

City of Jacksonville, Florida

Lenny Curry, Mayor

City Hall at St. James
117 W. Duval St.
Jacksonville, FL 32202
(904) 630-CITY
www.coj.net

February 4, 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. 2021-009/Application No. L-5499-20C

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 2021-009 on February 4, 2021.

P&DD Recommendation

APPROVE

PC Issues:

The Planning Commission noted that they had not received opposition from the Murray Hill Preservation Association and that the site has been used for parking to serve the larger parcel for many years.

PC Vote:

6-0 APPROVE

Joshua Garrison, Chair

Aye

Dawn Motes, Vice-Chair

Absent

David Hacker, Secretary

Aye

Marshall Adkison

Aye

Daniel Blanchard

Absent

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
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 – January 29, 2021

Ordinance/Application No.: 2021-9 / L-5499-20C
Property Location: 1033 Edgewood Avenue South
Real Estate Number(s): 061411-0010, a portion of
Property Acreage: 0.18 of an acre
Planning District: District 5, Northwest
City Council District: District 14
Applicant: Cyndy Trimmer, Esquire
Current Land Use: LDR
Proposed Land Use: CGC
Development Area: Urban
Current Zoning: RLD-60
Proposed Zoning: CCG-1

RECOMMENDATION: APPROVAL

APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

Applicant seeks to amend the land use of a portion of the property from LDR to CGC to unify land use on the property and bring it into compliance with current code.

BACKGROUND

The 0.18 of an acre subject property is located on the northeast side of Edgewood Avenue, a collector roadway, with frontage on Cypress Street, a local roadway. The site is just south of the intersection of Edgewood Avenue and Post Street, a major arterial roadway. The site is part of a larger parcel that fronts Edgewood Avenue with an existing commercial building that was formerly used for a beauty school. The property is currently being used for parking for the associated larger parcel. The amendment site is a nonconforming use within the current land use designation of Low Density Residential (LDR). The land use application requests a change of the amendment site to Community General Commercial (CGC) in order to unify the land use with the larger parcel and allow for the current use of the property. A companion

rezoning is pending concurrently with this application to change the zoning district from Residential Low Density-60 (RLD-60) to Commercial / Community General-1 (CCG-1) pursuant to Ordinance 2021-10.

The property is located in Council District 5, the Northwest Planning District, and within the boundaries of the Northwest Vision Plan. The property is also located in the Urban Development Area as identified in the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan.

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

North: Land Use: Medium Density Residential (MDR) and CGC
Zoning: RLD-60 and CCG-1
Property Use: residential; Dreamette ice cream shop

South: Land Use: CGC
Zoning: CCG-1
Property Use: church; shopping, retail commercial area

East: Land Use: LDR
Zoning: RLD-60
Property Use: residential

West: Land Use: CGC
Zoning: CCG-1
Property Use: gas and convenience store; shopping, retail commercial area

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		
Development Boundary	Urban Area	
Roadway Frontage Classification / State Road	Cypress Street- Local Roadway	
Plans and/or Studies	Northwest Vision Plan	
Site Utilization	Current: Parking for the commercial building on the property which was used as a former Beauty School	Proposed: Continue existing use as parking for the commercial building on the property
Land Use / Zoning	Current: LDR / RLD-60	Proposed: CGC / CCG-1
Development Standards for Impact Assessment	Current: 5 units/acre	Proposed: Scenario 1: 0.35 FAR Scenario 2: 80% residential uses at 30 units/acre and 20% non-residential uses at 0.35 FAR
Development Potential	Current: 1 dwelling unit	Proposed: Scenario 1: 2,744.28 sq. ft. Scenario 2: 4 dwelling units and 548.8 sq. ft. of non-residential uses
Net Increase or Decrease in Maximum Density	Scenario 1: Decrease of 1 units Scenario 2: Increase of 3 units	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Increase of 2,744.28 sq. ft. Scenario 2: Increase of 548.8 sq. ft.	
Population Potential	Current: 2 people	Proposed: Scenario 1: Not Applicable Scenario 2: 9 people
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	500-foot Height Restriction Zone for Naval Air Station Jacksonville	
Industrial Preservation Area	No	

Development Analysis	
Cultural Resources	DU20096 – 3630 Cypress Street
Archaeological Sensitivity	Low Sensitivity
Historic District	No
Coastal High Hazard/Adaptation Action Area	No
Groundwater Aquifer Recharge Area	No - Discharge
Wellhead Protection Zone	No
Boat Facility Siting Zone	No
Brownfield	No
Public Facilities	
Potential Roadway Impact	Scenario 1: 110 net new daily trips Scenario 2: 44 net new daily trips
Potential Public School Impact	DeMinimus impact
Water Provider	JEA
Potential Water Impact	Scenario 1: Decrease of 128.79 gallons per day Scenario 2: Increase of 825.44 gallons per day
Sewer Provider	JEA
Potential Sewer Impact	Scenario 1: Decrease of 96.59 gallons per day Scenario 2: Increase of 619.08 gallons per day
Potential Solid Waste Impact	Scenario 1: Increase of 1.7908 tons per year Scenario 2: Increase of 8.6781 tons per year
Drainage Basin/Sub-basin	St. Johns River / McCoy Creek
Recreation and Parks	Jasmine Park
Mass Transit Access	Route 15
Natural Features	
Elevations	21 feet
Land Cover	1400: Commercial and services
Soils	74: Pelham-Urban land complex, 0 to 2 percent slopes
Flood Zones	No
Wetlands	No
Wildlife (applicable to sites greater than 50 acres)	Not Applicable

While the proposed amendment includes a residential component under scenario 2, the site will generate fewer than 20 residential units. Therefore, the proposed development will have a de minimis impact on school capacity.

