

**Report of the Jacksonville Planning and Development Department**

**Large-Scale Future Land Use Map Amendment - January 3, 2020**

**Ordinance/Application No.:** 2019-838 / L-5410-19A

**Property Location:** 11971 Pulaski Road; between Miller Circle North and Regis Road

**Real Estate Number(s):** 109521-0000; 109523-0000; and 109524-0000

**Property Acreage:** 1.86 Acres

**Planning District:** District 6, North

**City Council District:** District 7

**Applicant:** Lara Hipps

**Current Land Use:** LDR

**Proposed Land Use:** CGC

**Development Area:** Suburban

**Current Zoning:** RLD-60

**Proposed Zoning:** CCG-1

***RECOMMENDATION: APPROVE***

**APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT**

This application is submitted to legitimize an existing non-conforming use - plant nursery.

**BACKGROUND**

The subject site is located on the west side of Pulaski Road approximately 600 feet north of the Interstate 295 access ramps. As indicated in the applicant’s justification, the property has historically be used as the Sunshine Plants 4 Less Pulaski Road Nursery. The amendment and companion rezoning are necessary to allow the owner to reopen the nursery.

Pulaski Road, classified as a collector road, is a two lane right-of-way with a center turn lane and has bike lanes and sidewalks on both sides of the road. Land on the east side

of Pulaski Road, from the subject site south to Interstate 295, is designated with the CGC land use and CCG-1 zoning.

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

North: Land Use: LDR  
 Zoning: RLD-60  
 Property Use: single-family

South: Land Use: LDR  
 Zoning: RLD-60  
 Property Use: single-family

East: Land Use: CGC/MDR  
 Zoning: CCG-2/RMD-A  
 Property Use: vacant land and single-family

West: Land Use: LDR  
 Zoning: RLD-60  
 Property Use: single-family

## **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**

<b>Development Analysis</b>		
Development Boundary	Suburban	
Roadway Frontage Classification / State Road	Collector Road (Pulaski Road) and Local Road (Miller Circle North)	
Plans and/or Studies	North Vision Plan	
Site Utilization	Current: Vacant plant nursery	Proposed: Plant nursery
Land Use / Zoning	Current: LDR	Proposed: CGC
Development Standards for Impact Assessment	Current:	Proposed:

<b>Development Analysis</b>		
	7 Dwelling units per acre	0.35 FAR
Development Potential	Current: 9 single family homes	Proposed: 28,358 square feet
Net Increase/Decrease in Maximum Density	Decrease of 9 single family homes	
Net Increase/Decrease in Potential Floor Area	Increase of 28,358 square feet	
Population Potential	Current: 23 people	Proposed: None
<b>Special Designation Areas</b>		
Aquatic Preserve	None	
Septic Tank Failure Area	None	
Airport Environment Zone	300 feet height zone for Jacksonville International Airport	
Industrial Preservation Area	Not applicable	
Cultural Resources	None	
Archaeological Sensitivity	Low and High	
Historic District	None	
Coastal High Hazard/Adaptation Action Area	None	
Groundwater Aquifer Recharge Area	None	
Wellhead Protection Zone	None	
Boat Facility Siting Zone	None	
Brownfield	Not applicable	
<b>Public Facilities</b>		
Potential Roadway Impact	1,146 net new daily external trips	
Potential Public School Impact	Not applicable	
Water Provider	JEA	
Potential Water Impact	Decrease of 976.1 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease of 732.1 gallons per day	
Potential Solid Waste Impact	Increase of 21.973 tons per year	
Drainage Basin/Sub-basin	Broward River / Broward River	
Recreation and Parks	None	

<b>Development Analysis</b>	
Mass Transit Access	None
<b>Natural Features</b>	
Elevations	16-17 feet above mean sea level
Land Cover	1100- Residential, low density
Soils	32- Leon fine sand, 0 to 2 percent slopes 58- Pottsburg fine sand, 0 to 3 percent slopes
Flood Zones	None
Wetlands	None
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).

