

Report of the Jacksonville Planning and Development Department

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

Ordinance/Application No.: 2020-4 / L-5409-19C

Property Location: 8781 U.S. Highway 301, between Maxville-Middleburg Road and The Duval/Clay County line

Real Estate Number(s): a portion of 001192 0010

Property Acreage: 8.56 Acres

Planning District: District 4, Southwest

City Council District: The Honorable Randy White, District 12

Applicant: T.R. Hainline, Esquire

Current Land Use: AGR-4

Development Boundary: Rural Area

Proposed Land Use: CGC (8.56 Acres)

Current Zoning: AGR (8.56 Acres), CCG-1(4.80 Acres)

Proposed Zoning: CCG-2 (13.36 Acres)

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 8.56 acre subject site is part of a larger parcel that is currently an unpaved racetrack for go-karts. The northern portion of the parcel, which is not part of the land use amendment is currently designated Community/General Commercial (CGC). The applicant is proposing a future land use map amendment from Agriculture-4 (AGR-4) to CGC. The applicant has also submitted a companion rezoning application, which includes the entire parcel, totaling 13.36 Acres, from Agriculture (AGR) and Commercial Community/General-1 (CCG-1) to Commercial Community/General-2 (CCG-2), to expand the commercial designation and allow for commercial development of the subject site. The companion zoning application is pending concurrently with Ordinance 2020-5.

The subject site is located along the east side of US Highway 301, a 4-lane divided highway that is classified as a principal roadway. The uses surrounding the site are primarily single-family residential and agriculturally designated land. However, there are also non-residential uses including a church and a gas station across Highway 301 to the west and railroad track abutting the subject site on the east. Additionally, the directly abutting the subject site to the north is the existing go-kart race track.

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

North: Land Use: RR, CGC
 Zoning: CCG-1, CCG-2, RR-Acre
 Property Use: Race Track, Undeveloped land, Gas station, Single-family residential

South: Land Use: AGR-4
 Zoning: AGR
 Property Use: Single-family residential, Undeveloped land

East: Land Use: AGR-4
 Zoning: AGR
 Property Use: Single-family residential, Undeveloped land, Timber, Railroad track

West: Land Use: AGR-3, AGR-4, CGC
 Zoning: CCG-1, AGR, RR-Acre
 Property Use: Single-family residential, Undeveloped land, Timber, Church

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	Rural Area
Roadway Frontage Classification / State Road	US-301 – Principal Roadway
Plans and/or Studies	Southwest Vision Plan

Development Analysis		
Site Utilization	Current: Race Track	Proposed: Commercial
Land Use / Zoning	Current: AGR-4 / AGR and CCG-1	Proposed: CGC / CCG-2
Development Standards for Impact Assessment	Current: 1 DU/ 2.5 Acres	Proposed: 0.35 FAR
Development Potential	Current: 3 Single-Family DUs	Proposed: 130,506 Sq. Ft.
Net Increase/Decrease in Maximum Density	Decrease of 3 DU	
Net Increase/Decrease in Potential Floor Area	Increase of 130,506 Sq. Ft.	
Population Potential	Current: 7 people	Proposed: n/a
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	500' Height and Hazard zone- Cecil Airport	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low and high	
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	
Public Facilities		
Potential Roadway Impact	4,159 net new daily trips	
Potential Public School Impact	n/a	
Water Provider	well	
Potential Water Impact	Increase of 8,360 gallons per day	
Sewer Provider	septic	
Potential Sewer Impact	Increase of 6,270 gallons per day	
Potential Solid Waste Impact	Increase of 201 tons per year	

Development Analysis	
Drainage Basin/Sub-basin	Brady/Yellow Branch / Long Branch and Unnamed Run
Recreation and Parks	Maxville Park
Mass Transit Access	No
Natural Features	
Elevations	82-90 feet
Land Cover	4340: Upland coniferous hardwood 1830: Racetracks
Soils	51-Pelham fine sand
Flood Zones	AE
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).

Infrastructure Element, Sanitary Sewer Sub-Element

Policy 1.2.9 Septic tanks shall be permitted in Rural Areas, provided they meet the requirements of Chapter 64E-6, F.A.C., and that all lots created after shall have a minimum of 1 acre of un-submerged property.

