

# City of Jacksonville, Florida

*Lenny Curry, Mayor*

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December 9, 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. 2021-799/Application No. L-5623-21C**

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 2021-799 on December 9, 2021.

P&DD Recommendation	APPROVE
PC Issues:	None
<b>PC Vote:</b>	<b>7-0 APPROVE</b>

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

**Small-Scale Future Land Use Map Amendment – December 3, 2021**

**Ordinance/Application No.:** 2021-799 / L-5623-21C

**Property Location:** 8084 Normandy Boulevard between Chateau Drive and Fouraker Road

**Real Estate Number(s):** 009208 0000

**Property Acreage:** 2.08 acres

**Planning District:** District 4, Southwest

**City Council District:** District 12

**Applicant:** Melissa Balcerak

**Current Land Use:** Public Buildings and Facilities (PBF)

**Proposed Land Use:** Community / General Commercial (CGC)

**Development Area:** Suburban Development Area

**Current Zoning:** Public Buildings and Facilities – 2 (PBF-2)

**Proposed Zoning:** Commercial / Community General – 1 (CCG-1)

***RECOMMENDATION: Approve***

**APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT**

The applicant is requesting a land use amendment change for the subject parcel to CGC to be congruent with the surrounding uses to the north and west, which are also CGC, for future commercial development.

**BACKGROUND**

The 2.08-acre subject site is located at 8085 Normandy Boulevard (SR 228), between Chateau Drive and Fouraker Road. Normandy Boulevard is a major arterial road. Chateau Drive and Fouraker Road are both local roads.

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 PBF to CGC.

The amendment would line up the land use east of the property and west of the northern portion of the property with CGC land use, which extends along the north and south side of the section of Normandy Boulevard the subject site abuts. The subject site also abuts Low Density Residential land use south of the site and west of the southern portion of the subject site. Residential uses to the south are buffered by a 50-foot wide unopened right-of-way.

A companion rezoning application is pending concurrently with the land use application via Ordinance 2021-652, which seeks a zoning change on the subject site from PBF-2 to CCG-1. Additionally, the companion zoning application includes a zoning change from CCG-2 to CCG-1 on a parcel abutting the northwest portion of the site. This approximately half acre subject site is not a part of this land use change application since the land use for the smaller portion is already CGC.

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

North (across Normandy Boulevard):

Land Use: Community / General Commercial (CGC)  
Zoning: Community / Commercial General – 1 (CCG-1)  
Property Use: Commercial

South: Land Use: Low Density Residential (LDR)

Zoning: Residential Low Density – 60 (RLD-60)  
Property Use: Single family homes, 50-foot wide unopened right-of-way

East: Land Use: CGC

Zoning: Planned Unit Development (PUD)  
Property Use: Health Care Center and Bank

West: Land Use: CGC and LDR

Zoning: CCG-2 and RLD-60  
Property Use: Single family homes

## **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

<b>Development Analysis 2.08 Acres / 90,605 sq. ft.</b>		
Development Boundary	Suburban Development Area	
Roadway Frontage Classification / State Road	8084 Normandy Boulevard (SR 228) (Major Arterial)	
Plans and/or Studies	Southwest Vision Plan	
Site Utilization	Current: Church	Proposed: Commercial Development
Land Use / Zoning	Current: Land Use: PBF Zoning: PBF-2	Proposed: Land Use: CGC Zoning: CCG-1
Development Standards for Impact Assessment	Current: 0.3 FAR	Proposed: Scenario 1: 0.35 FAR Scenario 2: 80% @ 15 MF Dwelling Unit (DU) / Acre and 20% @ 0.35 FAR
Development Potential	Current: 27,181 sq. ft.	Proposed: Scenario 1: 31,717 sq.ft. Scenario 2: 6,342 sq. ft. and 24 MF DU
Net Increase or Decrease in Maximum Density	Scenario 1: N/A Scenario 2: Increase of 24 MF DU	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Increase 4,536 sq. ft. Scenario 2: Decrease of 20,839 sq. ft.	
Population Potential	Current: 0 people	Proposed: Scenario 1: 0 people Scenario 2: 56 people
<b>Special Designation Areas</b>		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	50 ft. height restriction zone for Herlong Recreational Airport	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low and High	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	0-4 inches	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
<b>Public Facilities</b>		
Potential Roadway Impact	Scenario 1: Increase of 1,113 daily trips Scenario 1: Decrease of 107 daily trips	
Potential Public-School Impact	5 Students	
Water Provider	JEA / Normandy Utility Company	

