

City of Jacksonville, Florida

Lenny Curry, Mayor

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October 21, 2021

The Honorable Samuel Newby, President
The Honorable Rory Diamond, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report / Ordinance No. 2021-645/Application No. L-5582-21C

Dear Honorable Council President Newby, Honorable Council Member and LUZ Chairman Diamond 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 2021-645 on October 21, 2021.

P&DD Recommendation APPROVE
PC Issues: None
PC Vote: 7-0 APPROVE

David Hacker, Chair	Aye
Alexander Moldovan, Vice-Chair	Aye
Ian Brown, Secretary	Aye
Marshall Adkison	Aye
Daniel Blanchard	Aye
Joshua Garrison	Aye
Dawn Motes	Absent
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
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Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – October 1, 2021

Ordinance/Application No.: 2021-645 / L-5582-21C

Property Location: 5611 St. Augustine Road and 0 Powers Avenue

Real Estate Number(s): 147729 0005

Property Acreage: 1.24 Acres

Planning District: District 3, Southeast

City Council District: District 5

Applicant: Cyndy Trimmer, Esquire

Current Land Use: Business Park (BP)

Development Area: Urban Priority Area

Proposed Land Use: Light Industrial (LI)

Current Zoning: Industrial Business Park (IBP)

Proposed Zoning: Industrial Light (IL)

RECOMMENDATION: APPROVE

APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

Applicants seek a land use amendment to permit storage of trucks for their business while allowing for flexibility to develop business office uses in the future.

BACKGROUND

The 1.24 acre subject site is located in the southeast intersection of Powers Avenue and St. Augustine Road. According to the City's Functional Highways Classification Map St. Augustine Road is minor arterial roadway and Powers Avenue is a local roadway. The site is currently vacant and 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 BP to LI in order to store trucks for a business with the flexibility to develop a business office. A companion rezoning has been filed concurrently with the land use amendment, via Ordinance 2021-646, to change the zoning district of the site from IBP to IL.

The area around the subject site contains a mix of uses. Single-family residences are located to the west and southwest across St. Augustine Road and a mix of light industrial warehouses and commercial establishments are located north, east and south of the application site.

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

North: Land Use: LI

Zoning: IL

Property Use: Warehousing, convenience store gas station, vacant undeveloped land, Service garage and office

South: Land Use: BP, Community/General Commercial (CGC) and Public Buildings and Facilities (PBF)

Zoning: IBP, Commercial Community/General-1 (CCG-1), Commercial Community/General-2 (CCG-2), Commercial Office (CO) and Public Buildings and Facilities-1 (PBF-1)

Property Use: Warehouse, retail stores, vacant undeveloped land, service garage, office and an elementary school

East: Land Use: BP

Zoning: IBP

Property Use: Warehousing, office and vacant undeveloped land

West: Land Use: Low Density Residential (LDR)

Zoning: Residential Low Density-60 (RLD-60) and PBF-1

Property Use: Single-family residential and vacant undeveloped land

IMPACT ASSESSMENT

Potential impacts of a proposed land use map amendment have been analyzed by comparing the Development Impact Standards for the subject site's existing vs. proposed land use categories unless maximum density/intensity is noted on the Annotated FLUM or is in a site specific policy. Development Impact Standards are detailed in FLUE Policy 1.2.16, *Development Standards for Impact Assessment*. These standards produce development potentials as shown in this section.

Where there is not an associated site specific policy or note on the Annotated FLUM, the impact assessment incorporates supplemental information for non-residential land use categories that permit residential uses in order to assess the potential impacts. Supplemental information related to these impacts are depicted as scenario 2 in the Impact Assessment Baseline Review Table and, as relevant, in the analysis following the table.

