

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

**Small-Scale Future Land Use Map Amendment - February 28, 2020**

**Ordinance/Application No.:** 2020-087 / L-5429-20C

**Property Location:** 12803 Lem Turner Road (SR 115), located east of Lem Turner Road (SR 115) and on the north side of Percy Road and between Hemlock Street and Sunport Industrial Parkway

**Real Estate Number(s):** 019455-0050 and a portion of 019456-0000

**Property Acreage:** 1.53 acres

**Planning District:** District 6, North

**City Council District:** Council District 7

**Applicant:** City of Jacksonville

**Current Land Use:** NC

**Proposed Land Use:** LDR

**Development Area:** Suburban

**Current Zoning:** PUD (Ordinance 2019-373-E)

**Proposed Zoning:** PUD (No Change)

***RECOMMENDATION:*** ***APPROVE***

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

The amendment to LDR will change the land use to be consistent with the PUD approved as Ordinance 2019-373-E. The PUD as approved by Ordinance 2019-373-E will regulate the uses and number of dwelling units permitted on the property.

**BACKGROUND**

The 1.53 acre subject site is located on the north side of Percy Road. Percy Road is a local road. Presently the property is vacant and the amendment will change the land use category from Neighborhood Commercial (NC) to Low Density Residential (LDR) to allow for consistency with the approved Planned Unit Development (PUD), Ordinance 2019-373-E for single-family dwelling units.

Much of the area immediately surrounding the amendment site consists of single-family, residential uses and vacant land in the NC, LDR, Medium Density Residential (MDR), Community/General Commercial (CGC) and Rural Residential (RR) land use categories. The application site also fronts Percy Road, a local road. Percy Road connects to Lem Turner Road, 450 feet to the west. Lem Turner Road is a minor arterial road. Attachment A-1 shows the proximate land use categories 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: LDR  
 Zoning: PUD and Agriculture (AGR)  
 Property Use: vacant land, mobile home, and wetlands

South: Land Use: MDR and CGC  
 Zoning: PUD  
 Property Use: timber, single-family dwelling, vacant land

East: Land Use: LDR  
 Zoning: PUD and AGR  
 Property Use: vacant Percy Oaks single-family subdivision (Ordinance 2019-373-E) and vacant land

West: Land Use: NC and RR  
 Zoning: PUD and Residential Rural-Acre (RR-Acre)  
 Property Use: vacant land and single-family dwellings

**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.

While the proposed amendment includes a residential component, the site will generate fewer than 20 residential units. Therefore, the proposed development will have a de minimis impact on school capacity.

**Impact Assessment Baseline Review**

<b>Development Analysis</b> 1.53 acres	
Development Boundary	Suburban Development Boundary
Roadway Frontage Classification / State Road	Percy Road – Local Road / No state Road Lem Turner Road (SR 115) - Minor Arterial Road

<b>Development Analysis 1.53 acres</b>		
Plans and/or Studies	North Jacksonville Shared Vision and Master Plan	
Site Utilization	Current: Vacant Land	Proposed: Single-Family
Land Use / Zoning	Current: NC / PUD	Proposed: LDR / PUD
Development Standards for Impact Assessment	Current: 0.45 FAR	Proposed: 5 Dwelling units per acre
Development Potential	Current: 29,991 Square feet of commercial space	Proposed: 8 Single-family dwelling units
Net Increase/Decrease in Maximum Density	Increase of 8 single-family dwelling units	
Net Increase/Decrease in Potential Floor Area	Decrease of 29,991 square feet of commercial space	
Population Potential	Current: 0 people	Proposed: 21 people
<b>Special Designation Areas</b>		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	150 foot height restriction zone for Jacksonville International Airport	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	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	
<b>Public Facilities</b>		
Potential Roadway Impact	No new daily external trips	
Potential Public School Impact	De minimus; less than 20 dwelling units	
Water Provider	JEA	

<b>Development Analysis</b> 1.53 acres	
Potential Water Impact	Increase of 628.45 gallons/day
Sewer Provider	JEA
Potential Sewer Impact	Increase of 471.24 gallons/day
Potential Solid Waste Impact	Decrease of 27.19 tons/year
Drainage Basin/Sub-basin	Broward River Basin and Sub-basin
Recreation and Parks	Kings Road Historic Preserve
Mass Transit Access	No bus service
<b>Natural Features</b>	
Elevations	19 to 22 feet above mean sea level
Land Cover	1100; Residential Low Density
Soils	38 – Mascotte 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 and determined that the proposed amendment has the potential to result in no 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. A copy of the transportation analysis is on file with the Planning and Development 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 8 single family homes and generating approximately 76 daily vehicular trips onto the roadway network. Subject site is accessible via Lem Turner Road (SR 115), a 2-lane undivided state highway. SR 115 is subject to FDOT review and access management requirements.

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 Preliminary Site Sensitivity Map, the subject property is located within an area of low sensitivity for the presence of archaeological resources. 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 150 feet Height and Hazard Zone for 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).

### 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 February 13, 2020, the required notices of public hearing signs were posted. Nine (9) 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 February 18, 2020. 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*

*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.

- Goal 1                      To ensure that the character and location of land uses optimize the combined potentials for economic benefit and enjoyment and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.
- 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.
- 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.
- 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 3.1 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.

The request is to amend the land use from NC to Low Density Residential (LDR). According to the FLUE, NC in the Suburban Area is preferred in locations which are supplied with full urban services; which abut a roadway classified as a collector or higher on the Functional Highway Classification Map; and which are compatible with adjacent residential neighborhoods.

LDR in the Suburban Area is intended to provide for low density development of up to 7 dwelling units per acre. Single-family dwellings are generally the principal use within the LDR category.

