

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

**Small-Scale Future Land Use Map Amendment - January 31, 2020**

**Ordinance/Application No.:** 2020-008 / L-5417-19C

**Property Location:** 7820 Pritchard Road; between Taylor Estates Lane and Daniels Place

**Real Estate Number(s):** 003422-0010

**Property Acreage:** 1.5 Acres

**Planning District:** District 5, Northwest

**City Council District:** District 10

**Applicant:** Jennifer Rhoden

**Current Land Use:** LDR

**Proposed Land Use:** BP

**Development Area:** Suburban

**Current Zoning:** RLD-60

**Proposed Zoning:** IBP

***RECOMMENDATION: APPROVE***

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

Allow new owner (Lin’s electric, Inc.) to use existing house as an office to allow for expansion of business. A large percentage of adjacent property along Pritchard Road and Imeson Road within a mile radius of this property is zoned for commercial uses of some type. Owners are purchasing a total of 6.5 acres and will be leaving the remaining 5 acres zoned as RLD-60 to allow for placement of affordable rental houses.

**BACKGROUND**

The subject site is located on the south side of Pritchard Road. The properties abutting the subject site to the north have a Light Industrial (L I) land use and are within the Westside Industrial Park DRI and the Industrial Situational Compatibility Zone. Meanwhile, the surrounding properties to the south, west and east all obtain a land use category of Low Density Residential (LDR). The subject site is not within the Industrial overlay.

Pritchard Road, classified as a collector road, is a four lane right-of-way with a median.

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

North: Land Use: LI (Westside Industrial Park- DRI)  
 Zoning: PUD  
 Property Use: Warehousing

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

East: Land Use: LDR  
 Zoning: RLD-60  
 Property Use: 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 (Pritchard Road)	
Plans and/or Studies	Northwest Vision Plan	
Site Utilization	Current: Vacant Residential	Proposed: Office
Land Use / Zoning	Current: LDR/RLD-60	Proposed: BP/IBP
Development Standards for Impact Assessment	Current: 5 dwelling units per acre	Proposed: 0.35 FAR

<b>Development Analysis</b>		
Development Potential	Current: 8 dwelling units	Proposed: 22,869 Square Feet
Net Increase/Decrease in Potential Floor Area	Decrease of 8 dwelling units	
Net Increase/Decrease in Maximum Density	Increase of 22,869 Square Feet	
Population Potential	Current: 21 people	Proposed: None
<b>Special Designation Areas</b>		
Aquatic Preserve	None	
Septic Tank Failure Area	None	
Airport Environment Zone	500 feet Height Restriction Zone	
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	
<b>Public Facilities</b>		
Potential Roadway Impact	209 net new daily external trips	
Potential Public School Impact	Not applicable	
Water Provider	JEA	
Potential Water Impact	Decrease of 523.2 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease of 392.4 gallons per day	
Potential Solid Waste Impact	Increase of 15.79 tons per year	
Drainage Basin/Sub-basin	Trout River/Unnamed Branch	
Recreation and Parks	None	
Mass Transit Access	None	

<b>Development Analysis</b>	
<b>Natural Features</b>	
Elevations	22-23 feet above mean sea level
Land Cover	1100- Residential low density
Soils	51- Pelham Fine Sand
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 December 17, 2019, there is a 16-inch water main within the Pritchard Road right-of-way. In addition, there is an existing 12-inch force main in the Pritchard Road right-of-way to the east of the property.

### **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 209 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 5.

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 5 is **0.47**.

The proposed land use amendment based on impact assessment standards has the development potential of 22,869 SF of industrial space and could generate approximately 284 daily vehicular trips onto the roadway network. Subject site is accessible via Pritchard Road, a 4-lane divided collector roadway and is operating at 0.56 of its capacity.

#### **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 500 foot Height and Hazard Zone for the Outlying Landing Field Whitehouse. Zoning will limit development to a maximum height of less than 500 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 January 9, 2020, the required notices of public hearing signs were posted. Twenty-one (21) 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. 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 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.
- 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 3.2.18      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 JEA services and is located along the south side of Pritchard Road, which is classified as a collector roadway. The subject site is located directly across from the Westside Industrial Park DRI, which is designated as Light Industrial (L I) and is in an Industrial Situational Compatibility Zone. The proposed BP land use would be compatible with the existing industrial park by providing a complimentary use. The proposed amendment would allow for the existing building to remain and provide a combination of uses while creating an appropriate land development transition from the Westside Industrial Park DRI located north of the subject property to the neighboring Low Density Residential community to the south, west and east. Business Parks are permitted in locations adjacent to residential areas. 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 Policy 3.2.18.

Further, site development will be required to comply with ROSE Policy 2.2.1 regarding the provision of open space.

**Vision Plan**

The application site lies within the Northwest 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 Business Park provides the opportunity to encourage a mix of uses



in the neighborhood, thereby illustrating the proposed land use amendment's consistency with the Northwest 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 Goal from the Communities and Affordable Housing section of the Strategic Regional Policy Plan:

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 section of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional location for the creation of new business opportunities in the northeast Florida region.

**LOCATION AND CURRENT LAND USE MAP**

