

Report of the Jacksonville Planning and Development Department

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

Ordinance/Application No.: 2019-790 / L-5399-19C

Property Location: 15480 Max Leggett Parkway at the intersection of Owens Road and Max Leggett Parkway

Real Estate Number(s): A portion of 106245-0010

Property Acreage: 1.66 Acres

Planning District: District 6, North

City Council District: District 7

Applicant: Lara Hipps

Current Land Use: Light Industrial (L I)

Proposed Land Use: Community/ General Commercial (CGC)

Current Zoning: Public Buildings and Facilities-2 (PBF-2)

Proposed Zoning: Commercial Community General -2 (CCG-2)

RECOMMENDATION: ***APPROVE***

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To allow for development under uses in the CGC land use category.

BACKGROUND

The 1.66 acre land use amendment site is a portion of a larger 9.75 acre parcel located at the intersection of Owens Road, a local roadway and Max Leggett Parkway, a collector roadway. The property is located within the Suburban Development Area, as identified in the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan, Council District 7, and within the boundaries of the North Jacksonville Vision Plan.

The parcel is undeveloped and has a land use designation of Light Industrial (L I). The land use application is for 1.66 acres of the property. The applicant proposes a future land

use map amendment from L I to Community/General Commercial (CGC) to develop commercial uses.

The area surrounding the site is primarily vacant commercial and industrial land. There is a residential development being constructed north of the site. The area to the west of this parcel is subject to a large scale land use amendment application which is requesting to change the property from L I to CGC (L-5379-19A) to allow for a mix of residential and non-residential uses..

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

North: Land Use: CGC
 Zoning: PUD
 Property Use: single-family

South: Land Use: L I
 Zoning: I L
 Property Use: light manufacturing

East: Land Use: CGC
 Zoning: PUD
 Property Use: vacant commercial

West: Land Use: L I
 Zoning: PUD
 Property Use: vacant industrial

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	Suburban	
Roadway Frontage Classification / State Road	collector	
Plans and/or Studies	North Vision Plan	
Site Utilization	Current: Vacant industrial	Proposed: commercial
Land Use / Zoning	Current: L I/PBF-2	Proposed: CGC/CCG-1

Development Analysis		
Development Standards for Impact Assessment	Current: 0.4 F.A.R.	Proposed: 0.35 F.A.R.
Development Potential	Current: 28,924 sq. ft.	Proposed: 25,308 sq. ft.
Net Increase or Decrease in Maximum Density	N/A	
Net Increase or Decrease in Potential Floor Area	Decrease of 3,616 sq. ft.	
Population Potential	Current: N/A	Proposed: N/A
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	150 height zone and school regulation zone	
Industrial Preservation Area	No	
Cultural Resources	No	
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	955 net new daily external trips	
Potential Public School Impact	N/A	
Water Provider	JEA	
Potential Water Impact	Increase of 276 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 207 gallons per day	
Potential Solid Waste Impact	Decrease of 49.17 tons per year	
Drainage Basin/Sub-basin	Broward River/ Little Cedar Creek	
Recreation and Parks	Oceanway Park	
Mass Transit Access	Route # 1	
Natural Features		
Elevations	30 ft.	
Land Cover	4110 Pine flatwoods	
Soils	35 Lynn Haven fine sand. 32 Leon fine sand	
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).

Transportation

The Planning and Development Department completed a transportation analysis, which is on file with the Planning Department, and determined that the proposed amendment has the potential to result in an increase of 955 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 4.

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 4 is **0.51**.

The proposed land use amendment based on impact assessment standards has the development potential of 25,308 square feet of general commercial, and generating approximately 1,098 new daily vehicular trips onto the roadway network. The subject site is accessible via Max Leggett Parkway and Owens Road, both collector facilities which have sufficient capacity to support the proposed development.

Airport Environment Zone

The site is located within the 150 foot Height and Hazard Zone for the Jacksonville International Airport. Zoning will limit development to a maximum height of less than 150 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). See Objective 2.5 of the Future Land Use Element below:

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 low 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 November 7, 2019, the required notices of public hearing signs were posted. Eleven (11) 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 18, 2019. There were no citizens present.

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.

- Policy 1.1.2 As depicted on the FLUM series, Development Areas have been established to determine appropriate locations for land uses and densities and consist of five tiers of development intensities ranging from high density infill development in the historic core to very low density in the outlying rural areas. These include: the Central Business District (CBD); the Urban Priority Area (UPA); the Urban Area (UA); the Suburban Area (SA); and the Rural Area (RA). These Development Areas determine differing development characteristics and a gradation of densities for each land use plan category as provided in the Operative Provisions of this element.
- 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.

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 Future Land Use Element (FLUE), Light Industrial (L I) in the Suburban Development Area is intended to provide for the location of industrial uses which have fewer objectionable impacts than Heavy Industrial (H I) on residential areas such as noise, odor, toxic chemicals and wastes.

Community/General Commercial (CGC) in the Suburban Area 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 new CGC designations are preferred in locations which are supplied with full urban services, abut a roadway classified as an arterial or higher and which are located in areas with an existing mix of non-residential uses. Nodal sites with two or more boundaries on transportation rights of way are considered preferred locations for these uses.

