

**Report of the Jacksonville Planning and Development Department**

**Large-Scale Future Land Use Map Amendment – November 27, 2019**

**Ordinance/Application No.:** 2019-787 / L-5397-19A

**Property Location:** South Side of Normandy Boulevard (SR-228) between POW-MIA Memorial Parkway and Cecil Commerce Center Parkway

**Real Estate Number(s):** 002185-0000

**Property Acreage:** 14.71 Acres

**Planning District:** District 4, Southwest

**City Council District:** District 12

**Applicant:** T.R. Hainline, Esquire

**Current Land Use:** RR

**Proposed Land Use:** CGC

**Current Zoning:** PUD

**Proposed Zoning:** CCG-1

***RECOMMENDATION: APPROVE***

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

The land use amendment is being submitted to allow for commercial development of the property.

**BACKGROUND**

The 14.71 acre subject property is located along the south side of Normandy Boulevard (SR-228) between POW-MIA Memorial Parkway and Cecil Commerce Center Parkway. The property is located in Council District 12, the Southwest Planning District, within the boundaries of the Southwest Jacksonville Vision Plan, and within the Suburban Development Area, as identified in the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan.

Currently the subject site is designated as Rural Residential (RR), the applicant is proposing a future land use map amendment from RR to Community/General Commercial (CGC), to allow for the commercial development of the property. The

rezoning application is not required for the transmittal round of legislation and will be processed during the adoption round of this large scale future land use amendment.

The uses surrounding the subject site include commercial and residential uses to the north, across Normandy Boulevard (SR-228) from the subject site. A mix of undeveloped land and residential uses are east, south, and west of the subject site

There have been two proximate land use changes to the subject site. The property abutting the subject site to the west was amended from RR to CGC pursuant to 2007-1015-E. The property abutting the subject site to the south and east is part of a 10,385 acre land use amendment that took place in 2002. This property was amended from Public Buildings and Facilities (PBF) to Multi-Use (MU) with a site-specific policy, Future Land Use Element Policy 4.3.8 (Ordinance 2002-0669-E), for the Cecil Field and Commerce Center.

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

North: Land Use: RR and CGC

Zoning: CCG-2, RR-Acre, and CO

Property Use: Mobile homes, undeveloped, and junkyard.

South: Land Use: MU

Zoning: PUD

Property Use: Undeveloped, designated as the Cecil Field and Commerce Center

East: Land Use: MU and RR

Zoning: PUD and RR- Acre

Property Use: Undeveloped and mobile home

West: Land Use: RR and CGC

Zoning: CCG-1 and RR-Acre

Property Use: Undeveloped and mobile 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.

## Impact Assessment Baseline Review

<b>Development Analysis</b>		
Development Boundary	Suburban Area	
Roadway Frontage Classification / State Road	Normandy Boulevard Major Arterial / SR 228	
Plans and/or Studies	Southwest Vision Plan	
Site Utilization	Current: Three vacant structures	Proposed: Commercial
Land Use / Zoning	Current: RR / PUD	Proposed: CGC / CCG-1
Development Standards for Impact Assessment	Current: 2 DU/Acre	Proposed: 0.35 FAR
Development Potential	Current: 29 Single-family DUs	Proposed: 224,269 Sq. Ft.
Net Increase/Decrease in Maximum Density	Decrease of 29 DUs	
Net Increase/Decrease in Potential Floor Area	Increase of 224,269 sq. ft.	
Population Potential	Current: 77 people	Proposed: Not applicable
<b>Special Designation Areas</b>		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	150 foot and 50 foot height zones, 60 db noise zone and civilian notice zone for Cecil Airport	
Industrial Preservation Area	Industrial Sanctuary	
Cultural Resources	No	
Archaeological Sensitivity	Low	
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	6,923 net new daily trips	
Potential Public School Impact	Not applicable	

<b>Development Analysis</b>	
Water Provider	JEA
Potential Water Impact	Increase of 3499.5 gallons per day
Sewer Provider	JEA
Potential Sewer Impact	Increase of 2624.6 gallons per day
Potential Solid Waste Impact	Increase of 283.4 tons per year
Drainage Basin/Sub-basin	Brady/Yellow Branch / Sal Taylor Creek
Recreation and Parks	Cecil Field
Mass Transit Access	No
<b>Natural Features</b>	
Elevations	79-84 feet
Land Cover	3200 Shrub and brushland (wax myrtle or saw palmetto, occasionally scrub oak) 6460 Mixed Scrub-Shrub Wetland 6300 Wetland Forest Mixed
Soils	14 Boulogne Fine Sand 35 Lynn Haven Fine Sand 22 Evergreen Westconnet Complex
Flood Zones	No
Wetlands	6460 Mixed Scrub-Shrub Wetland 6300 Wetland Forest Mixed
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).

