

Report of the Jacksonville Planning and Development Department

Large-Scale Future Land Use Map Amendment - January 31, 2020

Ordinance/Application No.: 2020-003 / L-5420-19A

Property Location: 6046 and 6100 Greenland Road; between Greenland Chase Boulevard and Greenada Drive

Real Estate Number(s): 157125-0000 and 157134-0000

Property Acreage: 15.56 Acres

Planning District: District 3, Southeast

City Council District: District 11

Applicant: Thomas Ingram, Esquire

Current Land Use: LI

Proposed Land Use: MDR

Development Area: Suburban

Current Zoning: IL and IBP

Proposed Zoning: PUD

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

This application is submitted to allow for development of townhome residential uses on the subject properties. The trend for development in the surrounding area has been towards residential uses and other less intensive uses than light industrial uses.

BACKGROUND

The 15.56 acre subject site is located on the south side of Greenland Road, between Greenland Chase Boulevard and Greenada Drive, within Planning District 3, Council District 11 and within the boundary of the Southeast Vision Plan. The applicant is proposing a future land use map amendment from Light Industrial (L I) to Medium Density Residential (MDR) and a companion rezoning from Industrial Light (I L) and Industrial Business Park (IBP) to Planned Unit Development (PUD). 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 currently vacant. As indicated in the applicant's justification, the trend of nearby properties has historically seen a transition from Light Industrial (LI) to Medium Density Residential (MDR) or Low Density Residential (LDR). The properties abutting the subject site to the west and south were changed from LI to MDR, pursuant to Ordinance 2003-0386-E. The properties located to the east of the subject site have historically retained a land use designation of LDR.

Greenland Road, classified as a collector road, is a four lane right-of-way with a center turn lane and has sidewalks on both sides of the road. Land on the north side of Greenland Road, from the subject site, is designated with Heavy Industrial (H I) land use and Industrial Heavy (I H) zoning.

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

North: Land Use: HI / LI
Zoning: IH / IL
Property Use: Warehousing / Offices

South: Land Use: MDR
Zoning: PUD
Property Use: Single-Family

East: Land Use: LDR
Zoning: RLD-60
Property Use: Single-Family

West: Land Use: MDR
Zoning: PUD
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

Development Analysis		
Development Boundary	Suburban	
Roadway Frontage Classification / State Road	Collector Road (Greenland Road) and Local Road (Greenland Chase Boulevard)	
Plans and/or Studies	Southeast Vision Plan	
Site Utilization	Current: Vacant	Proposed: Townhomes
Land Use / Zoning	Current: LI/IL	Proposed: MDR/PUD
Development Standards for Impact Assessment	Current: 0.4 FAR	Proposed: 15 dwelling units per acre
Development Potential	Current: 271,117 Square Feet	Proposed: 233 DU
Net Increase/Decrease in Potential Floor Area	Decrease of 271,117 square feet	
Net Increase/Decrease in Maximum Density	Increase of 233 dwelling units	
Population Potential	Current: None	Proposed: 547 people
Special Designation Areas		
Aquatic Preserve	None	
Septic Tank Failure Area	None	
Airport Environment Zone	None	
Industrial Preservation Area	None	
Cultural Resources	None	
Archaeological Sensitivity	Low and High	
Historic District	None	
Coastal High Hazard/Adaptation Action Area	None	
Groundwater Aquifer Recharge Area	Discharge	
Wellhead Protection Zone	None	
Boat Facility Siting Zone	None	
Brownfield	Not applicable	

Development Analysis	
Public Facilities	
Potential Roadway Impact	361 net new daily external trips
Potential Public School Impact	78 new students
Water Provider	JEA
Potential Water Impact	Increase of 45,483 gallons per day
Sewer Provider	JEA
Potential Sewer Impact	Increase of 34,112 gallons per day
Potential Solid Waste Impact	Decrease of 234.7 tons per year
Drainage Basin/Sub-basin	Julington Creek
Recreation and Parks	Greenland Park
Mass Transit Access	Route 84- Philips Highway
Natural Features	
Elevations	13-27 feet above mean sea level
Land Cover	1550- Other Light Industrial 4430- Forest Regeneration
Soils	22- Evergreen-Wesconnett Complex 24- Hurricane and Ridgewood Soils 46- Ortega Fine Sand 58- Pottsburg fine sand 99- Water
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 October 30, 2019, there is a 16-inch water main within the Greenland Road right-of-way along the subject site’s frontage as well as an existing 12-inch water main along Greenland Chase Boulevard. In addition, there is

an existing gravity sewer/manholes on-site as well as an existing 8-inch force main along Greenland Chase Boulevard, adjacent to the amendment site.