Land Use Amendment Impact Assessment - Application Number L-5582-21C

Development Analysis of 1.24 acres		
Development Boundary	Urban Priority Area	
Roadway Frontage Classification / State Road	St. Augustine Road – Minor Arterial roadway Powers Avenue – Local roadway	
Plans and/or Studies	Southeast Jacksonville Vision Plan	
Site Utilization	Current: Vacant	Proposed: Business office with truck storage
Land Use / Zoning	Current: BP / IBP	Proposed: LI / IL
Development Standards for Impact Assessment	Current: Scenario 1: 0.35 FAR Scenario 2: 20% 0.35 Far and 80% multi-family at 30 DUs/Acre	Proposed: 0.40 FAR
Development Potential	Current: Scenario 1: 18,904 sq. ft. Scenario 2: 3,781 sq. ft. and 29 multi-family DU	Proposed: 21,606 sq. ft.
Net Increase or Decrease in Maximum Density	Scenario 1: N/A Scenario 2: Decrease of 29 dwelling units	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Increase of 2,702 sq. ft. Scenario 2: Increase of 17,825 sq. ft.	
Population Potential	Current: Scenario 1: 0 People Scenario 2: 68 people	Proposed: 0 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	Industrial Situational Compatibility Zone	
Cultural Resources	No	
Archaeological Sensitivity	Low Sensitivity	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	No / Discharge Area	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	Brownfields Study Area	
Public Facilities		
Potential Roadway Impact	No net new daily trips	
Potential Public School Impact	Not applicable	
Water Provider	JEA	
Potential Water Impact	Scenario 1: Decrease of 544.5 gallons/day Scenario 2: Decrease of 6,298.6 gallons/day	
Sewer Provider	JEA	
Potential Sewer Impact	Scenario 1: Decrease of 408.3 gallons/day Scenario 2: Increase of 4,723.6 gallons/day	
Potential Solid Waste Impact	Scenario 1: Increase of 36.73 tons/year Scenario 2: Decrease of 14.47 tons per year	

Development Analysis of 1.24 acres	
Drainage Basin/Sub-basin	St. Johns River upstream from Trout River Basin and New Rose Creek Sub-Basin
Recreation and Parks	Bishop Circle Park
Mass Transit Access	Bus stop #1429 on St. Augustine Road; Route 17
Natural Features	
Elevations	23 to 25 feet above mean sea level
Land Cover	1400; Commercial and Services
Soils	(38) Mascotte fine sand and (73) Urban land-Mascotte-Sapelo complex
Flood Zones	No
Wetlands	No
Wildlife (applicable to sites greater than 50 acres)	No

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 a JEA letter, dated June 30, 2021, there is a 16-inch water main and a 4-inch sanitary sewer force main within the Powers Avenue right-of-way. Connection to the JEA-owned sewer system the project will require the design and construction of an onsite, privately owned and maintained pump station, and a JEA dedicated force main with a minimum diameter of 4 inches.

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 established in the Future Land Use Element Policy 1.2.16, the first existing scenario for BP non-residential land use has a development potential of 18,904 SF of office space (ITE Land Use Code 770), which could generate 235 daily trips. The second existing scenario for BP with 20% non-residential and 80% residential land use category development impact assessment results in a development potential of 3,781 SF of office space (ITE Land Use Code 770), which could generate 47 daily trips. The residential component (ITE Land Use Code 220) has a development potential of 29 multi-family residential units, which could generate 212 daily trips. The proposed LI land use category development impact assessment (per FLUE Policy 1.2.16) has a development potential of 21,606 SF of industrial space (ITE Land Use Code 110), which could generate 107 daily trips. As such, the trip generation comparison between the current development potential and the proposed development potential under both scenarios will result in no new net 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.

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.

Subject site is accessible via St. Augustine Road, a minor arterial facility. The proposed LI development will not have any significant impacts on the external roadway network.

Brownfield Study Area

This site is located within the Brownfields Study Area established by Resolution 2004-1386-A as defined in F.S. 376.79(4). The property may or may not have contamination.

Since the property is located within a Brownfields Area, the owner may request the property be designated a Brownfield Site. A Brownfield Site is property where the expansion, redevelopment, or reuse of the property may be complicated by the presence or potential presence of a hazardous substance, pollutant or contaminant. The property owner may qualify for tax credits.

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 Naval Air Station Jacksonville. 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.

Industrial Zones

The subject property is located within the "Industrial Situational Compatibility" Zone. "Industrial Sanctuary" and "Industrial Situational Compatibility" Zones are areas identified on the Industrial Preservation Map (Map L-23) of the Future Land Use Map series of the Future Land Use Element of the 2030 Comprehensive Plan as strategically located industrial lands for future industrial expansion and economic development.

Future Land Use Element

Policy 3.2.29 The City shall continue to update its comprehensive inventory and mapping of Industrial lands to identify and protect existing strategically located industrial lands for future expansion and economic development. These areas are crucial to the long term economic well-being of the City and are identified on the Industrial Preservation Map (Map L-23) as “Industrial Sanctuary” or “Areas of Situational Compatibility”.

Policy 3.2.30 The area shown on the Industrial Preservation Map (Map L-23) as “Industrial Sanctuary” or “Areas of Situational Compatibility” are presumed to be appropriate for land use map amendments to industrial categories, subject to a case-by-case review of consistency with State and regional plans and the Comprehensive Plan.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on September 17, 2021 the required notices of public hearing signs were posted. Thirty-seven (37) 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 September 20, 2021 for the adoption of the small-scale land use amendment. Other than the applicant, no members of the public were present.

