

City of Jacksonville, Florida

Lenny Curry, Mayor

City Hall at St. James
117 W. Duval St.
Jacksonville, FL 32202
(904) 630-CITY
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August 20, 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. 2020-290/Application No. L-5435-20C

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 2020-290 on August 20, 2020.

P&DD Recommendation

APPROVE

PC Issues:

A resident from the single-family development to the west of the site and across the railroad right-of-way expressed concerns about the lack of a visual buffer between the site and the back of the residential properties.

The Commission encouraged the resident to speak with the applicant regarding buffering concerns and acknowledged that there are existing industrial entitlements on the subject property and there is a railroad right-of-way between the subject property and the single-family subdivision.

PC Vote:

6-0 APPROVE

Joshua Garrison, Chair

Aye

Dawn Motes, Vice-Chair

Absent

David Hacker, Secretary

Aye

Marshall Adkison

Absent

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

Small-Scale Future Land Use Map Amendment – July 17, 2020

Ordinance/Application No.: 2020-290 / L-5435-20C

Property Location: 0 Philips Highway, located on the west side of Philips Highway and between Energy Center Drive and Pinnacle Point Drive

Real Estate Number(s): 168151-0020

Property Acreage: 0.81 of an acre

Planning District: District 3, Southeast

City Council District: Council District 11

Applicant: Cyndy Trimmer, Esquire

Current Land Use: LI

Proposed Land Use: CGC

Development Area: Suburban

Current Zoning: CO

Proposed Zoning: CCG-2

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

Applicant would like an automobile sales establishment to be built on the property.

BACKGROUND

The subject site consists of 0.81 of an acre and is located on the west side of Philips Highway (US 1), between Energy Center Drive and Pinnacle Point Drive and is within the boundary of the Southeast Jacksonville Vision Plan. Philips Highway (US 1) is classified as a principal arterial roadway. The Florida East Coast Railway runs along the western boundary of the site.

The applicant is requesting to change the land use category from Light Industrial (LI) to Community/General Commercial (CGC). A companion rezoning is pending concurrently

with this application for change from Commercial Office (CO) to Commercial Community/General-2 (CCG-2) pursuant to Ordinance 2020-291.

While the area immediately surrounding the site is primarily vacant land in the LI and CGC land use categories, there is an equipment rental and sales establishment with outdoor storage to the north. The Florida East Coast Railway runs along the western boundary of the site separates the property from development to the west.

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

North: Land Use: LI

Zoning: Commercial Office (CO) and Industrial Light (IL)

Property Use: Equipment rental and sales with outdoor storage

South: Land Use: LI

Zoning: CO

Property Use: Undeveloped

East: Land Use: CGC

Zoning: CO and Planned Unit Development (PUD)

Property Use: Undeveloped and entrance to residential subdivision

West: Land Use: LI and MDR

Zoning: Industrial Business Park (IBP) and PUD

Property Use: Residential subdivision common area

IMPACT ASSESSMENT

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

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

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

Impact Assessment Baseline Review

Development Analysis 0.81 of an acre		
Development Boundary	Suburban Development Area	
Roadway Frontage Classification / State Road	US 1- Philips Highway- principal arterial road	
Plans and/or Studies	Southeast Jacksonville Vision Plan and US 1 Corridor Study	
Site Utilization	Current: Undeveloped	Proposed: Auto Sales
Land Use / Zoning	Current: LI / CO	Proposed: CGC / CCG-2
Development Standards for Impact Assessment	Current: 0.4 FAR (ITE Code 110)	Proposed: 0.35 FAR (ITE Code 820)
Development Potential	Current: 14,113 square feet of light industrial uses	Scenario 1: 12,349 square feet Scenario 2: 2,469 square feet and 9 multi-family dwelling units
Net Increase/Decrease in Maximum Density	Scenario 1: not applicable Scenario 2: increase of 9 multi-family dwelling units	
Net Increase/Decrease in Potential Floor Area	Scenario 1: decrease of 1,764 square feet Scenario 2: decrease of 11,644 square feet	
Population Potential	Current: Not applicable	Scenario 1: Not applicable Scenario 2: 21 people
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	No	
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	None- Discharge	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	Scenario 1: 466 new daily external trips Scenario 2: 63 new daily external trips	
Potential Public School Impact	De Minimis	
Water Provider	JEA	
Potential Water Impact	Scenario 1: increase of 134.79 gallons per day Scenario 2: decrease of 1,755.8 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Scenario 1: increase of 101.09 gallons per day Scenario 2: decrease of 1,316.8 gallons per day	
Potential Solid Waste Impact	Scenario 1: decrease of 23.99 tons per year Scenario 2: decrease of 16.4 tons per year	
Drainage Basin/Sub-basin	Julington Creek / Big Davis Creek	
Recreation and Parks	None proximate to the site	
Mass Transit Access	No bus service at this location	

Development Analysis 0.81 of an acre	
Natural Features	
Elevations	12 to 20 feet above mean sea level
Land Cover	4110- Pine Flatwoods
Soils	32- Leon Fine Sand, 0-2 percent slopes
Flood Zones	None
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).

