

City of Jacksonville, Florida

Lenny Curry, Mayor

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September 17, 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. 2020-513/Application No. L-5448-20C

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 2020-513 on September 17, 2020.

P&DD Recommendation	APPROVE
PC Issues:	None
PC Vote:	8-0 APPROVE

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

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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

Large-Scale Future Land Use Map Amendment – September 11, 2020

Ordinance/Application No.: 2020-513 / L-5448-20C
Property Location: 1750 Boulder Street
Real Estate Number(s): 069807-0000
Property Acreage: 0.24 of an acre
Planning District: District 3, Southeast
City Council District: District 5
Applicant: Cyndy Trimmer, Esq.
Current Land Use: LDR
Proposed Land Use: CGC
Current Zoning: RLD-60
Proposed Zoning: PUD

RECOMMENDATION: APPROVAL

APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To update the land use to conform with the current use of the property.

BACKGROUND

The 0.24 of an acre subject property is located on the south side of Boulder Street, a local roadway, just one parcel west from Old St. Augustine Road, a minor arterial roadway. Boulder Street is approximately 0.3 miles north of Emerson Street. The property is currently being used as for parking and outdoor storage for the business directly east, fronting Old St. Augustine Road. The parcel 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 allow for the current use of the property. A companion rezoning is pending concurrently with this application for change from Residential Low Density-60 (RLD-60) to Planned Unit Development (PUD) pursuant to Ordinance 2020-514.

The property is located in Council District 5, the Southeast Planning District, and within the boundaries of the Southeast 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: CGC
 Zoning: PUD
 Property Use: warehouse

South: Land Use: LDR
 Zoning: RLD-60
 Property Use: single family

East: Land Use: CGC
 Zoning: CCG-2 and PUD
 Property Use: warehouse

West: Land Use: LDR
 Zoning: RLD-60
 Property Use: single-family

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	1750 Boulder St.– local roadway	
Plans and/or Studies	Southeast Vision Plan	
Site Utilization	Current:	Proposed:

Development Analysis		
	Commercial granite operation	Commercial granite operation
Land Use / Zoning	Current: LDR/RLD-60	Proposed: CGC/PUD
Development Standards for Impact Assessment	Current: 5 DU per acre	Proposed: Scenario 1: 0.35 FAR Scenario 2: 80% residential at 30 DU/acre and 20% at 0.35 FAR
Development Potential	Current: 1 dwelling unit	Proposed: Scenario 1: 3,659 sq. ft. Scenario 2: 5 DU and 731 sq. ft.
Net Increase or Decrease in Maximum Density	Scenario 1: Decrease of 1 DU Scenario 2: Increase of 4 DUs	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Increase of 3,659 sq. ft. Scenario 2: Increase of 731 sq. ft.	
Population Potential	Current: 2 people	Proposed: Scenario 1: 0 people Scenario 2: 11 people
Special Designation Areas		
Aquatic Preserve	NO	
Septic Tank Failure Area	NO	
Airport Environment Zone	300-foot Height Restriction Zone for Naval Air Station Jacksonville	
Industrial Preservation Area	NO	
Cultural Resources	NO	
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: 150 net new daily trips Scenario 2: 52 net new daily trips	
Potential Public School Impact	De Minimis	
Water Provider	JEA	
Potential Water Impact	Scenario 1: Decrease of 83.05 gallons per day Scenario 2: Increase of 36.55 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Scenario 1: Decrease of 62.29 gallons per day Scenario 2: Increase of 27.4 gallons per day	
Potential Solid Waste Impact	Scenario 1: Increase of 3.2 tons per year Scenario 2: Increase of 1.1 tons per year	
Drainage Basin/Sub-basin	Upstream of Trout River/Craig Creek	
Recreation and Parks	NO	
Mass Transit Access	NO	

Development Analysis	
Natural Features	
Elevations	24 feet
Land Cover	1300, Residential high density
Soils	72- Ortega-Kershaw complex
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 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).

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 commercial. 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 150 new net trips under scenario 1 or 52 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 8.

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 8 is **0.60**.

Subject site is accessible via Boulder Street, a local roadway which intersects with St. Augustine Road to the east. St. Augustine Road is 4-lane divided arterial facility operating at 60% of its 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. 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 656.1005.1(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 September 1, 2020, the required notices of public hearing signs were posted. Fifty-Six (56) 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 August 31, 2020. 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 1.1.12 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.

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 has been used as an outdoor storage and parking area for the business to the east along St. Augustine Road since the development of the property. The building on the abutting property to the east was constructed in 1996 and expanded in 1999. The building faces Old St. Augustine Road and has a pass-through to the lot behind it, the amendment site. The current uses of the site are consistent with the proposed CGC land use designation. Although the CGC land use is abutting LDR, the property has been functioning as a commercial site and the PUD, which will limit the uses of the parcel, acts as a transition zone between the commercial building along St. Augustine Road and the LDR to the west.

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 west 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.

In 2006 the property to the north across Boulder St. changed an LDR parcel to CGC to allow for the expansion of the warehouse business on that site (ORD 2006-625-E). 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 need for the proposed land use change is based on the characteristics of the land development pattern along the St. Augustine Road corridor and is therefore consistent with FLUE Policies 1.1.5 and 1.1.21.

The land use application does not expand the business but sustains the viability of the existing business. The companion PUD zoning application requires additional conditions for approval in order to provide appropriate buffering and limited uses of the parcel therefore satisfying FLUE Polices 1.1.10, 1.1.12 and 3.2.4.

Southeast Vision Plan

The application site lies within the Southeast Vision Plan area. One of the Plan's guiding principles is to promote mixed-use/mixed income redevelopment and infill. The Plan also encourages redevelopment of commercial and industrial sites in need of redevelopment. The site is considered infill which is promoted by the Plan. The PUD rezoning district will provide additional buffering from the abutting LDR to the west. Therefore, the land use amendment is consistent with the Southeast 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 SITE LOCATION MAP
CURRENT LAND USE MAP



LAND USE AMENDMENT CURRENT USES MAP