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 of 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.

- 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.
- Policy 1.2.9 Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area will be provided with sufficient system capacity to obtain centralized wastewater and potable water, through implementation of the Capital Improvements Element, which shall be updated annually and shall be coordinated with the growth projections for the City.

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

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 areas served, availability of public facilities, and market demands.

Policy 3.2.30 The area shown on the Industrial Preservation Map (Map L-23) as "Industrial Sanctuary" or "Areas of Situational Compatibility" are presumed to be appropriate for land use map amendments to industrial categories, subject to a case-by-case review of consistency with State and regional plans and the Comprehensive Plan.

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.

Pending Property Rights Element (Ordinance 2021-334)

Goal 1 The City will recognize and respect judicially acknowledged and constitutionally protected private property rights in accordance with the Community Planning Act established in Chapter 163, Florida Statutes.

Objective 1.1 Local decision making shall be implemented and applied with sensitivity for private property rights and shall not be unduly restrictive.

Policy 1.1.1 The City will ensure that private property rights are considered in local decision making.

Policy 1.1.2 The following rights shall be considered in local decision making:
1. The right of a property owner to physically possess and control his or her interests in the property, including easements, leases, or mineral rights.

2. The right of a property owner to use, maintain, develop, and improve his or her property for personal use or for the use of any other person, subject to state law and local ordinances.
3. The right of the property owner to privacy and to exclude others from the property to protect the owner's possessions and property.
4. The right of a property owner to dispose of his or her property through sale or gift.

According to the Category Description of the Future Land Use Element (FLUE), the BP Future Land Use category is intended to accommodate commercial office and light industrial uses. Commercial offices should comprise the majority of the category land area, while service, major institutional and light industrial uses constitute the remaining land area. Residential uses are also permitted in appropriate locations as identified under the Development Area uses.

LI is a category which provides for the location of industrial uses which have fewer objectionable impacts than Heavy Industrial (HI) on residential areas such as noise, odor, toxic chemical and wastes.

The subject site is located in the southeast intersection of St. Augustine Road and Powers Avenue. Adjacent uses immediately south and west of the application site are warehouses. North of the site and across Powers Avenue, warehousing is the dominant land utilization and a permitted use in the LI land use category and IL zoning district. In addition, northeast of St. Augustine Road in this area, including the application site, is within the Industrial Situational Compatibility Zone. For these reasons, the proposed amendment to LI is consistent with FLUE Goals 1 and 3, Objective 1.1, and Policies 1.1.5, 1.1.22 and 3.2.30. Conversion of the 1.24 acre site from a BP land use to LI would have a negligible impact on the amount of land designated for those categories while maintaining the intent of the industrial overlay, and as such, the proposed amendment meets the intent of FLUE Policy 1.1.21.

The proposed amendment to LI allows for industrial uses that are compatible along this segment of St. Augustine Road and Powers Avenue and abutting similar industrial uses. The amendment to LI is a logical extension of the abutting and nearby LI Land Use, consistent with FLUE Objective 3.2 and Policy 3.2.7. Additionally, the subject site is in an urbanized area and has access to infrastructure, utilities and public facilities. Development on the subject site would promote infill development on an underutilized parcel in an existing commercial and industrial area, consistent with FLUE Objective 6.2 and Policy 3.2.2.

Consistent with FLUE Policy 1.2.9, the subject site is provided with centralized water and sewer services. According to a JEA letter dated June 30, 2021, there is a 16-inch water main and a 4-inch sanitary sewer force main within the Powers Avenue right-of-way. Connection to the JEA-owned sewer system the project will require the design and construction of an onsite, privately owned and maintained pump station, and a JEA dedicated force main with a minimum diameter of 4 inches.

The proposed amendment does not hinder the private property rights of the owner of record; has no impact on the right of the property owner to possess or control his or her interest in the property; maintains the owner's ability to use, maintain, develop and improve the property; protects the owner's right to privacy and security; and maintains the ability of the property owner to dispose of the property at their discretion. Therefore, the amendment is consistent with PRE Goal 1, Objective 1.1 and Policies 1.1.1 and 1.1.2.

Pine Forest Neighborhood Plan (June 1978)

The land use amendment site is located within the Pine Forest Neighborhood Plan area. The plan does not identify the subject site within the plan but it does mention that at the time of the plan (1978) the Powers Avenue area was undergoing a light industrial transformation of the Powers Avenue corridor. However, because the plan is old and out of date, it is recommended that suggestions of the site be referred to the Southeast Jacksonville Vision Plan.

