

City of Jacksonville, Florida

Lenny Curry, Mayor

City Hall at St. James
117 W. Duval St.
Jacksonville, FL 32202
(904) 630-CITY
www.coj.net

June 9, 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. 2022-346/Application No. L-5700-22C

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 2022-346 on June 9, 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	Aye
Daniel Blanchard	Aye
Joshua Garrison	Absent
Jason Porter	Aye
Jordan Elsbury	Absent

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If you have any questions or concerns, please do not hesitate to contact me at your convenience.

Sincerely,

Kristen D. Reed

Kristen D. Reed, AICP
Chief of Community Planning Division
City of Jacksonville - Planning and Development Department
214 North Hogan Street, Suite 300
Jacksonville, FL 32202
(904) 255-7837
KReed@coj.net

Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – June 3, 2022

Ordinance/Application No.: 2022-346 / L-5700-22C

Property Location: 9421 Baymeadows Road between Baymeadows Circle East and Paseo Drive East

Real Estate Number(s): 148521-0025

Property Acreage: 0.72 of an acre

Planning District: District 3, Southeast

City Council District: District 11

Applicant: Jason Gabriel, Esquire

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

Proposed Land Use: Community/General Commercial (CGC)

Current Zoning: Commercial Residential Office (CRO)

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

Development Boundary: Urban Area

RECOMMENDATION: **APPROVE**

APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To upgrade the site to commercial uses compatible with that section of the Baymeadows Road corridor, the surrounding uses and the overall area.

BACKGROUND

The 0.72 of an acre subject site is located on the north side of Baymeadows Road, east of Interstate-95 between Baymeadows Circle East and Paseo Drive East. Baymeadows Road is classified as a minor arterial road. The site is currently used as a bank.

The applicant is proposing a Future Land Use Map (FLUM) amendment from Residential-Professional-Institutional (RPI) to Community/General Commercial (CGC) to allow for additional commercial uses compatible with uses along Baymeadows Road. The applicant is also proposing a companion rezoning from Commercial Residential Office (CRO) to Commercial Community/ General-1 (CCG-1) which is pending concurrently with this amendment, pursuant to Ordinance 2022-347.

The subject site is currently used as a bank. This area of the Baymeadows Road corridor includes commercial uses with a gas station and convenience store, car wash, restaurant, auto service, and a shopping center in the RPI, CGC and Neighborhood Commercial (NC) land use categories east and west of the site. North of the site includes multi-family residential uses in the Medium Density Residential (MDR) land use category. South of the site along the Baymeadows Road corridor includes multi-family residential, office, hotel, restaurant and shopping center uses in the MDR, RPI and CGC land use categories.

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

North: Land Use: Medium Density Residential (MDR), RPI
Zoning: Residential Medium Density-D (RMD-D), Planned Unit Development (PUD)
Property Use: Multi-family residential, offices

South: Land Use: RPI, MDR and CGC
Zoning: CRO, RMD-D, PUD, CCG-1
Property Use: offices, multi-family residential, restaurants, shopping center, hotel

East: Land Use: RPI, CGC, Neighborhood Commercial (NC)
Zoning: Planned Unit Development (PUD)
Property Use: gas station, convenience store, car wash, restaurant auto service, shopping center

West: Land Use: RPI and CGC
Zoning: Planned Unit Development (PUD)
Property Use: offices, restaurant, vacant commercial

