

Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment - November 27, 2019

Ordinance/Application No.: 2019-792 / L-5402-19C

Property Location: Between 3621 St. Augustine Road and Sheridan Lane South

Real Estate Number(s): A portion of 126048-1000

Property Acreage: 0.58 of an acre

Planning District: District 3, Southeast

City Council District: Council District 5

Applicant: T.R. Hainline, Esquire

Current Land Use: MDR

Proposed Land Use: CGC

Development Area: Urban

Current Zoning: RMD-A

Proposed Zoning: CCG-2 (Ordinance 2019-793)

RECOMMENDATION: APPROVE

APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To allow the expansion an existing commercial use onto an unused portion of the property.

BACKGROUND

The 0.58 of an acre subject property is under common ownership with 3621 St. Augustine Road and the amendment to CGC would allow for expansion of the existing business onto the subject property.

Much of the area immediately surrounding the amendment site consists of commercial uses to the west and south in the CGC land use category and residential uses to the east and north in the MDR land use category. The application site also fronts along Sheridan

Lane South, which is an unopened street. Attachment A-1 shows the proximate land use amendments in the area and Attachment A-2 shows the land utilization surrounding the application site.

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

North: Land Use: MDR
 Zoning: RMD-A
 Property Use: single-family and vacant land

South: Land Use: MDR and CGC
 Zoning: RMD-A and CCG-2
 Property Use: warehousing

East: Land Use: MDR and LI
 Zoning: RMD-A and PUD
 Property Use: single-family, mobile home, vacant land, and church

West: Land Use: CGC
 Zoning: CCG-2
 Property Use: office, service garage, open storage, used vehicle sales and light manufacturing

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 Development Boundary	
Roadway Frontage Classification / State Road	Minor Arterial / No state road	
Plans and/or Studies	Southeast Jacksonville Vision Plan	
Site Utilization	Current: Vacant Land	Proposed: Commercial
Land Use / Zoning	Current: MDR/RMD-A	Proposed: CGC/CCG-2

Development Analysis		
Development Standards for Impact Assessment	Current: 15 MF DUs/Acre	Proposed: 0.35 FAR
Development Potential	Current: 9 Multi-family dwelling units	Proposed: 8,843 Sq. Ft. Commercial space
Net Increase/Decrease in Maximum Density	Decrease of 9 multi-family dwelling units	
Net Increase/Decrease in Potential Floor Area	Increase of 8,843 square feet of commercial space	
Population Potential	Current: 21 people	Proposed: 0 people
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	Yes; within the 300 foot height restriction zone for Naval Air Station Jacksonville	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Yes, high and low sensitivity	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	Discharge area	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	Increase of 317 net new daily external trips	
Potential Public School Impact	No	
Water Provider	JEA	
Potential Water Impact	Decrease of 1,673 gallons/day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease of 1,255 gallons/day	

Development Analysis	
Potential Solid Waste Impact	Decrease of 9.25 tons/year
Drainage Basin/Sub-basin	St. Johns River Basin upstream of Trout River / Un-named Creek Sub-basin
Recreation and Parks	Henry T. Jones Park
Mass Transit Access	Bus stop 1440 on St. Augustine Road; Route 17
Natural Features	
Elevations	22 to 24 feet above mean sea level
Land Cover	1300; Residential High Density
Soils	60% (69) Urban Land and 40% (71) Urban land-Leon-Boulogne complex
Flood Zones	No
Wetlands	No
Wildlife (applicable to sites greater than 50 acres)	No

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 1.1.1 JEA shall provide for regional wastewater facilities associated with development within the Urban Area as defined in the Future Land Use and Capital Improvements Element, excluding improvements within the service area of an investor-owned public utility company of regional status.

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 317 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 **0.59**.

The proposed land use amendment based on impact assessment standards has the development potential of 8,834 square feet of general commercial, and generating approximately 383 daily vehicular trips onto the roadway network. Subject site is accessible via St. Augustine Road, a 2-lane divided arterial facility, and operating at 0.62 of its capacity.

The transportation review for this proposed land use amendment is on file with the Planning and Development Department.

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 300 feet Height and Hazard Zone for Naval Air Station Jacksonville. 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.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on November 8, 2019, the required notices of public hearing signs were posted. Forty-eight (48) 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 November 8, 2019. No members of the public were present at the meeting.

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 first second tier Development Area and generally corresponds with the densely developed portions of the City that have been in residential or employment generation 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 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 the 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 3.2.1 The City shall promote development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.
- Policy 3.2.4 The City shall permit expansion of commercial uses adjacent to residential areas only if such expansion maintains the existing residential character, does not encourage through traffic into adjacent residential neighborhoods, and meets design criteria set forth in the Land Development Regulations.
- Policy 4.1.8B The City shall evaluate all proposed amendments to the Comprehensive Plan as to their compliance with the area's vision plan and any existing neighborhood plans and studies. Priority shall be given to those amendments with the greatest potential to further the goals and objectives of the vision plans and neighborhood plans and studies.
- 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 FLUE, MDR in the Urban Area is intended to provide compact medium density residential development. Principal uses include single-family dwellings and multi-family dwellings.

The applicant is proposing a land use change for the subject site from MDR to Community/General Commercial (CGC). According to 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.

Plan amendment requests for new CGC designations are preferred in locations which are supplied with full urban services and which abut a roadway classified as an arterial or higher on the Functional Highway Classification Map.

According to the JEA letter provided with the companion zoning application, dated September 6, 2019, there is a 12-inch gravity sewer main within the St. Augustine Road right-of-way. Therefore, FLUE Policy 1.2.9 is satisfied.

The proposed amendment is to facilitate expansion of commercial entitlements from the abutting commercial property with frontage on St. Augustine Road, a minor arterial roadway. Site access will be through the adjacent site to St. Augustine Road and will not encourage non-residential traffic into residential areas. Therefore, the proposed application is consistent with FLUE Policies 3.2.1 and 3.2.4.

The proposed amendment is for an undeveloped site located in the Urban Development Area where infill development and revitalization are strongly encouraged. The amendment is a logical extension of the abutting CGC designation that supports the growth of an established commercial business and provides infill development in an area with full urban services. Therefore, the proposed amendment is consistent with the CGC Future Land Use Category preference for new designations and with FLUE Objectives 1.1 and 3.2.

The proposed amendment to CGC promotes a compact and compatible land use pattern by providing for an extension of the nearby commercial area that will provide commercial and employment opportunities to support the nearby residential area, while creating an organized and balanced combination of uses through offering a more diverse commercial corridor and allows for infill development on vacant, underutilized land. The amendment results in a logical extension of the adjacent CGC to the east. Therefore, meeting the criteria of FLUE Goal 3, Objective 6.3, and Policy 1.1.22.

The proposed amendment has been reviewed and found to comply with the Southeast Vision Plan pursuant to FLUE Policy 4.1.8B.

Vision Plan

The application site lies within the Southeast Vision Plan area. The plan does not identify specific recommendations for the subject site. However, the Plan provides guiding principles for development in the vision plan area. The proposed land use amendment to a commercial land use supports Guiding Principle 2.1 that advocates infill development since the application site is vacant and unused. In addition, the proposed amendment meets the Plan's Guiding Principle 4 by providing for economic growth, thereby illustrating the proposed land use amendment's consistency with the Southeast Jacksonville 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 is consistent with Goal 2.3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it provides an opportunity for the creation or relocation of a new business, or the expansion of an existing business in the northeast Florida region.

A-1: LAND USE AMENDMENT SITE AND LOCATION MAP



