

Report of the Jacksonville Planning and Development Department

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

Ordinance/Application No.: 2019-871 / L-5404-19A

Property Location: 0, 4527 and 4551 Fennell Road; 0 Roosevelt Boulevard; 0 Ortega Hills Drive; and 0 Cummings Lane, on the west side of Roosevelt Boulevard and north of Ortega Hills Drive

Real Estate Number(s): 098410-0000, 098410-0010, 098412-0020, 098413-0010, 098413-0020, 098413-0030, 098413-0050, 098413-0052, 098413-0054, 098413-0056, 098413-0080, 098413-0100

Development Area: Suburban

Property Acreage: 23.01 acres

Planning District: District 4, Southwest

City Council District: District 14

Applicant: Steve Diebenow, Esquire

Current Land Use: LDR

Proposed Land Use: BP

Current Zoning: RLD-60

Proposed Zoning: PUD

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To permit redevelopment of property consistent with Business Park (BP) uses.

BACKGROUND

The subject property consists of 12 parcels, under common ownership, and is located on the west side of Roosevelt Boulevard, between Norman Street and Ortega Hills Drive. The site is directly across Roosevelt Boulevard from Naval Air Station Jacksonville (NAS JAX). The property is located within the boundaries of the Southwest Vision Plan.

The subject site is currently designated as Low Density Residential (LDR) land use and Residential Low Density-60 (RLD-60) zoning. The applicant is proposing an amendment to the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan from LDR to Business Park (BP) with a companion Planned Unit Development (PUD) rezoning. 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 map amendment.

The subject site is mostly undeveloped with one or two single-family residences on site and a JEA easement running diagonal across the property from west to east. Properties abutting the site to the north and northwest are designated as BP and have uses such as building trades contractors, financial institutions, and wholesale retail services. The CSX-owned railroad track runs north-south in between the subject site's eastern boundary and Roosevelt Boulevard. Single-family and multi-family residential uses are adjacent to the south of the subject property.

Currently the only access to the subject site is from the south via Cummings Lane, which is a private unpaved roadway off Ortega Hills Drive. There is no access to the site from Roosevelt Boulevard as the railroad track acts as a barrier. Access to the subject site may be possible from the BP uses to the north via a stub-out from Golden Wings Road, a City-maintained roadway.

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

North: Land Use: LDR and BP
Zoning: RLD-60 and Industrial Business Park (IBP)
Property Use: Vacant, building trades contractors and wholesale retail

South: Land Use: LDR and MDR
Zoning: RLD-60 and Residential Medium Density-D (RMD-D)
Property Use: single-family and multi-family

East: Land Use: Public Buildings and Facilities (PBF)
Zoning: Public Buildings and Facilities-1 (PBF-1)
Property Use: CSX Railroad; Roosevelt Boulevard; NAS JAX

West: Land Use: LDR and BP
Zoning: RLD-60 and IBP
Property Use: vacant; undeveloped; building trades contractor

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-5404-19A

Development Analysis		
Development Boundary	Suburban Area	
Roadway Frontage Classification / State Road	Roosevelt Boulevard	
Plans and/or Studies	Southwest Vision Plan	
Site Utilization	Current: Vacant and single-family	Proposed: Commercial uses
Land Use / Zoning	Current: LDR	Proposed: BP
Development Standards for Impact Assessment	Current: 5 dwelling units per acre	Proposed: 0.35 Floor Area Ratio
Development Potential	Current: 115 dwelling units	Proposed: 350,810 sq. ft.
Net Increase/Decrease in Maximum Density	Decrease of 115 dwelling units	
Net Increase/Decrease in Potential Floor Area	Increase of 350,810 sq. ft.	
Population Potential	Current: 305 people	Proposed: Not applicable
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	50 feet height restriction zone for NAS JAX; 60 DNL noise contour; military notice zone	
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	No	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	3,278 net new daily vehicular trips	
Water Provider	JEA	
Potential Water Impact	Decrease of 5,971.8 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease of 4,478.8 gallons per day	
Potential Solid Waste Impact	Increase of 262.3 tons per year	
Drainage Basin/Sub-basin	Ortega River / Unnamed Branch (stream)	
Recreation and Parks	Ortega Hills Park and Tillie K. Fowler Regional Park	
Mass Transit Access	Route 80	
Natural Features		
Elevations	9 - 18 feet	
Land Cover	4340 (upland mixed coniferous/hardwood); 8320 (electrical power transmission lines); 3100 (herbaceous upland nonforested); 1100 (residential, low density – less than 2 dwelling units per acre)	
Soils	63 – Sapelo fine sand, 0-2% slopes; and 2 – Albany fine sand, 0-5% slopes	
Flood Zones	No	
Wetlands	6300 – wetland forest mixed (1.27 acres)	
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 letter of service availability will be provided during the adoption round of this proposed amendment.