IMPACT ASSESSMENT

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

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

Land Use Amendment Impact Assessment - Application Number L-5700-22C

Development Analysis: 0.72 of an acre (31,363.2 square feet)		
Development Boundary	Urban Area	
Roadway Frontage Classification / State Road	Baymeadows Road, minor arterial roadway	
Plans and/or Studies	NO	
Site Utilization	Current: Bank	Proposed: Commercial uses
Land Use / Zoning	Current: RPI / CRO	Proposed: CGC / CCG-1
Development Standards for Impact Assessment	Current: Scenario 1: 0.5 FAR Scenario 2: 10% commercial at 0.5 FAR and 90% residential at 23 units/acre	Proposed: Scenario 1: 0.35 FAR Scenario 2: 20% commercial at 0.35 FAR and 80% residential at 30 units/acre
Development Potential	Current: Scenario 1: 15,681 sq. ft. Scenario 2: 1,568 sq. ft. and 14 units	Proposed: Scenario 1: 10,977 sq. ft. Scenario 2: 2,195 sq. ft. and 17 units
Net Increase or Decrease in Maximum Density	Scenario 1: Not Applicable Scenario 2: Increase of 3 units	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Decrease of 4,704 sq. ft. Scenario 2: Increase of 627 sq. ft.	
Population Potential	Current: Scenario 1: N/A Scenario 2: 32 people	Proposed: Scenario 1: N/A Scenario 2: 39 people
Special Designation Areas		
Aquatic Preserve	NO	
Septic Tank Failure Area	NO	
Evacuation Zone	NO	
Airport Environment Zone	NO	
Industrial Preservation Area	NO	
Cultural Resources	NO	
Archaeological Sensitivity	Low Sensitivity	
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: 189 net new daily trips Scenario 2: 76 net new daily trips	
Potential Public School Impact	DeMinimus Impact	
Water Provider	JEA	
Potential Water Impact	Scenario 1: Decrease of 551.57 gallons per day Scenario 2: Increase of 704.7 gallons per day	
Sewer Provider	JEA	

Development Analysis: 0.72 of an acre (31,363.2 square feet)	
Potential Sewer Impact	Scenario 1: Decrease of 413.68 gallons per day Scenario 2: Increase of 528.5 gallons per day
Potential Solid Waste Impact	Scenario 1: Decrease of 7.5 tons per year Scenario 2: Increase of 8.8 tons per year
Drainage Basin/Sub-basin	Arlington River / Julington Creek
Recreation and Parks	NO
Mass Transit Access	Routes 28 and 50
Natural Features	
Elevations	28-29 feet
Land Cover	1300: Residential, high density - 6 or more dwelling units/acre
Soils	71: Urban land- Leon Boulogne complex
Flood Zones	NO
Wetlands	NO
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).

A JEA availability letter, dated February 25, 2022 is included in the companion rezoning application. The letter indicates that a water main and a gravity sewer main is within Baymeadows Road right-of-way. The applicant intends to connect to central JEA water and sewer services.

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 0.72 of an acre and is accessible from Baymeadows Road (SR 152), a minor arterial facility. The proposed land use amendment is located within the Urban Development Area and Mobility Zone 1. The applicant proposes to change the existing land use from Residential Professional Institutional (RPI) 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).

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 170 or 111 daily trips, depending on the scenario. If the land use is amended to allow for this proposed CGC development, this will result in 359 or 187 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 189 or 76 net new daily trips when compared to the existing land use. SR 152 is subject to FDOT review and access management requirements. The Transportation Planning Division recommends ongoing coordinating efforts with FDOT and the City of Jacksonville Traffic Engineer to determine if a traffic operational analysis is needed.

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	15,681 SF	T = 10.84 (X) / 1000	170	0	170
				Total Trips for Existing Land Use- Scenario 1		170
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	1,568 SF	T = 10.84 (X) / 1000	17	0	17
RPI- R	220	14 MF DUs	T = 6.74 (X)	94	0	94
				Total Trips for Existing Land Use- Scenario 2		111
Proposed Land Use-Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
CGC	822	10,977 SF	T = 54.45 (X) / 1000	598	239	359
				Total Trips for Proposed Land Use- Scenario 1		359
Proposed Land Use-Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
CGC- N	822	2,195 SF	T = 54.45 (X) / 1000	120	48	72
CGC- R	220	17 MF DUs	T = 6.74 (X)	115	0	115
				Total Trips for Proposed Land Use- Scenario 2		187
				Scenario 1 Difference in Daily Trips		189
				Scenario 2 Difference in Daily Trips		76

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

School Capacity

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

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on May 13, 2022, the required notice of public hearing sign was posted. Forty-eight (48) 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 May 16, 2022 via a virtual Zoom meeting. One member of the public attended the meeting for this application but did not provide comments.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