Southeast Jacksonville Vision Plan

The application site lies within the boundary of the Southeast Jacksonville Vision Plan. The property is located in the suburban zone, identified in the plan, as well as the Pine Forest Neighborhood area. The plan under "Guiding Principle Four" is to provide for economic growth. In addition the Vision Plan stipulates promoting redevelopment and infill. The proposed infill development promotes a use consistent with nearby light industrial uses and does not intrude into the existing nearby neighborhoods southwest of St. Augustine Road. Therefore, the amendment is consistent with the Vision Plan.

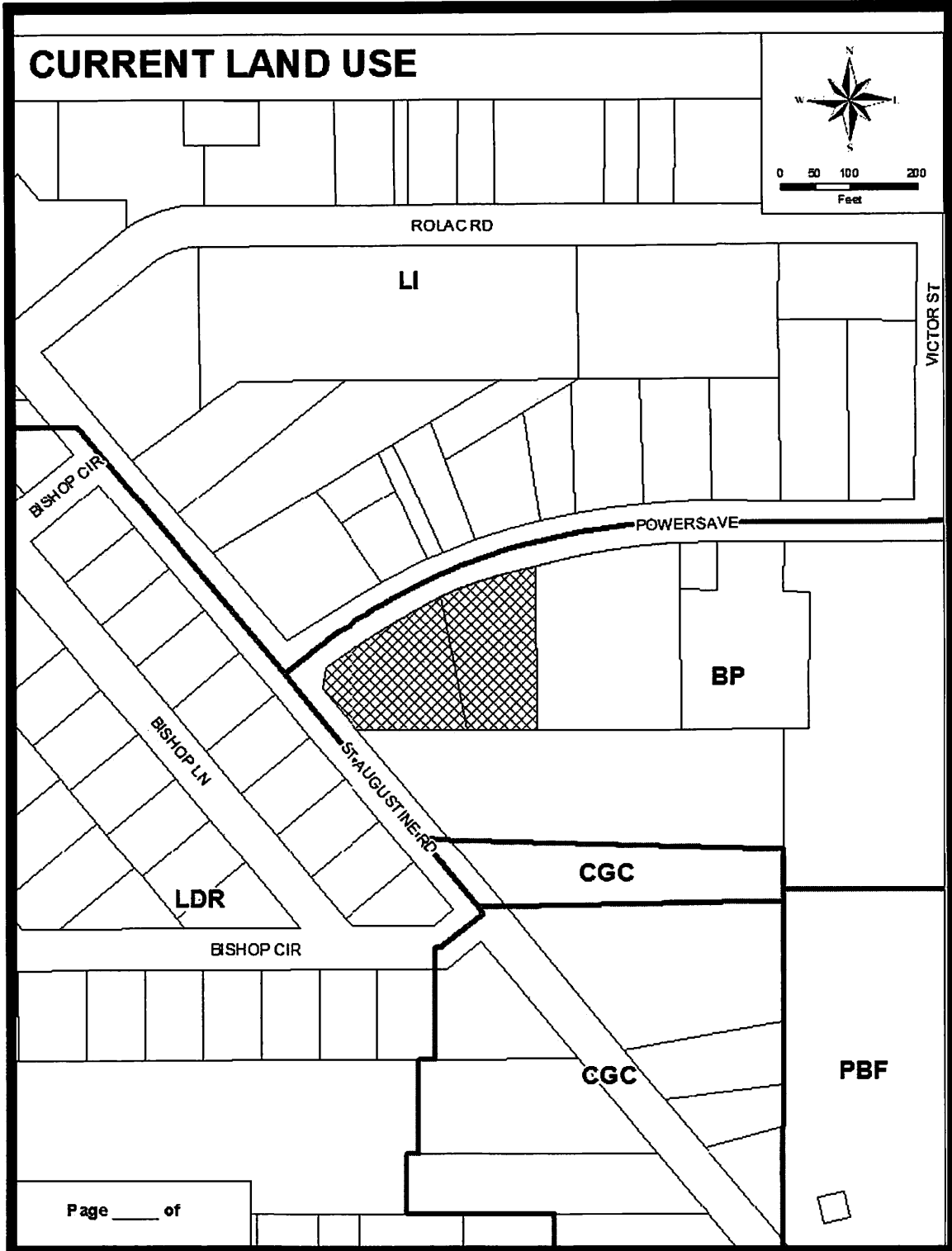
Strategic Regional Policy Plan

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 LI 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