While the land use application indicates that JEA will provide water and sewer for the site, the companion rezoning application will be required to include a JEA availability letter to ensure consistency with Policy 1.2.9 of the FLUE.

**Transportation**

The Planning and Development Department completed a transportation analysis, which is on file with the department, and determined that the proposed amendment has the potential to result in an increase of 6,923 net new daily trips. 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.

#### 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.

**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 6.

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 6 is **0.55**.

The proposed land use amendment based on impact assessment standards has the development potential of 224,269 SF of commercial space and could generate approximately 6,923 net new daily vehicular trips onto the roadway network. Subject site is accessible via Normandy Boulevard (SR 228), a 4-lane divided urbanized highway. This facility could be significantly impacted by the proposed development and is subject to FDOT review and access management requirements. The Transportation Planning Division recommends that a traffic operational analysis of the adjacent roadway network be conducted by a licensed professional traffic engineer, to determine the impact to the external trips as a result of the land use change. A methodology meeting with the Florida Department of Transportation and Transportation Planning Division should be held prior to commencement of the study.

### **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.

### **Aquifer Recharge**

A portion of 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.

### Infrastructure Element Aquifer Recharge Sub-Element (IE-AR)

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.

### **Airport Environment Zone**

The site is located within the 150 foot and 50 foot Height and Hazard Zones for Cecil Airport. Zoning will limit development to a maximum height of less than 150' and 50', respectively, 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.

The amendment site is within the 60-64.99 Day-Night Sound Level (DNL) noise contour range. As such this area is within the Civilian Influence Zone for Cecil Airport. In accordance with Section 656.1010, the plat for a subdivision shall indicate which lots are located within a Civilian Influence Zone. No person shall sell, transfer, or lease land within a Civilian Influence Zone, unless the prospective owner, transferee or lessee has been given a disclosure of airport proximity in writing, at the time of contract of sale, transfer, or lease.

**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.

**Policy 2.5.5C** Within the 60DNL or higher area as depicted on Map L-22, entertainment assembly uses are only permitted in PUD developments or pursuant to preliminary site development reviews in accordance with Section 656.1003 that were approved prior to March 27, 2007 or those uses meeting the nonconforming uses definition in Section 656.1008 of the City of Jacksonville Zoning Code. All other uses are allowed subject to disclosure requirements.

**Policy 2.5.6** To ensure safety and education of citizens occupying properties that are located near military and civilian airports, the City requires disclosure of airport proximity to prospective owners or lessees in the Military and Civilian Influence Zones depicted on Map L-22.

## **Industrial Sanctuary**

The subject property is located in an area identified on the Industrial Preservation Map (Map L-23) as “Industrial Sanctuary”. Industrial uses are crucial to the long term economic well-being of the City and these areas are presumed to be appropriate for land use map amendments to industrial categories, subject to FLUE Objective 3.2 and supporting policies as well as other applicable objectives and policies. The Industrial Sanctuary Zone is defined as a distinct geographical area predominately consisting of industrial uses and zoning districts and strategically located for future expansion and economic development. It should be noted that while the proposed amendment is not to an industrial category, CGC offers opportunities to provide services that will support nearby industrial.

### **Future Land Use Element**

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

Policy 3.2.32 Where there is not an adopted neighborhood plan and/or study recommending the contrary, areas identified on the Industrial Preservation Map (Map L-23) as Industrial Sanctuary shall not be converted to non-industrial land uses.

## **Wetlands**

Review of City data indicates the potential existence of wetlands on the subject site and as such, based upon the city’s geographic information data, the Planning and Development Department has determined the general location, type(s), size, quality and functional value of all wetlands located within the boundaries of the application site. Based on the information noted below, the proposed amendment may be consistent with the Conservation/Coastal Management Element (CCME) wetlands policies.

### Wetlands Characteristics:

Approximate Size: 2.71 Acres

General Location(s): Along the northern property line, abutting Normandy Boulevard.

Quality/Functional Value: The wetland has a medium functional value for water filtration attenuation and flood water capacity due to its isolation, size and having an indirect impact on the City’s waterways.

Soil Types/ Characteristics: Evergreen-Wesconnett Complex (22)- The Evergreen series and Wesconnett series are both nearly level poorly drained soils formed in thick sandy marine sediments. The Evergreen soils were also formed in decomposed organic materials.



Generally the high water table is at or above the surface for very long periods.

Lynn Haven fine sand (35) - gently sloping, poorly drained, sandy, generally found on flats and in steep areas of side slopes, formed in thick beds of sandy marine sediment. The wetland soils areas have water tables near or above the ground surface.

Wetland Category: Category III

Consistency of Permitted Uses: Any development within the wetlands must meet the performance standards in CCME policies 4.1.3, 4.1.4, and 4.1.6 below.