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 3,278 net new daily vehicular 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 7.

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 7 is 0.66.

Based on impact assessment standards, the proposed land use amendment has the development potential of 350,810 square feet of light industrial office park uses and could generate approximately 4,364 net new daily vehicular trips onto the roadway network. The existing land use classification has the development potential of 115 single-family dwelling units and could generate approximately 1,086 net new daily vehicular trips onto the roadway network. As such, the proposed amendment has the potential to result in an increase of 3,278 net new daily vehicular trips. Roosevelt Boulevard (US 17), a 4-lane divided urbanized SIS facility could be significantly impacted by the proposed development. This facility 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 because 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

The site is located within the 50-foot Height and Hazard Zone for the Naval Air Station Jacksonville (NAS JAX). Zoning will limit development to a maximum height of less than 50 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.

Approximately 18 acres of the northern portion of the site is within the 60-64.99 Day-Night Sound Level (DNL) noise contour range. As such, this area is within the Military Influence Zone for NAS JAX. In accordance with Section 656.1010, no person shall sell, transfer, or lease land within a Military 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.

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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.

Due to the subject site's proximity to NAS JAX, the land use application was routed to the U.S. Navy for review and comment. The Navy supports non-residential development of the site, particularly in the northern portion, because of its proximity to the Accident Potential Zone 2 (APZ 2) and the more intense noise contours. In general, the Navy finds that BP is highly compatible with the area and would have less of an impact on the Navy's operations at NAS JAX than the current LDR land use designation.

Wetlands

Review of City data indicates the potential existence of wetlands on the subject site. Approximately 1.27 acres of Category III wetlands are located in the northeastern corner of the subject site abutting the railroad track. This area of potential wetlands continues north of the subject site onto land that is currently cleared and developed or ready for development. Development of the site may require a permit from the St. Johns River Water Management District and/or mitigation efforts, and will need to be consistent with the following policies from the Conservation / Coastal Management Element (CCME).

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:

- (a) Encroachment
Encroachment in Category I, II, or III wetlands is the least damaging and no practicable on-site alternative exists; and
- (b) 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
- (c) 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
- (d) 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

(e) Septic tanks

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

(f) Hydrology

The design of the fill shall include measures to maintain the wetlands hydrology of the site.

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 December 4, 2019, the required notices of public hearing signs were posted. Thirty-five (35) 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. Approximately four (4) residents attended to discuss the proposed amendment with the applicant. Those in attendance had questions regarding access and a proposed City-maintained roadway that may access the site by connecting Golden Wings Road to Ortega Hills Drive or Fennell Road. Concerns include the potential for truck traffic, or increased traffic on Ortega Hills Drive at Roosevelt Boulevard and potentially reducing access for parcels located adjacent to or abutting the subject site.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

Suburban Area (SA): The SA is the third tier Development Area and generally corresponds with the urbanizing portions of the City in areas that have usually been developed after consolidation. Development should generally continue at low densities with medium density development at major corridor intersections and transit stations. Development at these locations should promote a compact and interconnected land development form and is therefore 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 1.1.10 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 1.3.4 New development sites shall be required, wherever possible to share existing access points. The City will encourage new service drives or roads and connections to existing service drives or roads when deemed appropriate by the Traffic Engineering Division and JPDD. This policy is not to conflict with and will not exempt a developer from complying with landscape and tree protection regulations.
- Objective 2.5 Support and strengthen the role of the 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 in accordance with the requirements of Section 163.3177, F.S.
- 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.
- 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 3.1.12 The City shall protect residential neighborhoods from cut-through non-residential traffic by providing appropriate traffic control mechanisms (e.g., cul-de-sacs, signalization, four-way stop signs).
- 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 3.2.18 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.

