

City of Jacksonville, Florida

Lenny Curry, Mayor

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April 7, 2022

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. 2022-0150/Application No. L-5662-22C

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 2022-0150 on April 7, 2022.

P&DD Recommendation	APPROVE
PC Issues:	None
PC Vote:	6-0 APPROVE

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

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 –April 1, 2022

Ordinance/Application No.: 2022-150 / L-5662-22C

Property Location: 0 Old St. Augustine Road, north of the intersection of Old St. Augustine Road and Interstate 295

Real Estate Number(s): 155665 0000

Property Acreage: 0.66 of an acre

Planning District: District 3, Southeast

City Council District: District 6

Applicant: Fred Atwill

Current Land Use: Residential – Professional – Institutional (RPI)

Proposed Land Use: Neighborhood Commercial (NC)

Current Zoning: Planned Unit Development (PUD)

Proposed Zoning: PUD

Development Boundary: Suburban Development Area

RECOMMENDATION: *Approve*

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

The proposed infill drive through restaurant will be beneficial to the surrounding neighborhood and community by creating new and varied employment opportunities along with offering an additional dining option for nearby residents and pass by patrons; this prospective project promotes the purposes of the City’s 2030 Comprehensive Plan by contributing to the plan’s desire for nodal commercial development.

BACKGROUND

The 0.66 of an acre subject site is currently vacant. The applicant is proposing a Future Land Use Map (FLUM) amendment from Residential – Professional – Institutional (RPI) to Neighborhood Commercial (NC) and a companion rezoning from Planned Unit

Development (PUD) to PUD, pursuant to Ordinance 2022-151, in order to use the property for a commercial use.

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

North: Land Use: RPI
Zoning: Commercial Residential and Office (CRO)
Property Use: School

South: Land Use: RPI
Zoning: PUD
Property Use: Bank, fast food restaurant

East: Land Use: RPI
Zoning: Residential Medium Density – D (RMD-D)
Property Use: Multi-family residential

West: Land Use: Community/General Commercial (CGC)
Zoning: Commercial Community/General – 1 (CCG-1)
Property Use: Commercial, strip mall, and gas station

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 0.66 Acres – 28,749 sq. ft.		
Development Boundary	Suburban Development Area	
Roadway Frontage Classification / State Road	Old St. Augustine Rd – Collector Road 11001-1 Old St. Augustine AP – Local Road	
Plans and/or Studies	Southeast Vision Plan	
Site Utilization	Current: Vacant	Proposed: Drive Through Restaurant
Land Use / Zoning	Current: LU – RPI Zoning - PUD	Proposed: LU - NC Zoning - PUD
Development Standards for Impact Assessment	Current: Scenario 1: 0.5 FAR Scenario 2: 10% Non-res / 90% Res – 0.5 FAR, 15 DU/Acre	Proposed: Scenario 1: 0.45 FAR Scenario 2: 10% Non-res / 90% Res – 0.45 FAR, 15 DU/Acre
Development Potential	Current: Scenario 1: 14,375 sq. ft. Scenario 2: 1,438 sq. ft. 8 MF DU	Proposed: Scenario 1: 12,937 sq. ft. Scenario 2: 1,294 sq. ft. 8 MF DU
Net Increase or Decrease in Maximum Density	Scenario 2: No change in density	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Decrease of 1,438 sq. ft. Scenario 2: Decrease of 144 sq. ft.	
Population Potential	Current: 18 People	Proposed: 18 People
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Evacuation Zone	No	
Airport Environment Zone	500' Height Restriction Zone for Jacksonville Naval Air Station	
Industrial Preservation Area	No	
Cultural Resources	None	
Archaeological Sensitivity	Low	
Historic District	No	
Coastal High Hazard	No	
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: 266 Net new daily trips Scenario 2: 26 Net new daily trips	
Potential Public School Impact	N/A (less than 20 residential units)	