<b>Development Analysis 2.08 Acres / 90,605 sq. ft.</b>	
Potential Water Impact	Scenario 1: Decrease of 321 gpd Scenario 2: Increase of 4,049 gpd
Sewer Provider	JEA / Normandy Utility Company
Potential Sewer Impact	Scenario 1: Decrease of 241 gpd Scenario 2: Increase of 3,037 gpd
Potential Solid Waste Impact	Scenario 1: Increase of 7.3 tons per year Scenario 2: Increase of 29 tons per year
Drainage Basin/Sub-basin	Basin: Ortega River Sub-Basin: Normandy Village Run
Recreation and Parks	Normandy Park
Mass Transit Access	Route 14
<b>Natural Features</b>	
Elevations	62-70 feet
Land Cover	1200: Residential, medium density - 2-5 dwelling units/acre 1400: Commercial and Services 1700: Institutional
Soils	SIN 14: Boulogne fine sand, 0 to 2% slopes SIN 71: Urban land – Leon – Boulogne complex, 0 to 2% slopes
Flood Zones	None
Wetlands	None
Wildlife (applicable to sites greater than 50 acres)	N/A (under 50 acres)

## Utility Capacity

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been 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 established shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition).

Per a JEA Availability Letter dated March 11, 2021, JEA is not the water or sewer provider for the subject site. The site is served by the Normandy Utility Company. There is a 12-inch water main along Normandy Boulevard at the Fouraker Road intersection that has capacity for the subject site. Connection to JEA is dependent upon an agreement between JEA and the Normandy Utility Company.

## Transportation

### Transportation

The Planning and Development Department completed a transportation analysis and determined that the proposed amendment will result in an increase of 1,113 net new daily external trips under scenario 1 and a decrease of 107 under scenario 2. This analysis is based upon the comparison of what potentially could be built on that site (as detailed in FLUE Policy 1.2.16 Development Standards for Impact Assessment) versus the maximum development potential. Trips generated by the new development will be

processed through the Concurrency and Mobility Management System Office. A copy of the transportation analysis is on file with the Planning and Development Department.

#### 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:**

#### **Background Information:**

The subject site is 2.08 acres and is accessible from Normandy Boulevard (SR 228), a major arterial facility. The proposed land use amendment is located within the Suburban Development Area and Mobility Zone 6. The applicant proposes to change the existing land use from Public Buildings and Facilities (PBF) to Community General Commercial (CGC).

#### **Comprehensive Plan Consistency:**

The Trip Generation Analysis is consistent with most recent version of the Transportation Element (TE) of the City of Jacksonville Comprehensive Plan (TE Objective 2.4 and Policies 1.2.1 and 2.4.2).

**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 1.2.1** of the TE of the 2030 Comprehensive Plan requires the City to 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.

**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 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.

### **Trip Generation Estimation:**

Table A provides the daily trip generation comparison between the current and proposed comprehensive plan land uses and the potential transportation impacts on the roadway network. If the land use is amended to allow for this CGC development, this will result in an increase of 1,113 or decrease of 107 daily trips, when compared to the existing land use.

### **Transportation Planning Division RECOMMENDS the following:**

The difference in daily trips for the proposed land use amendment is an increase of 1,113 or a decrease of 107 daily trips (depending on the scenario) when compared to the existing land use. The Planning Division recommends ongoing coordinating efforts with FDOT and the City of Jacksonville Traffic Engineer to ensure that a traffic operational analysis is provided to address the specific external impacts as a result of this land use amendment. SR 228 is subject to FDOT review and access management requirements.

### **School Capacity**

Based on the impact assessment standards detailed in FLUE Policy 1.2.16, the 2.08 acre proposed land use map amendment has a development potential of 24 dwelling units and 5 new students. The proposed development was analyzed in accordance with the adopted level of service standards (LOS) for school capacity as established in the Interlocal Agreement (ILA) and the Public Schools and Facilities Element. The ILA was entered into in coordination with the Duval County Public School System (DCPS) and the other municipalities within Duval County.

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

The available seats in the CSA and adjacent CSAs include concurrency reservations.

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



- Elementary School
  - Concurrency Service Area (CSA): 8
  - 2021/2022 enrollment: 5,659
  - Current utilization: 78%
  - New student development from amendment: 3
  - 5-year utilization: 85%
  - Available seats in CSA: 2,414
  - Available seats in adjacent CSAs 1 and 2: 10,649
  
- Middle School
  - CSA 7
  - 2021/2022 enrollment: 1,109
  - Current utilization: 67%
  - New student development from amendment: 1
  - 5-year utilization: 68%
  - Available seats in CSA: 729
  - Available seats in adjacent CSAs 1 and 2: 938
  
- High School
  - CSA 8
  - 2021/2022 enrollment: 2,633
  - Current utilization: 87%
  - New student development from amendment: 1
  - 5-year utilization: 64%
  - Available seats in CSA: 406
  - Available seats in adjacent CSAs 1 and 2: 2,210

The analysis of the proposed residential development does not show a deficiency for school capacity within the CSA.