According to the JEA letter provided, dated April 8, 2019, there is a 12-inch water main within the Pulaski Road right-of-way adjacent to the proposed amendment site. In addition there is an 8-inch gravity sewer main within the Pulaski Road right-of-way, adjacent to the amendment site.

**Transportation**

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment has the potential to result in an increase of 1,146 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 3.

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 3 is **0.53**.

The proposed land use amendment based on impact assessment standards has the development potential of 28,358 square feet of general commercial, and generating approximately 1,231 daily vehicular trips onto the roadway network. Subject site is accessible via Pulaski Road, a 2-lane divided arterial facility, and operating at 0.75 of its capacity.

### **Airport Environment Zone**

The site is located within the 300 foot Height and Hazard Zone for the Jacksonville International Airport. 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 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.

## **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on December 10, 2019, the required notices of public hearing signs were posted. Twenty-eight (28) 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 2, 2019. No members of the public were in attendance.

## **CONSISTENCY EVALUATION**

### **Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies**

#### ***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.

***Future Land Use Element (FLUE):***

- 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 1.1.11      Encourage that new non-residential projects be developed in designated nodal and corridor development areas as provided in the Plan Category Descriptions of the Operative Provisions, in appropriate commercial infill locations, or as a Transit Oriented Development (TOD), as described in 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 1.1.24      The City will encourage new development to locate in the Urban Core, Southwest, North, and Northwest planning districts through such measures as economic incentives, greater marketing assistance, etc.
  
- 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 3.2.2 The City shall promote, through the Land Development Regulations, infill and redevelopment of existing commercial areas in lieu of permitting new areas to commercialize.

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 FLUE, the Low Density Residential (LDR) land use category in the Suburban Development Area is intended to provide for low density residential development. Generally, single-family detached housing should be the predominant development typology in this category. Density, location and mix of uses shall be pursuant to the Development Areas as set forth herein.

According to the category description of the FLUE, the Community/General Commercial (CGC) land use category in the Suburban Area is intended to provide development in a nodal development pattern. 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 on the Functional Highway Classification Map; and which are located in areas with an existing mix of non-residential uses. Nodal sites with two or more boundaries on a transportation right-of-way shall be considered preferred locations for these uses.

Given the historic use of the subject property, the location within the Suburban Development Area, the adjacent land use category of CGC to the east and southeast of the subject site and the proximity to Interstate 295, the proposed land use amendment would result in a compact and compatible land use pattern that does not encourage sprawl. Therefore, the proposed amendment is consistent with FLUE Objectives 1.1, 3.2 and 6.3 and FLUE Policies 1.1.11, 1.1.22, 3.2.1 and 3.2.2.

Development of this site would facilitate redevelopment of a vacant and underutilized parcel located in the Suburban Development Area and the North Planning District that has access to full JEA services. The property has historically been used as a plant nursery and the amendment to CGC would support development of a well-balanced combination of uses served by a convenient and efficient transportation network. As such, the amendment is consistent with FLUE Goal 3, FLUE Objectives 1.1, 3.2 and 6.3 and FLUE Policy 1.1.24.

### **Vision Plan**

The application site lies within the North Vision Plan area. The plan does not identify specific recommendations for the subject site. However, the Plan provides a summary of recommendations for future planning efforts in the vision plan area. Transportation connectivity, compact development, quality open space and walkable neighborhoods with a mix of uses is preferred to balance the quality of life assets in the area. The proposed



land use change to Community General Commercial provides the opportunity to encourage the development of a commercial node in the neighborhood, thereby illustrating the proposed land use amendment's consistency with the North Jacksonville Vision Plan and FLUE Policy 4.1.8B.

FLUE 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.

### **Strategic Regional Policy Plan**

The proposed amendment is consistent with the following Policy of the Strategic Regional Policy Plan:

**Policy 18:** The NEFRC supports local government efforts to reduce impervious surfaces, encourage infill and redevelopment, and use low impact development practices in the Region.

The proposed land use amendment would redevelop an existing commercial site and bring it into compliance with the local land use and zoning code. Therefore, the proposed amendment is consistent with Policy 18 of the Strategic Regional Policy Plan.

# LOCATION AND CURRENT LAND USE MAP

