

City of Jacksonville, Florida

Lenny Curry, Mayor

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March 18, 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. 2021-107/Application No. L-5510-20C

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 2021-107 on March 18, 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	Absent
Alexander Moldovan	Aye
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 – March 12, 2021

Ordinance/Application No.: 2021-107/ L-5510-20C
Property Location: 2230 Westmont Street
Real Estate Number(s): 130398 0000
Property Acreage: 0.16 of an acre
Planning District: District 3, Southeast
City Council District: District 5
Applicant: Paul Harden, Esquire
Current Land Use: Medium Density Residential (M D R)
Proposed Land Use: Community/General Commercial (C G C)
Current Zoning: Residential Medium Density - D (RMD-D)
Proposed Zoning: Commercial Community/General - 2 (CCG-2)
Development Boundary: Urban Priority Area

RECOMMENDATION: **APPROVE**

APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To make the land use and zoning designation commercial consistent with the adjacent, contiguous commercial property under one ownership entity.

BACKGROUND

The 0.16 of an acre subject site is located on the south side of Westmont Street, a local road, between Philips Highway (US-1), a principal road, and Willow Street, a local road. The applicant is proposing a Future Land Use Map (FLUM) amendment from Medium Density Residential (M D R) to Community/General Commercial (C G C) and a companion rezoning from Residential Medium Density - D (RMD-D) to Commercial Community/General - 2 (CCG-2) in order to make the land use and zoning consistent with the adjacent, contiguous commercial property under one ownership entity.

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

North: Land Use: MDR
 Zoning: RMD-D
 Property Use: Single-family, Multi family, Church

South: Land Use: CGC
 Zoning: PUD
 Property Use: Warehouse, Commercial

East: Land Use: MDR
 Zoning: RMD-D
 Property Use: Single-family, Multi family

West: Land Use: CGC
 Zoning: CCG-2
 Property Use: Commercial

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 Priority Area	
Roadway Frontage Classification / State Road	Westmont Street / local road	
Plans and/or Studies	Southeast Vision Plan, US-1 Corridor Study	
Site Utilization	Current: Vacant	Proposed: Commercial
Land Use / Zoning	Current: MDR/ RMD-D	Proposed: CGC/ CCG-2
Development Standards for Impact Assessment	Current: 15 DU/Acre	Proposed: Non-residential 0.35 FAR Residential: 45 DU/Acre

Development Analysis		
Development Potential	Current: 2 DUs	Proposed: <u>Scenario 1:</u> 2,439 Sq. Ft. <u>Scenario 2:</u> 487 Sq. Ft. and 5 DUs
Net Increase/Decrease in Maximum Density	<u>Scenario 1:</u> decrease of 2 DUs <u>Scenario 2:</u> Increase of 3 DUs	
Net Increase/Decrease in Potential Floor Area	<u>Scenario 1:</u> Increase of 2, 439 sq. ft. <u>Scenario 2:</u> Increase of 487 Sq. Ft.	
Population Potential	Current: 4 people	Proposed: <u>Scenario 1:</u> Not applicable <u>Scenario 2:</u> 11 people
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	300' – NAS JAX	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	Discharge	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	Scenario 1: 91 net new daily trips Scenario 2: 43 net new daily trips	
Potential Public School Impact	Scenario 1: Not applicable Scenario 2: De minimis	
Water Provider	JEA	
Potential Water Impact	Scenario 1: Decrease of 348.1 Gallons per day Scenario 2: Increase of 729.3 Gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Scenario 1: Decrease of 261 Gallons per day Scenario 2: Increase of 547 Gallons per day	
Potential Solid Waste Impact	Scenario 1: Decrease of 1.3 Tons per year Scenario 2: Increase of 8.6 Tons per year	
Drainage Basin/Sub-basin	Upstream of Trout River / Craig Creek	

Development Analysis	
Recreation and Parks	Lillian Saunders Center
Mass Transit Access	JTA Routes 17, 27, 107
Natural Features	
Elevations	24-26 feet
Land Cover	1400: Commercial and Services
Soils	69: Urban Land
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 availability letter, dated December 14, 2020, has been provided for the subject site as part of the companion rezoning application. The letter states that the subject site has access to both water services or centralized sewer services, consistent with FLUE Policy 1.2.9.

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, which is on file with the Department, and determined that the proposed amendment from Medium Density Residential (M D R) to Community/General Commercial (C G C) has an existing development potential as 100% residential and a proposed development potential under scenario 1 as 100% commercial and under scenario 2 as 80% residential with 20% non-residential uses. If the land use is amended to CGC,

development could result in 91 net new daily trips under scenario 1 or 43 net new daily trips under scenario 2. 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 8.

The subject site is accessible via Westmont Street, a 2-lane unclassified facility and is located east of Philips Highway. Philips Highway is a 4-lane divided principal arterial

facility. The proposed development will not have significant external traffic impacts on the roadway network as currently proposed.