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 4,159 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 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 130,506 SF of office/light industrial space generating approximately 4,188 daily vehicular trips. Subject site is accessible via US 301 Highway,

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 and high sensitivity for the presence of archaeological resources. Projects that move forward through the Site Review process may be required to perform a Professional Archaeological Reconnaissance Survey on the portion of the site that is in a high sensitivity area. 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 Cecil Airport. 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.

Aquifer Recharge

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

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.

Flood Zones

Approximately 4.0 acres 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 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 an area 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 1.4.4 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.

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.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on January 21, 2020, 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 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)

Development Area

Rural Area (RA): The RA consists of all lands outside of the Suburban Area and corresponds with predominantly undeveloped portions of the City with land uses such as Agriculture, Recreation, Conservation, or Public Buildings Facilities. Development should occur at very low densities which create little demand for new infrastructure and community serving supporting uses, unless development occurs under the Multi-Use Category, as a Rural Village or as a Master Planned Community as defined in this element. Development may occur within the Rural Area provided that it is consistent with the Operational Provisions and the Land Use category descriptions. Otherwise, development beyond such boundaries is considered urban sprawl and is to be discouraged.

- 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.
- 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 3.1.17 The City shall, through Land Development Regulations, require higher density residential development and supporting commercial facilities to locate on major arterial or collector roads used for mass transit routes, and in proximity to major employment areas in order to ensure the efficient use of land, public facilities, and services, and transportation corridors.

- Objective 3.2 Continue to promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas.
- Policy 3.2.1 The City shall promote development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.
- Policy 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.

According to the Future Land Use Element (FLUE), Agriculture (AGR) is intended to provide for agricultural uses and to preserve the existing rural character of outlying areas of the City where full urban services and facilities will not be provided by the City during the planning time frame. Accordingly, the principal activities allowed in these categories are agriculture and related uses.

Community/General Commercial (CGC) 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 and corridor development patterns. Plan amendment requests for CGC in the Rural Area are discouraged because they would potentially encourage urban sprawl.

The applicant is proposing a future land use map amendment from Agriculture-4 (AGR-4) to Community/General Commercial(CGC) and a companion rezoning application from Agriculture (AGR) and Commercial Community/General-1 (CCG-1) to Commercial Community/General-2 (CCG-2), to allow for commercial development of the property.

While the locational criteria of the CGC land use category states that amendments to CGC within the rural development area should be discouraged, the subject site is located adjacent to an existing commercial corridor along a 4-lane divided highway that is classified as a principal roadway. As defined in the FLUE, development within the rural development area may occur within the Rural Area providing that it is consistent with the Operational Provisions and the Land Use Category Descriptions. The proposed amendment meets the intent of the CGC land use category description to provide commercial development which serves large areas and a diverse set of neighborhoods in the form of nodes and corridors.

Currently, the northern portion of the subject site contains a part of a go-kart racetrack, which is mostly on the portion of the parcel that is not subject to the proposed land use amendment and is already designated as CGC. The area surrounding the proposed amendment to the north, along both sides of Highway 301 is in the CGC land use category and includes non-residential uses with a gas station and a church. The proposed change from AGR to CGC would result in a logical extension of the adjacent CGC while strengthening the existing commercial corridor along Highway 301. Therefore, the proposed amendment is consistent with FLUE Goal 1, Objective 1.1, and Policy 3.2.7.

Additionally, the proposed amendment would create an opportunity to develop neighborhood supporting commercial uses that would offer residents employment, shopping, and leisure opportunities and help to maintain a well-balanced and organized combination of land residential and non-residential land uses within the area consistent with FLUE Goal 3, Objective 3.2, and Policy 3.1.17

Vision Plan

The subject property is located within the boundaries of the Southwest Jacksonville Vision Plan. The site is located within the Rural Area of the Vision Plan. While the plan does not specifically mention the location of the subject site, it does make recommendations for commercial developments within the planning district. The recommendations for commercial development include creating commercial centers, avoiding strip commercial developments, and other visual and design guidelines.

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

