

Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – January 31, 2020

Ordinance/Application No.: 2020-10 / L-5418-19C

Property Location: 9513 Neal Drive, between Neal Drive and Hood Road

Real Estate Number(s): a portion of 149103 0050

Property Acreage: 0.25 of an acre

Planning District: District 3, Southeast

City Council District: The Honorable Michael Boylan, District 6

Applicant: William Michaelis, Esquire

Current Land Use: RPI

Development Boundary: Suburban Area

Proposed Land Use: BP

Current Zoning: RMD-A

Proposed Zoning: IBP

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

The land use amendment is being submitted to allow for parking of adjacent use that is within the BP land use designation.

BACKGROUND

The 0.25 of an acre subject site is located at the southeast corner of the intersection of Sunbeam Road and Neal Drive and is currently undeveloped. The applicant is proposing a future land use map amendment from Residential Professional Institutional (RPI) to Business Park (BP) and a companion rezoning application from Residential Medium Density-A (RMD-A) to Industrial Business Park (IBP), to allow for parking for the adjacent BP use to the east of the subject site, which is currently operating as a window tinting and glass repair shop. The companion zoning application is pending concurrently as Ordinance 2020-11.

The uses surrounding the subject site are primarily offices and business park uses along the Sunbeam Road corridor, while the uses along Neal Drive, without frontage along Sunbeam Road, are single-family residential.

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

North: Land Use: BP, CGC
 Zoning: IBP, PUD
 Property Use: Light/service industrial, Personal storage, office

South: Land Use: RPI
 Zoning: RMD-A
 Property Use: Single-family residential

East: Land Use: BP, RPI
 Zoning: CO, PUD
 Property Use: Light/service industrial, Vacant commercial

West: Land Use: RPI
 Zoning: CRO, RMD-A
 Property Use: Office, Single-family residential

The proposed amendment does not include a residential component, therefore, school capacity will not be impacted.

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

Development Analysis		
Development Boundary	Suburban Area	
Roadway Frontage Classification / State Road	Sunbeam Road – collector road and Neal Drive – local road	
Plans and/or Studies	Southeast Vision Plan	
Site Utilization	Current: Undeveloped	Proposed: Parking for adjacent use
Land Use / Zoning	Current: RPI/RMD-A	Proposed: BP/IBP
Development Standards for Impact Assessment	Current: 0.5 FAR	Proposed: 0.35 FAR

Development Analysis		
Development Potential	Current: 5,445 sq. ft.	Proposed: 3,812 sq. ft.
Net Increase/Decrease in Maximum Density	Not applicable	
Net Increase/Decrease in Potential Floor Area	Decrease of 1,633 sq. ft.	
Population Potential	Current: Not applicable	Proposed: Not applicable
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	500' height zone- NAS JAX	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low	
Historic District	No	
Coastal High Hazard/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	0 net new daily trips	
Potential Public School Impact	Not applicable	
Water Provider	JEA	
Potential Water Impact	Decrease of 114 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease of 85 gallons per day	
Potential Solid Waste Impact	Decrease of 2.6 tons per year	
Drainage Basin/Sub-basin	Julington Creek/ Julington Creek	
Recreation and Parks	Freedom Commerce Center Property	
Mass Transit Access	No	

Development Analysis	
Natural Features	
Elevations	24-27 feet
Land Cover	1100- Residential Low Density; 1200- Residential Medium Density
Soils	14-Boulogne Fine Sand
Flood Zones	No
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).

A JEA availability letter has been provided for the subject site as part of the companion rezoning application, dated December 17, 2019. The letter states that the subject site has access to centralized sewer and water adjacent to the property, consistent with FLUE Policy 1.2.9.

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, which is on file with the department, and determined that the proposed amendment has the potential to result in no net new daily external 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.

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**.

The proposed land use amendment based on impact assessment standards has the development potential of 3,812 SF of office/light industrial space generating approximately 47 daily vehicular trips. Subject site is accessible via a local street which intersects with Sunbeam Road to the north. Sunbeam Road between Craven Road and Phillips Highway is a 4-lane undivided collector facility, and operating at 0.42 of its capacity.

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.

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 less than 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.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on January 21, 2020, the required notices of public hearing signs were posted. Nineteen (19) 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 January 21, 2020. 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)

- 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 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.
- Policy 1.2.9 Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.
- Goal 3 To achieve a well balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and efficient transportation network, while protecting and preserving the fabric and character of the City's neighborhoods and enhancing the viability of non-residential areas.
- Policy 3.2.1 The City shall promote development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.
- 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 areas served, availability of public facilities, and market demands.

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.

According to the Future Land Use Element (FLUE), Residential Professional Institutional (RPI) in the Suburban Area is intended to provide low to medium density development. Development which includes medium density residential and professional office uses is preferred.

Business Park (BP) in the Suburban Area is intended to provide compact low to medium intensity office development. Plan amendment requests for new BP designations are preferred in locations which are supplied with full urban services and with site access to roads classified as arterial or higher on the Highway Functional Classification Map.

The applicant is proposing a future land use map amendment from Residential Professional Institutional (RPI) to Business Park (BP) and a companion rezoning application from Residential Medium Density-A (RMD-A) to Industrial Business Park (IBP), to allow for parking for the adjacent BP use to the east of the subject site.

Currently, the subject site is undeveloped. The area surrounding the proposed amendment along the south side of Sunbeam Road includes office and commercial service uses, while uses south of the subject site, without frontage along Sunbeam Road, include single-family residential. The proposed change from RPI to BP would result in a logical extension of the adjacent BP use while allowing a gradual transition of densities and intensities between the more intense parcels with frontage along Sunbeam Road and the less intense residential uses to the south. Therefore, the proposed amendment is consistent with FLUE Goal 1, Objective 1.1, and Policy 1.1.10.

In addition, the proposed amendment would strengthen the existing light industrial service corridor while maintaining a well-balanced and organized combination of residential and non-residential land uses within the area. As such, the amendment is consistent with Goal 3 and Policies 3.2.1 and 3.2.7 of the FLUE.

A JEA availability letter has been provided for the subject site as part of the companion rezoning application, dated December 17, 2019. The letter states that the subject site has access to centralized sewer and water adjacent to the property, consistent with FLUE Policy 1.2.9.

The proposed amendment would allow for infill development to occur on a site that has access to infrastructure, utilities, and public facilities, which would maintain a compact and compatible land use pattern and is therefore consistent with FLUE Objective 6.3 and Policy 1.1.22.

Vision Plan

The subject property is located within the boundaries of the Southeast Jacksonville Vision Plan. Sub-principal 2.1 of the Southeast Vision plan recommends infill redevelopment in stable and declining areas. The site is currently undeveloped and would provide an area of infill development, as the site has access to infrastructure, utilities, and public facilities. Therefore, the proposed amendment is consistent with the recommendations of the Southeast Vision Plan.

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 promotes an environment that is conducive to the expansion of existing 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
FIELD / LOCATION / CURRENT LAND USE MAP