School Capacity

While the proposed amendment could include a residential component, the site would generate fewer than 20 residential units. Therefore, the proposed development would have a de minimis impact on school capacity.

Archaeological Sensitivity

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

Historic Preservation Element

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

Airport Environment Zone

The site is located within the 300 foot Height and Hazard Zone for the Jacksonville Naval Air Station (NAS Jax). Zoning will limit development to a maximum height of less than 300 feet, unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(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 February 24, 2021, the required notices of public hearing signs were posted. Thirty-three (33) 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 March 1, 2021. Two members of the public attended to find out more information about the proposed amendment.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

Urban Priority Area (UPA): The UPA is the first tier Development Area and generally includes the historic core of the City and major connecting corridors. The intent of the UPA is to encourage revitalization and the use of existing infrastructure through redevelopment and infill development at urban densities which are highly supportive of transit and result in the reduction of per capita greenhouse gas emissions and vehicle miles traveled. Development is expected to employ urban development characteristics as further described in each land use plan category. The UPA does not include the Central Business District Land Use Category boundaries.

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.

Policy 1.1.2 As depicted on the FLUM series, Development Areas have been established to determine appropriate locations for land uses and densities and consist of five tiers of development intensities ranging from high density infill development in the historic core to very low density in the outlying rural areas. These include: the Central Business District (CBD); the Urban Priority Area (UPA); the Urban Area (UA); the Suburban Area (SA); and the Rural Area (RA). These Development Areas determine differing development characteristics and a gradation of densities for each land use plan category as provided in the Operative Provisions of this element.

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 1.2.9 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.

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 3.2.7 The City shall implement the locational criteria of this element for commercial and industrial uses consistent with the character of the of the areas served, availability of public facilities, and market demands.

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.

According to the Future Land Use Element (FLUE), Medium Density Residential (MDR) in the Urban Priority Area is intended to provide compact medium to high density mixed use development. The maximum gross density in the MDR category is 20 units per acre and the minimum gross density shall be greater than 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 60 DU per acre in the Urban Priority Area, subject to the provision that residential uses shall not be the sole use and shall not exceed 80 percent of a development.

The 0.16 of an acre subject site is under common ownership with the two abutting commercially designated properties near the corner of Philips Highway (US-1) and Westmont Street. The applicant is proposing a change from MDR to CGC to make the land use and zoning consistent with the abutting, contiguous commercial property under one ownership entity. The applicant is also proposing a companion rezoning to Commercial Community/General - 2 (CCG-2), which is pending concurrently with this amendment, pursuant to Ordinance 2021-108.

The area surrounding the subject site is primarily residential uses to the north and east of the site, while sites to the west and south, along Philips Highway, are commercial uses. According to the FLUE, the intent of the Urban Priority Area is to encourage revitalization and the use of existing infrastructure through redevelopment and infill development. The applicant is proposing a change from MDR to CGC, which allows for commercial uses on the site, promoting the revitalization and a logical extension of the existing Philips Highway commercial corridor consistent with FLUE Policies 1.1.2, 1.1.5, and 3.2.1.

The proposed amendment to CGC would be consistent and compatible with the existing commercial corridor along Philips Highway. Additionally, the proposed commercial designation maintains the existing balanced and organized combination of residential and non-residential uses in the area, while preserving the existing character of the area and strengthening the commercial corridor. Thus, the proposed amendment is consistent with Goals 1 and 3, and Policy 3.2.7 of the FLUE.

A JEA availability letter, dated December 14, 2020, has been provided for the subject site as part of the companion rezoning application. The letter states that the subject site has access to both water services or centralized sewer services, consistent with FLUE Policy 1.2.9. The proposed amendment would allow for infill redevelopment on a site that already has access to full urban services and is therefore consistent with FLUE Objective 6.3.

The proposed small scale amendment would have a negligible impact on the amount of MDR and CGC designated land throughout the City. Thus, the proposed amendment is consistent with FLUE Policies 1.1.5 and 1.1.21.

Vision Plan

The subject property is located within the boundaries of the *Southeast Vision Plan*. The site is under common ownership with the abutting commercially designated properties

near the intersection of Philips Highway, a principal road, and Westmont Street, a local road. The proposed amendment would strengthen the commercial presence of the commercial uses along Philips Highway, which aligns with Sub-Principle 2.2, "Encourage Redevelopment Along Arterials with Higher Densities and Intensities which Limit Impacts on Failing Roadways".

Neighborhood Action Plan

The subject site is located within the boundaries of the US-1 Corridor Study. The Study breaks the corridor into different segments. The subject site is located within the northern segment of the corridor. The study recommends that within the northern segment of the corridor the City should be encouraging infill development. The proposed amendment to commercial would allow for infill development on a site that already has access to full urban services. Therefore, the proposed amendment is consistent with the US-1 Corridor Study.

Strategic Regional Policy Plan

The proposed amendment is consistent with the following 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 a 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.

LAND USE AMENDMENT
FIELD / LOCATION / CURRENT LAND USE MAP