Transportation

The Planning and Development Department completed a transportation analysis (on file) and determined that the proposed amendment has the potential to result in an increase of 361 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 1.

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 1 is **0.74**.

The proposed land use amendment based on impact assessment standards has the development potential of 233 multi-family dwelling units and could generate approximately 1,706 daily vehicular trips onto the roadway network. Subject site is accessible via Greenland Road, a 4-lane divided collector facility between I-95 and Phillips Highway. This roadway could be 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 Transportation Planning Division should be held prior to commencement of the study.

School Capacity

Based on the impact assessment standards detailed in FLUE Policy 1.2.16, the 15.56 acre proposed land use map amendment has a development potential of 233 dwelling units. The proposed development was analyzed in accordance with the adopted level of service standards (LOS) for school capacity as established in the Interlocal Agreement (ILA) and the Public Schools and Facilities Element. The ILA was entered into in coordination with the Duval County Public School System (DCPS) and the other municipalities within Duval County.

School concurrency LOS is the methodology used to analyze and to determine whether there is adequate school capacity for each school type (elementary, middle, and high school) to accommodate a proposed development. The LOS (105% of permanent capacity) is based on Concurrency Service Areas (CSAs), not the closest school in the area for elementary, middle and high schools, as well as on other standards set forth in the City of Jacksonville School Concurrency Ordinance.

In evaluating the proposed residential development for school concurrency, the following results were documented:

- Elementary School
 - Concurrency Service Area (CSA) 5
 - 2019/2020 enrollment: 8,816
 - Current utilization: 89%
 - New student development from amendment: 39
 - 5-year utilization: 94%
 - Available seats in CSA 5: 57
 - Available seats in adjacent CSA(s): 6 and 4 is 789

- Middle School
 - CSA 5
 - 2019/2020 enrollment: 2,529
 - Current utilization: 90%
 - New student development from amendment: 17
 - 5-year utilization: 88%
 - Available seats in CSA 5: 6
 - Available seats in adjacent CSA(s): 6 and 4 is 385

- High School
 - CSA 5
 - 2019/2020 enrollment: 7,771
 - Current utilization: 100%
 - New student development from amendment: 22
 - 5-year utilization: 98%
 - Available seats in CSA 5: 98
 - Available seats in adjacent CSA(s): 6 and 4 is 159

The analysis of the proposed residential development does not reveal any deficiency for school capacity within the CSA.

Public School Facilities Element

Policy 2.3.2 The City will coordinate with DCPS to establish plan review procedures to manage the timing of Future Land Use Map amendments and other land use decisions so that these decisions coordinate with adequate school capacity.

Policy 2.3.3 The City will take into consideration the DCPS comments and findings on the availability of adequate school capacity in the evaluation of comprehensive plan amendments, and other land use decisions as provided in Section 163.3177(6)(a), F.S. and development of regional impacts as provided in 1380.06, F.S

Supplemental School Information:

The following additional information regarding the capacity of the assigned neighborhood schools was provided by the Duval County School Board. This is not based on criteria utilized by the City of Jacksonville School Concurrency Ordinance. Note that the percentage occupied may not appear correct due to ESE space requirements.

- Greenland Pines Elementary School
 - CSA 5
 - Amendment student generation: 38
 - School Capacity including permanent spaces and portables: 957
 - Current enrollment 20 day county for 2019/2020: 743
 - Percent Occupied: 78%
 - 4-year projection: 84%
- Twin Lakes Academy Middle School
 - CSA 5
 - Amendment student generation: 17
 - School Capacity including permanent spaces and portables: 1,462
 - Current enrollment 20 day county for 2019/2020: 1,226
 - Percent Occupied: 84%
 - 4-year projection: 72%
- Atlantic Coast High School
 - CSA 5
 - Amendment student generation: 22
 - School Capacity including permanent spaces and portables: 2,443
 - Current enrollment 20 day county for 2019/2020: 2,373
 - Percent Occupied: 97%
 - 4-year projection: 97%

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 January 9, 2020, the required notices of public hearing signs were posted. One hundred forty-six (146)

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 January 21, 2020. Five members of the public were in attendance and two spoke regarding impacts to the nearby neighborhoods and added traffic congestion on Greenland Road.