Recreation and Open Space Element (ROSE)

Policy 2.2.1 The City shall require that all new non-residential land uses, except in the Central Business District, provide a minimum of 10% of the property in open space.

According to the Category Descriptions within the Future Land Use Element (FLUE), the LDR land use category in the Suburban Area is intended to provide for low density residential development. Principal uses include single family and multi-family dwellings, and the maximum gross density is seven (7) units per acre when full urban services are available to the site.

The BP land use category 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. Principal uses in the BP designation include but are not limited to Offices; Banks; Financial Institutions; Light manufacturing; Fabrication and assembly; Commercial retail sales and service establishments; and Warehousing.

The subject site has access to full urban services and is located along the west side of Roosevelt Boulevard, which is classified as a major arterial roadway. An active railroad track lies in between the subject site and Roosevelt Boulevard, parallel to the Roosevelt Boulevard right-of-way. The subject site is located directly across Roosevelt Boulevard from NAS JAX, which is designated as Public Buildings and Facilities (PBF), and properties designated as BP abut the site to the north. Multi-family uses, designated as MDR, are adjacent to the property along the southern property line. The current LDR land use of the subject site is less compatible at this location given the intensity of the frontage along the railroad track and Roosevelt Boulevard. From the County Line north to Timuquana Road (approximately 1.75 miles north of the subject site), most of the land use designations are Light Industrial (LI), BP, Community / General Commercial (CGC), or Medium Density Residential (MDR). The proposed BP land use would provide for an appropriate land development transition from the Roosevelt Boulevard corridor to the Ortega Hills single-family neighborhood, which lies to the west of the corridor. Further, the BP designation would allow for a compatible extension of the BP uses to the north. For these reasons, the proposed land use amendment is consistent with FLUE Objective 1.1, Policies 1.1.10 and 1.1.22, Goal 3, Objective 3.2, and Policies 3.2.1 and 3.2.18.

Currently there is no direct access to the subject site. The applicant has stated that the intention is a proposed roadway that would connect Golden Wings Road (north of the subject site) south to Fennell Road or Ortega Hills Drive. In keeping with this intention, development of the site will need to be consistent with FLUE Policies 1.3.4 and 3.1.12 which state, respectively, that new development, when feasible, shall be required to share existing access points, and that residential neighborhoods shall be protected from non-residential cut-through traffic. Further, site development will be required to comply with ROSE Policy 2.2.1 regarding the provision of open space.

Given the proximity of the subject site to NAS JAX, the proposed BP land use category is consistent with FLUE Objective 2.5 as it would result in an appropriate land use transition and provide the property with a designation that is compatible with aviation-related activities. Further, consistent with FLUE Policy 2.5.6, no person shall sell, transfer, or lease land within a Military 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.

Vision Plan

The subject property is located within the boundaries of the Southwest Jacksonville Vision Plan (September 2003). The Plan identifies the general area of the subject site as being located within the “Suburban Area” of the Plan but offers no specific recommendations for the subject site. Theme 6 is the most applicable guiding theme of the Plan for the subject property, as it states, “Maintain the viability of airfield operations at Cecil Commerce Center, Herlong Field, and NAS Jacksonville.” Under this theme, the Plan recognizes residential encroachment as a challenge for active airfields and encourages development that is compatible with safe airfield operations. Based on adopted airport compatibility policies, LDR is not incompatible at the subject location; however, given the proximity of the subject site to NAS JAX, the proposed BP land use category is compatible with the Southwest Jacksonville Vision Plan as it would reduce the potential for residential development near the air base.