The subject site is located in the suburban Development Area and is surrounded on the south, west and east, by a mix of non-residential uses, consistent with the locational criteria for the CGC land use category. Across Max Leggett Parkway to the east of the subject site is UF Health North and south of the subject site are various commercial retail establishments. As such, the proposed application is consistent with FLUE Policy 1.1.2.

By providing infill development on an underutilized site the proposed amendment would maintain a compact and compatible land use pattern. The proposed commercial use will maintain a well-balanced and organized combination of uses, consistent with Goal 3 and Objective 3.2 of the FLUE. The proposed change to CGC would be a logical extension of the existing commercial along Max Leggett Parkway and, as such, the proposed amendment is consistent with Objective 6.3 and Policy 1.1.22 of the FLUE.

While the land use application indicates that JEA will provide water and sewer for the site, the companion rezoning application will be required to include a JEA availability letter to ensure consistency with Policy 1.2.9 of the FLUE.

Vision Plan

The subject site is located within the boundaries of the North Jacksonville Vision Plan. The Vision Plan provides specific design guidelines for development of several commercial centers, including the North Jacksonville Town Center, which has been developed as The River City Marketplace. The subject site is located approximately 0.6 of a mile to the north of the River City Marketplace. The proposed mix of uses would support the existing commercial center, and promote a synergistic relationship between nearby commercial and residential uses, as anticipated by the Vision Plan. Therefore, the proposed amendment is consistent with the North Jacksonville Vision Plan.

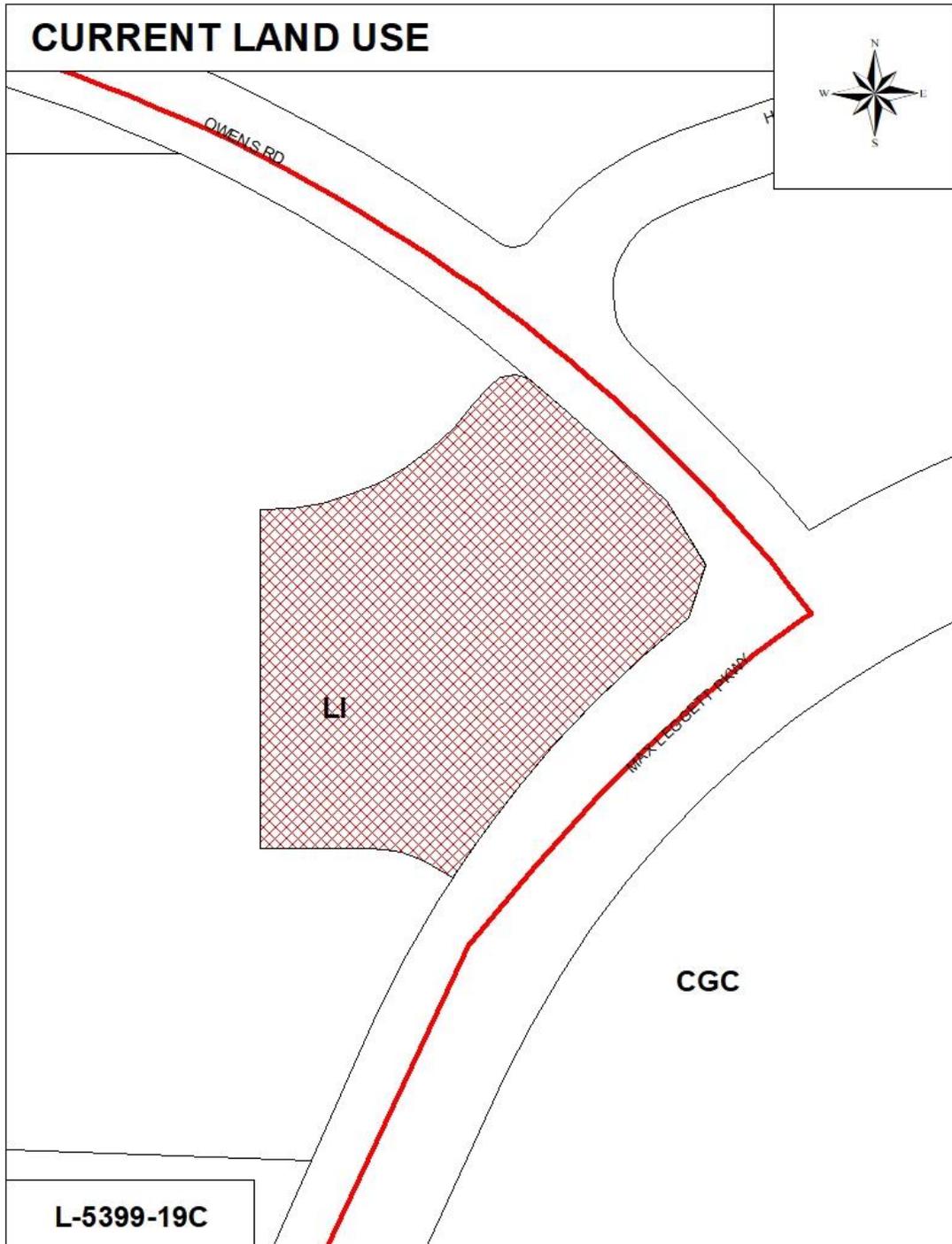
Strategic Regional Policy Plan

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.

LAND USE AMENDMENT SITE LOCATION
AND CURRENT LAND USE MAP



LAND UTILIZATION MAP