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 1.1.10 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 1.1.12 Promote the use of Planned Unit Developments (PUDs), cluster developments, and other innovative site planning and smart growth techniques in all commercial, industrial and residential plan categories, in order to allow for appropriate combinations of complementary land uses, and innovation in site planning and design, subject to the standards of this element and all applicable local, regional, State and federal regulations.
- 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.
- Objective 3.1 Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for the citizens. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable requirements described in the Development Areas and the Plan Category Descriptions of the Operative Provisions of the 2030 Comprehensive Plan and 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.

Recreation and Open Space Element (ROSE):

- Policy 2.2.2 The City shall require that all new single family and multi-family developments (residential developments) dedicate land for public parkland (active recreation parks) or provide monetary contribution to the appropriate department.
- Policy 2.2.5 All multiple-family developments of 100 units or more shall provide 150 square feet of active recreation area per dwelling unit. There may be one area for each 100 units, or the areas may be combined, subject to approval by the Planning and Development.

According to the Category Description of the FLUE, the Light Industrial (LI) land use category in the Suburban Development Area is intended to provide for the location of industrial uses which have fewer objectionable impacts than Heavy Industrial (HI) on residential areas such as noise, odor, toxic chemical and wastes. Site access to roads

classified as collector or higher on the Highway Functional Classification Map is preferred; except for sites located within the DIA's jurisdictional boundaries.

According to the category description of the FLUE, the Medium Density Residential (MDR) land use category in the Suburban Area is intended to provide compact low to medium density mixed use development. Plan amendment requests for new MDR designations are preferred in locations which are supplied with full urban services and in locations which serve as a transition between commercial and residential land uses.

Given the location of the subject property within the Suburban Development Area, the adjacent land use category of MDR abutting to the south and west as well as LDR to the east of the subject site and the ½ mile proximity to Interstate 295, the proposed land use amendment would result in a compact and compatible land use pattern that does not encourage sprawl. The proposed land use change would promote development of residential uses and provide infill on an underutilized and vacant property through a PUD rezoning. Therefore, the proposed amendment is consistent with FLUE Objectives 1.1 and 3.1 and FLUE Policies 1.1.12 and 1.1.22.

Development of this site would facilitate redevelopment of a vacant and underutilized parcel located in the Suburban Development Area and the Southeast Planning District that has access to full JEA services. The proposed expansion of the nearby MDR land use category is a logical and compatible extension that provides a transition between the uses of LI and Low Density Residential and is consistent with the residential trend on the south side of Greenland Road. As such, the amendment is consistent with FLUE Objective 6.3 and FLUE Policies 1.1.10 and 1.2.9. Development of the site will be required to comply with ROSE Policies 2.2.2 and 2.2.5 concerning the adequate provision of open space for multi-family developments.

Vision Plan

The application site lies within the Southeast Vision Plan area. Guiding Sub-Principle 2.1 states "Provide For and Promote Compatible Mixed-Use Development, Infill and Redevelopment in Stable and Declining Areas and Create a Range Of Housing Opportunities and Choices, Where Appropriate." The proposed land use change to Medium Density Residential (MDR) provides the opportunity to encourage infill development while offering new housing opportunities to the area, thereby illustrating the proposed land use amendment's consistency with the Southeast Jacksonville Vision Plan and FLUE Policy 4.1.8B.

Future Land Use Element:

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 Regional Health section of the Strategic Regional Policy Plan:

Policy 21: The Region supports diverse and sufficient housing stock to provide choices for all households, from single persons to extended families with children.

The proposed land use amendment is consistent with Policy 21 of the Regional Health section of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional housing choice in the area and would provide infill in an already developed area of the northeast Florida region.

LOCATION AND CURRENT LAND USE MAP