Environmental Resource Permit (ERP): Not provided by the applicant

Wetlands Impact: Insufficient information to determine impacts

Associated Impacts: No associated impacts

Relevant Policies:

Conservation/Coastal Management Element

Goal 4 To achieve no further net loss of the natural functions of the City's remaining wetlands, improve the quality of the City's wetland resources over the long-term and improve the water quality and fish and wildlife values of wetlands.

Policy 4.1.3 The following performance standards shall apply to all development, except public utilities and roadways, permitted within Category I, II, and III wetlands:

(1) Encroachment

In Category I, II, or III wetlands is the least damaging and no practicable on-site alternative exists; and

(a) No net loss

Development is designed and located in such a manner that there is no net loss to the wetland functions including but not limited to:

- i. The habitat of fish, wildlife and threatened or endangered species,
- ii. The abundance and diversity of fish, wildlife and threatened or endangered species,
- iii. The food sources of fish and wildlife including those which are threatened or endangered,
- iv. The water quality of the wetland, and

- v. The flood storage and flood conveyance capabilities of the wetland; and
- (b) Floodplain protection  
Buildings are built at an elevation of sufficient height to meet the designated flood zone standards as set forth by the Federal Emergency Management Agency. The design must be in conformance with Chapter 652 (Floodplain Regulations) of the Ordinance Code; and
- (c) Stormwater quality  
In the design and review of developments which will discharge stormwater into the Category I, II, or III wetlands the following performance standards shall be used to protect water quality:
  - i. Issuance of a Management and Storage of Surface Waters permit pursuant to Chapter 40C-4 or 40C-40, F.A.C. or a stormwater permit issued pursuant to Chapter 40C-42, F.A.C., provides assurances necessary for compliance with subsections (i) - (iv) above provided the stormwater management system is constructed in accordance with the permit; and
  - ii. Regular monitoring and maintenance program on an annual basis for the performance of stormwater treatment systems
- (d) Septic tanks, drainfields and/or greywater systems are located outside the Category I, II, or III wetland area and not within 75 feet of the mean high water line of tidal bodies or within 75 feet of any wetland unless the Duval County Health Department grants a variance for a hardship case pursuant to the provisions of Section 381.0065, F.S. Where public utilities are available, development is required to connect to these facilities; and
- (e) Hydrology  
The design of the fill shall include measures to maintain the wetlands hydrology of the site.

Policy 4.1.4 Public utilities and roadways located in Category I, II, or III wetlands shall be subject to the requirements of (a), (b), and (d) as noted in the performance standards outlined in Policy 4.1.3 above.

Policy 4.1.6 The permitted uses within Category III wetlands shall be limited to the following land uses and associated standards, provided such use is consistent with the Future Land Use Map series (FLUMs)

(1) Any use not otherwise listed below, provided all of the basic requirements outlined in Policy 4.1.3 above are met:

(a) Silvicultural uses, provided the following standards are met:

Best Management Practices: Silviculture

Such activities are conducted in compliance with the provisions of the "Silvicultural Best Management Practices Manual", as may be amended, published by the Florida Division of Forestry, Department of Agriculture and Consumer Services.

(b) Agricultural uses, provided the following standards are met:

Best Management Practices: Agriculture

Such activities are to be in compliance with Chapter 40C-44, F.A.C.

(2) Any use that can be shown to be clearly in the public interest, subject to the requirements of (a), (b), (d) and (f) as noted in the performance standards outlined in Policy 4.1.3 above.

## **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on November 18, 2019, the required notices of public hearing signs were posted. Fifteen (15) 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 November 18, 2019. No members of the public attended.

## **CONSISTENCY EVALUATION**

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

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

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 1.1.10 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 1.2.9 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.

According to the Future Land Use Element (FLUE), the Rural Residential (RR) land use category is intended to provide rural estate residential opportunities in the suburban and rural areas of the city. Generally, single-family detached housing will be the predominate land uses in this category.

According to the Future Land Use Element (FLUE), the Community/General Commercial (CGC) land use category is 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 or corridor development patterns.

Consistent with the locational criteria for the CGC land use category, the subject site is located along Normandy Boulevard (SR-228), an arterial road, and surrounded by non-residential land use categories to the east and west. Additionally, to the north of the subject site across Normandy Boulevard, there is a junkyard with a CGC land use designation. The proposed amendment allows for a gradual transition of intensities while maintaining a compatible land use pattern between the surrounding CGC and Multi-Use (MU) land use categories consistent with Goal 1, Objective 1.1, and Policy 1.1.10 of the FLUE.