Impact Assessment Baseline Review	
Development Analysis 0.66 Acres – 28,749 sq. ft.	
Water Provider	JEA
Potential Water Impact	Scenario 1: Decrease of 101 gpd Scenario 2: Decrease of 10 gpd
Sewer Provider	JEA
Potential Sewer Impact	Scenario 1: Decrease of 76 gpd Scenario 2: Decrease of 8 gpd
Potential Solid Waste Impact	Scenario 1: Decrease of 2.3 tons per year Scenario 2: Decrease of 0.23 tons per year
Drainage Basin/Sub-basin	Major: Julington Creek Sub-basin: Oldfield Creek
Recreation and Parks	Burnett Park
Mass Transit Access	None
Natural Features	
Elevations	17' to 28'
Land Cover	1400: Commercial and Services
Soils	38: Mascotte Fine Sand – 0% - 2% slopes 51: Pelham Fine Sand – 0% - 2% slopes
Flood Zones	North portion of subject site in AE Flood Zone (approximately 0.15 of an acre)
Wetlands	None
Wildlife (applicable to sites greater than 50 acres)	N/A

Utility Capacity

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition).

The applicant has provided a JEA availability letter. According to the availability letter, dated January 21, 2022, there are two connection points for potable water: an existing 8-inch water main within the Old St. Augustine Ap ROW and an existing 8-inch water main within the Old St. Augustine Rd ROW. Sewer connections are available from an existing 4- and 8-inch sewer force main within the Old St. Augustine Rd ROW and an existing 8-inch sewer force main within the Old St. Augustine AP ROW. The letter further provides that for the sewer connection, the owner will need to construct an onsite, privately owned and maintained pump station, and a JEA dedicated force main with a minimum 4-inch diameter.

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 subject site is 0.66 of an acre and is accessible from Old Saint Augustine Road, a collector facility. The proposed land use amendment is located within the Suburban Development Area and Mobility Zone 1. The applicant proposes to change the existing land use from Residential Professional Institutional (RPI) to Neighborhood Commercial (NC).

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).

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.

Objective 2.4 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 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.

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. The current land use would result in 156 or 70 daily trips depending on the scenario. If the land use is amended to allow for this proposed NC development, this will result in 422 or 96 daily trips depending on the scenario.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment is an increase of 266 or 26 net new daily trips when compared to the existing land use. The Transportation Planning Division recommends ongoing coordinating efforts with the City of Jacksonville Traffic Engineer.

**Table A
Trip Generation Estimation Scenarios**

Current Land Use-Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
RPI	710	14,375 SF	T= 10.84 (X) / 1000	156	0	156
Total Trips for Existing Land Use- Scenario 1						156
Current Land Use-Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
RPI- N	710	1,438 SF	T = 10.84 (X) / 1000	16	0	16
RPI- R	220	8 MF DUs	T = 6.74 (X)	54	0	54
Total Trips for Existing Land Use- Scenario 2						70
Proposed Land Use-Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
NC	822	12,937 SF	T = 54.45 (X) / 1000	704	282	422
Total Trips for Proposed Land Use- Scenario 1						422
Proposed Land Use-Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
NC- N	822	1,294 SF	T = 54.45 (X) / 1000	70	28	42
NC- R	220	8 MF DUs	T = 6.74 (X)	54	0	54
Total Trips for Proposed Land Use- Scenario 2						96
Scenario 1 Difference in Daily Trips						266
Scenario 2 Difference in Daily Trips						26

Source: Trip Generation Manual, 11th Edition, Institute of Engineers

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.

Airport Environment Zone

The site is located within the 500 foot Height and Hazard Zone for the Jacksonville Naval Air Station. Zoning will limit development to a maximum height of 500 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.

Flood Zones

Approximately 0.15 of an acre of the subject site is located within the AE flood zone. Flood zone designations are assigned by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm or Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of once every 100 years. This does not mean that a storm of this type will happen every 100-years. There is a 1-percent chance that a storm of this magnitude will occur in any given year.

The AE flood zone is defined as areas within the 100-year floodplain or SFHA where flood insurance is mandatory. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance.

Conservation /Coastal Management Element (CCME)

Policy 2.7.1 The City shall continue to define the surface hydrology of the area to determine flood plain vulnerability and sensitivity, and will determine appropriate protection measures.

Policy 2.7.3 The City shall protect appropriate floodplain areas for the public benefit and restore degraded floodplain areas by:

- A. Land acquisition or conservation easement acquisition;
- B. Regulation, including setbacks, buffer zones, designated wildlife corridors, low density zoning, performance standards and open space requirements; and

C. Incentives, including tax benefits and transfer of development rights.

Policy 11.3.18 The City shall require all development within the 100-year flood plain to be in strict conformance with all applicable federal, State, regional and local development regulations.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on March 21, 2022, the required notices of public hearing signs were posted. Twelve (12) 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 14, 2022. No members of the public attended to speak on 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.

