

Report of the Jacksonville Planning and Development Department

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

Ordinance/Application No.: 2020-006 / L-5413-19C

Property Location: 4840 Stetson Road

Real Estate Number(s): 147253-0000 and 147253-0010

Property Acreage: 0.35 of an acre

Planning District: District 3, Southeast

City Council District: District 5

Applicant: Cyndy Trimmer, Esquire

Current Land Use: Low Density Residential (LDR)

Proposed Land Use: Business Park (BP)

Development Area: Urban

Current Zoning: Residential Low Density-60 (RLD-60)

Proposed Zoning: Industrial Business Park (IBP)

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

Applicant would like to build a workshop on the property for applicants’ personal use.

BACKGROUND

The amendment site is located on Stetson Road approximately 0.2 of a mile south of the intersection with St. Augustine Road. Stetson Road is a local roadway, which currently dead-ends into Earl Johnson Park, located to the east. Approximately 350 feet to the west of the property is the Oaklawn Cemetery, with a land use designation of Public Buildings and Facilities (PBF). Stetson Road continues as an unpaved, unopened right-of-way abutting Earl Johnson Park, and then becomes a paved residential roadway south of the park. The residential subdivision located to the south of the site is primarily accessed from San Jose Boulevard (State Road 13) with secondary access points from University Boulevard (State Road 109) as well. The site is served by well and septic. There is a

water main within the Stetson Road right of way but no sewer line within ¼ of a mile of the site.

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

North: Land Use: BP
 Zoning: IBP
 Property Use: Utility Building

South: Land Use: LDR
 Zoning: RLD-60
 Property Use: Undeveloped

East: Land Use: ROS
 Zoning: PBF-1
 Property Use: Park pond

West: Land Use: LDR
 Zoning: RLD-60
 Property Use: Vacant/Undeveloped

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	Urban Area	
Roadway Frontage Classification / State Road	Local Road	
Plans and/or Studies	Southeast Vision Plan	
Site Utilization	Current: Single family	Proposed: Indoor Storage
Land Use / Zoning	Current: LDR/RLD-60	Proposed: BP/IBP
Development Standards for Impact Assessment	Current: 5 DU per acre	Proposed: 0.35 F.A.R.
Development Potential	Current: 2 DU	Proposed: 5,641 sq. ft.
Net Increase or Decrease in Maximum Density	Decrease of 2 DU	
Net Increase or Decrease in Potential Floor Area	Increase of 5,641 sq. ft.	
Population Potential	Current:	Proposed:

Development Analysis		
	5 people	N/A
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	300 ft. Height Restriction for NAS JAX	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	High	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	No	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	51 net new daily trips	
Water Provider	Application states well; JEA states water available	
Potential Water Impact	N/A	
Sewer Provider	Septic	
Potential Sewer Impact	N/A	
Potential Solid Waste Impact	Increase of 12.2 tons per year	
Drainage Basin/Sub-basin	Arlington River/New Rose Creek	
Recreation and Parks	Earl Johnson Park	
Mass Transit Access	#17 Route	
Natural Features		
Elevations	20 ft.	
Land Cover	1400 Commercial and services	
Soils	24 Hurricane and Ridgewood soils, 2 Albany fine sand	
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).

Transportation

The Planning and Development Department completed a transportation analysis (memo on file) and determined that the proposed amendment has the potential to result in an increase of 51 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 8.

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 8 is 0.60.

The proposed land use amendment based on impact assessment standards has the development potential of 5,641 SF of office/light industrial space units and could generate approximately 70 daily vehicular trips onto the roadway network. Subject site is accessible via local roads, which intersect with St. Augustine Road (SR 211), a 4-lane divided arterial facility, operating at 0.59 of its capacity.

Airport Environment Zone

The site is located within the 300 foot Height and Hazard Zone for the Naval Air Station Jacksonville (NAS JAX). Zoning will limit development to a maximum height of less than 300 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.

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of 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.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on January 17, 2020, the required notices of public hearing signs were posted. Sixteen (16) 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, and no members of the public attended.

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.

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 1.1.22 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 3.2.18 The City shall permit business parks in locations adjacent to, or near, residential areas, subject to Development Areas and the Plan Category Descriptions of the Operative Provisions and applicable Land Development Regulations.
- 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 category description within the Future Land Use Element (FLUE), Low Density Residential (LDR) in the Urban Development Area is intended to provide for low density residential development and permits housing densities of up to seven (7) dwelling units per acre when full urban services are available.

According to the category description within the FLUE, Business Park (BP) in the Urban Development Area is intended to provide compact medium to high intensity office development. Commercial offices should comprise the majority of the category land area, while service, major institutional and light industrial uses constitute the remaining land area. Limited commercial retail and service establishments, hotels, and motels may also be permitted. Residential uses are also permitted in appropriate locations as identified under the Development Area Uses. Development within the category should be compact and connected and should support multi-modal transportation.

The subject site is located in an area with a mix of residential and non-residential uses (warehouses, outdoor storage, offices, neighborhood commercial, parks, a cemetery, and light manufacturing). The site is located on Stetson Road, a local roadway, less than ½ a mile from St. Augustine Road, which is classified as a minor arterial roadway. Due to the mix of land uses in the area and the proximity to an arterial roadway, the proposed amendment promotes a compact and compatible land development pattern consistent with FLUE Objective 1.1 and Policy 1.1.22.