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).

According to the application, the site will utilize JEA water and sewer services.

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 Planning and Development Department completed a transportation analysis, on file with the Planning and Development Department, and determined that the proposed amendment from LDR to CGC has the development potential under scenario 1 as 100 percent non-residential. The development potential under scenario 2 is calculated as 80 percent residential with 20 percent non-residential uses for the proposed CGC designation. If the land use is amended to CGC, development would result in 110 new net trips under scenario 1 or 44 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.

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 7.

The subject site is accessible via Cypress Street, a 2-lane undivided roadway which is currently not functionally classified. Annual traffic volumes are not maintained for this roadway.

Archaeological Sensitivity

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

Historic Preservation Element

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

Airport Environment Zone

The site is located within the 500 foot Height and Hazard Zone for the Naval Air Station Jacksonville. Zoning will limit development to a maximum height of less than 500 feet, unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d).

Future Land Use Element

Objective 2.5 Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on January 14, 2021, the required notices of public hearing signs were posted. Ninety-five (95) 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 19, 2021. There were no speakers present.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies Future Land Use Element (FLUE)

Development Area

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

- 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 1.1.10 Gradual transition of densities and intensities between land uses in conformance with the provisions of this element shall be achieved through zoning and development review process.

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.

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 3.2.4 The City shall permit expansion of commercial uses adjacent to residential areas only if such expansion maintains the existing residential character, does not encourage through traffic into adjacent residential neighborhoods, and meets design criteria set forth in the Land Development Regulations.

According to the Category Description of the FLUE, the Low Density Residential (LDR) land use category 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. Mixed use developments utilizing the Traditional Neighborhood Development (TND) concept, which is predominantly residential but includes a broad mixture of secondary recreational, commercial, public facilities and services may also be permitted.

According to the Category Description of the Future Land Use Element (FLUE), CGC in the Urban Area is intended to provide compact development in nodal and corridor

development patterns, while promoting the advancement of existing commercial land uses and the use of existing infrastructure. Development that includes residential uses is preferred to provide support for commercial and other uses.

The land use amendment site is a portion of a property that was used as a beauty school. The subject portion of the larger parcel appears to have been used for rear parking for the commercial building directly abutting Edgewood Avenue.

According to the Property Appraiser, the building abutting Edgewood Avenue in the CGC land use portion of the parcel was built in 1950. The larger lot extends through with frontage on Cypress Street. Although the proposed CGC land use for the subject site fronting Cypress Street abuts LDR to the east, the site has been functioning as a commercial site serving the main commercial building on the overall parcel.

The Comprehensive Plan allows expansion of commercial use adjacent to residential uses in certain cases. The land use amendment, which expands the CGC, maintains the existing residential character to the east and does not increase the intensity of the existing use of the property. In addition, the land use change does not encourage through-traffic into the neighborhood. Therefore, it is consistent with FLUE Goal 3, Objective 3.2, and Policies 1.1.10 and 3.2.4.

The proposed small scale amendment would have a negligible impact on the amount of CGC designated land throughout the City and characteristics of the surrounding area demonstrate the amendment would result in compatible uses and development scale. The proposed land use change would correct a non-conforming use and unify the land use of the larger parcel. The land use application does not expand the business but sustains the viability of the existing business and is therefore consistent with FLUE Policies 1.1.5 and 1.1.21.

Northwest Jacksonville Vision Plan

The subject property is located within the boundaries of the Traditional Building Area, and more specifically, the Historic Intown Character Area of the Northwest Vision Plan (September 2003). Theme 1 of the Vision Plan looks to strengthen existing neighborhoods promoting convenient, compatible neighborhood scale retail uses near neighborhoods. The proposed amendment would continue the existing use of the overall property that currently includes a commercial building fronting Edgewood Avenue that is part of the Edgewood Avenue Intown Neighborhood Center in the Murray Hill neighborhood. The land use amendment will correct the land use and zoning for a small portion of the overall property to provide consistency with the current use. Therefore, the change would strengthen the existing historic development pattern promoting a more viable commercial use fronting Edgewood Avenue while strengthening this commercial center, consistent with Theme 3 of the Vision Plan. The proposed land use amendment is compatible with the Northwest Jacksonville Vision Plan.

Strategic Regional Policy Plan

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

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

The proposed land use amendment promotes an environment that is conducive to the expansion of existing businesses 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.

LAND USE AMENDMENT
LOCATION/ FIELD / CURRENT LAND USE MAP