**Public School Facilities Element**

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

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

Supplemental School Information:

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

- Normandy Village ES #221
  - CSA 8
  - Amendment student generation: 3
  - School capacity including permanent spaces and portables: 658
  - Current enrollment 20 day count for 2021/2022: 500
  - Percent occupied: 76%
  - 4-year projection: 84%
  
- Charger Academy MS #216
  - CSA 2
  - Amendment student generation: 1
  - School capacity including permanent spaces and portables: 1,438
  - Current enrollment 20 day count for 2021/2022: 921
  - Percent occupied: 64%
  - 4-year projection: 65%
  
- Edward H. White HS #248
  - CSA 2
  - Amendment student generation: 1
  - School capacity including permanent spaces and portables: 2,071
  - Current enrollment 20 day count for 2021/2022: 1,512
  - Percent occupied: 73%
  - 4-year projection: 73%

**Airport Environment Zone**

The site is located within the 50-foot Height and Hazard Zone for the Herlong Recreational Airport. Zoning will limit development to a maximum height of less than 50 feet, unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d).

**Future Land Use Element**

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

### **Archaeological Sensitivity**

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low and high sensitivity for the presence of archaeological resources. Projects that move forward through the Site Review process may be required to perform a Professional Archaeological Reconnaissance Survey on the portion of the site that is in a high sensitivity area. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

### **Historic Preservation Element**

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

### **Aquifer Recharge**

The site is located within an area identified as being in the 0 to 4 inch per year aquifer recharge area. This range is below the threshold of 12 inches or more per year which would constitute a prime recharge area as defined in the Infrastructure Element – Aquifer Recharge Sub-Element (IE-AR). Prime aquifer recharge areas are the primary focus of groundwater resource protections. However, development resulting from the proposed land use amendment will be reviewed during the site plan review and permitting process for compliance with the land development regulations that have been established to protect groundwater resources. Such regulations address issues such as drainage systems, septic systems, and landscape/irrigation regulations.

### **IE-AR Policy 1.2.8**

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

### **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on November 9, 2021, the required notice of public hearing sign was posted. 50 notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates.

A Citizen Information Meeting was held on November 15, 2021, via a virtual Zoom meeting. No members of the public attended to discuss the proposed amendment.

# **CONSISTENCY EVALUATION**

## Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

### **Future Land Use Element (FLUE)**

#### *Development Area*

*Suburban Development Area (SA):* The SA is the third tier Development Area and generally corresponds with the urbanizing portions of the City in areas that have usually been developed after consolidation. Development should generally continue at low densities with medium density development at major corridor intersections and transit stations. Development at these locations should promote a compact and interconnected land development form and is therefore encouraged to employ urban development characteristics as further described in each land use plan category.

- 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 for 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 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 on nodes, corridor development, centers or parks.

**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 shall 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 in the Future Land Use Element (FLUE), Public Buildings and Facilities (PBF) in all development areas is a broad land use category that is intended to accommodate major public use or community service activities.

Community / General Commercial (CGC) in the Suburban Development Area is intended to provide development in a nodal development pattern. Plan amendment requests for new CGC designations are preferred in locations which are supplied with full urban services; abut a roadway classified as an arterial or higher on the Functional highway Classification Map; and which are located in areas with an existing mix of non-residential uses. Nodal sites with two or more boundaries on a transportation right-of-way shall be considered preferred locations for these uses.

The LDR land use west and south of the subject site already is in close proximity to commercial uses and CGC land use abuts the subject site on three sides, and residential uses to the south are buffered by a 50-foot-wide unopened right of way. In accordance with FLUE Policies 1.1.5 and 1.1.21, the proposed land use amendment on 2.08 acres would have a negligible impact on the balance of uses in the area as well as on the overall allocation of LDR and CGC land uses. The subject site abuts CGC land use to the north, east, and west. The proposed land use change encourages nodal development of commercial uses and maintains compact and compatible land use patterns, consistent with FLUE Goal 1, Objective 1.1, and Policies 1.1.22 and 3.2.1.

The proposed amendment to CGC promotes a compatible land development pattern on underutilized property and is a logical extension of the abutting CGC land use in conformance with Objective 1.1.

The site is served by the Normandy Utility Company. There is a 12-inch water main along Normandy Blvd. Connection to JEA is dependent upon an agreement between JEA and the Normandy Utility Company. The subject site is has access to water and central sewer in accordance with Policy 1.2.9.

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.