Further, Stetson Road ends at the back entrance to Earl Johnson Park, immediately to the south of the subject property. The property abutting the subject site to the south is designated as LDR but is undeveloped and classified as “waste land” by the Duval County Property Appraiser; this parcel (and the lack of road access) provides a buffer between the subject site and the residential subdivision to the south. The abutting property to the north of the subject site is designated as BP, and the proposed land use amendment would provide for a logical and compatible extension of the current BP designation to the north, without encroaching on any residential uses. For this reason, the proposed land use amendment is consistent with FLUE Goal 3 and Policy 3.2.18.

The applicant has stated that the site is served by well and septic systems. However the site can connect to centralized water service, and therefore the proposed amendment is consistent with FLUE Policy 1.2.9. Centralized sewer service is not available to the site at this time based on the JEA availability letter, dated November 6, 2019 (on file).

Consistent with FLUE Objective 3.2 and Objective 6.3, the proposed land use amendment to BP would sustain an existing commercial and industrial area while accommodating growth on underutilized land within an area that has access to infrastructure, utilities, and public facilities.

Vision Plan

The subject property is located within the boundaries of the Southeast Jacksonville Vision Plan. The overall purpose of the plan was to develop “smart growth” practices in the city’s fastest growing district. Principle Two encourages commercial development in locations that maximize adjacencies to existing land uses, have the greatest opportunity for connectivity, and reuse vacant or underutilized land in developed areas. The proposed amendment allows an appropriate land use on the property while not disturbing existing buffers to the neighboring residential community and is therefore consistent with the Southeast Jacksonville Vision Plan.

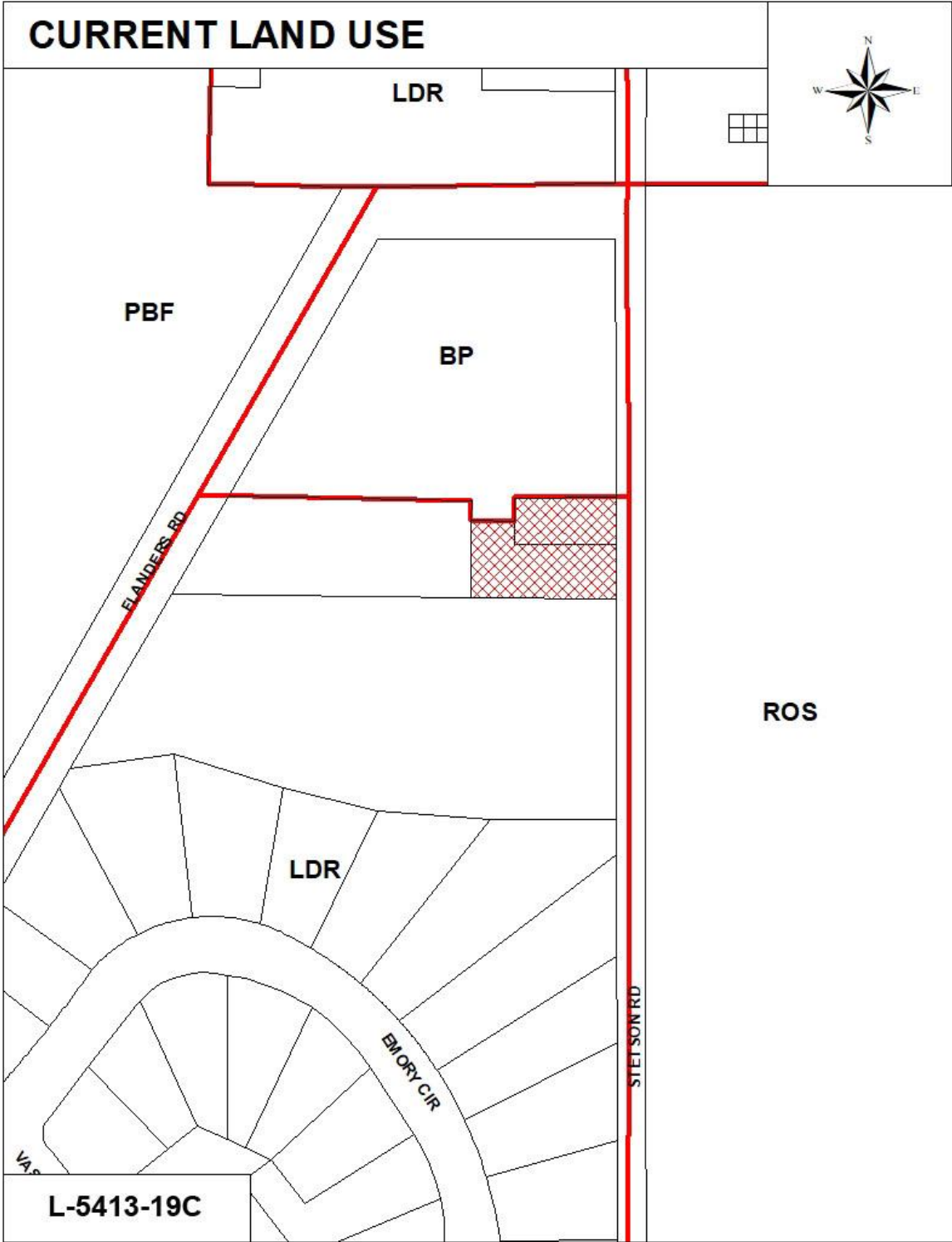
Strategic Regional Policy Plan

The proposed amendment is consistent with the following Goal 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 new 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 SITE LOCATION AND
CURRENT LAND USE MAP**



LAND UTILIZATION MAP