The applicant is proposing a change from RR to CGC to allow for the development of commercial uses. The proposed change will allow for a wider mix of uses along Normandy Boulevard, while maintaining a well-balanced and organized combination of uses consistent with Goal 3, Objective 3.2 and Policy 1.1.12 of the FLUE. Additionally, the proposed amendment would strengthen the existing commercial presence along the corridor, consistent with FLUE Objective 3.2.

While the land use application indicates that JEA will provide water and sewer for the site, the companion rezoning application will be required to include a JEA availability letter to ensure consistency with Policy 1.2.9 of the FLUE.

### **Vision Plan**

The subject property is located within the boundaries of the Southwest Jacksonville Vision Plan. The site is located within the Suburban Area of the Vision Plan. While the plan makes recommendations to develop mixed-use centers and to reduce commercial strip centers in the area, specific recommendations for the subject site is not included.

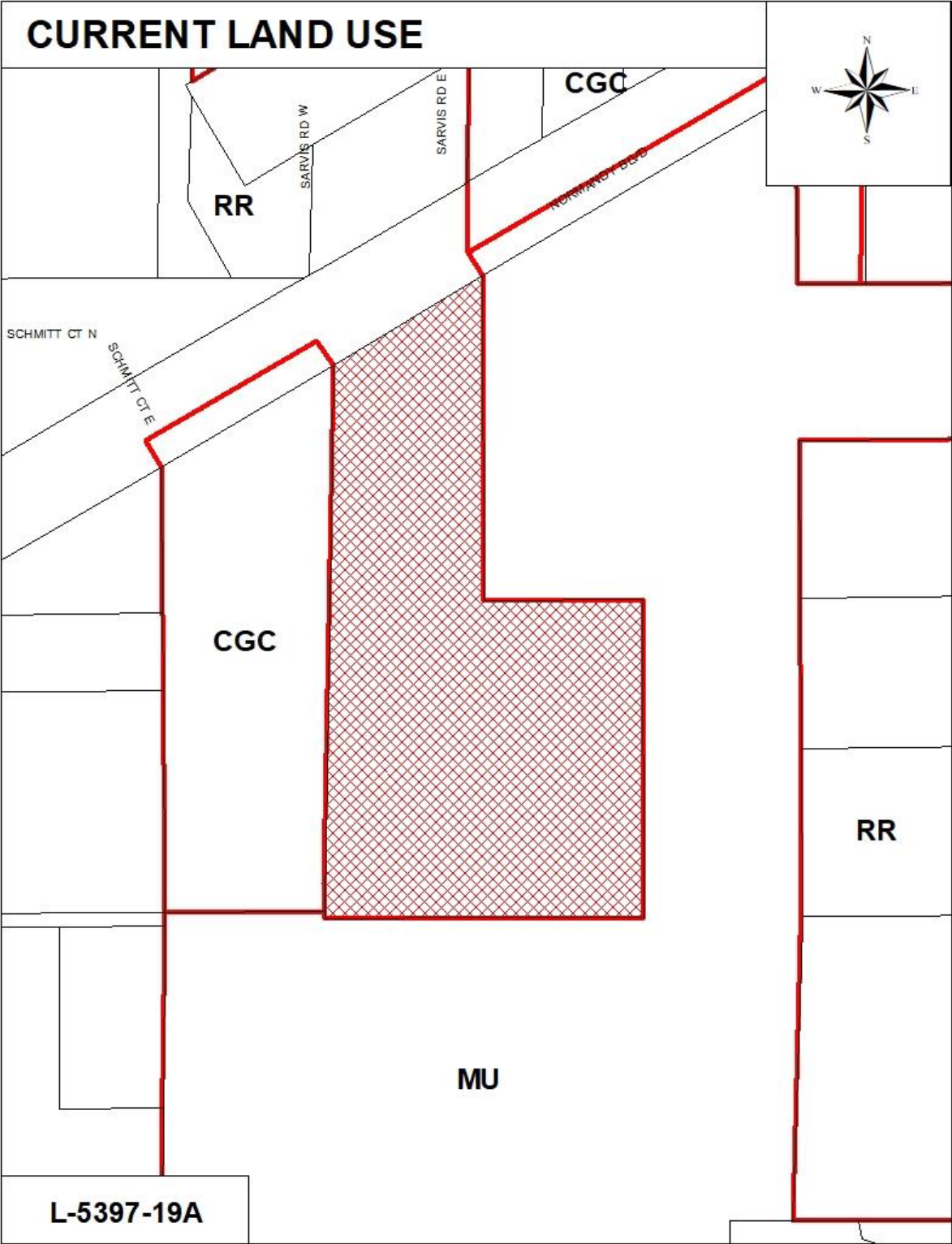
### **Strategic Regional Policy Plan**

The proposed amendment is consistent with the following 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 would create a location for the development of new businesses, 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 LOCATION AND CURRENT LAND USE  
MAP**



**LAND USE AMENDMENT SITE FIELD MAP**