The applicant submitted a JEA availability letter with the companion rezoning application. According to a JEA letter dated February 26, 2020 there is an existing 20-inch water main within the Philips Highway (US 1) right-of-way, adjacent to this property. However, no sewer main abuts this property. There is an existing 6-inch force main within the Philips Highway (US 1) ROW, approximately 200 feet southeast of this property. The applicant has indicated that they intend on utilizing city water and sewer.

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 and determined that the proposed amendment for Community/General Commercial (CGC) had the development potential under scenario 1 as 100% non-residential and under scenario 2 as 80% residential with 20% non-residential uses. If the land use is amended to CGC, development could result in an increase new net daily trips of 466 under scenario 1 or 63 under scenario 2. 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 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 1.

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 1 is **0.74**.

Subject site is accessible via Philips Highway (US 1), a 4-lane divided urbanized highway and is subject to FDOT review and access management requirements.

The transportation review for this proposed land use amendment is on file with the Planning and Development Department.

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.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on June 25, 2020, the required notices of public hearing signs were posted. Eleven (11) 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 June 29, 2020 via Zoom for the small-scale land use amendment. No members of the public were present at the meeting.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

Suburban 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.

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 1.1.2 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 1.1.10 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 1.1.5 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 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.

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 3.2.1 The City shall promote development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.

Policy 4.1.8B The City shall evaluate all proposed amendments to the Comprehensive Plan as to their compliance with the area's vision plan and any existing neighborhood plans and studies. Priority shall be given to those amendments with the greatest potential to further the goals and objectives of the vision plans and neighborhood plans and studies.

According to the Category Description of the Future Land Use Element (FLUE), Light Industrial (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 Community/General Commercial (CGC) land use category in the Suburban 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. Residential uses are permitted as part of mixed use developments so long as they do not exceed 80 percent of a development.

The proposed amendment to CGC is for a site located in the Suburban Development area, is compatible with the existing and permitted uses on adjacent LI land and is buffered from development to both the east and west by Philips Highway, an arterial roadway, and the Florida East Coast Railway. Therefore, the amendment is consistent with the locational preferences stated in the CGC land use category description as well as FLUE Goals 1 and 3, FLUE Objectives 1.1 and 3.2 and FLUE Policies 1.1.2, 1.1.10, 1.1.22 and 3.2.1.

The proposed amendment provides for additional CGC designated land to allow for the development of an automobile sales establishment in an area that has the capacity to support such development. In accordance with FLUE Policies 1.1.5 and 1.1.21, the amendment replaces just under one acre of LI designated land with CGC designated land to provide flexibility to allow real estate markets to operate and will have a minimal impact on the overall provision of LI and CGC land use allocation in the immediate area and throughout the City of Jacksonville.

According to a JEA letter dated February 26, 2020 there is an existing 20-inch water main within the Philips Highway (US 1) right-of-way (ROW), adjacent to this property. However, no sewer main abuts this property. There is an existing 6-inch force main within the Philips Highway (US 1) ROW, approximately 200 feet southeast of this property. The applicant has indicated that they intend on utilizing city sewer. FLUE Policy 1.2.9 requires that development within the Suburban Development Area be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site.

Vision Plan

The subject property is located within the boundaries of the Southeast Jacksonville Vision Plan (2010) and the US 1 Corridor Study (2001). Guiding Sub-Principle 2.3 of the Southeast Jacksonville Vision Plan indicates the following: "Provide for and promote more consistent/compact and contiguous development in new areas provided there are appropriate transitional buffers." The proposed amendment is compatible with the area due to its proximity LI designated lands and buffering provided by the right-of-way and railway. In addition, the US 1 Corridor study indicates a consistent pattern of commercial development and categorizes Philips Highway (US 1) as a main commercial corridor within the City of Jacksonville. Therefore, it is compatible with the Southeast Jacksonville Vision Plan, US 1 Corridor Study, and FLUE Policy 4.1.8B.

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 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.

LAND USE AMENDMENT SITE AND CURRENT LAND USE MAP:

