

Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – January 17, 2020

Ordinance/Application No.: 2019-872 / L-5405-19C
Property Location: 1121 Suemac Road
Real Estate Number(s): A portion of 005119-7600
Property Acreage: 8.89 Acres
Planning District: District 5, Northwest
City Council District: District 10
Applicant: Fred Atwill
Current Land Use: Business Park (BP)
Proposed Land Use: Community/General Commercial (CGC)
Development Area: Urban
Current Zoning: Planned Unit Development (PUD)
Proposed Zoning: Planned Unit Development (PUD)

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To make the future land use classification for the entire tract consistent with its portion currently classified as CGC.

BACKGROUND

The 8.89 acre subject property is a portion of a larger 12.23 acre parcel located approximately 600 feet east of the Commonwealth Avenue and I-295 interchange. The property is located one block north of Commonwealth Avenue, which is classified as a minor arterial roadway. The property is located in Council District 10, the Northwest Planning District, and within the boundaries of the Northwest Vision Plan. The property is also located in the Urban Development Area, as well as an Industrial Situational

Compatibility Area, as identified in the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan.

The subject site has been cleared but is undeveloped. The site abuts a retention pond on the north and east sides. Beyond the retention pond are single-family homes. South and west of the property are hotels, restaurants and commercial uses along Commonwealth Avenue.

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

North: Land Use: BP
 Zoning: PUD
 Property Use: retention pond

South: Land Use: CGC
 Zoning: CCG-1
 Property Use: restaurant

East: Land Use: BP
 Zoning: PUD/PBF-1
 Property Use: retention pond

West: Land Use: CGC
 Zoning: CCG-1
 Property Use: hotel/vacant land

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.

Land Use Amendment Impact Assessment - Application Number L-5405-19C

Development Analysis		
Development Boundary	Urban Area	
Roadway Frontage Classification / State Road	Local Road	
Plans and/or Studies	Northwest Vision Plan	
Site Utilization	Current: vacant	Proposed: commercial
Land Use / Zoning	Current: BP/PUD	Proposed: CGC/PUD
Development Standards for Impact Assessment	Current: 0.35 FAR	Proposed: 0.35FAR
Development Potential	Current: 135,537 sq. ft.	Proposed: 135,537 sq. ft

Development Analysis		
Net Increase or Decrease in Maximum Density	N/A	
Net Increase or Decrease in Potential Floor Area	None	
Population Potential	Current: N/A	Proposed: N/A
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	No	
Industrial Preservation Area	Situational Compatibility Zone	
Cultural Resources	Low	
Archaeological Sensitivity	Low	
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	2,663 net new daily trips	
Potential Public School Impact	N/A	
Water Provider	JEA	
Potential Water Impact	Increase of 4447 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 3335 gallons per day	
Potential Solid Waste Impact	Decrease 230 tons per year	
Drainage Basin/Sub-basin	Trout River Little Six Mile Creek	
Recreation and Parks	Bulls Bay Preserve	
Mass Transit Access	N/A	
Natural Features		
Elevations	22 feet	
Land Cover	1900 Open Land	
Soils	66 Surrency loamy fine sand , 51 Pelham fine sand	
Flood Zones	No	
Wetlands	No	
Wildlife (applicable to sites greater than 50 acres)	N/A	

Impact Assessment Baseline Review

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 and determined that the proposed amendment has the potential to result in an increase of

2,663 net new daily external trips. The transportation memo is on file with the Planning Department. 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 9.

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 9 is 0.84.

Based on impact assessment standards the proposed land use amendment has the development potential of 135,537 SF of commercial space and could generate approximately 4,349 daily vehicular trips onto the roadway network. The subject site is accessible via Suemac Road, a 2-lane undivided local roadway which intersects with Commonwealth Avenue to the south. Commonwealth Avenue is a 4-lane divided arterial facility and could be significantly impacted by the proposed development. 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 Traffic Engineer 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.

Industrial Zones

The subject property is located within the “Industrial Situational Compatibility” Zone. ‘Industrial Sanctuary” and Industrial Situational Compatibility” Zones are areas identified on the Industrial Preservation Map (Map L-23) of the Future Land Use Element of the 2030 Comprehensive Plan as strategically located industrial lands for future industrial expansion and economic development.

Future Land Use Element

Policy 3.2.33 Where there is not an adopted neighborhood plan and/or study recommending the contrary, within the “Area of Situational Compatibility”, as shown on the Industrial Preservation Map (Map L-

23), lands designated Heavy Industrial or Light Industrial on the Future Land Use Map that are strategically located to provide access to rail facilities or trucking routes; serve ports; or serve airport multi-modal requirements, shall not be converted to a non-industrial land use category unless the applicant demonstrates to the satisfaction of the City that the site cannot be reasonably used for any of industrial uses. Reasonable demonstration for suitability of industrial uses may include but is not limited to the following: Access to arterial road network, access to rail, proximity to existing residential, industrial vacancy rates in the vicinity, size of parcel and potential for redevelopment. Conversion of these lands shall only be permitted for construction of mixed use development consistent with the requirements for job creation as defined by Policy 3.2.34.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on December 11, 2019, the required notices of public hearing signs were posted. Twenty-seven (27) 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 December 13, 2019. There were no speakers for the proposed amendment.

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 1.1.22 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 3.2.33 Where there is not an adopted neighborhood plan and/or study recommending the contrary, within the "Area of Situational Compatibility", as shown on the Industrial Preservation Map (Map L-23), lands designated Heavy Industrial or Light Industrial on the Future Land Use Map that are strategically located to provide access to rail facilities or trucking routes; serve ports; or serve airport multi-modal requirements, shall not be converted to a non-industrial land use category unless the applicant demonstrates to the satisfaction of the City that the site cannot be reasonably used for any of industrial uses. Reasonable demonstration for suitability of industrial uses may include but is not limited to the following: Access to arterial road network, access to rail, proximity to existing residential, industrial vacancy rates in the vicinity, size of parcel and potential for redevelopment. Conversion of these lands shall only be permitted for construction of mixed use development consistent with the requirements for job creation as defined by Policy 3.2.34.

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 of the Future Land Use Element (FLUE), Business Park (BP) is a category primarily intended to accommodate commercial office and light

industrial uses. 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.

According to the Category Description of the FLUE, CGC in the Urban Area is intended to provide compact development in nodal and corridor development patterns, while promoting the advancement of existing commercial land uses and the use of existing infrastructure. Development that includes residential uses is preferred to provide support for commercial and other uses.

The subject site is located in the Urban Development Area of the Northwest Planning District, in an area with access to full urban services and within walking distance to other commercial services. Both Commonwealth Avenue and Suemac Road have sidewalks on both sides of the roadway. The property is vacant and abuts commercial development along Commonwealth Avenue and Suemac Road and is buffered away from residential uses by land in the BP category to the north and east. The property is located in a developed area of the City that is contiguous to an established pattern of commercial properties along the Commonwealth Avenue corridor, which provides increased commercial opportunities as prescribed by FLUE Goal 3, Objective 6.3 and Policy 1.1.22.

The subject site is located in close proximity to the I-295 interchange and Commonwealth Avenue. The proposed amendment of the subject site to the land use category of CGC is compatible with the surrounding commercial areas. The site is located in an Industrial Situational Compatibility zone. The area does not have an adopted neighborhood plan and the site is not designated HI or LI. The property is not strategically located to rail facilities, ports or airports. The site is less suitable for industrial uses due to the residential land uses to the north and east and the commercial uses to the south and west. For these reasons, the proposed amendment is consistent with FLUE Objective 3.2, and Policy 3.2.33.

The subject site currently has access to centralized water and sewer facilities consistent with Policy 1.2.9 of the FLUE.

Vision Plan

The subject property is located within the boundaries of what is identified as the Suburban Area of the Northwest Vision Plan (September 2003). The Plan states that the residents in the Northwest want more local economic revitalization and connections between areas as a way to accommodate new growth. The subject site creates a cohesive commercial area with the abutting and nearby parcels. Therefore, the proposed amendment is consistent with the goal of improving the economic base of the Northwest Jacksonville Vision Plan.

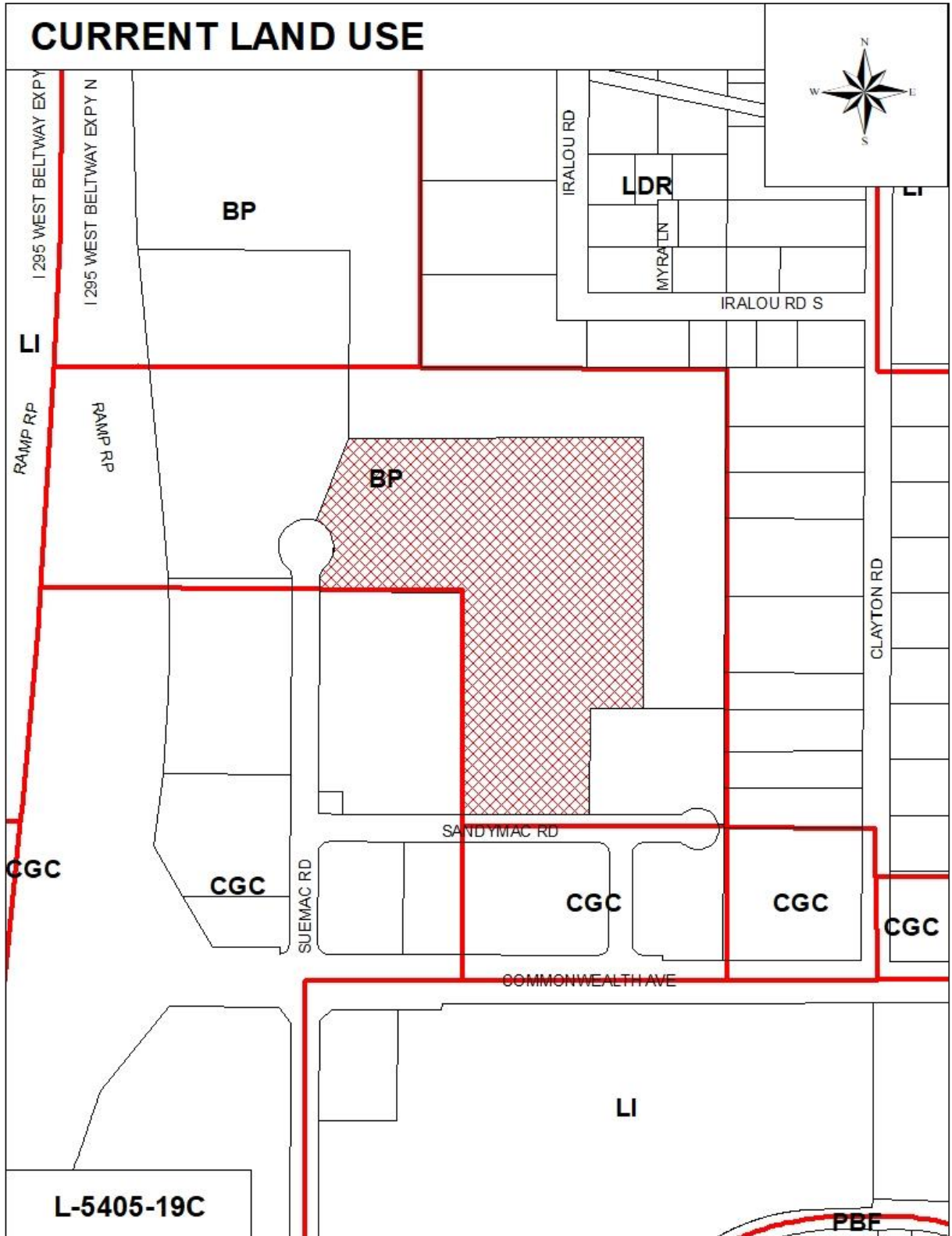
Strategic Regional Policy Plan

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 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.

PROPERTY LOCATION AND CURRENT LAND USE MAP



CURRENT LAND UTILIZATION MAP