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 1.1.5 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.

Objective 3.1 Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for the citizens. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable requirements described in the Development Areas and the Plan Category Descriptions of the Operative Provisions of the 2030 Comprehensive Plan and Land Development Regulations.

Policy 3.1.3 Protect neighborhoods from potential negative impacts by providing a gradation of uses and scale transition. The Land Development Regulations shall be amended to provide for an administrative

process to review and grant, when appropriate, relief from the scale transition requirements.

- 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 3.2.6 The City shall encourage neighborhood commercial uses to be located within one quarter mile of the intersections of roads classified as collector or higher on the Functional Highway Classification Map, except when such uses are an integral component of a mixed-use development, Traditional Neighborhood Development (TND), Transit Oriented Development (TOD), Rural Village or similar development. The City should prohibit the location of neighborhood commercial uses interior to residential neighborhoods in a manner that will encourage the use of local streets for nonresidential traffic.
- 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.

According to the Future Land Use Element (FLUE), Residential-Professional-Institutional (RPI) land use in the Suburban Development Area is intended to provide low to medium density development. Development which includes medium density residential and professional office uses is preferred. Plan amendment requests for new RPI designations are preferred in locations which are supplied with full urban services and in locations which serve as a transition between commercial and residential land uses.

The Neighborhood Commercial (NC) land use category is primarily intended to provide commercial retail and service establishments which serve the daily needs of nearby residential neighborhoods. New NC land use category designations in the Suburban Development Area are preferred in locations which are supplied with full urban services; which abut a roadway classified as a collector or higher on the Functional Highway Classification Map; and which are compatible with adjacent residential neighborhoods. Sites with two or more property boundaries on transportation rights-of-way will be considered preferred locations.

The 0.66 of an acre subject site is currently vacant and undeveloped. The applicant is proposing a change from RPI to NC to allow for additional types of commercial uses on the site. The area surrounding the subject site contains a range of uses including multi-family residential development, commercial uses and a school. The proposed amendment to NC would be consistent with the existing development pattern in the area. Further, the proposed amendment would be compatible with the uses along Old St. Augustine Road and provide a commercial transition between the residential uses east of the subject site to commercial uses along Old St. Augustine Road. Therefore,

the proposed amendment is consistent with FLUE Goals 1 and 3, Objective 3.1, and Policy 3.1.3 of the FLUE.

According to the category description for the NC land use category, NC is preferred in areas which abut a roadway classified as a collector or higher. The site is located along Old St. Augustine Road, which is a collector road and serves as a commercial corridor. The nearest intersection of two roads classified as a collector or higher is the intersection of Old St. Augustine Road and Losco Road, also a collector road, located approximately 0.1 of a mile south of the subject site. As such, the proposed amendment is consistent with Policies 3.2.1, 3.2.6, and 3.2.7 of the FLUE.

Consistent with FLUE policy 1.2.9, the site is served by multiple possible connection points for central sewer and water service, per JEA letter of availability, dated January 22, 2022.

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

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.

Vision Plan

The subject property is located within the boundaries of the *Southeast Vision Plan*. Sub-Principle 2.2.2 of the Vision Plan encourages redevelopment of existing commercial and industrial sites in need of redevelopment, i.e., vacant, blighted partially razed, by providing incentives. This land use amendment would allow for the development of an unused property to serve the neighborhood with access to full urban services. Therefore, the proposed land use amendment to NC is consistent with the Southeast Vision Plan.

Strategic Regional Policy Plan

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

Objective: A region where all people can thrive

Policy 4: Non-compact development patterns and limited mobility options are a barrier to success for all, and have a greater impact on low-income residents, seniors and those with disabilities or health challenges. The Region supports more compact development connected by transportation corridors.

The proposed land use amendment is located within 1/2 mile of Interstate 295, and therefore would support a commercial development connected by transportation corridors, consistent with Policy 4 of the SRPP.

LAND USE AMENDMENT
FIELD / LOCATION / CURRENT LAND USE MAPS



