP or RPI are appropriate transitions between the corridor and the residential uses to the east and west of the corridor. Therefore, the amendment is consistent with the Corridor Study.

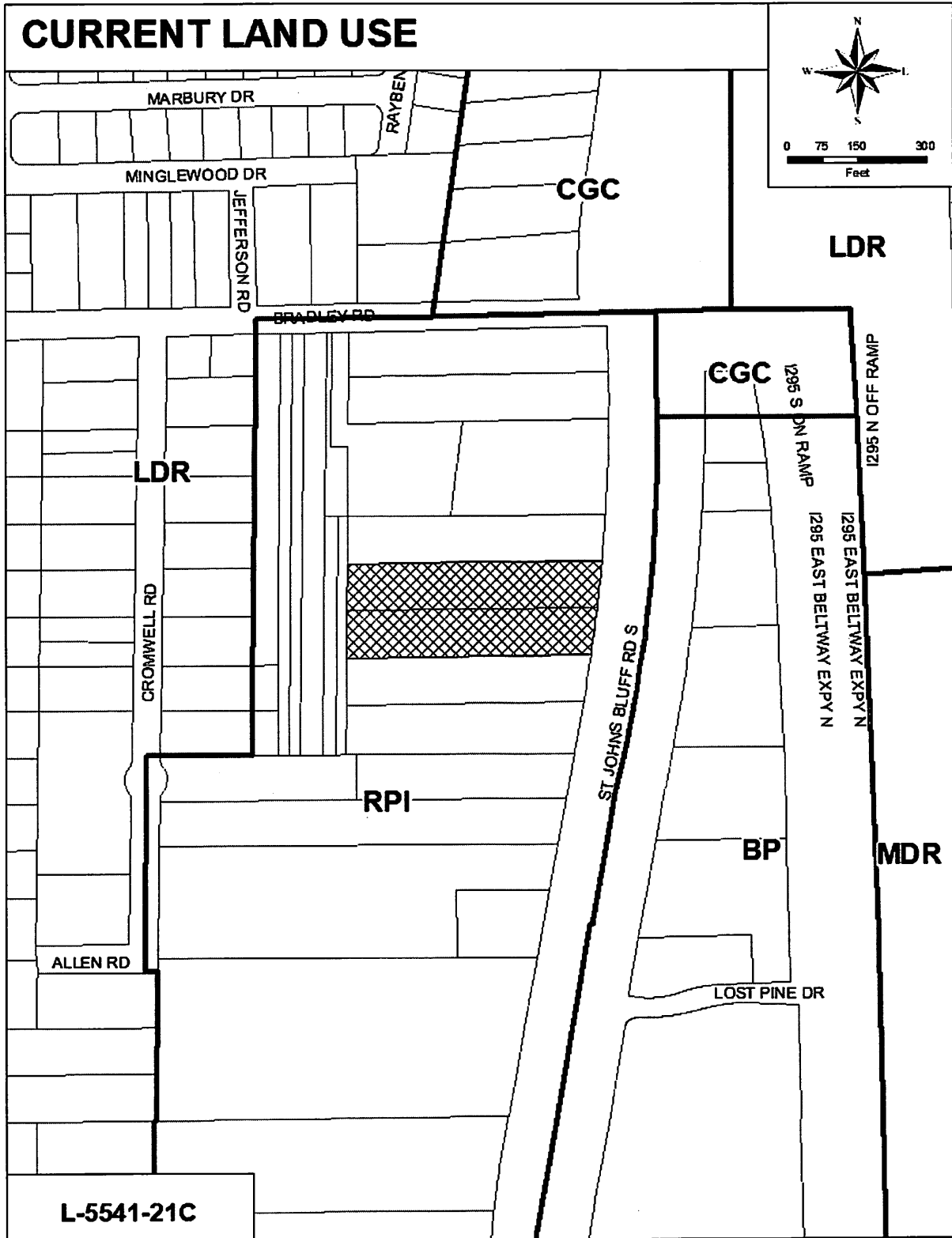
Strategic Regional Policy Plan

The proposed amendment is consistent with the following Policy of the Strategic Regional Policy Plan, Economic Development Element:

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 to BP 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.

LOCATION AND CURRENT LAND USE AMENDMENT MAP



LAND USE AMENDMENT LAND UTILIZATION MAP