Strategic Regional Policy Plan

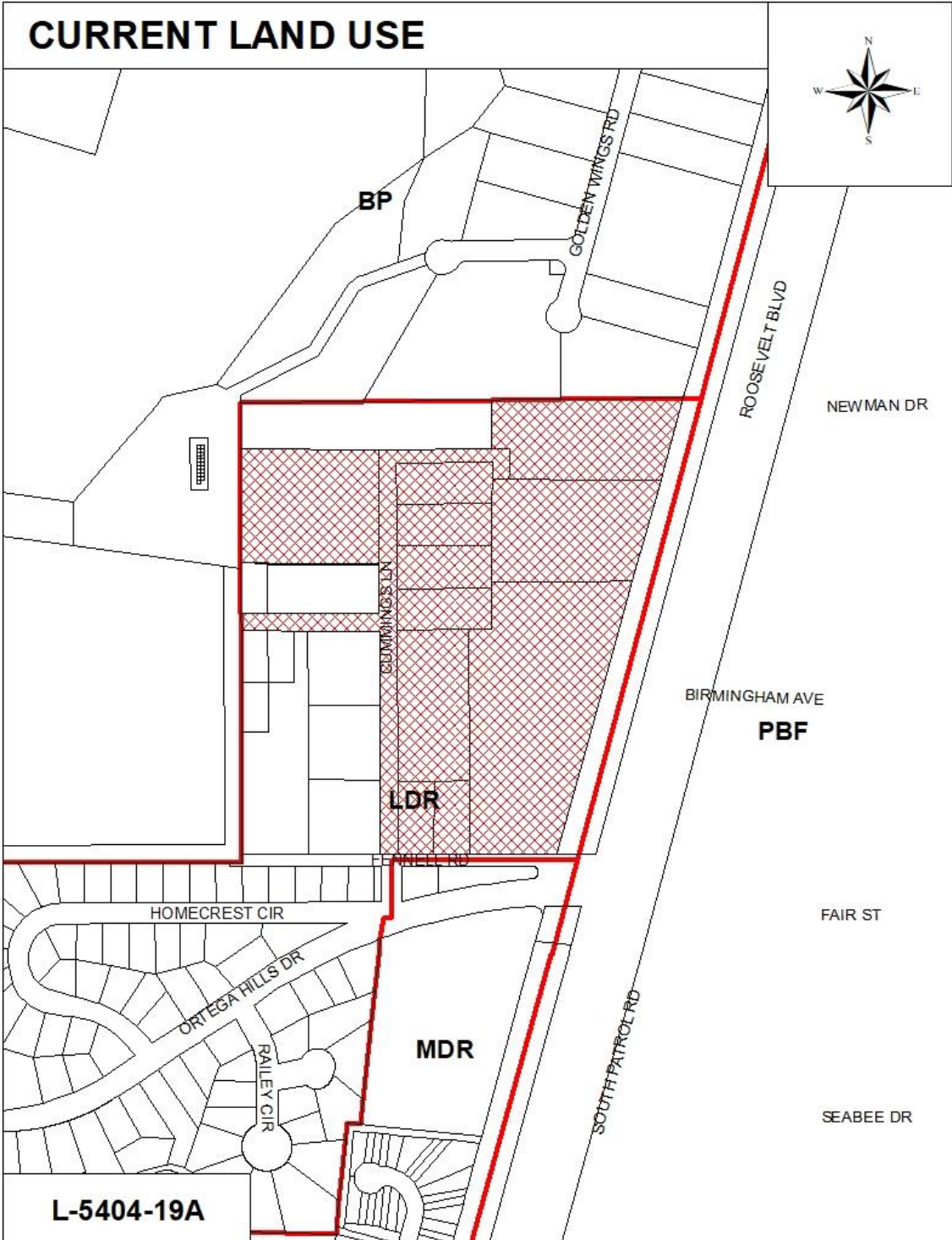
The proposed amendment is consistent with the following Objective and Policy of the Strategic Regional Policy Plan, Communities and Affordable Housing Subject Area:

Objective: Improve Quality of Life and Provide Quality Places in Northeast Florida

Policy 3: Local governments are encouraged to offer incentives or make development easier in areas appropriate for infill and redevelopment.

The proposed land use amendment is consistent with Policy 3 of the Communities and Affordable Housing Subject Area as it encourages infill development on an underutilized site across from NAS JAX and abutting a railroad line.

LAND USE AMENDMENT SITE LOCATION AND
CURRENT LAND USE MAP



LAND USE AMENDMENT SITE LAND UTILIZATION MAP