Urban Area (UA): The UA is the second tier Development Area and generally corresponds with the densely developed portions of the City that have been in residential or employment generating uses prior to consolidation. It also includes major corridors which connect the other Development Areas. Similar to the UPA, the intent of the UA is to encourage revitalization and the use of existing infrastructure through redevelopment and infill development, but at moderate urban densities which are transit friendly. Also similar to the UPA, the UA is intended to support multi-modal transportation and the reduction of per capita greenhouse gas emissions and vehicle miles traveled. Development is encouraged to employ urban development characteristics as further described in each land use plan category.

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 1.1.10 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 1.1.11 Encourage that new non-residential projects be developed in designated nodal and corridor development areas as provided in the Plan Category Descriptions of the Operative Provisions, in appropriate commercial infill locations, or as a Transit Oriented Development (TOD), as described in this element.

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.

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.

Property Rights Element

- 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 Future Land Use Element (FLUE), the RPI land use category in the Urban Development Area is a category intended to provide compact medium density development. Development which includes medium density residential and professional office uses is preferred. RPI in the Urban Area permits residential at up to 30 units per acre; except as provided in the RPI category description.

Community/General Commercial (CGC) is a category intended to provide for a wide variety of retail goods and services which serve large areas of the City and a diverse set of neighborhoods. Uses should generally be developed in nodal and corridor development patterns. Nodes are generally located at major roadway intersections and corridor development should provide continuity between the nodes and serve adjacent neighborhoods in order to reduce the number of Vehicle Miles Traveled. CGC also allows for multi-family residential at densities up to 40 units per acre in the Urban Area, subject to the provision that residential uses shall not be the sole use and shall not exceed 80 percent of a development.

The Baymeadows Road corridor includes mostly commercial uses fronting Baymeadows Road. The subject site is currently used as a bank and is designated RPI, a commercial land use category. The proposed CGC land use designation would allow the site to be used for a broader range of commercial uses consistent with those uses found along the Baymeadows Road corridor. Given the land development pattern in the area, the proposed amendment from RPI to CGC is a logical extension of the surrounding CGC

uses with a transition of intensity between RPI and CGC on the north, east and west of the subject site. Non-residential development is encouraged to be located along corridors and particularly at commercial nodes along the corridor. Commercial development supports the existing and future residential development in this area and in the Southeast Planning District. Therefore the amendment is consistent with Objective 6.3 and Policies 1.1.10, 1.1.11 and 3.2.1.

This site is an appropriate continued use for commercial achieving a well-balanced combination of commercial uses served by a convenient and efficient transportation network, which will continue to offer a full range of employment, shopping, and opportunities to support the nearby residential neighborhoods. Additionally, two JTA bus routes run along the Baymeadows Road corridor in front of the subject site. Therefore, the amendment is consistent with FLUE Goal 3, Objective 3.2, Policy 1.1.5, 1.1.21 and 1.1.22.

Consistent with FLUE Policy 1.2.9, the subject site will be served by city water and sewer services. A JEA availability letter, dated February 25, 2022 is included in the companion rezoning application. The letter indicates that a water main and a gravity sewer main is within Baymeadows Road right-of-way. The applicant intends to connect to central JEA water and sewer services.

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.

Southeast Jacksonville Vision Plan

The subject site is located within the boundaries of the Southeast Jacksonville Vision Plan (March, 2010). There are no specific recommendations for this area within the Plan. The application site is located along Baymeadows Road. The proposed land use amendment from RPI to CGC meets Guiding Principle Four of the Plan, which is to provide for economic growth, and Guiding Principle Two, to offer support to existing and new uses. Therefore, the proposed land use change is consistent with the Southeast Jacksonville 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 mile of JTA Bus Route 23 and therefore would support a commercial development connected by transportation corridors, consistent with Policy 4 of the SRPP.

LAND USE AMENDMENT LOCATION/ CURRENT LAND USE/ FIELD MAP