#### **Southwest Vision Plan (2003)**

The Southwest Vision Plan does not address the specific area of the amendment site. However, the Theme 1 policy of promoting convenient, compatible neighborhood-scale retail and entertainment uses near existing residential uses.

The proposed land use amendment would allow for infill on an underutilized property with full urban services available to the subject property.

**Strategic Regional Policy Plan**

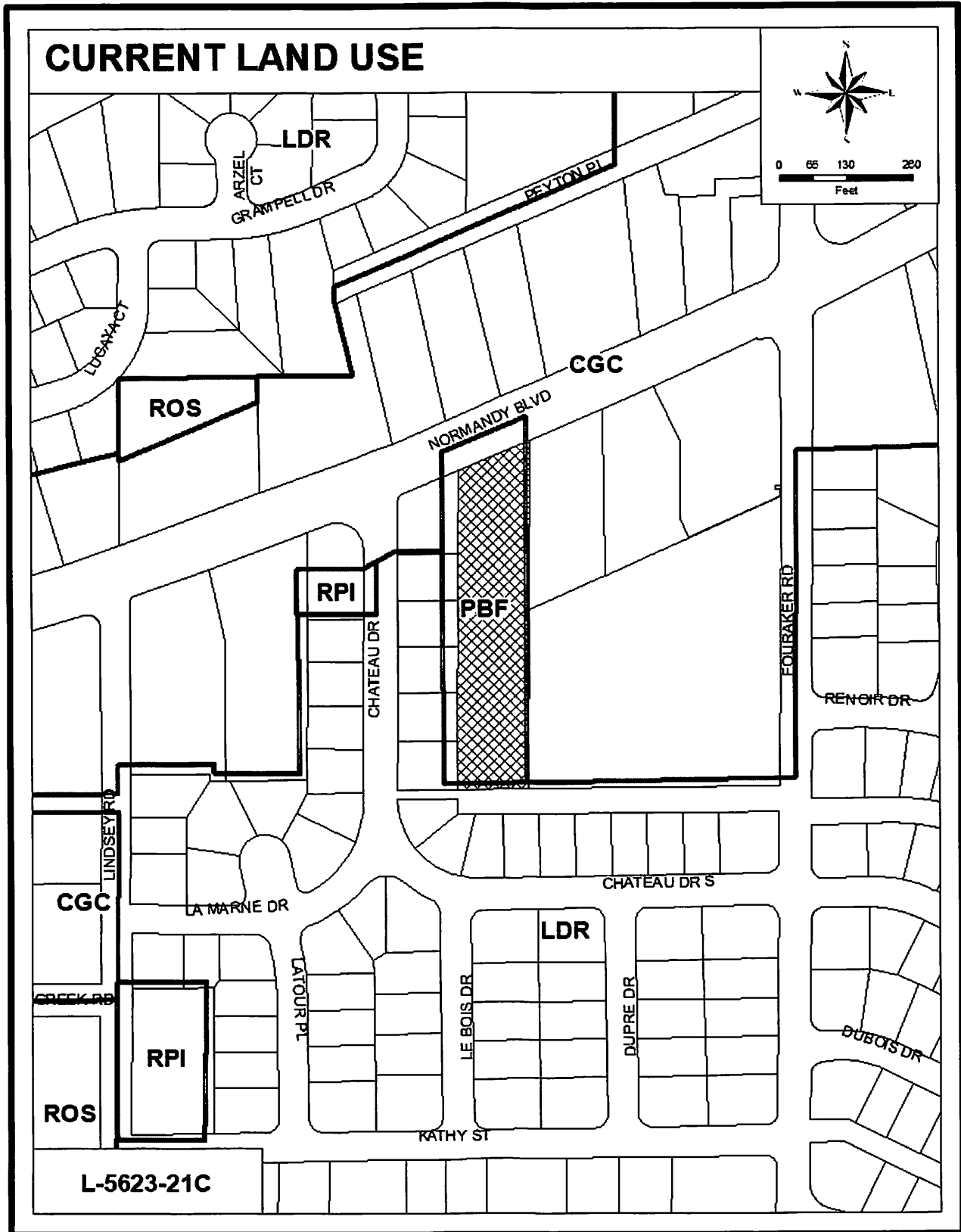
The proposed amendment is consistent with the following objective and policy of the Strategic Regional Policy Plan:

Goal                    Recognize the importance of cultivation in Northeast Florida and be part of the conversation on what approaches are appropriate here and how to successfully implement them.

Policy 2                Support the existing base level of facilities and jobs and look for opportunities to increase these sectors and expand existing businesses and services.

The proposed land use amendment promotes an environment that is conducive to the creation of new commercial business thereby providing an opportunity to further local economic growth.

# Small Scale Land Use Application L-5623-21C





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