According to the City's GIS infrastructure map, sewer and water lines are not near the Percy Oaks Subdivision PUD (Ordinance 2019-373-E). The closet sewer line (20-inch sewer main) is 2,100 feet away at the Perry Drive/Lem Turner Road intersection within the Lem Turner Road right-of-way. The closest water line (16-inch water main) is another 500 feet south within the same right-of-way. Bringing public water and sewer to the subdivision will satisfy FLUE Policy 1.2.9.

Low density single-family development is the predominant land use on properties located south along Lem Turner Road. This land use amendment is a portion of the recently approved subdivision (Ordinance 2019-373-E) and therefore would be consistent with the PUD zoning of the site. The proposed amendment therefore promotes a pattern of compatible land uses with a well-organized combination of residential and neighborhood commercial land use located to the east that will facilitate the stability and viability of potential residential development as called for in FLUE Goals 1 and 3, Objective 1.1, Policies 1.1.22 and 1.1.24.

Although, a portion of the NC land use category is proposed for LDR, the remaining vacant portion of NC (3.47 acres) will still buffer the proposed Percy Oaks subdivision from Lem Turner Road while providing for residential uses and therefore satisfying FLUE Policy 1.1.10 and Objective 3.1.



**Vision Plan**

The application site lies within the North Jacksonville Shared Vision and Master Plan area. The plan does not identify specific recommendations for the subject site. However, the site is located north of the Plan's Dunn Avenue Village Center and I-295.

**Strategic Regional Policy Plan**

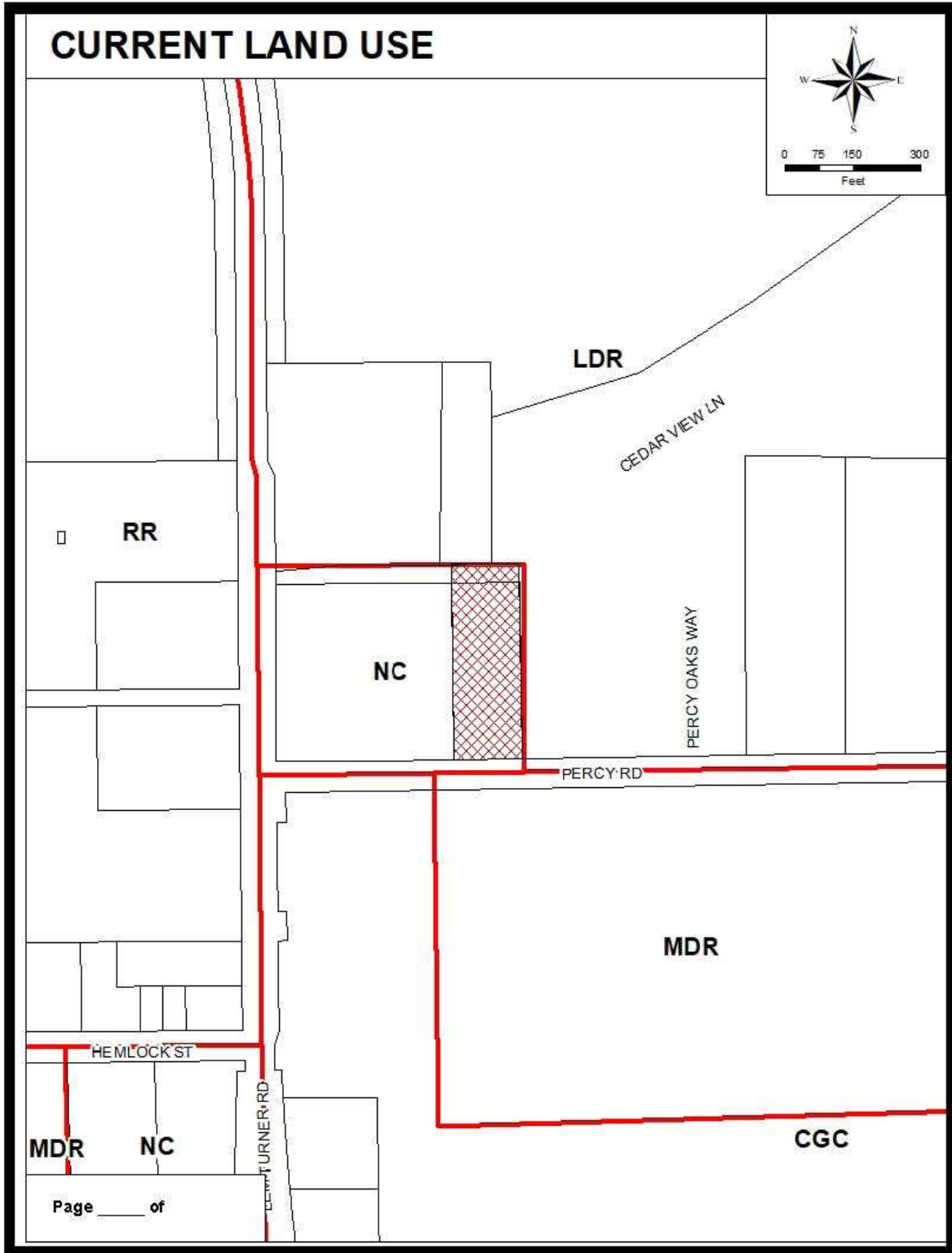
The proposed amendment is consistent with the following Objective and Policy of the Strategic Regional Policy Plan, Communities and Affordable Housing Subject Area:

Objective: Improve Quality of Life and Provide Quality Places in Northeast Florida

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 Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional location for the infilling of residential development in an established residential area.

**A-1: LAND USE AMENDMENT SITE AND CURRENT LAND USE MAP**



## A-2: CURRENT LAND UTILIZATION MAP

